



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 22nd June, 2011 at 1.00 pm

MEMBERSHIP

Councillors

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

CONFIDENTIAL AND EXEMPT ITEMS

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

9.0 Confidential information – requirement to exclude public access

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

9.2 Confidential information means

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

10.0 Exempt information – discretion to exclude public access

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

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

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

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

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

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

A G E N D A

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

Item No K=Key Decision	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF INTERESTS</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 18th May 2011.</p> <p><u>RESOURCES AND CORPORATE FUNCTIONS</u></p>	1 - 10
6 K			<p>FINANCIAL PERFORMANCE - OUTTURN 2010/2011</p> <p>To consider the report of the Director of Resources presenting the Council's financial outturn position for 2010/2011 in terms of revenue and capital, whilst also including the Housing Revenue Account.</p>	11 - 44
7 K			<p>FINANCIAL HEALTH REPORTING 2011/2012</p> <p>To consider the report of the Director of Resources providing information as to both the context and the arrangements for the reporting of the Council's financial health during the 2011/2012 municipal year.</p>	45 - 48

Item No K=Key Decision	Ward	Item Not Open		Page No
8			<p>NEW VISION AND STRATEGIC PLANS</p> <p>To consider the report of the Assistant Chief Executive (Planning, Policy and Improvement) setting out the key stages of the development of several important plans, including the consultation undertaken with the public and partners, detailing how due regard needed to be given to equality and diversity in preparing them, whilst presenting the plans themselves for consideration and endorsement prior to formal approval by Full Council.</p> <p><u>CHILDREN'S SERVICES</u></p>	49 - 96
9			<p>CHILDREN'S SERVICES IMPROVEMENT UPDATE</p> <p>To consider the report of the Director of Children's Services providing an update in respect of the improvement activities undertaken within Children's Services.</p>	97 - 116
10			<p>CHILDREN & YOUNG PEOPLE'S PLAN 2011-2015</p> <p>To consider the report of the Director of Children's Services presenting to the Board for the purposes of endorsement and support, the final version of the Children and Young People's Plan for the period 2011-2015.</p>	117 - 154
11			<p>ANNUAL REVIEW OF THE FOSTERING AND ADOPTION STATEMENTS OF PURPOSE</p> <p>To consider a report of the Director of Children's Services presenting for approval the revised statements of purpose for Leeds City Council's Fostering and Adoption Services.</p>	155 - 200

Item No K=Key Decision	Ward	Item Not Open		Page No
12 K	Killingbeck and Seacroft;		<p>DESIGN AND COST REPORT FOR E-ACT LEEDS EAST ACADEMY, SUBMISSION OF STAGE 0 PROPOSAL TO PARTNERSHIPS FOR SCHOOLS AND DISPOSAL OF PARKLANDS LEASEHOLD AT NIL CONSIDERATION</p> <p>To consider the report of the Director of Children’s Services proposing the submission of the Stage 0 document to Partnerships for Schools in respect of the E-ACT Leeds East Academy, seeking the necessary authorities to spend in order to progress the initiative, whilst also proposing the disposal of Parklands Girls’ High School at nil consideration.</p> <p><u>LEISURE</u></p>	201 - 216
13	Bramley and Stanningley;		<p>RESPONSE TO DEPUTATION TO COUNCIL: FRIENDS OF BRAMLEY BATHS</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 6th April 2011 from Friends of Bramley Baths regarding the reduced hours at Bramley Baths.</p>	217 - 228
14	Roundhay;		<p>RESPONSE TO DEPUTATION TO COUNCIL: WEST RIDING TRACK LEAGUE</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 6th April 2011 from West Riding Track League outlining the league’s successes over the last 65 years and seeking Council support for the future of league and grass track racing on the historic track at Roundhay Park.</p>	229 - 236

Item No K=Key Decision	Ward	Item Not Open		Page No
15 K			<p>MERCURY ABATEMENT WORKS - RAWDON CREMATORIA: CAPITAL SCHEME NO. 16194</p> <p>To consider the report of the Acting Director of City Development detailing the current position with regard to facilitating the installation of cremators with mercury filtration equipment at Rawdon crematorium, whilst also seeking approval to let the works contract and the incur the necessary expenditure to progress the matter.</p> <p><u>ADULT HEALTH AND SOCIAL CARE</u></p>	237 - 242
16 K		10.4(5) (Appendices 1-5 only)	<p>NEIGHBOURHOOD NETWORK UPDATE</p> <p>To consider the report of the Director of Adult Social Services providing an account of the negotiations held to date in line with the resolutions of the Executive Board in July 2010, detailing the final outcome of those negotiations and providing a recommendation on a potential way forward based on legal advice obtained by the Council.</p> <p>Appendices 1 to 5 of the report are designated as exempt under Access to Information Procedure Rule 10.4(5).</p> <p><u>DEVELOPMENT AND THE ECONOMY</u></p>	243 - 268
17	Weetwood;		<p>RESPONSE TO DEPUTATION TO COUNCIL: WEST PARK RESIDENTS ASSOCIATION</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 6th April 2011 from West Park Residents Association regarding the future use of the West Park Centre.</p>	269 - 278

Item No K=Key Decision	Ward	Item Not Open		Page No
18			<p>RESPONSE TO DEPUTATION TO COUNCIL: DANOPTRA LTD.</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 6th April 2011 from Danoptra Limited regarding the draft Horsforth and Cragg Hill Conservation Area Appraisal and Management Plan.</p>	279 - 288
19			<p>RESPONSE TO DEPUTATION TO COUNCIL: LEEDS STUDENTS' UNIONS</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 6th April 2011 from Leeds Students' Union regarding houses of multiple occupation in Leeds.</p>	289 - 294
20 K			<p>HOUSING APPEALS - IMPLICATIONS OF THE SECRETARY OF STATE'S DECISION RELATING TO LAND AT GRIMES DYKE, EAST LEEDS</p> <p>To consider the report of the Acting Director of City Development providing an update on the outcome of an appeal relating to a substantial greenfield housing site at Grimes Dyke, East Leeds, and inviting the Board to consider any actions to be taken as a consequence of this decision by the Secretary of State.</p>	295 - 312
21 K			<p>LOCAL SUSTAINABLE TRANSPORT FUND BID FOR WEST YORKSHIRE</p> <p>To consider the report of the Acting Director of City Development informing of the bid to the Department for Transport's Local Sustainable Transport Fund which has been prepared for West Yorkshire.</p>	313 - 318

Item No K=Key Decision	Ward	Item Not Open		Page No
22 K	Beeston and Holbeck;	10.4(3) Appendix only	<p>ELLAND ROAD MASTERPLAN</p> <p>To consider the report of the Acting Director of City Development providing an update on the progress made in respect of the Elland Road Masterplan since its inclusion within the Informal Planning Statement for Elland Road which was adopted in 2007. The report also seeks approval of the revised Heads of Terms with the operator of the proposed ice rink on Elland Road, whilst also seeking an injection from the Capital Programme into the proposed realignment of Lowfields Road.</p> <p>The appendix to this report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	319 - 344
23 K			<p>RUGBY LEAGUE WORLD CUP 2013</p> <p>To consider the report of the Acting Director of City Development providing details of the 2013 Rugby League World Cup (RLWC), including the benefits of hosting the tournament. In addition, the report details the bidding process for potential Host Cities, whilst also seeking approval for the submission of a final bid and detailing the role of a consortium who will lead RLWC activity.</p>	345 - 352
24 K			<p><u>NEIGHBOURHOODS, HOUSING AND REGENERATION</u></p> <p>ASSISTANCE TO VULNERABLE HOUSEHOLDS: THE BUSINESS CASE FOR UNSUPPORTED BORROWING TO FUND EQUITY RELEASE LOANS TO VULNERABLE HOUSEHOLDS</p> <p>To consider the report of the Director of Environment and Neighbourhoods proposing a financial model which would allow Leeds City Council to consider unsupported borrowing to provide equity loans to vulnerable households.</p>	353 - 358

Item No K=Key Decision	Ward	Item Not Open		Page No
25 K			<p data-bbox="676 255 1390 293">REDUCING REPORTED BURGLARY IN LEEDS</p> <p data-bbox="676 331 1369 472">To consider the report of the Director of Environment and Neighbourhoods regarding an initiative aimed at combating levels of burglary in Leeds.</p>	359 - 368

EXECUTIVE BOARD

WEDNESDAY, 18TH MAY, 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

214 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 2 to the report referred to in Minute No. 225, under the terms of Access to Information Procedure Rule 10.4(1) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information by reason of the fact that the information contained within the appendix relates to individuals who are current tenants of the properties leased by Leeds Federated Housing Association from the Council.
- (b) Appendix 1 to the report referred to in Minute No. 220, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the information contained within 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 Council's bid to the Department for Transport (DfT), particularly as the New Generation Transport bid will be submitted earlier than competing bids from other promoters. It is therefore considered that whilst there may be a public interest in disclosure, this information will be publicly available from the DfT after all bids from promoters have been received.

215 Declaration of Interests

Councillors Wakefield, Ogilvie, Murray, Yeadon, R Lewis, Dowson, Gruen and Blake all declared personal interests in the item entitled, 'Primrose High School', due to their respective memberships of the Co-operative Group (Minute No. 223 refers).

Councillors Murray and Golton both declared personal interests in the item entitled, 'Property Exchange with Leeds Federated Housing Association', due

to their respective positions as an Area Panel Member and a Board Director of Aire Valley Homes ALMO (Minute No. 225 refers).

Councillor Gruen declared a personal interest in the item entitled, 'John Smeaton Academy', due to his position as a Governor of John Smeaton High School (Minute No. 222 refers).

Councillor A Carter declared a personal interest in the item entitled, 'Submission of the Best and Final Bid for the NGT Scheme' due to being a member of the West Yorkshire Integrated Transport Authority (Minute No. 220 refers).

216 Minutes

RESOLVED – That the minutes of the meeting held on 30th March 2011 be approved as a correct record.

DEVELOPMENT AND REGENERATION

217 Scrutiny Board Recommendations - Leeds Bradford International Airport - Provision for Public Hire Taxis

The Head of Scrutiny and Member Development submitted a report providing a summary of the responses to the recommendations arising from Scrutiny Board (City Development) inquiry into 'Leeds Bradford International Airport: Provision for Public Hire Taxis' and inviting the Board to pronounce on the recommendation presented.

Councillor J Procter, the Chair of the Scrutiny Board (City Development) attended the meeting to present the Board's findings.

RESOLVED –

- (a) That the response to the Scrutiny Board (City Development) recommendation be noted.
- (b) That more detailed plans be drawn up for the provision of a hackney carriage stand at Whitehouse Lane adjacent to Leeds Bradford International Airport, with a further report being submitted to the September 2011 Board meeting, detailing the progress which has been made in respect of this matter and outlining a proposed way forward, with further negotiations being undertaken with all relevant parties in the meantime.

218 Natural Resources and Waste Development Plan Document: Formal Submission

Further to Minute No. 108, 3rd November 2010, the Acting Director of City Development submitted a report detailing the outcomes from the consultation exercise undertaken in respect of the Natural Resources and Waste Development Plan Document (DPD) and presenting the DPD to the Board, with the request that it was recommended to Council for the purposes of formal submission to the Secretary of State for Independent Examination.

RESOLVED - That Council be recommended to approve the Natural Resources and Waste Development Plan Document (together with the proposed changes, as detailed within Appendix 2 to the submitted report) for the purposes of submission to the Secretary of State for independent examination, pursuant to Section 20 of the Planning & Compulsory Purchase Act 2004.

(The matters referred to in this minute, being matters reserved to Council, were not eligible for Call In)

219 Proposal to Invest in Additional Energy Saving Measures for Street Lighting

The Acting Director of City Development submitted a report providing an overview of the current energy saving initiatives embedded within the current street lighting service and outlining the possible opportunities for further reductions in energy consumption with recommendations as to how they may be achieved.

The Board emphasised the importance of Ward Members' views being sought from the outset of the associated consultation exercise.

The report provided details of the Equality, Diversity, Cohesion and Integration Impact Assessment which had been undertaken in respect of the proposals on the 16th March 2011.

RESOLVED -

- (a) That the content of the submitted report and the efficiency measures already undertaken as part of the street lighting PFI be noted.
- (b) That the potential annual savings of the proposed programme of implementation, as outlined within paragraph 3.30 of the submitted report be noted.
- (c) That approval be given to officers beginning a process of consultation on the proposed programme of implementation, with a view to an injection into the capital programme of £334,700 for 2011 to 2014, resulting in an estimated net saving from a reduction in energy consumption of £940,860 by 2021.

220 Submission of the Best and Final Bid for the New Generation Transport (NGT) Scheme

The Acting Director of City Development submitted a report providing an update on proposals regarding the development of a high quality public transport system in Leeds, outlining details of the next key stage of the project, namely, a 'Best and Final Bid' to the Secretary of State for Transport, whilst also seeking approval for this application to be made at the most appropriate time, following consultation being undertaken with the Department for Transport (DfT).

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 the submission of the Best and Final Bid to the Department for Transport at the most appropriate time for the New Generation Transport scheme.
- (b) That the local contribution towards the scheme, as detailed within exempt appendix 1 to the submitted report, be agreed.
- (c) That agreement be given to the Council and Metro underwriting the risk of overspend on the project, as previously, any overspends have been reported as being shared 50/50 with the DfT.
- (d) That the development and undertaking of a lobbying campaign be agreed, which will support the Best And Final Bid from the wider Leeds community.

221 Interim Affordable Housing Policy

Further to Minute No. 166, 11th February 2011, the Acting Director of City Development submitted a report providing details of the public consultation exercise undertaken in respect of the Draft Interim Affordable Housing Policy and seeking agreement of the proposed amendments to the policy and its immediate implementation.

The Board emphasised the importance of the policy being kept under review, and that it remained flexible enough to adapt to changes within the housing market.

The report provided details of the equality, diversity, cohesion and integration screening process which had been undertaken on the proposed policy.

RESOLVED - That the proposed amendments to the draft Interim Affordable Housing Policy as set out within appendix A to the submitted report be agreed, and that approval be given to the draft Interim Affordable Housing Policy (as amended) being implemented with effect from 1st June 2011 (the policy would therefore apply to all relevant decisions made on or after 1st June 2011 – this allows for the call-in period after the Executive Board meeting on 18th May).

222 John Smeaton Academy

The Acting Director of City Development submitted a report seeking approval to the Heads of Terms for the leasehold disposal at nil consideration of John Smeaton Community College for the Academy scheme to John Smeaton Academy, who were the Council's selected operator for an Academy at this school.

RESOLVED - That the disposal of John Smeaton Community College for the proposed Academy on a 125 year lease at nil consideration be agreed, and

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that the Acting Director of City Development be authorised to agree the final terms, as detailed within paragraph 3 of the submitted report.

223 Primrose High School

The Acting Director of City Development submitted a report seeking approval to the Heads of Terms for the leasehold disposal at nil consideration of Primrose High School to the Co-operative Academy scheme, who were the Council's selected operator for an Academy at this school.

In response to enquiries raised regarding the legal costs associated with the proposals detailed within Minute Nos. 222 and 223, officers undertook to provide details to the Member in question.

RESOLVED - That the disposal of Primrose High School for the proposed Academy on a 125 year lease at nil consideration be agreed, and that the Acting Director of City Development be authorised to agree the final terms as detailed within paragraph 3 of the submitted report.

NEIGHBOURHOODS AND HOUSING

224 Land at West Grange Road, Belle Isle, Leeds, LS10

The Director of Environment and Neighbourhoods submitted a report regarding the proposed disposal of land at West Grange Road, Belle Isle, to Leeds Federated Housing Association at less than best consideration.

RESOLVED - That the disposal of the land at West Grange Road, Belle Isle, at less than best consideration be approved.

225 Property Exchange with Leeds Federated Housing Association

The Director of Environment and Neighbourhoods submitted a report outlining proposals in relation to the transfer of 14 Council owned miscellaneous properties to Leeds Federated Housing Association (LFHA) in exchange for 15 properties, which would contribute towards the wider regeneration of the area.

The submitted report presented the following three options:

Option A: Do nothing

Option B: The purchase of LFHA properties within the Garnets demolition area

Option C: The exchange of LFHA properties within the Garnets demolition area for other council owned miscellaneous properties.

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

RESOLVED -

(a) That the transfer of 15 LFHA properties in the Garnets clearance area to LCC in exchange for 14 Council owned miscellaneous properties to

Draft minutes to be approved at the meeting to be held on Wednesday, 22nd June, 2011

LFHA be authorised, with the difference in value being contributed by LFHA towards the costs of demolition on the scheme.

- (b) That all properties detailed within exempt appendix 2 to the submitted report be declared as surplus for disposal to LFHA.
- (c) That the Acting Director of City Development be authorised to approve the detailed terms of the transaction.

CHILDREN'S SERVICES

226 Basic Need Programme 2012 - Outcome of Consultation on Proposals for Primary Provision for 2012

Further to Minute No. 203, 30th March 2011, the Director of Children's Services submitted a report presenting the outcome of work which had been undertaken following the conclusion of the consultation exercise on proposals to expand primary provision at three schools in Leeds from September 2012. In addition, the report also sought permission to publish a statutory notice for one of those schools concerned.

RESOLVED -

- (a) That individual approval be given to the publication of a statutory notice for the following:-
 - **Proposal two:** Change the age range of Roundhay School Technology and Language College to 4-18, with a reception admission limit of 60, and use land off Elmete Lane for the primary provision.
- (b) That it be noted that further work will be completed by officers prior to bringing forward a recommendation on the following:-
 - **Proposal three:** Change the age range of Allerton Grange School to 4-18, with a reception admission limit of 60, and use land next to the school for the primary provision.
 - **Proposal six:** Expand the capacity of Little London Primary School from 210 to 630 using land off Cambridge Road.

227 Outcome of Feasibility on Providing Girls Only Education at a Central Location in Leeds

Further to Minute No. 220, 7th April 2010, the Director of Children's Services submitted a report providing an update on the feasibility work undertaken in respect of single sex education provision for girls at a central location in the city.

RESOLVED -

- (a) That the Local Authority does not move to establish girls-only education in Leeds at this time.
- (b) That the Local Authority continues to undertake a choice and diversity survey each year during its admissions process in order to inform its statutory duty.

- (c) That the Local Authority continues to take account of parental responses around choice and diversity, and effectively integrates emerging academies and free schools into strategic planning.

228 Scrutiny Board Recommendations - Outdoor Education Centres

The Head of Scrutiny and Member Development submitted a report providing a summary of the responses to the recommendations arising from the Scrutiny Board (Children's Services) inquiry into Outdoor Education Centres.

RESOLVED - That the responses to the recommendations of the Scrutiny Board (Children's Services) arising from its inquiry into Outdoor Education Centres be noted.

LEISURE

229 Leeds Libraries and Information Service: Proposals for the Future

Further to Minute No. 135, 15th December 2010, the Acting Director of City Development submitted a report providing the outcomes of the consultation exercise undertaken in relation to the proposals outlined within, 'A New Chapter for Leeds Libraries' and seeking the Board's agreement to the resultant proposals for future library provision in the city.

Further to the recommendations detailed within the submitted report, Members were asked to consider some updated proposals, specifically that Cow Close library remained open for a year whilst further consideration was given to its future, and that Rawdon library remained open for a year whilst further discussions were undertaken with interested parties regarding community asset transfer opportunities.

Members highlighted the importance of the mobile provision and the need to ensure that those users affected by the proposals were able to access such provision.

The report provided details of the reviews which had been undertaken in respect of the impact that the proposals would potentially have on various communities.

RESOLVED -

- (a) That the recommendations, as defined within Section 7 of the submitted report, including the changes to the opening hours as identified within paragraph 7.2, modified by the impact of the inclusion of the updated proposals detailed above, be supported.
- (b) That the change in the method of delivering the library service for 20 libraries, as outlined within paragraph 7.3.1 of the submitted report be approved, with the inclusion of the updated proposals detailed above and as reported at the meeting.

- (c) That mobile provision be developed across the City as outlined within paragraph 7.4 of the submitted report.
- (d) That, for a limited period, a consultation exercise be offered to the community on the asset transfer opportunities for the vacated libraries, and that after this designated period, the asset management team find the best solutions for the buildings.

230 Call In of Decision on Garforth Squash and Leisure Centre

Further to Minute No. 205, 30th March 2011, the Acting Director of City Development submitted a report advising that following the original decision taken by the Board, this matter was called in and subsequently considered by Scrutiny Board (City Development) on 20th April 2011, who resolved to refer the decision back to Executive Board for further consideration. The report recommended that the original decision taken on 30th March 2011 by Executive Board was reaffirmed.

RESOLVED – That the decision taken by the Executive Board at its meeting on 30th March 2011 regarding Garforth Squash and Leisure Centre (Minute No. 205 refers) be reaffirmed.

(The matters referred to in this minute, having been the subject of a previous Call In process, were not eligible for Call In)

231 Long Term Supply of Burial Space

The Acting Director of City Development submitted a report advising that as a result of a call in meeting, Scrutiny Board (City Development) had referred back to Executive Board for further consideration, its decision concerning proposals to consult on the Draft Informal Planning Statement for Whinmoor Grange, including plans for a cemetery on the site. In addition, the report considered the issues which had been raised by the Scrutiny Board during the Call In process and detailed proposals in respect of how such issues could be progressed.

The Board was informed that the duration of the consultation period had been extended from 4 weeks to 6 weeks, in order to ensure that all potential stakeholders had a greater opportunity to engage in the process.

RESOLVED –

- (a) That the Draft Informal Planning Statement for Whinmoor Grange be approved for the purposes of a public consultation exercise, which is to be undertaken over a six week period, with the findings being reported back to Executive Board in due course.
- (b) That the expenditure on Capital Scheme Number 1358 be held in abeyance pending the outcome of the consultation exercise referred to in resolution (a).

(The matters referred to in this minute, having been the subject of a previous Call In process, were not eligible for Call In)

232 Scrutiny Board Recommendations: Cemeteries and Crematoria Horticultural Maintenance

The Head of Scrutiny and Member Development submitted a report providing a summary of the responses to the recommendations arising from Scrutiny Board (City Development) inquiry into 'Cemeteries and Crematoria Horticultural Maintenance' and inviting the Board to pronounce on the recommendation where there had been a difference of opinion between the Scrutiny Board and Director/Executive Member.

Councillor J Procter, the Chair of the Scrutiny Board (City Development) attended the meeting to present the Board's findings.

Having discussed the process by which responses to Scrutiny Board inquiry reports were considered by the Executive, it was suggested that the Chair of the Scrutiny Board which had conducted the inquiry approved the summary covering report prior to its submission. In addition, responding to concerns raised, it was also suggested that further consideration was given to the extent and nature of the information provided to Executive Board Members when considering Scrutiny Board inquiries, in order to ensure that they had access to all relevant details.

RESOLVED –

- (a) That the responses to the Scrutiny Board (City Development) recommendations arising from its inquiry into Cemeteries and Crematoria Horticultural Maintenance be noted.
- (b) That in respect of recommendation two of the Scrutiny Board Inquiry Report, further work on this matter be undertaken with a report being submitted to a future meeting of the Executive Board outlining proposals for a way forward.

ADULT HEALTH AND SOCIAL CARE

233 Review of Consultation Process for Building Based Services

The Director of Adult Social Services submitted a report advising that following the resolutions made by Executive Board at its meeting on 11th February 2011 (Minute No. 163 referred) regarding mental health day service provision, representations on such matters had been made to the Scrutiny Board (Adult Social Care) and therefore, the report invited Executive Board to review the decisions taken in February 2011.

In response to enquiries, Members were provided with reassurance regarding the nature and extent of the consultation process which was proposed.

RESOLVED -

- (a) That in view of the issues highlighted within the submitted report, the decision of the February 2011 Executive Board regarding the consolidation of buildings based services to one site not be implemented.

- (b) That the Board's support for the other recommendations, as outlined in paragraph 2.4 of the submitted report, regarding the direction of travel for the modernisation of Mental Health Day Services in Leeds be noted and confirmed.
- (c) That it be noted that the consultation process regarding the decision to consolidate the day service buildings base will be specific and will focus upon an interim model of provision for in house service, and that the findings from the consultation process will be joined with the consultation on the future commissioning of all community based mental health services
- (d) That a further report be submitted to the Executive Board detailing the outcomes from the consultation process.

234 Councillors Murray, Dowson and A Blackburn

On behalf of the Board, the Chair paid tribute to and thanked Councillors Murray, Dowson and A Blackburn for their services to the Board, as this marked their final meeting as Executive Board Members.

DATE OF PUBLICATION: 20TH MAY 2011

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 27TH MAY 2011 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12noon on 31st May 2011)

Draft minutes to be approved at the meeting
to be held on Wednesday, 22nd June, 2011



Report of the Director of Resources

Executive Board

Date: 22nd June 2011

Subject: Financial Performance – Outturn 2010/11

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

Executive Summary

This report presents the Council’s financial performance for the year ending 31st March 2011, prior to the publication of the annual accounts.

2010/11 has presented a number of financial challenges, with the Council having to meet increasing demand pressures, generate efficiencies and maintain key front line services whilst dealing with the impact of the economic downturn. In addition, the Council has had to deal with a £15.0m in-year reduction in revenue grants and £12m in capital grants. A number of actions were taken corporately and within directorates to mitigate against these pressures, As explained in the 3rd quarter financial health report to the Board, the 2011/12 budget is predicated on the utilisation of a £2m of reserves carried forward from 2010/11 over and above our minimum level of reserves. This report confirms that this position has been largely achieved with reserves at the 31st March 2011 standing at £21.2m the end of 2010/11.

Variations within the Housing Revenue Account (HRA) have resulted in a small underspend of £0.1m. The general reserve now stands at £4.0m. Full details of the variations and the contributions to reserves are contained in the HRA report attached.

Spending on capital investment during the year amounted to £295.9m compared to a budget of £349.8m.

Other areas of year end financial performance reported include schools reserves, subsidiary companies, the collection of local taxation and sundry income, and the payment of creditors.

Recommendations

Members of the Executive Board are requested to note the contents of this report and approve the treatment of earmarked reserves as detailed in the report.

1 Purpose of this report

- 1.1 This report sets out for the Board the Council's financial outturn position for 2010/11, both revenue and capital, and includes the Housing Revenue Account. The report covers revenue expenditure and income compared to the budget and also reports on the outturn for Education Leeds and ALMOs.
- 1.2 The report also highlights the position regarding other key financial health indicators including Council Tax and NNDR collection statistics, Sundry Income, and prompt payments.
- 1.3 Executive Board, as in previous years, are asked to consider the financial performance of the Council during the year and approve the creation and usage of the Council's reserves.

2 Background information

- 2.1 Members will recall that the 2010/11 net budgetⁱ for the general fund was set at £569.3m, which did not assume the use of any reserves.
- 2.2 In a change to the Audit and Accounts regulations there is now no requirement for Corporate Governance and Audit Committee to approve the unaudited Statement of Accounts prior to their publication at the end of June. It is now the responsibility of the Director of Resources in his capacity as Section 151 officer to sign off the accounts by the 30th June 2011. The Accounts will be available for public inspection for 20 days from the 20th July 2011. The audited Statement of Accounts will be presented to the Corporate Governance and Audit Committee for approval by the 30th September 2011.
- 2.3 It should be noted that in accordance with proper accounting practice, any significant event which occurs prior to the audit sign - off of the accounts in September 2011, could impact on the Council's final published outturn position and hence the level of reserves. This is known as a post balance sheet event and should such an event occur, it will be reported back to this Board at the earliest opportunity.

3 Main issues – General Fund Revenue

- 3.1 The overall outturn position for 2010/11 for the Council against its budget is an underspend of £5.1m, as summarised below:

	Budget £m	Outturn £000s	Variation £000s
Adults	181.4	184.9	3.5
Children's	143.0	148.3	5.3
City Dev	71.7	72.1	0.4
Environment & N'hoods	99.0	100.0	1.0
Central & Corporate	73.4	68.1	- 5.3
Directorate Total	568.5	573.4	4.9
Strategic	0.8	-9.2	- 10.0
Total	569.3	564.2	- 5.1

3.2 This position has not been easily achieved. In summary the Council has had to deal with pressures in excess of £45m. These have included demand pressures of £24.3m, and declining income especially within City Development. In addition, the new Government announced a £1.166bn in-year reduction in grants to Local Authorities as part of its accelerated deficit reduction planⁱⁱ. As reported to Members on 22nd June 2010ⁱⁱⁱ, this included a £15.0m reduction in revenue grants. The scale of these grant reductions and the fact that they were notified part way through the year presented the Council with a significant difficulty in managing them. However, through careful financial management, the delivery of staffing and other savings in directorates and the corporate identification of savings, it has been possible to not only deliver a balanced position, but to also to make a contribution to reserves in line with the budgeted utilisation of reserves in the 2011/12 budget. A detailed breakdown of the outturn variations for each Directorate can be seen in Appendix 1.

3.3 The main variations can be analysed subjectively as follows:

	(Under) / Over Spend				
	Staffing £m	Demand £m	Other Expenditure £m	Income £m	Total (Under) Overspend £m
Adult Social Care	(3.4)	12.7	(1.5)	(4.3)	3.5
Children's Services (Incl. Schools)	1.0	10.9	(5.0)	(1.5)	5.3
City Development	0.1		(3.8)	4.1	0.4
Environment & Neighbourhoods	1.1	0.7	(1.7)	0.9	1.0
Central & Corporate	(3.2)		(1.6)	(0.5)	(5.3)
Directorate Total	(4.5)	24.3	(13.6)	(1.3)	4.9
Strategic					(10.0)
Total					(5.1)

3.3.1 Staffing

Overall, staffing budgets were underspent by £4.5m. In line with the Council's financial strategy, staffing numbers have reduced by 1159 during the year in advance of the 2011/2 financial year. This variation does not include the net cost of the Early Leavers Initiative of £2.6m after the capitalisation of £5.7m statutory redundancy payments in accordance with the capitalisation direction that the Council received from the Government.

3.3.2 Demand Variations

Externally provided placements, both residential and with independent fostering agencies, have continued to be a major pressure on the Children's Services budget costing £11.6m more than the original budget. However these were partly offset by savings of £1.7m on the in-house allowances and fees to carers budgets which reflected the changing mix of placement provision.

Increased pressure on the budget for Community Care packages resulted in increased costs of £12.7m within Adult Social Care, mainly reflecting residential and nursing care placements being £6.7m higher than budgeted, £5.2m for independent sector domiciliary care and £1m on the Learning Disability Pooled budget.

3.3.3 Other expenditure variations

Throughout the year directorates have identified a number of savings proposals to offset in year expenditure pressures and income shortfalls. These are detailed in the directorate reports and total £10.7m. Of this £1.6m relates to housing benefits comprising £1m reduction in the provision for bad debts and £0.6m underspend on rent allowances. Within Environment and Neighbourhoods efficiency savings of £0.9m have been made on the Supporting People contracts. A saving on the LEGI programme within City Development has been utilised to partly offset income pressures within the directorate. In addition, there has been a £1.25m saving on the highways budget, although highway maintenance spend was enhanced by additional pot hole grant during the year. The underspend on the education budgets of £3.4m has been utilised to offset the budget pressures within Children's Services.

3.3.4 Income Variations

The economic downturn has again had a significant effect on income levels in 2010/11. Within the City Development directorate there was a shortfall of £4.1m from a number of external income sources, including planning and building fees, sport, parks and countryside and Architectural Design Services. Within Environment and Neighbourhoods, a shortfall in car parking income amounted to £1.3m. In addition, the 2010/11 budget included income from Section 278 schemes of £5.2m, compared to the outturn of £3.0m, reflecting the slowdown in development activity.

Additional income has been generated within Adults Social Care with income of £4.5m from NHS Leeds approved in year to support reablement and effective outcomes around hospital avoidance and hospital discharge. In addition, Children's Services also received £1m funding from health.

3.3.5 Corporate Issues

Debt charge savings of £4.6m have been achieved during the year, taking advantage of the continued low interest rates.

As previously reported to Members, recent changes to the accounting rules regarding the treatment of PFI schemes has meant that an element of the PFI payment is now recognised as capital spend and, in accordance with legislation, can therefore be funded from capital receipts. For 2010/11 the amount of PFI payments is £8.4m and capital receipts will be used instead of revenue to fund this element. This is in accordance with proper accounting

practice and is consistent with the newly applied international accounting standards for Local Government. The capital receipts will no longer be available to fund capital schemes which will result in additional borrowing costs.

The Council has to set aside an insurance provision following an assessment of likely future payments in respect of claims received. The provision has increased by £1.5m reflecting more claims received, primarily relating to highways liabilities, and settlements from previous years being higher than initially provided for.

The Council's budget for 2010/11 assumed that it would be possible to identify spending of £5.0m charged to the revenue accounts, but which can be properly charged to capital. In order to mitigate against the spending pressures, at year end it has been possible to identify an additional £3.6m, which can be properly accounted for as capital.

4. Housing Revenue Account

- 4.1 Variations within the Housing Revenue Account (HRA) have resulted in a surplus of £113k which has been added to the HRA general reserve. The general reserve now stands at £4.0m. Full details of the variations and the contributions to reserves are contained in the HRA report attached.

5.0 Schools

- 5.1 The outturn on the Individual Schools Budget for 2010/11 is:

Outturn	£m
Latest estimate	376.0
Outturn	374.8
Variation	(1.2)
Schools Reserves	
Balance Brought Forward	17.1
Net Contribution to Reserves	1.2
Balance Carried Forward	18.3
Extended Services & Partnerships	
Balance Brought Forward	4.2
Net Contribution to Reserves	1.3
Balance Carried Forward	5.5

6.0 Reserves

- 6.1 A full statement of all Council reserves can be found at Appendix 2. A summary of them and an explanation of the key movements is as follows:

Reserves	Balance at 31.3.11 £m
General Fund:	
General risk based reserve	21.2
Earmarked reserves	19.4
Ringfenced reserves - schools	24.1
Ringfenced reserves - other	12.4
Total General Fund Reserves	77.1
Housing Revenue Account:	
General reserve	4.0
Earmarked reserves	16.1
Total Housing revenue	20.1

6.2 General Fund reserves at 31st March 2011 are £21.2m:

General Fund Reserve	2010/11	
	Estimate £m	Actual £m
Balance at 31.3.10	12.0	16.1
2010/11 underspend		5.1
Balance carried forward at 31.3.11	12.0	21.2

6.3 The 2010/11 budget assumed that reserves at the end of 2010/11 would be £12m. However, as reported to Corporate Governance and Audit Committee^{iv} on 30th June 2010, the actual balance carried forward at 31st March 2010 was £16.1m. After the use of £2m as agreed to support the 2011/12 budget, this would leave an estimated £19.2m at the 31st March 2011 which is broadly in line with the minimum reserves as determined by the Council's risk based reserves strategy.

6.4 Earmarked Reserves at the 31st March 2011 are £19.7m. These are detailed in Appendix 2. As part of the Council's response to the in year reductions in Government Grants, Board agreed that a number of earmarked reserves would be used to assist the Council's financial position. At outturn it has not proved necessary to use these earmarked reserves as intended, however, it is now proposed that they are instead earmarked to be used to fund the in year cost of early retirement for 2011/12. The 2011/12 budget assumes that a further 400 staff leave the authority during the year. The intention was to seek a further capitalisation direction to cover the cost of any early leavers but the

Government has increased the affordability threshold which means we are no longer eligible given the projected number of leavers. It is thus proposed that an earmarked reserves of £2.5m be created to support the in year cost of early leavers in 2011/12. It should be noted that earmarked reserves are earmarked for specific priorities, and whilst they can be un earmarked and used to support general revenue expenditure, but in such instances any ongoing liabilities of these reserves would have to be funded from elsewhere

- 6.5 As schools are funded from the Dedicated Schools Grant (DSG), their reserves are ring fenced and must be carried forward. Mainstream school reserves stand at £18.3m. In accordance with previous decisions, the development costs of School PFI and BSF funded schemes are initially met by borrowing from the overall level of school reserves which is then repaid over a period of time. At the close of the year, £4.7m was still outstanding. The cost of Voluntary Early Retirements in schools have also been funded by borrowing against mainstream school reserves. During 2010/11, new VER borrowings were £0.7m. However available resources of £2.6m have enabled all such borrowing to be repaid as at 31st March 2011. Taking account of the £4.7m BSF borrowing, the net mainstream schools reserves position is £13.6m as at 31st March 2011.
- 6.7 Extended Services & Partnerships reserves amount to £5.5m.
- 6.8 Any net savings on the Central Schools Budget (CSB) services funded from DSG are also carried forward as a ringfenced reserve and are available to fund Schools Budget activity in future years. At the close of 2010/11, CSB reserves amounted to £5.0m (£2.5m in 2009/10). In-year savings in 2010/11 were primarily due to vacant posts within Education Leeds and reduced demands on the schools' contingency.
- 6.9 Members will note that a recent change to accounting practice requires that any grants not fully used in the year have to be carried forward as a general fund ringfenced reserve instead of receipts in advance where the grant is unconditional. For 2010/11 this amounts to £12.4m where the grant has been received in the current year in respect of future years spend. It is proposed that these are released immediately into revenue in 2011/12 to support the appropriate spend as included in the 2011/12 budget. This constitutes the majority of the other ringfenced reserves.
- 6.10 The table above shows the closing HRA reserves of £20.1m consisting of £4.0m general and £16.1m earmarked. The earmarked reserves are detailed in Appendix 2. Key points to note in respect of the earmarked reserves are as follows:-
- A reserve of £657k for the replacement of Care ring equipment is required. This will be funded from the HRA General Reserve.
 - The ALMO/HRA Capital Reserve is the remaining balance on the £4.6m subsidy refund which Council on 14th July 2010 agreed should be earmarked for essential asset management work and strategic housing initiatives.

- The contribution to the Swarcliffe PFI Sinking Fund (£573k) is required to ensure that the project remains affordable throughout its life and can meet future contractor payments.
- A Swarcliffe Access Refusals reserve has been created. This is to fund future capital works to properties where the current tenant has refused access for works to be carried out. This reserve has been funded via savings on the unitary charge paid to the contractor. It will be used to fund required works once the property becomes void prior to a new tenancy being granted.

7. Capital Programme

7.1 The approved February 2011 Capital Programme^v estimated capital expenditure in 2010/11 to be £349.8m. The actual capital expenditure in 2010/11 was £295.9m, an underspend of £53.9m. Details of the main schemes which have generated this underspend can be seen in Appendix 3.

7.2 The following table shows the in year actual General Fund expenditure against the estimate:

General Fund	Feb 11 Estimate	Outturn	Variation	
	£000	£000	£000	%
City Development	77,989	66,322	-11,667	-15.0
Children's Services	14,615	14,199	-416	-2.8
Environment & Neighbourhoods	22,693	18,487	-4,206	-18.5
Adult Services	3,213	2,401	-812	-25.3
Strategic Accounts	71,870	50,762	-21,108	-29.4
Education	93,505	73,552	-19,953	-21.3
Central & Corporate Functions	13,218	8,795	-4,423	-33.5
Interest costs – assets under construction	0	1,091	1,091	100.0
Reserve schemes (includes SDF)	-14,667	0	14,667	-100.0
Total Spend	282,436	235,609	46,827	-16.6

7.2.1 Environment & Neighbourhoods excludes £53.7k estimate and actual 2010/11 spend of £2.058m relating to the Golden Triangle project, a housing partnership arrangement involving Leeds, Harrogate and York councils.

7.2.2 Strategic Accounts include £32.1m for equal pay settlement costs in year plus a contribution to settlement costs when agreed in 2011/12 onwards. £5.7m is included for the capitalisation of redundancy costs relating to the Early Leavers Initiative. Also included is £8.5m of eligible general capitalised expenditure transferred from department's revenue accounts plus £0.753m of capitalised PFI development costs.

7.2.3 £1.091m of interest costs have been capitalised in respect of assets under construction as at 31st March 2011.

7.3 The following table shows the in year actual Housing Revenue Account expenditure against the estimate:

	Feb 11 Estimate	Outturn	Variation	
	£000,	£000,	£000,	%
Strategic Landlord	9,138	8,493	-645	-7.1
ALMOS	58,197	51,838	-6,359	-10.9
Total Spend	67,335	60,331	-7,004	-10.4

7.3 The following table details the overall expenditure and financing position for the Council:

	Feb 2011 Estimate (£m)	May 2011 Outturn (£m)
Net Capital Spend	342.6	295.9
Financed by		
Specific Grants and Contributions	121.7	114.5
Capital Receipts	1.6	1.4
MRA	37.3	37.3
Borrowing	176.1	136.4
Revenue Contributions \ Reserves	5.9	6.3
Total Funding	342.6	295.9

7.31. Capital receipts have not been utilised in 2010/11 as a funding source for General Fund expenditure. A change in accounting policy has resulted in £8.4m of receipts being used to fund PFI liabilities. The remaining £1.4m balance of HRA Right to Buy receipts has been applied as funding to the HRA programme.

7.3.2 Overall capital receipts are 20% lower than 2009/10 due to the continued economic downturn and reduction in property values affecting sales values and the actual number of disposals.

7.3.3 ALMO's have used their in year MRA resources in full in order to fund their programmes along with their Supported Capital Expenditure (SCE) allocations. In addition the HRA has utilised £4.2m of reserves and revenue contributions in order to support the overall HRA programme.

7.3.4 The net debt of the Council as at 31 March 2011 is £1,457m (£1.457bn). Further details of this and the debt financing costs will be presented in the annual 2010/11 Treasury Management report to Executive Board in July 2011.

8. Other Financial Results

8.1 Education Leeds

- 8.1.1 Due to the cessation of the contract with Education Leeds at 31st March 2011, the contract was amended before the year-end in order to repay the accumulated operating surplus as at 31st March 2010 and the forecast in-year surplus for 2010/11. This amounted to a reduction in the Education Leeds contract of £3.2m.
- 8.1.2 Once the final accounts for Education Leeds have been prepared, which are subject to audit scrutiny, it is estimated that there may be a small surplus to transfer back to the Council.

8.2 ALMOs

- 8.2.1 The three ALMOs generated a combined surplus of £14.2m. This surplus has resulted in the ALMOs carrying forward reserves of £46.0m as at 31st March 2011. After taking into account the pensions (FRS 17) deficit of £11.8m, the available ALMO reserves stand at £34.2m.
- 8.2.2 The above figures are subject to Board approval and external audit.

9 Other Financial Performance

9.1 Local Taxation

- 9.1.1 The performance statistics for the year in respect of the collection of local taxation are as follows:-

	2007/08 Leeds Actual	2008/09 Leeds Actual	2009/10 Leeds Actual	2010/11 Leeds Actual
Council Tax collection	96.4%	96.3%	96.5%	96.7%
Non Domestic Rates	98.7%	97.7%	97.8%	97.9%

- 9.1.2 The figures for both Council Tax and Non Domestic Rate collection again show an increase in collection rates from the previous year. The council tax figure has further improved on last year's best collection figure since the introduction of council tax. The improvement from last year is equivalent to the collection of an additional £440k in the year. Business rate collection again improved but continues to be below pre-recession levels, with collection being assisted in 2010/11 by the extension of the small business rate relief scheme and the continuation of the higher rateable value for exemption from unoccupied property rates.

9.2 Sundry Income

- 9.2.1 The collection of current year debt and arrears has increased from 89.2% in 2009/10 to 90.2% in 2010/11, with a collection rate of 98% for invoices raised during 2010/11 (excluding those only recently issued during March).
- 9.2.2 In respect of the current year debt only, the net amount collectable was £127.6m with a balance outstanding of £11.8m at 31st March 2011. The total cumulative debt outstanding is £13.2m.

9.3 Prompt Payments

- 9.3.1 The outturn for the year was 90% (against a target of 92%) of undisputed invoices paid within 30 days, an increase in performance of 2% compared to 2009/10.
- 9.3.2 The total number of invoices processed in the year which met the prompt payment criteria was 572,140. After accounting for 3,595 invoices in query with suppliers, 509,329 were paid within 30 days, leaving 59,216 paid after 30 days.
- 9.3.3 Overall 94% of the authority's invoices were paid within 40 days and 100% of small suppliers were paid within 20 days. The work supporting an increase in the use of Procurement Cards increased spend by this method to £16.12 million; a 234% increase compared to our 2009/10 spend (year end result £4.82 million). The work undertaken in the last year increased the number of purchasing card transactions by 104%, creating efficiencies in the payments process.

10 Recommendations

Members of the Executive Board are asked to:

- 10.1 Note the contents of this report
- 10.2 Agree the creation of an earmarked reserve for an early leavers scheme in 2011/12.
- 10.3 Agree the earmarked reserves as detailed in Appendix 2.
- 10.4 Agree the immediate release of £12.4m earmarked reserves as detailed in paragraph 6.9 above.

Background Documents

ⁱ Revenue Budget report 2010/11 Executive Board 12th February 2010

ⁱⁱ Local Government's Contribution to £6.2bn efficiencies in 2010-11, Letter from DCLG to Local Authority Chief Executives 10th June 2010.

ⁱⁱⁱ Executive Board report 25th August 2010

^{iv} The Statement of Accounts 2009/10 – report to Corp Gov & Audit Committee 30th June 2010

^v Capital Programme report to Executive Board 11th February 2011

ADULT SOCIAL CARE

2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the directorate and provides an explanation of the major variations.

Overall Position

The actual outturn position for Adult Social Care is a net overspend of £3.5m.

	£m
Budget	181.4
Outturn	184.9
Variation	3.5

The reasons for this overspend are explained below, but in summary it is made up of four main elements:

Slippage with budgeted action plans	£3.8m
Demand management issues	£9.6m
In-year health funding	(£4.5m)
In-year savings & other variations (net)	(£5.4m)

Context

Part of the context for the current position relates back to the 2009/10 outturn, which was £7.7m higher than the budget. The main variations related to community care packages, mainly for older people and people with learning disabilities.

The 2010/11 budget included additional resources for Adult Social Care of £4.5m. However, additional requirements significantly exceeded this increased funding, mainly reflecting the demographic pressures affecting older people's and learning disability services that impacted on the 2009/10 outturn. In order to fund them £18.4m of measures needed to be included within the 2010/11 budget for different ways of spending.

Staffing

The 2010/11 staffing spend was £3.4m lower than budgeted, of which £1m relates to contingency savings delivered through the training budget. This underspend was reduced by £1.9m through in-year virements to support community care budgets to give a net staffing underspend at the year-end of £1.5m. The main pay underspends relate to Access & Inclusion, predominantly reflecting the savings within the Community Support Service through the Early Leavers Initiative. Other savings within Strategic Commissioning and Resources and Strategy reflect the careful management of vacancies throughout the year. The overspend within Learning

Disabilities and Older People reflects high vacancy levels requiring cover through agency staff or overtime to meet minimum staffing requirements in regulated services. Vacancy levels have been maintained to facilitate staff switching from other posts as the service undergoes significant service transformation.

Demand

Expenditure exceeded budget provision by £9.6m on community care budgets. The total overspend on these budgets was £10.2m, comprising £9.6m in respect of demand and £3.1m relating to the delivery of budgeted savings partly offset by in-year virements totalling £2.5m.

The 2010/11 budget for residential and nursing placements anticipated an accelerating downward trend in numbers and reflected a number of planned actions. Some of these totalling £1.3m have been successfully delivered, for example managing inflation and making better use of in-house beds, but there was a shortfall of £0.7m. However, despite rigorous gatekeeping the anticipated demand management savings have not been achieved. This accounts for a projected overspend of £6m, which has been partly offset by an in-year virement of £1m. With regard to managing demand, there are two significant factors that are outside the direct control of Adult Social Care, namely activity levels within hospitals and the number of former self-funders reaching the threshold for statutory local authority funding of their continued placement.

The 2010/11 domiciliary care budget was set anticipating an improvement in the take-up of work by the directly provided service, a reduced need for high cost packages through the impact of reablement and telecare and savings through contracting efficiencies. Some measures have succeeded with savings totalling £1.2m, mainly from telecare and contracting efficiencies. However, there has been slippage in delivering the budgeted reablement savings which reflects a lack of programme management capacity for this major piece of work until the start of the financial year and lessons learned from the early implementer areas necessitating full roll-out being rescheduled over a longer time period. This, together with some relatively minor slippage on other planned actions, accounts for £2m of the projected overspend. A further £2.8m reflects increased demand that has continued since the 2010/11 budget was set, with a further £0.4m additional cost reflecting the care packages transferred to the independent sector as staff leave the directly provided service through the Early Leavers Initiative. These costs are partly offset by an in-year virement of £1.5m. Significant contributory factors outside the direct control of Adult Social Care are the hospital admission and discharge rates and the level of demand for care from people with eligible social care needs.

Direct payments expenditure reflects the extent to which customers choose to receive their services as a cash payment rather than through traditional services and the level of need being met by the care package. This expenditure is £0.2m lower than budgeted.

The Council and NHS Leeds share the responsibility for the learning disability pooled budget on a 60:40 basis and for 2010/11 the Council's share was £1m higher than budgeted. The 2010/11 budget made provision for new care packages based on

cases expected to transfer from children's to adult services and spend is in line with the budget. A further provision was made for new or increased care packages for other potential customers, for example those living with elderly family carers whose increasing age and frailty means they can no longer provide care. The costs for these cases are higher than budgeted, with three complex cases approved at the start of the year amounting to £0.7m.

Income

Income was £4.3m higher than budgeted. Of this, £4.5m reflects funding from NHS Leeds approved in-year to support reablement and effective outcomes around hospital avoidance and hospital discharge, partly offsetting the demand pressures outlined above. A further £0.4m from NHS Leeds relates mainly to Funded Nursing Care. Service user income is £0.6m lower than budgeted. This partly reflects the roll through into 2010/11 of the lower than budgeted home care income identified in the final quarter of 2009/10. It also reflects residential care income being below the budget as more beds than anticipated have been either unoccupied or occupied by transitional care cases which do not generate a customer contribution. There is excess capacity within the residential care sector in Leeds and recently some new purpose-built care homes with the most modern facilities have become operational, both of which have affected demand for beds in Council run homes.

Other

The net effect of other variations is an underspend of £0.9m comprising variations across a range of expenditure budgets and mainly reflecting contingency savings to help to mitigate the demand pressures outlined above. This includes £0.5m on operational furniture and equipment.

CHILDREN'S SERVICES - 2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the Children's Services Directorate and provides an explanation of the major variations.

Overall Position

Against a net managed budget of £142.879m, the outturn spend for Children's Services is £148.172m resulting in a net overspend of £5.293m, which is equivalent to 3.70%. This overall variation is consistent with the in-year reporting.

	£m
Budget	143.0
Outturn	148.3
Variation	5.3

The position by individual service is;

	Budget £'000	Outturn Over/(under) £'000	Variation Adv/(fav) £'000
Directorate & Central	2,746	3,827	1,081
Children & Young People's Social Care	74,175	85,512	11,337
Integrated Youth Support Service	14,878	15,114	236
Youth Offending Service	2,815	1,829	(986)
Early Years	5,084	2,289	(2,795)
Education	43,181	39,601	(3,580)
Total – Children's Services	142,879	148,172	5,293

Context

The 2010/11 financial year was very challenging for Children's Services. There was significant pressure on the budget of around £23m which reflected increasing levels of demand, particularly around externally provided placements for looked after children, and also the in-year reductions in grant funding, including the £5m reduction in Area Based Grant.

These pressures were offset by around £18m of budget action plans and savings/efficiencies across the Directorate, including the delivery of the Children's Services integration budget action plan, utilising balance sheet reserves, management and implementation of the in-year grant/funding reductions strategies which were agreed by Executive Board, as well as continued delivery of the

Children's Centre sustainability programme. In addition, the Directorate also received £1m of funding from health.

Staffing

Against an overall employee budget of £71.5m, the outturn spend was £72.5m, resulting in an overspend of £1m. Within this £72.5m overall spend, the spend on basic employees was £62.5m (an underspend of £6.4m), the spend on agency staffing was £6.7m (an overspend of £5.9m) and the spend on overtime was £1.5m. These outturn variations recognise the continuing number of vacant posts across the Directorate and the need to maintain essential front-line service provision. In addition, the £1.25m Children's Services integration budget action plan was budgeted for within the employee budgets and the outturn variations recognise that £0.4m of this plan was delivered from within Children's Services with the remainder delivered and accounted for as part of the £3.4m underspend on the education budgets.

Demand

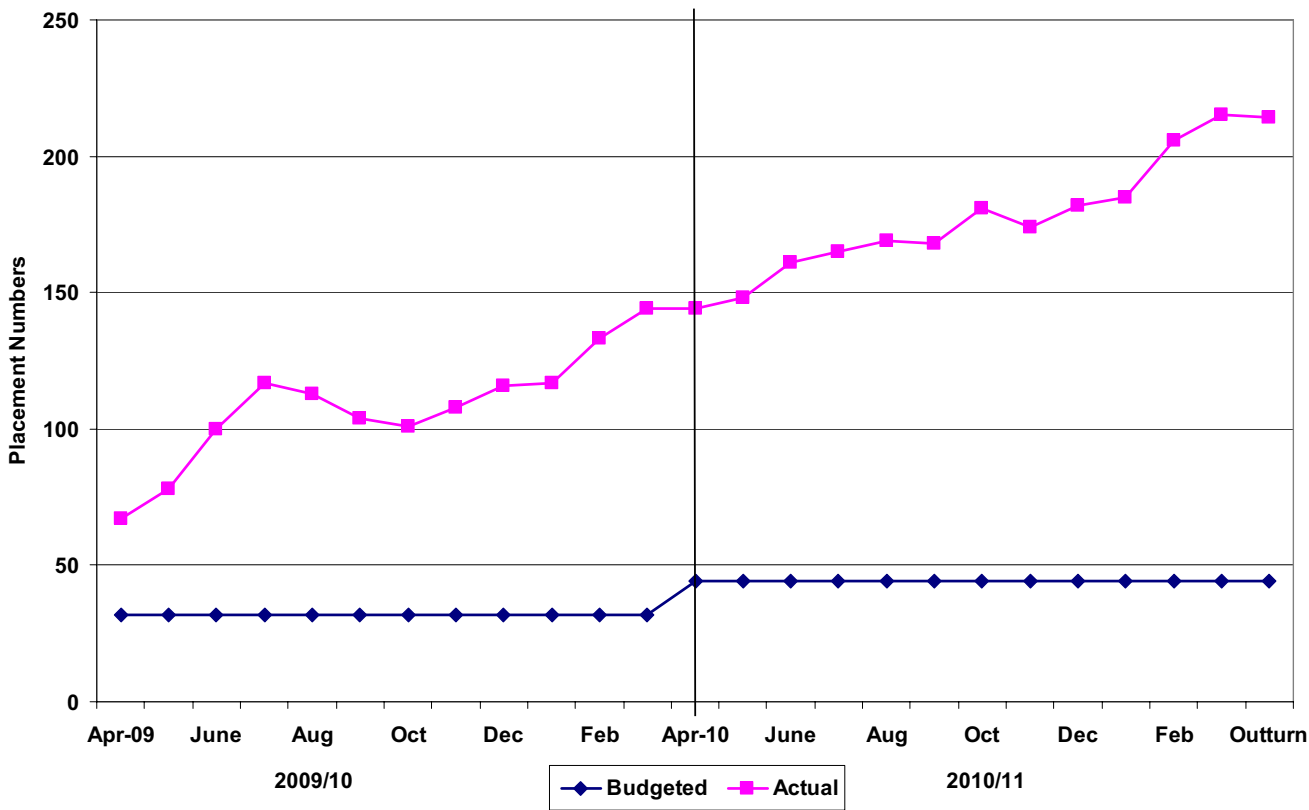
The 2010/11 financial year saw a continuation of the increase in demand across Children's Services in terms of the number of looked after children (1,446 as at March 2011), the number of children subject to a child protection plan (984 as at March 2011) and also in the number of referrals and assessments.

As projected throughout the year, the main financial pressure in Children's Services was in the externally provided residential and fostering budgets. The gross cost of the externally provided placements for looked after children in 2010/11 was £20.78m, with contributions of £70k from health and £0.32m from education. The total variation against the budget was £12.1m, of which £11.6m was due to additional expenditure and £0.52m was due to a shortfall in budgeted income from health.

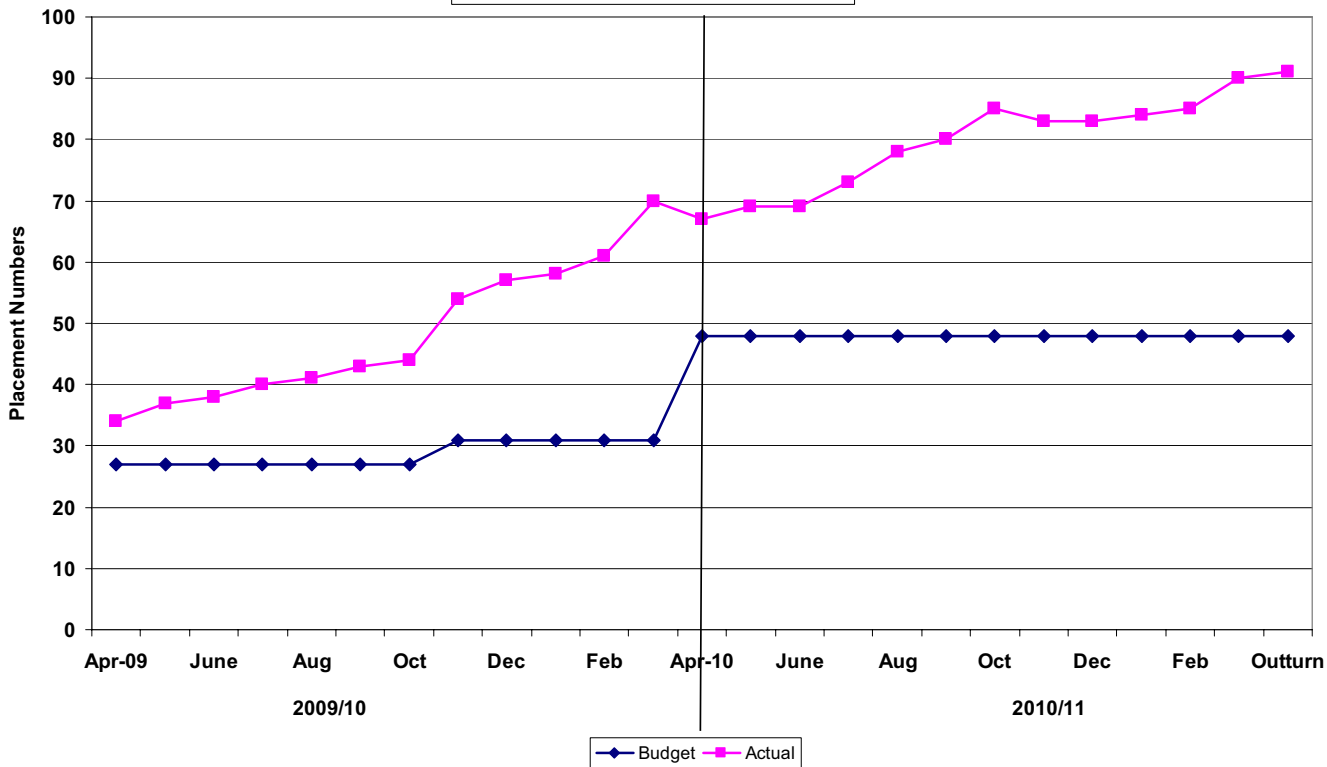
At the end of March, there were 91 children & young people in externally provided residential placements (48 budgeted for), and 214 children & young people in placements with Independent Fostering Agencies (44 budgeted for). The pressures on the external placement budgets were partly offset by projected savings of £1.7m on the in-house allowances & fees to carers budgets, which reflected the changing mix of placement provision. The outturn position recognises that the £0.5m budget action plan in respect of additional health contributions for placements will not be achieved in 2010/11, however placement by placement work is continuing in order to determine the appropriate basis for placement contributions across partner organisations.

The graphs below show the trend in the number of externally provided residential placements and placements with independent sector foster agencies from April 2009 through to March 2011.

Children & Young People's Social Care
Independent Fostering Agency Placements



Children & Young People's Social care
External Residential Placement Numbers



Other demand-led budget pressures included a £0.9m pressure on the cost of legal advice/fees which was partly offset by a budget action plan of £0.2m around recycling a surplus from legal services, and also a £0.3m pressure on client transport.

Income

As a result of the Government's accelerated deficit reduction plan in June 2010, funding for Children's Services was reduced by around £8m through reductions in Area Based Grant, LPSA 2 funding and other reductions in specific grants such as the Nursery Education Pathfinder, Buddying, etc. The proposals to mitigate the financial impact of these funding reductions were agreed by Executive Board in August and September 2010 and are reflected in the 2010/11 accounts.

As mentioned earlier, as part of an agreement with health, Children's Services received an additional £1m of funding in 2010/11.

As outlined in last year's outturn report, there is an ongoing dispute with the Department for Education regarding the former neighbourhood Nurseries Initiative and a debtor for £1.1m was raised in the 2009/10 accounts whilst awaiting a response. The Department for Education has now confirmed in a letter received on the 26th April 2011 that in their opinion we will not receive this grant. The Council is considering further options for recovery of this funding but considers it prudent to not include the debtor in the 2010/11 accounts.

Other

The £3.5m underspend on the Education budgets relates to the decision to use the remaining £1.9m Education Leeds operating surplus in 2010/11, in addition to the in-year underspend in the company. These savings have been offset in 2010/11 by £0.95m of costs relating to the Early Leaver Initiative scheme.

In the Early Years Service, the £2.8m forecast underspend is largely being generated across the staffing budgets and in particular across the Early Years managed Children's Centres. This recognises that a continuing cornerstone of the Children's Services financial strategy is to enable these centres to be sustainable over the medium and longer-term by targeting value for money and increasing occupancy.

The outturn position also reflects an underspend of £986k in respect of the Youth Offending Service, which includes the planned utilisation of £500k of the earmarked reserve in 2010/11.

CITY DEVELOPMENT
2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the directorate and provides an explanation of the major variations.

Overall Position

The actual outturn position for City Development is a net overspend of £0.439m.

	£m
Budget	71.7
Outturn	72.1
Variation	0.4

Context

The outturn position of an overspend of just over £0.4m was made up of a small overspend on staffing of under £0.1m, an underspend on other expenditure of £3.8m and a shortfall in income of £4.1m. The main overspend at £3.1m occurred in Planning and Sustainable Development mostly as a result of income shortfalls. Recreation Services overspent by £1.1m as a result of income shortfalls and an overspend on staffing. Other services including Highways and Transportation, Economic Development, Libraries, Arts and Heritage and Resources and Strategy spent below budget. The major Budget Pressures can be summarised as follows:

<u>Major Budget Pressures:</u>	£000s
Building Fees shortfall	366
Planning Fees shortfall	649
Architectural Design Services net income shortfall	500
Recreation external income	620
Net Staffing	82
Planning appeal costs	516
Loss of Housing Planning Delivery Grant	<u>900</u>
	3,633
Offset actions:	
Highway spend	(1,250)
Library book fund	(300)
Local Enterprise Growth Incentive scheme	(842)
Other net variances	(802)
Total	439

The 2010/11 budget included significant savings that needed to be delivered during the year including reductions to staff costs of over £3m, implementing the vision for sport, workload and income assumptions, above inflation price increases and significant savings on running costs across all services. During the year the implementation of some actions took longer than was originally planned in the budget but most actions were successfully delivered.

The directorate has a controllable income budget of just under £100m and the prevailing economic conditions can have a significant impact on the level of income earned. During 2010/11 the level of economic growth remained low and shortfalls in income were experienced against a number of key income targets. In addition, in year grant cuts provided a further challenge from reduced revenue grant income, reductions to work programmes and reduced workloads following cuts to capital grant funding. The directorate also had to manage the financial consequences arising from ongoing uncertainty over the future of some major projects such as New Generation Transport and the Holt Park Wellbeing Centre PFI scheme. Reduced external income, reduced workloads and in year cuts in grants were the major budget pressures that the directorate had to react to during the year.

In order to manage the significant shortfall in income a number of options for expenditure savings were identified early in the financial year. These were actively implemented and further savings identified as it became clear that some income shortfalls were increasing. By the year end running costs were reduced by £3.8m compared to the budget.

The directorate had set a challenging staff saving target for 2010/11. Services were proactive in progressing Early Leaver Initiative business cases first through the directorate scheme and later through the corporate scheme and in managing vacancies. Overall staff numbers and costs were reduced through out the year and by the end of the year staffing costs were virtually within budget.

Staffing

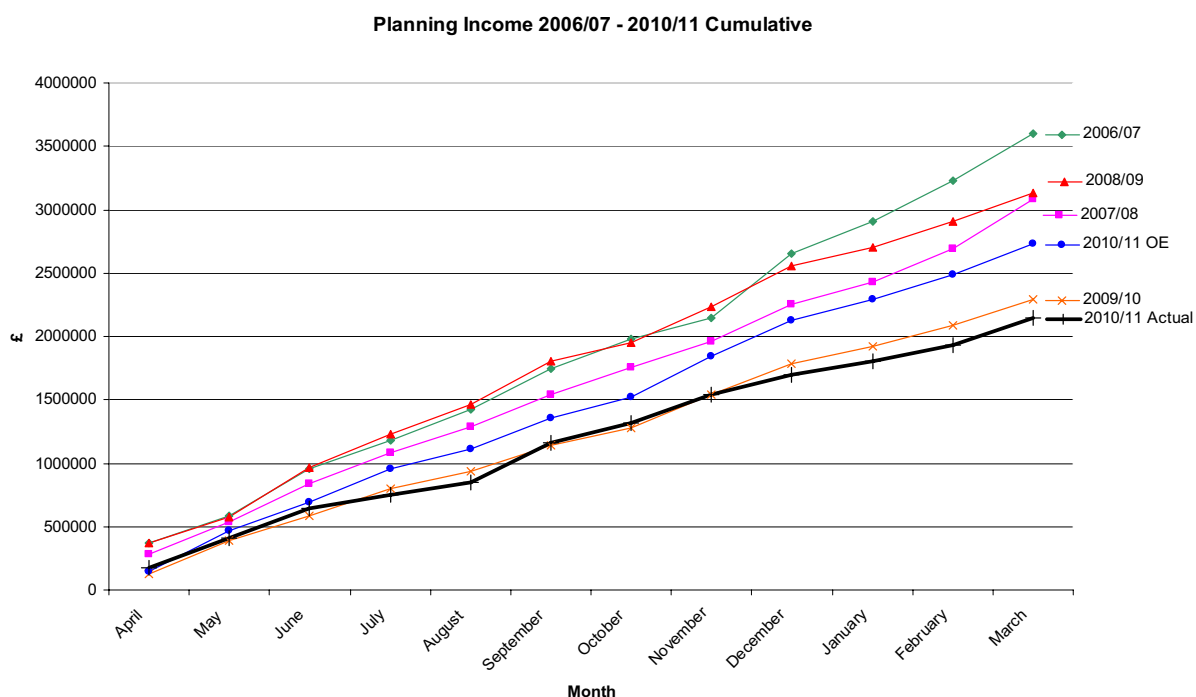
Target savings of over £3m were included in the 2010/11 budget. All services have been progressing Early Leaver cases and a number of restructures were approved. FTEs have reduced by 229 since March 2010, reflecting the large number of staff who left the directorate at the end of March 2011 through the directorate and corporate ELI schemes. This equates to a reduction in staff levels of 8.6% in the year. The projected overspend on staffing has been reduced significantly during the year and the overall overspend has been reduced to £82k. The capitalisation of additional ELI costs has been a major contribution to reducing the overspend from that projected at Periods 11 at 12 but the overall outturn position also reflects the tight control over staffing in the directorate throughout the year and the major effort in all services to progress business cases through the directorate and corporate ELI schemes.

Significant staff savings were achieved in Highways and Transportation and Libraries, Arts and Heritage and Resources and Strategy.

Income

The 2010/11 budget included some challenging income targets. These included above inflation increases for some charges in Sport and assumptions about workloads and income trends. It was recognised that some of these assumptions were high risk. During the first quarter of 2010/11 it became clear that some income sources were falling short of the budget assumptions and the projected shortfall actually increased during the year. Overall the shortfall in income was £4.1m. The main income shortfalls are in Planning and Sustainable Development Services with a £1m shortfall in planning and building fees and the loss of HPDG of £0.9m, Asset Management with reduced income in ADS of £0.5m, Highways and Transportation with reduced income in the highway maintenance DLO and Recreation Services with reduced internal and external income. In some cases the reduction in income is matched by reduced expenditure but in other cases such as planning and building fees, the loss of HPDG and reduced income in ADS this is a significant problem that the directorate has had to manage and these issues are likely to continue to have an impact in 2011/12 despite some budgets being adjusted to reflect trends in 2010/11.

The actual shortfall on planning and building fees is £649k for planning fees and £366k for building fees. It is a major concern that actual income for both planning and building fees is lower than that in 2009/10 and there are no signs of the income trends improving, if anything the position has been declining in the second half of the year. The graph below shows the profile of actual planning fees received compared to previous years and shows the extent of the shortfall against the 2010/11 budget, the decline in planning fee income has been almost £1.5m since income peaked in 2006/07.



Architectural Design Services has been experiencing reducing workloads for some time and a report recommending a future proposed direction of the service was approved at the Executive Board meeting of 9th March 2011. Overall there was a net income shortfall of £500k for the year.

A number of income targets across Parks and Countryside have not been met including income from cemeteries and crematoria, golf and work done for other directorates. The Sport budget included some significant increases in income levels mainly from above inflation increases in charges for school swimming, swim lessons and bodyline cards. These increases were considered to be a relatively high risk because of the potential impact on demand but the service successfully delivered these income gains and total income in sport increased by 5% and after allowing for a reduction in capacity of 8% there was a real gain of 13%.

In addition to the above income variations a number of grants were reduced as part of the Government in year grant reductions. These included a reduction of £0.9m to the Local Enterprise Growth Incentive Scheme programme managed by Economic Development, £0.8m reduction to the Road Safety Grant and £0.9m loss in budgeted income following the abolition of the Housing Planning Delivery Grant. A reduction of £32k was made to the School Travel adviser and Sustainable Travel grants. The services affected by these reductions identified and implemented actions to reduce expenditure to match the grant reductions. The Free Swimming grant was also abolished part way through the year. The grant was £0.6m in 2010/11 and this was reduced to £0.2m with the grant abolished from July 2010. Part of the loss of the grant was recouped by the reinstatement of charges for the groups benefiting from free swimming although the decision was made to delay reintroducing charges until after the school holidays. Capital grants were also affected by the in year grant reductions. Highways and Transportation was particularly affected by a reduction of over £3.7m in capital grants. This has a direct impact on the level of work available to support existing staffing levels and the service had to manage resources down to reflect reduced work programmes.

Other Expenditure Variations

Throughout the year savings in operational budgets have been identified to offset income shortfalls. Overall, running costs show an underspend of £3.8m and this reflects the effort throughout the directorate to realise savings to help offset the income pressures. A large number of actions had been put forward and included reductions to the library book fund of £300k, a saving on the LEGI programme of over £800k and savings on highway spend of £1.25m, although the highway maintenance budget has also been enhanced this year by the receipt of an additional £774k from the 'pot hole' grant. The tight control over spending across the directorate has also helped generate additional savings in all services.

There are some areas of overspend and these include operational budget overspends due to delays in the implementation of 2010/11 budgeted actions. Other budget pressures include additional expenditure of £516k on planning appeals in Planning and Sustainable Development, including a provision of £200k for court costs still to be billed.

Although there was significant spend on winter maintenance in November and December, the remaining winter months were not as severe meaning overall spend was in line with the budget.

ENVIRONMENT AND NEIGHBOURHOODS

2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the directorate and provides an explanation of the major variations.

Overall Position

The actual outturn position for Environment and Neighbourhoods is a net overspend of £1.0m.

	£m
Budget	99.0
Outturn	100.0
Variation	1.0

Context

The priority for the Directorate is to ensure that the city is safe and clean, that it helps people meet their housing needs and assist people to find work. These priorities sit in a longer term context of promoting a sustainable approach to the environment and regenerating the most disadvantaged areas of the city.

Given this context the Directorate was impacted upon by the June 2010 announcement by Government with regard to in year reductions in the level of grant receivable. The impact of this reduction in grant, which was supporting Directorate priorities, has been largely managed through a combination of the utilisation of other funding sources and the identification of efficiency savings.

Similarly Government decisions in year with regard to asylum contracts have required the Directorate to manage out costs associated with the provision of these functions.

The delivery of the Streetscene Change Programme has been impacted upon by the fact that the process for the delivery of the identified efficiency savings has proved to be complex.

Income receivable from car parking income and enforcement activity makes a significant contribution to the Council's resources and reduced activity levels has impacted upon the level of income received.

Staffing

In overall terms staffing within the Directorate was overspent by £1.1m.

Within the Jobs and Skills function an overspend of £0.7m is largely due to a delay in the implementation of restructure proposals. This delay was occasioned by a requirement to re-direct the service to concentrate on outreach to those excluded from the labour market and connect employers to the worklessness agenda.

The impact of costs associated with staff displaced through restructure has made a significant contribution to the overspend on staffing within the Regeneration function (£0.5m).

Within Environmental Services staffing is underspent by £0.1m. This reflects the impact of the fall out of LPSA grant (£0.5m) offset by savings on vacant posts of £0.8m. Delays in the realisation of anticipated savings within the Streetscene Change Programme has resulted in additional staffing costs of £0.5m. This variation is offset by other savings of £0.3m within Streetscene Services which has arisen largely as a result of delays in service developments within the Waste Strategy.

Demand

During 2010/11 the Government announced reductions in the target contract for asylum seekers and the termination of the contract for the use of Hillside as a regional asylum facility. Reductions in level of income receivable have subsequently required the Council to deliver similar reductions in the costs associated with delivering this function. The variation of £0.7m reflects the fact that not all of these running costs could be managed out during 2010/11.

Income

A shortfall in Car Parking income of £0.7m reflects a reduction in patronage of both on street and off street facilities in the City.

Further income variations of £0.6m are as a result of reductions in the number of parking offences and delays in the implementation of bus lane enforcement in the City Centre.

Additional income of £0.2m has been generated as a result of price increases for the sake of recycled materials whilst a further £0.2m additional income has been generated within the Pest Control function.

Other

Savings of £0.9m which have been realised on Supporting People contract payments are due to a combination of the delivery of 10% efficiency savings by providers and cash surpluses generated by variations in activity levels.

By reviewing the activities of the mobile CCTV function, the usage and geographical location of Community Centres and the provision of housing related support, an appropriate recharge to the HRA has been made (£0.7m).

Additional costs of £0.6m have arisen as delays in the implementation of the Streetscene Change Programme. When combined with staffing variations of £0.5m

there is an overall variation of £1.1m on the Streetscene Change Programme when compared to the targeted level of saving of £1.4m for 2010/11.

Within Streetscene Services expenditure on repairs is £0.4m higher than budgeted although this is partially offset by savings on other areas of transport expenditure of £0.2m.

Across the Directorate line by line savings within all services have generated savings of £1m.

Housing Revenue Account - 2010/11 Outturn

Overall position

As shown in the following table the outturn position on the HRA is an in year surplus of £113k. This £113k has been added to the HRA General Reserve.

A number of factors have contributed to the year end position. These are as detailed in sections 3 and 4 below.

	Latest Estimate 2010/11 £000	Actual Expenditure 2010/11 £000	Variance £000
<u>Income</u>			
Dwelling Rents	165,514	168,260	-2,746
Other Rents	2,740	2,849	-109
Service Charges	3,943	4,068	-125
Housing subsidy	29,778	25,739	4,039
Recharges	5,512	2,684	2,828
ALMO recharges to capital	18,710	15,380	3,330
Other Income	3,858	5,080	-1,222
Total Income	230,055	224,061	5,994
<u>Expenditure</u>			
Salaries and Wages	4,524	4,129	-395
Premises & repairs	1,314	1,350	36
Supplies & Services	13,370	8,833	-4,537
Transport	111	102	-9
Recharges	15,466	16,736	1,270
ALMO Management Fees	112,696	114,122	1,427
Provisions	2,280	1,807	-473
Revenue Contribution to Capital	4,640	2,769	-1,871
Capital	75,654	72,267	-3,387
Total Expenditure	230,055	222,116	-7,939
Net Expenditure	0	-1,945	-1,945

	Latest Estimate 2010/11	Actual Expenditure 2010/11	Variance
Appropriation			
Sinking Fund - PFI		573	573
Swarcliffe Access Refusals		348	348
Swarcliffe Environmental Works		-52	-52
Transfer from Reserves - Lifetime Homes PFI		-650	-650
Transfer from ELI reserve		-51	-51
Transfer from General Reserve (Care ring)		-733	-733
Transfer to Care ring Replacement Reserve		657	657
Transfer to HRA/ALMO Capital Reserve		1,740	1,740
Net position HRA	0	-113	-113

Key variances - Income

Rental income from dwellings has exceeded the budget by £2,746k. This reflects improved void levels, higher levels of stock than anticipated due to the decline in Right to Buy (RTB) sales and improved collection rates. Of this additional income £2,130k has been paid to the ALMOs as additional void incentive payments.

Housing subsidy is £4,039k less than budget. Of this £3.3m is due to the Council's CRI rate reducing from 4.53% when the budget was agreed to 3.75%. This reduction in subsidy is offset by a reduction in capital charges. The balance of £710k relates to a repayment to CLG for Housing subsidy overpaid in relation to 2009/10.

Of the net reduction of £2,828k in recharges, £2,931k is due to the fact that procurement costs associated with the Little London, Beeston Hill and Holbeck and the Lifetime Homes PFI project will not be capitalised.

The allowance to fund the borrowing costs associated with Decent Homes has been passported in full to the ALMOs. At year end the HRA is charged for all HRA/ALMO borrowing and the ALMOs pay back to the HRA the interest charges associated with the borrowing undertaken to fund works in their area. The reduction in the Council's average rate of interest has led to the ALMOs being charged a lower rate of interest than budgeted and is the reason for the shortfall of £3,330k.

Other income has increased by £1,222k from budget due to a number of key variances. These include additional income from City Development for Telecomm backdated leases (£370k), income from Leaseholders (£200k) and £598k for access refusals in relation to the Swarcliffe PFI scheme. This is transferred to a reserve earmarked for this purpose.

Key variances - Expenditure

Savings on salaries and wages (£395k) are mainly due to a number of officers taking early retirement during the year and vacancies not being filled. In addition there are savings on training (£98k) and Occupational Health (£12k).

The position on the supplies and services budget (saving of £4,537k) reflects the requirement to show the capital element of the unitary charge payable to the Swarcliffe PFI contractor (£4,507k) within the capital expenditure line.

There are however, a number of key variances within the supplies and services budget which contribute to the net saving of £30k. These include net savings on PFI consultancy contracts (£294k), savings on IT software, office expenses and consumables (£214k) savings agreed with the Leeds Tenants Federation (£44k) and savings on conferences and catering (£43k). Key overspends include increased expenditure on valuations (£132k) and insurance (£477k) arising from the requirement to fully provide for large claims.

The overspend on recharges (£1,270k) can largely be accounted for by the identification of expenditure in the General Fund for which it is more appropriate to recharge the HRA. These areas include mobile CCTV, Community Centres and Housing related support.

Payments to the ALMOs have increased by £1,427k due to the ALMOs receiving additional payments for improved performance on voids when compared to budgeted assumptions.

Contribution to provisions is £473k less than budgeted with the main variation (£398k) relating to the contribution to the bad debt provision

Council on 14th July 2010 agreed that £4.6m should be earmarked for essential asset management work and strategic housing initiatives. Of this £2,769k has been utilised in 2010/11. The balance has been transferred to a new ALMO/HRA Capital Reserve.

The £3.6m reduction in the cost of capital is due to a combination of a reduction in the Council's average rate of interest on debt and notional cash interest on HRA working balances.

CENTRAL AND CORPORATE

2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the directorate and provides an explanation of the major variations.

Overall Position

The actual outturn position is a net underspend of £5.395m:

	Benefits £m	Other £m	Total £m
Budget	2.5	70.9	73.4
Outturn	0.9	67.2	68.1
Variation	-1.6	-3.7	-5.3

Explanation of the underspend:

Resources (underspend of £4m)

By far the biggest contribution to the overall underspend has been savings on pay, reflecting the tight control on the release of vacancies and also a review of temporary and agency staff. This has mainly been in response to the Government's in year grant reductions and, more significantly, the grant settlements for 2011/12 and 2012/13.

In support service areas (i.e. Finance, HR, ICT and Business Support Centre) there was an overall underspend on pay of £2.1m. In addition Revenues and Benefits were £0.4m underspent and Corporate Property Management, £0.5m.

There have also been significant savings in running expenditure with a net saving (after containing some cost pressures) in support services of £0.8m. This represents a general tightening of spend but also some specifically targeted savings. For example £215k was saved from the Corporate Initiatives budget within HR.

Within Corporate Property Management, the Council's building maintenance spend has been contained within budget (overspent by £0.6m in 2009/10) mainly due to the new joint working with Property Maintenance and a new, simplified charging mechanism.

The Trading Services have generally performed well during the year, despite several pressures and uncertainties. Overall, the surplus is £0.5m better than budget. The main contribution (£451k) has been property maintenance income, which represents additional income from ALMO's, other external income, grant funded schemes and internal demand. In addition savings of £550k have been realised as a result of

extending the asset life of vehicles within Fleet Services, this saving is reflected in the strategic account.

The Public Private Partnership Unit (PPPU) made savings on expenditure of £0.4m during the year (staffing £0.3m, running costs £0.1m) and increased external income, mainly from work for the Police service, by £0.4m. This meant that charges to Council departments came in £0.8m less than original budget.

Passenger Services have delivered savings of £550k against budget which have been passed back to internal clients. The use of e-procurement has reduced the cost of private hire to Education Leeds by £250k. In addition, various initiatives resulting in better use of in-house fleet and a switch from private hire to in-house have delivered £300k savings to Adult Social Care.

Planning, Performance and Improvement (underspend of £149k)

Careful control of vacancies, despite significant work pressures particularly in Customer services, meant the pay budget came in on-line.

Several specific savings were agreed mid year in response to the initiative to identify in year savings, in particular:

- Reduction in the grant to Marketing Leeds by £50k;
- Reduction in the publication of 'About Leeds' from four to two editions saving £117k.

Corporate Governance (overspend of £389k)

Pay spend came in largely on line with budget.

The main reason for the overspend is that the budget assumed that there would be a saving of £250k as a result of the parliamentary election falling on the same day as the local election in 2010. In reality this saving did not materialise, mainly due to a stricter than anticipated application by the Ministry of Justice of the rules on what expenditure can be claimed by the local authority.

Housing Benefits (underspend £1.6m)

There are two main elements to the underspend on the benefits budget. Firstly, it has been possible to revise downwards by £1m the provision for bad debts in respect to overpaid housing benefits. Collection performance by the Revenues Division has improved significantly during the year, both in respect of the number of overpayments made and the collection of debts. This has been achieved mainly through the increased use of 'ongoing recovery', particularly in respect of 'public tenant' debt. Secondly, additional benefit subsidy of £325k has been received in 2010/11 relating to expenditure in 2009/10.

STRATEGIC ACCOUNTS

2010/11 OUTTURN POSITION

Introduction

This report sets out the 2010/11 outturn position for the service and provides an explanation of the major variations.

Overall Position

The actual outturn position for Strategic accounts is a net underspend of £9.9m.

	£m
Budget	0.8
Outturn	-9.2
Variation	-10.0

Context

The Strategic Accounts include a variety of corporate budgets including central income, debt costs of the authority, contributions to Joint Committees, and central efficiency budgets.

Staffing

Strategic Accounts does not hold any staffing budgets, however during the year directorates faced pressures due to the Early Leavers Initiative. The majority of these costs were funded by a capitalisation directive from central government, but the remaining £2.6m has been borne by this service.

Income

The amount of money received from developers to fund highways works required for new developments (section 278 monies) was £2.2m less than had been budgeted for. This arose from a continuing slowdown in development activity as a result of the general economic downturn.

The authority had budgeted to receive £0.5m as part of the Local Authority Business Growth Initiative (LABGI), however this grant was included in the reductions to local government funding announced in June 2010.

Other

A review of all expenditure was undertaken to identify items that should more properly be classed as capital expenditure. As a result of this exercise an additional £3.6m of expenditure was capitalised during the year, resulting in a £3.6m reduction in revenue expenditure.

The Council has to set aside an insurance provision following an assessment of likely future payments in respect of claims received. The provision has increased by £1.5m reflecting more claims received, primarily relating to highways liabilities, and settlements from previous years being higher than initially provided for.

Debt savings of £8.5m have been achieved during the year due to an active policy of treasury management. £5.7m of these savings were passed on to the HRA as a reduction in the debt charges they receive. Additional debt related savings of £1.8m were achieved, including a £1.1m saving by capitalising the interest costs of assets under construction. This gives a saving of £4.6m within the General Fund.

Recent changes to the accounting rules regarding the treatment of PFI schemes has meant that an element of the PFI payment is now recognised as capital spend and, in accordance with legislation, can therefore be funded from capital receipts. For 2010/11 the amount of PFI payments is £8.4m and capital receipts will be used instead of revenue to fund this element. This is in accordance with proper accounting practice and is consistent with the newly applied international accounting standards for Local Government.

Appendix 2

Reserves Statement 2010/11 Outturn

	<i>Actual Balance 31st March 2010</i>	<i>Net Movement in Year</i>	<i>Actual Balance 31st March 2011</i>	<i>Reason for the Reserve</i>
	£k	£k	£k	
General fund	(16,076)	(5,058)	(21,134)	
Earmarked Reserves				
Schools PFI & Building Schools for the Future	(5,824)	(3,819)	(9,643)	} PFI Sinking Funds
Street lighting PFI	(50)	50	0	
Adult Social Care PFI	(151)	0	(151)	
LBIA Compensatory Added Years	(695)	695	0	Element of the Airport receipt used to meet pension obligations of LBIA employees.
Capital reserve	(1,773)	(2,949)	(4,722)	Directorate contns towards borrowing costs of capital schemes. Contns received over life of asset and released back to revenue to cover debt costs over life of loan.
LPSA Earmarked Reserve	(244)	244	0	Used to partly offset fallout of 2010/11 LPSA Reward Grant
Financial Inclusion Reserve	(500)	427	(73)	Yorkshire Forward Financial Inclusion Grant
Schools sickness absence reserve	(442)	342	(100)	School based reserve to pay for the cost of cover due to sickness absence.
Schools consequential loss insurance	(619)	0	(619)	School reserve to fund any related costs as a result of fires not covered by insurance.
Schools fire prevention works consortia	(195)	195	0	School reserves for fire prevention works
Members club	(8)	0	(8)	Surplus on the members club.
Leeds Learning Network	(348)	(54)	(402)	Unspent school contributions used to develop learning platforms and maintain the quality and resilience of the network.
Youth Offending Service	(563)	563	0	Surpluses of partner contributions used for liabilities such as fixed term employment contracts and accommodation dilapidation costs.
Lord Mayor	(40)	2	(38)	Unspent mayoral allocation cfwd at year end due to the difference between the financial & mayoral years.
Energy efficiency reserve - LCC	(287)	260	(27)	Energy efficiency reserves to fund invest to save energy efficiency initiatives.
Children's - IYSS reserve	(200)	(5)	(205)	Residual Connexions reserve to pay for the remaining staff on the Sub Regional Activity Agreement to enter workforce change when the project ends in 2011/12.
Economic, Social and environmental wellbeing fund	(251)	(28)	(279)	Underspends on the wellbeing area committees.
Environmental Services	(94)	91	(3)	Reserve used to fund Armley Asbestos compensation claims
Miscellaneous	(6)	6	0	Cfwd of unspent Grants to other bodies used to fund the Armed Forces day in 2010/11.
Housing Needs	(854)	415	(439)	Pakistani Fire Receipt for Inner East
Mercury Abatement Reserve	0	(216)	(216)	Extra surcharge on top of cost of a cremation, to deal with the environmental impact of any release of mercury during a cremation
ELI Reserve	0	(2,501)	(2,501)	Use of balance sheet items to fund Early Leavers Initiative in 2011/12
Total Earmarked Reserves	(13,144)	(6,282)	(19,426)	
Total non-Ring fenced Reserves	(29,220)	(11,340)	(40,560)	
General Fund Ring fenced Reserves				
Taxi & Private Hire licensing surplus	(174)	25	(149)	Ring fenced reserve for taxi and private hire licensing service.
Schools Balances	(10,666)	(2,949)	(13,615)	Schools Balances net of VER borrowings and BSF PFI borrowing.
Extended schools balances	(4,215)	(1,298)	(5,513)	Cfwd of surpluses on extended school activities.
Central schools block - DSG	(2,462)	(2,494)	(4,956)	Cfwd of ring fenced DSG for centrally managed pupil orientated services.
Energy efficiency reserve - Salix	(611)	305	(306)	Energy efficiency reserves to fund invest to save energy efficiency initiatives.
Revenue grants	(6,847)	(5,088)	(11,935)	Revenue grants carried forward as per IFRS requirements (See note 1)
Total General Fund Ring fenced Reserves	(24,975)	(11,499)	(36,474)	
HRA Ring fenced Reserves				
HRA General Reserve	(4,639)	620	(4,019)	Reserve set up to fund the replacement of Care ring equipment
Care ring replacement	0	(656)	(656)	Fund to support the review of the future of council housing in Leeds
Future of Council Housing in Leeds	(90)	0	(90)	Injection to be made into the capital programme to support additional spending toward decency target.
Contribution to WNWHL Decency Targets	(73)	0	(73)	The balance of the £4.6m subsidy refund to be used for essential asset management work and strategic housing initiatives
ALMO/HRA Capital Reserve	0	(1,740)	(1,740)	Reserve used to fund procurement costs of Beeston Hill and Holbeck PFI scheme
Beeston and Holbeck PFI (Structural Surveys)	(150)	150	0	Reserve used to fund pre-procurement costs of the Lifetime Homes PFI scheme
Lifetime Homes scheme - PFI	(500)	500	0	Contribution to fund decanting and demolition costs
Affordable Social Housing	(800)	0	(800)	To fund the downsizing of lone tenants to widen the pool of suitable properties available for families
Underoccupancy	(98)	0	(98)	Fund to support the Early Leavers' Initiative
Workforce Change (Property Management Services)	(480)	51	(429)	To fund the purchase of land at Holdsworth Place
Holdsworth Place - land purchase	(64)	0	(64)	Tenants in the Swarcliffe area have the right to refuse contractors access to carry out improvement works. Reserve set up to fund improvement works once these tenants have vacated these properties
Swarcliffe Access Refusals	0	(348)	(348)	To fund environmental works in the Swarcliffe PFI area
Swarcliffe Environmentals	(292)	52	(240)	PFI Sinking Fund
Swarcliffe PFI	(10,946)	(573)	(11,519)	
Total Other HRA Reserves	(18,132)	(1,944)	(20,076)	
Total Ring fenced Reserves	(43,107)	(13,443)	(56,550)	
Total Reserves	(72,327)	(24,783)	(97,110)	
Note 1				
Revenue Grants - Analysis				
Adult Social Care	(1,207)	(106)	(1,313)	
City Development	(1,397)	676	(721)	
Environments & Neighbourhoods	(1,901)	977	(924)	
Children's Services	(2,342)	1,569	(773)	
Central & Corporate Functions	0	(195)	(195)	
Schools/Education Leeds	0	(8,009)	(8,009)	
Total Revenue Grants	(6,847)	(5,088)	(11,935)	

APPENDIX 3

CAPITAL PROGRAMME – 2010/11 OUTTURN VARIATIONS

The main reasons for the £53.9m underspend in year on the Council's capital programme can be summarised as follows:

Scheme	Underspend £000	Reason
Leeds Arena	1515.5	It was anticipated that some materials would be bought in advance of need to take advantage of good pricing (mainly £1.125m of steel) but delivery occurred in 11/12. There was also later than expected billing of advance contract work.
A65 Quality Bus Initiative	968.1	A65 - the scheme had originally been programmed by the contractor with the cash flow on a straight line basis, roughly 27 months evenly split. In the early part of this year the scheme was totally reprofiled and the surfacing and drainage have been pushed to the back of the programme and hence last years costs have fallen. The scheme is on its new programme and is 100% externally funded.
City Varieties	859.9	Post Feb 11 the contract administrator granted an extension of 10 weeks to the contract. Therefore anticipated spend in 10/11 has been slipped into 11/12. Contract now due to end in June.
Cross Green Group Repair Ph1	745.1	This is a fully externally funded scheme that uses Regional Housing Board Monies. This scheme is due to finish end of June 2011 and the new spending profile was not updated until after the cap prog was set in Feb 2011.
West Leeds Academy BSF Ph4	3466.2	Underspend is a combination of scheme profile costs not being updated and contractors not claiming costs as expected.
Priesthorpe BSF Ph2	2656.7	Underspend is a combination of scheme profile costs not being updated and contractors not claiming costs as expected.
Farnley Park BSF Ph2	1100.0	Underspend is a combination of scheme profile costs not being updated and contractors not claiming costs as expected.
Devolved Capital 2009/10	1502.3	Grant is allocated to schools on a formula basis, for them to spend. However spend, which is at their discretion, has been lower than anticipated.
Schools Capital Investment Partnership	521.5	Schools bid for funding, and these bids are evaluated on set criteria around building condition (warm and weather tight). Schools match fund this usually from their devolved capital budgets. Actual spend which is again at their discretion, has been lower than anticipated.
Capitalisation of Equal Pay	7806.2	Final provision required was less than anticipated.
Acquisition of land at Lowfields Road	689.7	Completion slipped to April 2011.

Scheme	Underspend £000	Reason
East Leeds Household Waste Site	546.9	This is an externally funded scheme that uses Defra grant. Although the scheme is on programme, and is expected to finish in August 2011, the new spending profile was not updated until after the cap prog was set in Feb 2011.
A660 Leeds Rd – Stubbings Farm	587.1	A660 - the scope of work on this scheme has been cut and with changes to design and the way the work has been done. Costs could now come in at under £250k in total. The balance will be put back into the parent scheme and further schemes issued. The scheme is fully TSG funded and the balance of the grant will be used in 11/12.
HRA - Strategic Landlord	645	Within the non ALMO programme the variation can largely be explained by slippage on retentions for the 63 new build properties in EASEL.
HRA – ALMOS and BITMO	6,359	This is a result of further slippage which will roll over to Quarter 1 2011/12 <ul style="list-style-type: none"> • £1.3m from the additional subsidy that is being used to provide added value over and above ALMOs planned works. This delay entailed a new commissioning process in order to provide for local sourcing of contractors for adaptations which has subsequently been awarded to Care and Repair. • £0.8m in heatlease installations. • £1m of existing adaptations contracts. • £1.2m of void properties work • £0.7m of Service delivery improvements. • £1.3m applications of refunds received from external contractors credited to schemes. • The £6.3m slippage will form part of a £58m HRA/ALMOs programme to be delivered in 2011/12.



Report of the Director of Resources

Executive Board

Date: 22nd June 2011

Subject: : Financial Health Reporting 2011/12

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

Executive Summary

1. The purpose of this report is to provide context and arrangements for the reporting of the Council's financial health during 2011/12.
2. It includes a timetable and reporting format and highlights potential risks included within the 2011/12 budget.

Recommendations

1. Members are requested approve the proposals for financial health reporting in 2011/12.

1 PURPOSE OF THIS REPORT

- 1.1 The purpose of this report is to provide information as to both context and arrangements for the reporting of the Council's financial health during the 2011/12.

2 BACKGROUND INFORMATION

- 2.1 Monitoring of the Council's financial health is a continuous process. It aims to identify issues as clearly as possible to enable corrective action, where appropriate to be taken. Monitoring of the Council's financial health is undertaken on a monthly basis at a variety of levels within the Council as co-ordinated and led by the Director of Resources in his capacity as the Council's Section 151 Officer.
- 2.2 For a number of years, financial health reporting to the Executive Board has been undertaken on a quarterly basis.
- 2.3 Council, at its budget meeting on the 23rd February 2011ⁱ, approved the Council's budget for 2011/12. As explained in the budget report, the delivery of the 2011/12 budget represents an unprecedented challenge. Not only has the budget had to take account of reductions in government grants in excess of £50m, it has also had to respond to significant demand pressures with Adult Social Care and Children's. It has also to take account of a number of other pressures upon expenditure and income budgets. As such and as detailed in the budget report, the 2011/12 budget contains significant reductions across a wide range of council services. The delivery of many of these reductions do involve a level of risk.
- 2.4 Given this position as part of the budget report, it was agreed that reporting to Executive Board would be enhanced for 2011/12.
- 2.5 Whilst this report, does not include detailed monitoring, it is felt that it is useful to identify and understand further the key risks within the 2011/12 budget. As such this report is also provides a context to reporting during the rest of the year and also to provide information on how some of the key risks have developed since the budget was set.

3 MAIN ISSUES

- 3.1 Taking account of the timetable for Executive Board, the following timetable for financial health reporting is proposed:

Reporting Period	Exec Board Date
initial report	22/06/2011
2	27/07/2011
3/4	24/08/2011
5	12/10/2011
6	02/11/2011
7	07/12/2011
8	04/01/2012
9	10/02/2012
10	07/03/2012
11	11/04/2012
12	16/05/2012

- 3.2 In addition to reporting on the revenue budget, general fund and the Housing Revenue Account, other financial health indicators, as currently reported will also be reported in accordance with the above timetable. For period 2, monitoring of the revenue budget will be against the phased budget, but thereafter will incorporate a projection of variations to the year end. Reporting on the capital programme will continue to be reported separately on a quarterly basis, as now.
- 3.3 As previously referred to, the 2011/12 budget contains a number of actions and assumptions which do carry risk. This is in many ways no different to previous year's budget, but as discussed within the budget report, these are most certainly greater than in recent years. It is therefore all the more important that these are well understood. As reported in the budget report, a budget risk register is maintained. This is regularly updated and reviewed. The risk registerⁱⁱ, as well as providing better understanding of key risks, should also help clearly identify new and changing risk levels. As part of the regular reporting to this Board, it is proposed that very high and high risks are reported to the Board. The following risks have been identified as those with the highest potential to impact on the achievement of the 2011/12 budget:-
- Achievement of staffing reductions feature significantly within the budget risk register. The reduction of the Council's workforce by 1159 prior to the 1st April 2011 in line with planning assumptions, and as facilitated by the Council's early leaver initiative, is critical to the Council's workforce plans. However, risks around staffing numbers remain high given that the 2011/12 budget assumes further staffing reductions equivalent to around 400 FTEs.
 - Significant savings in the region of £25m are built into the budget for procurement and demand management. Significant activity is taken place both corporately and within directorates to deliver these services, but it is clear that these will not be easily achieved, and these related risks remain very high or high.
 - Demand pressures within both Adult Social Care and Children's have areas of overspend over the last few years. Although additional resources have been included in the 2011/12 budget for pressures in both these service, demand risks in Children's remain very high and within Adult Social Care they are currently considered high.
 - Uncertainty over the economic climate may have a continuing impact on income budgets and the cost of borrowing.
- 3.4 Elsewhere on the board agenda is the report on the outturn position of 2010/11. Delivery of the outturn for 2010/11 within the budget and the achievement of a level of reserves upon which the 2011/12 budget is predicated, needs to be seen as an important milestone in delivering the Council's 2011/12 budget.

4 Recommendations

- 4.1 Members are asked to approve the proposals contained within this report.

Background documents

ⁱ Budget Council 23rd February 2011

ⁱⁱ Full financial risk register is available on request

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Originator: H. Pinches

Tel: 224 3347

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

Executive Board

Date: 22nd June 2011

Subject: New Vision and Strategic Plans

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report brings to Executive Board the new Vision for Leeds 2011 to 2030, the City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015. This new suite of strategic planning documents have been developed and consulted upon with Members and partners over the past 6 months. The Board is asked to endorse these prior to their submission to Members of Full Council for approval in July 2011.
2. Members of Executive Board are asked to:
 - endorse the Vision for Leeds 2011 to 2030, City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015 (attached at Appendix 1);
 - recommend that Members of Full Council approve the Vision for Leeds 2011 to 2030, City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015 at their meeting on 13th July 2011;
 - recommend to Members of Full Council that Executive Board be authorised to make “in-year” amendments to these plans as may be required; and
 - authorise the Assistant Chief Executive (Planning, Policy and Improvement) to complete the plans with any outstanding information prior to their submission for approval to Full Council on 13th July 2011.

1.0 Purpose Of This Report

- 1.1 This report sets out the key stages of the development of these important plans including consultation with the public and with partners; how due regard has been given to equality and diversity in preparing these plans; as well as bringing the plans themselves for consideration and endorsement prior to formal approval by Full Council.

2.0 Background Information

- 2.1 A number of changes to the city and council planning and partnership framework have been progressed over the past few months. In particular, a whole system approach has been sought which ensures the partnership structures, strategic plans and performance management arrangements all dovetail into an effective system for delivering real change across the city. The role of the key plans are:
- **Vision for Leeds 2011 to 2030** - this is the Leeds Sustainable Community Strategy which sets out the long-term ambition and aspirations for the city.
 - **City Priority Plan (CPP) 2011 to 2015** – this is the new city-wide partnership plan which identifies the key outcomes and priorities to be delivered by the council and its partners over the next 4 years. It is owned and will be performance managed by the new strategic partnership boards. The plan has been restricted to a small set of outcomes and priorities that represent the absolute “must do’s” for each of the partnerships in delivering the first phase of the Vision. Some boards may also choose to produce a fuller plan that covers all aspects of their work eg Children and Young People’s Plan 2011-15 (see related paper which is also on this agenda).
 - **Council Business Plan 2011 to 2015** – this is the strategic plan for the council and includes our own priorities alongside our main contributions to the delivery of the city priorities. It has two main elements - a small number of cross council priorities and a set of directorate priorities. The cross council priorities are aligned to the council’s new values. The directorate element of the plan is aligned to the Director’s own personal appraisal objectives on which their progress will be regularly assessed.
- 2.2 An outcomes based accountability approach has been incorporated into our strategic planning and performance management arrangements. One of the key concepts underpinning outcomes based accountability is the clear differentiation between the broader whole population based outcomes/indicators which require partnership action. As opposed to performance accountability which is about monitoring organisational, service, or project based contributions to the outcomes/indicators. That is the distinction between the ends (outcomes and population accountability) and the means (performance accountability).
- 2.3 The City Priority and Council Business Plans have been developed to reflect the current financial context by providing a smaller more focused set of “must do” priorities for the city and the Council. These priorities are measured through a number of indicators which identify the issues where we really want to make a difference. But importantly, they have also been chosen as their achievement will drive improvement across a broader range of indicators. The priorities will be supported by action plans that include much more detail on how they will be delivered including targeted actions for key equality groups and/or certain

geographical areas. This approach was deliberately chosen to ensure that the plans are simple, clear and understandable by everyone.

- 2.4 In line with outcomes based accountability, targets have been set for the performance measures in the Council Business Plan and within the City Priority Action Plans. In this way the actions of individual organisations as well as any joint projects/programmes which contribute to delivery of priorities will be effectively monitored. The role of the strategic partnership boards is then to monitor the overall progress of the priorities and headline indicators and to identify what further action is needed. This enables the partnership to focus on the overall progress across the city with individual organisations being held to account for their specific contributions.

3.0 Main Issues

- 3.1 The Vision for Leeds 2011 to 2030, the City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015 have been developed in consultation with partners, members and officers across the city. The final drafts of these plans are provided in Appendix 1.

4.0 Implications For Council Policy And Governance

- 4.1 The Vision, City Priority Plan and Council Business Plan form part of the Council's Budget and Policy Framework as set out in the Constitution. The draft outcomes, priorities and indicators have been subject to Scrutiny during their development. The approval of these plans is a Council decision and, therefore, it is not subject to call-in.
- 4.2 These are the Council and city's main strategic planning documents and it is important that the plans remain live documents and are amended as circumstances change. However, they also need to be subject to an appropriate level of political scrutiny and approval. A formal review is scheduled after two years. The Council's Budget and Policy Framework procedure rules allow for amendment within the timeframe of the plan to be delegated to the Executive Board and it is proposed that this option is put forward in the recommendations to Full Council. Any proposed changes will be scrutinised through the on-going involvement of the relevant Scrutiny Boards in developing the action plans and through regular performance reporting.

Equality and Diversity and Cohesion and Integration

- 4.3 The Council has a general public duty under the Equalities Act 2010 to
- eliminate unlawful discrimination, harassment, and victimisation,
 - advance equality of opportunity, and
 - foster good relations
- 4.4 Giving due regard to equality through the equality impact assessment process will ensure that there is robust and visible evidence that we understand and are taking appropriate actions to meet the general duty.
- 4.5 An Equality Impact Assessment and sustainability appraisal were undertaken on the Vision for Leeds. These have been used to inform the Vision for Leeds (and supporting documents) and actions arising from the assessment are being implemented.

- 4.6 An Equality Impact Assessment has also been completed on the strategic planning approach and City Priority Plan. This considers the strategic planning approach and development of the City Priority Plan as a whole, rather than at the detailed level of individual priorities or actions that will be contained in them from the council's perspective. Both the City Priority Plan and the Council Business Plan have adopted an approach to give due regard to equality which is relevant and proportionate. This includes linking to existing Equality Impact Assessments, identifying where there are any gaps and providing challenge, where necessary, to the developing action plans. It is still early days in the development of these action plans. However as they are further developed, it is anticipated that work will continue to develop meaningful equality outcome measures, address data gaps and ensure any outstanding equality impact assessments are undertaken where relevant. This future work will ensure a robust approach to equality and provide visible evidence of its consideration.

Risk management

- 4.7 The corporate and directorate risk register will be reviewed and updated in light of these new plans to ensure that the key risks associated with the priorities in these plans are appropriately risk assessed. These will continue to be monitored through the existing risk management procedures. An update will be provided to Executive Board in the Risk Management Unit Annual Report due to be considered in the summer.
- 4.8 The risk of not approving these plans at the current time is that there would not be a clear set of priorities for the Council and the city. This would have an impact on other linked planning and performance processes such as service planning and appraisals.

Consultation

- 4.9 These plans have been informed by two major public consultations exercises - the "What if Leeds.." consultation on the Vision for Leeds; and the "Spending Challenge" consultation which asked the public for their priorities for spending. A summary of the main issues that the public told us were important and how these are directly included within the priorities of the delivery plans was provided to Scrutiny Boards to inform their work. Further information on these consultations is available in the background documents.
- 4.10 The draft priorities were considered by the relevant Scrutiny Boards who overall were broadly supportive of the plans but felt that delivery was the key issue. Members were keen to have an on-going role in shaping and challenging the action plans as well as monitoring progress in delivery. A number of more specific proposals were made and appendix 2 sets out the changes that have been made as a result of the scrutiny input. Partner organisations were also given the opportunity to input into the priorities directly during the development process.
- 4.11 In line with Council policy the plans have largely been drafted using plain English, however, it is recognised that there is further work to ensure that the Directorate Priorities within the Council Business Plan meet these standards. This work will be completed prior to the final version of the plan going to Full Council.

5.0 Legal And Resource Implications

5.1 The City Priority and Council Business Plans have been developed to reflect the current financial context by providing a smaller more focused set of “must do” priorities for the city and the Council. They set realistic ambitions for the strategic partnership boards and reflect the resources available.

5.2 There are currently legal requirements for local authorities and local strategic partnerships to have certain plans in place including:

- Sustainable Community Strategy – this is met by the Vision for Leeds 2011 to 2030
- Crime and Disorder Reduction Strategy (CDRS) – this is fulfilled by the Safer and Stronger Communities Plan;

6.0 Conclusions

6.1 This report brings to Executive Board the new Vision for Leeds 2011 to 2030, the City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015. This new suite of strategic planning documents have been developed in line with legal and constitutional arrangements and consulted upon with Members and partners over the past 6 months.

7.0 Recommendations

7.1 Members of Executive Board are asked to:

- endorse the Vision for Leeds 2011 to 2030, City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015 (attached at Appendix 1);
- recommend that Members of Full Council approve the Vision for Leeds 2011 to 2030, City Priority Plan 2011 to 2015 and the Council Business Plan 2011 to 2015 at their meeting on 13th July 2011;
- recommend to Members of Full Council that Executive Board be authorised to make “in-year” amendments to these plans as may be necessary; and
- authorise the Assistant Chief Executive (Planning, Policy and Improvement) to complete the plans with any outstanding information prior to their submission for approval to Full Council on 13th July 2011.

8.0 Background Papers

- Executive Board Report Revenue Budget and Council Tax 2011/12, 11th Feb 2011 - includes results from spending challenge consultation.
- Vision 2011 to 2030 supporting documentation including the “What if Leeds” consultation report and analysis; understanding our city - progress and setbacks in realising the Vision; Equality Impact Assessment and Sustainability Assessment.
- Scrutiny Board reports on New Strategic Plans 2011 to 2015; Mar/April 2011
- Equality Impact Assessment on Strategic Planning Approach and City Priority Plan.
- Summary of progress in giving due regard to equality in the City Priority Plan and Council Business Plan 2011 to 2015.

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Leeds 2030 ...

our vision to be the best city in the UK.

Vision for Leeds 2011 to 2030

Appendix 1a Draft Vision for Leeds

The Leeds Initiative is the city's local strategic partnership. Founded in 1990, we bring together a wide range of people and organisations from the public, private, community, voluntary and faith sectors to work together to improve the city and overcome problems for the benefit for everyone.

All our documents, and the notes of all our meetings, are on our website at www.leedsinitiative.org

We can make this document available in Braille, large print and audio format on request.

In producing the Vision for Leeds we have paid due regard to equality issues and carried out an equality impact assessment. We have also undertaken a sustainability appraisal. These and other supporting documents relating to this Vision are available on our website. They include:

- a report and analysis of the consultation;
- Understanding our city – a high-level summary of progress and setbacks since the last Vision for Leeds was published in 2004; and
- 'Best City' – a film.

www.leedsinitiative.org/vision

Foreword

Leeds is a city still grappling with the effects of a worldwide financial crisis and significant cuts to public sector investment. This is having a huge impact on standards of living and the opportunities available to people. Young people in particular are finding it harder than ever to find job opportunities and fulfill their potential. While addressing these short-term challenges Leeds must continue to be a forward-looking city and have a clear plan for the future.

This Vision is ambitious, we are challenging ourselves to be the best city in the UK. That means being fair, sustainable and inclusive. The consultation exercise highlighted that people care about community and society as much as infrastructure and buildings. So this Vision sets out how we aim to achieve a 21st century transport system for the city but also our ambitions to create a more cohesive city with stronger communities.

Leeds City Council will play its part by aiming to become the best council in the country, but it cannot implement this Vision alone. We want to see all people, businesses and organisations get behind this collective effort.

The success of our city depends on all of us working together to make sure that our Vision and all our plans and strategies are robust and have been tested and challenged. We will make sure that we continue to work in partnership and with local communities to achieve the best for the people of Leeds.

Councillor Keith Wakefield
Chair Leeds Initiative
Leader Leeds City Council

A Vision for all of Leeds

Leeds is the regional capital and the main economic driver for Yorkshire with major road, rail and air connections to neighbouring towns and cities and to national and international networks. Known as the leading financial and legal centre in the UK outside London, the city is home to some of the largest financial institutions in the country. It has a diverse economy, excellent universities and world-class culture and sport.

This Vision is for everyone who lives and works in the Leeds Metropolitan District, an area covering 217 square miles. Leeds is the second largest metropolitan authority in the country and the largest in the north of England. It is a rich and varied place, including a vibrant city centre - well known for its shopping and nightlife – with built-up areas surrounding it, some more rural areas, and several towns and villages. These stretch from Otley in the north-west, Wetherby in the north-east, the rural areas of Bramham and Aberford to the east, Rothwell, Allerton Bywater and Methley to the south and south-east, and Pudsey and Morley to the west and south-west. A unique and distinctive place, the city has a rich industrial heritage, two-thirds of the district is green belt and it is in easy reach of two national parks.

Leeds is a city of 812,339 people¹. In general, people are living longer and Leeds has as many people over 60 as under 16. There is a higher proportion of young people than the national average, including a large student population. Leeds is also a diverse city with many cultures, languages, races and faiths. Eleven percent of our population is made up of people from black and ethnic-minority communities, 18 percent have a limiting long-term illness or disability² and six to ten percent are lesbian, gay and bisexual.

Why a new Vision?

Despite becoming wealthier as a city over the last 20 years, Leeds still has too many deprived areas, where there is a poor quality of life, low educational performance, too much crime and anti-social behaviour, poor housing, poor health, and families where no one has worked for generations. We need to continue to tackle the multiple problems of poverty and to improve all parts of Leeds. Our partners need to find new ways to share resources and work with communities to achieve results.

We last published a long-term plan for the city in 2004 and since then much has changed both globally and locally. The city of Leeds is facing a series of major challenges.

Tackling climate change. In Leeds we have already seen how small changes can have a dramatic impact on our daily lives – such as the flooding, which caused havoc to our communities and businesses. We are also using up the planet's natural resources at an alarming speed – as early as 2020 our demand for oil could exceed supply. We need to plan for this and look at alternatives.

Responding to the global recession Over the last ten years, Leeds has gained a national reputation as a city of economic growth, creating jobs in a range of industries and sectors. But the recession has had a real impact on some of Leeds' key sectors, including construction, and business and financial services. We will need to find new ways to remain competitive.

¹ Office of National Statistics, population projection for 2011

² Census of Population 2001

Appendix 1a Draft Vision for Leeds

Anticipating changes to our population Leeds' population is forecast to grow. This will include:

- greater numbers of children and young people;
- more people aged 75 years and over; and
- more people from black, ethnic-minority and mixed race backgrounds

We need to start planning now to make sure that the city can manage these predicted changes to our population.

These are just some of the reasons we must think ahead and plan for future success.

Developing our new Vision

Between September and December 2010, we asked the people who live and work in Leeds to tell us what they wanted Leeds to be like in 2030 and their ideas for how to make it happen.

We did this by:

- distributing a consultation document across the city in public buildings,
- publicising the consultation in the local media;
- setting up a website – www.whatifleeds.org – inviting people to get involved in a debate about the kind of city they want Leeds to be;
- using social media, including Facebook, Twitter and LinkedIn; and
- holding face-to-face discussions and events with over 400 groups, including 200 businesses across the city.

The responses we received during the consultation were analysed by an independent organisation.

The top priorities to emerge were:

- good quality, reliable public transport;
- a cleaner, greener city;
- new job opportunities;
- a sense of community spirit;
- good community relations;
- safety; and
- culture and entertainment.

Our Vision for 2030

Our purpose is to improve life for the people of Leeds and make our city a better place. We have listened carefully to what local people, businesses and organisations have said.

Our Vision for 2030 is to be the best city in the UK.

- **Leeds will be fair, open and welcoming.**
- **Leeds' economy will be prosperous and sustainable.**
- **All Leeds' communities will be successful.**

What do we mean by best city?

We have set our Vision to be the best city in the UK. Not the richest or the biggest, but the best for all who live and work in Leeds - our children, our communities and our businesses. A place where everyone can enjoy a good quality of life and make choices. It applies to all our local communities, as well as our towns and villages, the city centre, the Yorkshire region, and nationally and internationally.

To become the best city in the UK we need to reduce the inequalities that exist and also compete internationally. We will aspire to make Leeds a place where everyone has the same opportunity to enjoy good health and education, and a choice of where to live. We will embrace the opportunity to innovate and grow our city, creating sustainable new jobs for local people, through local entrepreneurship and international business.

Our aims

This Vision is about results. To become the best city we must work together to achieve our aims. Our partnership will regularly publish City Priority Plans, setting out how we will make progress and how we will achieve success. We will base these plans on our understanding of our city, the best research and information which helps create good plans.

By 2030, Leeds will be fair, open and welcoming. Leeds will be a place where everyone has an equal chance to live their life successfully and realise their potential. Leeds will embrace new ideas, involve local people, and welcome visitors and those who come here to live, work and learn.

To do this Leeds will be a city where:

- there is a strong community spirit and a shared sense of belonging, where people feel confident about doing things for themselves and others;
- people from different backgrounds and ages feel comfortable living together in communities;
- local people have the power to make decisions that affect them;
- people are active and involved in their local communities;
- people are treated with dignity and respect at all stages of their lives;
- there is a culture of responsibility, respect for each other and the environment;

Appendix 1a Draft Vision for Leeds

- the causes of unfairness are understood and addressed;
- our services meet the diverse needs of our changing population;
- people can access support where and when it is needed; and
- everyone is proud to live and work.

By 2030, Leeds' economy will be prosperous and sustainable. We will create a prosperous and sustainable economy, using our resources effectively. Leeds will be successful and well-connected offering a good standard of living.

Leeds will be a city that has:

- a strong local economy driving sustainable economic growth;
- a skilled workforce to meet the needs of the local economy;
- a world-class cultural offer;
- an internationally excellent higher, further and work based education
- built on its strengths in financial and business services, and manufacturing, and continued to research, innovate and grow its strong retail, leisure and tourism, health and medical sectors, and its cultural, digital and creative industries;
- developed new opportunities for green manufacturing and for growing other new industries building on our knowledge and ability to innovate;
- improved levels of enterprise through creativity and innovation;
- opportunities for work with secure, flexible employment and good wages;
- sufficient housing, including affordable housing, that meets the need of the community;
- high-quality, accessible, affordable and reliable public transport;
- increases investment in other forms of transport, such as walking and cycling routes, to meet everyone's needs;
- successfully achieved targets to make Leeds a lower carbon city;
- adapted to changing weather patterns;
- a commitment to find new ways to reuse and recycle;
- increased its use of alternative energy supplies and locally produced food; and
- buildings that meet high sustainability standards in the way they are built and run.

By 2030, all Leeds' communities will be successful. Our communities will thrive and people will be confident, skilled, enterprising, active and involved.

To do this Leeds will be a city where:

- people have the opportunity to get out of poverty;
- education and training helps more people to achieve their potential;

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- communities are safe and people feel safe;
- all homes are of a decent standard and everyone can afford to stay warm;
- healthy life choices are easier to make;
- people are motivated to reuse and recycle;
- there are more community-led businesses that meet local needs;
- local services, including shops and healthcare, are easy to access and meet people's needs;
- local cultural and sporting activities are available to all; and
- there are high quality buildings, places and green spaces, which are clean, looked after, and respect the city's heritage, including buildings, parks and the history of our communities.

Here are some of the areas where we want the Vision to make a difference.

Best city... for children

Leeds will be a child-friendly city where the voices, needs and priorities of children and young people are heard and inform the way we make decisions and take action. Our children will:

- be safe from harm;
- do well in learning progressing to further and higher levels so they have skills for life;
- choose healthy lifestyles;
- have fun growing up; and
- be active citizens who feel they have voice and influence.

Best city... for business

Leeds will be a place, which encourages enterprise, competition and innovation in the knowledge economy. It will be a city where:

- significant new job opportunities are created;
- businesses are supported to start up, innovate thrive and grow;
- people choose sustainable travel options; and
- we all benefit from a low carbon economy.

Best city... for communities

Leeds will be a city of communities where people feel able to get involved and make decisions, supported by the best council and the best public services in the UK. It will be an attractive place to live, where:

- people are safe and feel safe;
- the city is clean and welcoming;
- people are active and involved in their communities; and

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- people get on well together.

Best city... for health and wellbeing

Leeds will be a healthy and caring city for all ages where:

- people live longer and have healthier lives;
- people are supported by high quality services to live full, active and independent lives; and
- inequalities in health are reduced, for example, people will not have poorer health because of where they live, what group they belong to or how much money they have.

Best city... to live

Leeds will be a great place to live with good housing, clean, green spaces, where everyone can enjoy a good quality of life. It will be a city where:

- people can travel on good quality, reliable public transport and have access to walking and cycling routes;
- the housing growth of the city is sustainable;
- houses to rent and buy will meet the needs of people at different stages of their lives;
- local people benefit from regeneration investment; and
- people enjoy a high-quality culture, sport, leisure and entertainment;

Leeds and beyond

To make sure all this happens we need to engage beyond our boundaries.

Best City Region

The Leeds City Region³ is the wider economic area whose economy is driven by Leeds, and upon whom Leeds relies for its economic success. For Leeds to be economically successful, its surrounding areas need to be successful too. People travel and companies recruit across this area and to be the best city the city region has to be effective.

We have created a Local Enterprise Partnership, led by business and involving the local councils. Its priorities and programmes will help Leeds meet local priorities including:

- attracting investment to create new jobs;
- meeting the skills needs of firms;
- delivering the city region transport strategy;
- creating a wide range of housing choice and affordability through regeneration;
- creating a low carbon economy; and
- developing enterprise zones to encourage business growth.

Strong nationally and internationally

Leeds will punch above its weight as the biggest city in the north, raising its profile to match, and making sure that decision makers and opinion formers understand the city and what it offers, its potential and the needs of its communities.

We will make sure that Leeds gets the investment and funding it needs for big national projects, such as high-speed rail. We will look for further changes, which enable us to make more decisions locally.

We will build on the world class reputation and international profile of our universities, our cultural offer, our hospitals and health care excellence, our sporting facilities and teams and our businesses and their expertise to create a city that is a world class destination for all in a globalised knowledge economy.

Delivering the Vision for Leeds 2011 to 2030

This Vision will be the driver for the city's other strategies and action plans and for our continued partnership working over the next 20 years. However, we know that it is difficult to anticipate all the changes that will take place between now and 2030 and how those changes will affect the city and the lives of those who live and work here. But we do know that there are urgent issues that we need to address now. This is why, alongside this long-term Vision for Leeds, we are publishing five City Priority Plans to

³ The Leeds City Region brings together the eleven local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Leeds, Kirklees, Selby, Wakefield, York and North Yorkshire County Council to work together on areas such as transport, skills, housing, planning and innovation.

Appendix 1a Draft Vision for Leeds

2015, which set out the key outcomes and priorities to be delivered by the council, and its partners, over the next four years.

We have set up the Leeds Initiative Board and five strategic partnership boards, made up of organisations from the public, private and voluntary sectors, to oversee the work and progress on the city priority plans and the Vision for Leeds. These are:

- Children's Trust Board;
- Sustainable Economy and Culture Board;
- Safer and Stronger Communities Board;
- Health and Wellbeing Board; and
- Housing and Regeneration Board.

These boards will be responsible for measuring and tracking progress towards our Vision aims and taking action to tackle any problems. But it is not just these boards that will help us to become the best city in the UK. Our work is being supported by many hundreds of organisations throughout the city and it is up to all of us as to do what we can to help make Leeds the best place to live.

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Leeds 2015 ...

delivering our priorities.

City Priority Plan 2011 to 2015

Draft @ 10/06/11

Appendix 1b Draft City Priority Plan

Leeds 2015

Our ambition is to be the best city in the UK

The Leeds Initiative, our city partnership, has developed the Vision for Leeds 2011 to 2030 – a long-term plan for the future development of the city. The purpose of this plan is to improve life for the people of Leeds and make our city a better place. After listening carefully to what local people, businesses and organisations have said, our vision is that:

By 2030, Leeds will be locally and internationally recognised as the best city in the UK.

This long-term Vision is supported by three aims.

- Leeds will be fair, open and welcoming.
- Leeds' economy will be prosperous and sustainable.
- All Leeds' communities will be successful.

This Vision will be the driver for the city's other strategies and action plans and for our continued partnership working over the next 20 years. However, we know that it is difficult to anticipate all the changes that will take place between now and 2030 and we also recognise that there are urgent issues that we need to address now. This is why, alongside the long-term Vision for Leeds, we are publishing this City Priority Plan, which sets out the key outcomes and priorities to be delivered by the council, and its partners, over the next four years.

What do we want to achieve by 2015?

In the current environment of reduced public funding, we have to make difficult choices about where we can make progress by 2015. We have developed a set of priorities that we must do over the next four years - urgent issues that we need to address to deliver our long term ambition to be the best city in the UK.

Five separate action plans have been drawn up to deliver these priorities. These are:

- Children and Young People's City Priority Plan;
- Health and Wellbeing City Priority Plan;
- Housing and Regeneration City Priority Plan;
- Safer and Stronger Communities City Priority Plan;
- Sustainable Economy and Culture City Priority Plan.

Measuring our progress

Along with the four-year priorities, the partnership has identified a series of headline indicators. These have been chosen as the best overall measure of our progress towards the priority. In addition, we will track other indicators and measures of our progress, which will make sure we have a more detailed understanding of the factors that impact on achieving our priorities.

Appendix 1b Draft City Priority Plan

Best City... for children and young people

Leeds will be a child-friendly city where the voices, needs and priorities of children and young people are heard and inform the way we make decisions and take action. Over the next 4 years we will:

The four-year priorities	Headline indicators
Help children to live in safe and supportive families.	Reduce the number of children in care
Improve behaviour, attendance and achievement.	Raise the level of attendance in both primary and secondary schools.
Increase the levels of young people in employment, education or training.	Reduce the number of 16- to 18-year-olds that are not in education, employment or training.

Best city... for health and wellbeing

There are a range of social, economic and environmental factors that affect people's health in Leeds, which means some people have poorer health than others. In Leeds, we will focus on housing, education, transport, green space, work and poverty and what we can do to help everyone have the best chance to be healthy. Health and social care services will work together better to help people stay active and independent for as long as possible and provide care when needed in local communities. Over the next 4 years we will:

The four-year priorities	Headline indicators
Make sure that more people make healthy lifestyle choices.	Reduce the number of adults over 18 that smoke.
Support more people to live safely in their own homes.	Reduce the rate of emergency admissions to hospital. Reduce the rate of admission to residential care homes.
Give people choice and control over their health and social care services.	Increase the proportion of people with long-term conditions feeling supported to be independent and manage their condition.
Make sure that people who are the poorest improve their health the fastest.	Improve the number of children from the poorest 20% in Leeds who are ready to start school by age five.

Appendix 1b Draft City Priority Plan

Best city... for business

Leeds has started to recover from the recession, and we need to make sure jobs are created and that local people can access those jobs. We will make sure new developments create skills and opportunities through apprenticeships. Leeds will be an attractive place to visit and invest in, with cultural attractions for local people and visitors nationally and internationally. Over the next 4 years we will:

The four-year priorities	Headline indicators
Create more jobs.	Increase the number of new jobs.
Improve skills.	Increase the number of employers offering apprenticeships
Support the sustainable growth of the Leeds' economy.	Increase the amount of brownfield land that is redeveloped. Increase number of businesses registering for Value Added Tax (VAT)
Get more people involved in the city's cultural opportunities.	Increase the proportion of adults and children, who regularly participate in cultural activities.
Improve journey times and the reliability of public transport.	Increase the percentage of residents who can get to work by public transport within half an hour at peak times.
Improve the environment through reduced carbon emissions.	Reduce carbon emissions
Raise the profile of Leeds nationally and internationally.	Improve our position in the European survey of best cities to do business.

Best city... for communities

Our communities will get the backing they need to help local people lead their lives successfully. We will encourage community spirit and local activity, but recognise that it will take high-quality public services working with local people to tackle crime and anti-social behaviour effectively, and to keep our neighbourhood clean and green. Over the next 4 years we will:

The four-year priorities	Headline indicators
Reduce crime levels and their impact across Leeds.	Reduce the overall crime rate.
Effectively tackle and reduce anti-social behaviour in our communities.	Improve public perception rates that anti-social behaviour is being managed effectively.

Appendix 1b Draft City Priority Plan

Ensure that local neighbourhoods are clean.	Reduce the percentage of streets in Leeds with unacceptable levels of litter
Increase a sense of belonging that builds cohesive and harmonious communities.	Increase the number of people who believe people from different backgrounds get on well together in the local area.

Best city... to live

Leeds needs investment in new homes and our aim is to attract maximum investment from the private sector and government. We will finalise our housing planning policy to grow the city in a sustainable way, while maintaining the distinctiveness of communities and a green city. We will improve our existing homes, making them more energy efficient and easier to heat. Over the next 4 years we will:

The four-year priorities	Headline indicators
Maximise regeneration investment to increase housing choice and affordability within sustainable neighbourhoods.	<p>Increase the number of new homes built per year.</p> <p>Increase the number of new affordable homes built each year.</p> <p>Increase the number of long-term empty properties brought back into use</p>
Enable growth of the city whilst protecting the distinctive green character of the city.	Improve the percentage of people satisfied with the quality of the environment.
Improve housing conditions and energy efficiency.	<p>Increase the number of properties improved with energy efficiency measures.</p> <p>Increase the number of properties, which achieved the decency standard</p>

Working together to deliver our priorities

We have recently revised our partnership arrangements and have set up a new Leeds Initiative Board and five strategic partnership boards, made up of organisations from the public, private and voluntary sectors, to provide a strong lead and a focus on the actions that will make a difference. These are:

- Children's Trust Board;
- Sustainable Economy and Culture Board;
- Safer and Stronger Communities Board;
- Health and Wellbeing Board; and
- Housing and Regeneration Board.

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The Leeds Initiative Board takes overall responsibility for managing performance across the five boards. Each priority will be progressed through an action plan and accountability for improvement in that priority will rest with the respective board. We will monitor our progress in delivering the plans and provide regular updates on our progress. The priorities and targets will be formally reviewed after two years to ensure that they still contain our 'must do' priorities. When we have delivered a significant improvement in one priority we will replace it with another so that we keep challenging ourselves in our ambition to be the best city in the UK.

Each board will be responsible for measuring and tracking progress towards our Vision aims and taking action to tackle any problems. But this is a partnership plan and we know that it can only be delivered through the efforts of all of us working together and collectively bringing our resources to bear on the problems and the opportunities facing Leeds. We will need to work differently, to deliver more for less, and be much more focused on achieving the priorities we have identified.

And it is not just these boards that will help us to become the best city in the UK. We will seek the support, energy and enthusiasm of people, organisations and businesses throughout the city to work together to make Leeds the best city in the UK.

Equality Impact Assessment

All public bodies have a general public duty under the Equalities Act 2010 to:

- eliminate unlawful discrimination, harassment, and victimisation;
- advance equality of opportunity; and
- foster good relations.

Due regard has been given to the strategic planning approach and City Priority Plans through the completion of an equality impact assessment. This clearly outlines the demographics of the city, references the comprehensive piece of fact finding research, which was undertaken for the Vision for Leeds Equality Impact Assessment, and the consultation process that has taken place to inform and develop both the Vision for Leeds and the City Priority Plans. It recognises that for individual equality impact assessments of the City Priority Plans and supporting action plans that there may be a need for further fact finding.

Detailed information on the approach taken for each of the five City Priority Plans can be found within the Action Plans.

Leeds City Council

Council Business Plan 2011 to 2015

Council Business Plan 2011 to 15

“Our ambition is to be the best city council in the UK”

Introduction

The **Council Business Plan 2011 to 2015** is an important document which outlines what we want to change and improve over the next four years. It not only sets out *what* we are going to do but also sets out *how* we will do things differently. The plan is underpinned by a clear set of **values**.

It has one **ambition** – to be the best city council in the UK - and we have explained what achieving this ambition will mean in real terms so that we will know when we have got there. It sets out the **priorities** we need to focus on to achieve our ambition. These priorities determine what we will do over the next four years and how we put our **values into action** to deliver our ambition.

Where are we now?

Over the past few years we have made good progress in a number of areas that we said were important in our last plan including:

- Successfully managing our annual budget despite significant reductions and service pressures
- Reducing the number of working days lost to staff sickness
- Improving the speed and way we handle complaints
- Reducing our carbon emissions by x% (awaiting final figure)
- Successfully introducing new ways of working to reduce the number of buildings we need
- Achieving “excellent” status (the highest possible score) in the Equality Framework as externally assessed by the Local Government Improvement and Development

But there are many challenges facing local government, arising from the changing needs of our citizens and communities as well as the central government’s reform agenda. We will have to be flexible and responsive in order to meet these challenges and deliver the improvements needed. Some of the key challenges include:

- Delivering the toughest local government funding settlement in many years including a major cut in government grant. This is on top of a 'funding gap' arising from changes to the make up of the city like an ageing population, rising birth-rates and the overall growth of the city - all of which put more pressure on council services.
- A difficult economic climate with rising unemployment, high inflation, pressures on social housing and reforms to welfare systems. Many of these will lead to greater demands on local authority services as well as reductions in our income.

Appendix 1c - Draft Council Business Plan 2011 to 2015

- New legislation, most notably the Decentralisation and Localism Bill, which proposes radical change in many areas. The Bill sets very clear expectations that some power and budgets will be passed down to local communities. As well as giving citizens greater choice in shaping local services and their community; and so being less dependent.
- Radical changes for partner organisations that will have an impact on local government e.g. reforms in the health service.

Doing things the same way as they always have been done is not an option. We will need to transform ourselves, to become a different organisation. We will have to work differently, to deliver better and more focused services for less money. And we will need to work closely with partners across the city to find solutions to complex problems.

We know the council will look different in four years' time. It will be smaller and we expect to have reduced our workforce by 3000 people. We will need to make better use of our assets and our buildings; closing those that are inefficient. Some services may have to be reduced, changed or perhaps delivered by other organisations and those people that can afford to do so may have to pay more for the services they receive. However, these changes offer us an opportunity to review, refocus and improve the way we work. We will work closely with our partners as well as voluntary, community and faith groups and will do all that we can to protect the most vulnerable people in Leeds.

The ambition

To be the best city council in the UK is a big ambition. In the current climate it may seem particularly bold. But we believe that thinking big leads to big achievements. Without a long term vision it is hard to set a clear way forward and to agree the next steps. It also provides an endless and exciting challenge: as others improve, so must we; as people's expectations of 'the best' grow, we must improve to meet or exceed them.

But what does being the best mean? It means bringing together what is good from the public, private and voluntary sector into the ways we work. That is being as efficient and dynamic as the private sector, as connected to the community as the voluntary sector and with the fairness and service ethic of the public sector. By 2015 we want to:

- 1) Be recognised as **the best city council** in the UK and as a leader in local government
- 2) Provide clear, accountable **civic leadership** that unites public, private and third sector partners to deliver better outcomes for people in Leeds
- 3) Commission and deliver **quality and value for money public services**, by mixing provision from the council, the third and the private sector, according to who is best placed to provide these for local people
- 4) Use our **spending power and influence** to encourage other organisations to deliver wider outcomes and benefits across the city

Appendix 1c - Draft Council Business Plan 2011 to 2015

- 5) Be **an excellent employer** with a flexible and motivated workforce who clearly demonstrate our values

To achieve our ambition we need clear priorities based on shared values so that we remain absolutely focused on achieving desired outcomes for people in Leeds.

The values

Leeds City Council values are at the heart of all our planning. They inform the way we design and deliver our services and the way our staff work and behave.

The values are:

- Working as a team for Leeds
- Being open, honest and trusted
- Working with communities
- Treating people fairly
- Spending money wisely

In a period of immense change and challenge a set of values can help us to:

- take the difficult decisions we will have to take, by giving us some clear, shared ideals against which to measure our options
- challenge people who do not appreciate what we do well, and challenge each other when we do less than our best
- inspire us all to be the best we can be by reminding us who and what we're working for
- give our customers and partners the same high-quality experience, no matter who they're dealing with in the council

We will know how successful we have been in embedding the values by measuring how well we are delivering our priorities.

We will also be assessing the individual contributions of staff through appraisals. Appraisals will consider not only the way in which someone is helping to deliver the priorities but also how well they are putting the values into action. In this way the values will be at the centre of everything we do.

Crucially, we will also listen to what our service users, communities, partners and colleagues say about us. The biggest test for our values is the extent to which other people recognise them in everything we do.

The priorities

In order to make real and tangible progress we have developed a set of priorities for action. The priorities will help us to put the values into action and deliver our ambition. However, we do not work alone and our priorities link closely to the city-wide priorities. The city-wide priorities can be found in the five City Priority Plans and are agreed with our partners including business, the voluntary and third sector, the health services and the police.

Appendix 1c - Draft Council Business Plan 2011 to 2015

In this plan there are two sets of priorities. The first set covers the whole council and are all about actions to embed the values. Everyone has a part to play in delivering these priorities. The second set are the priorities for the individual directorates and these are the **council's contribution** to the city-wide priorities.

We will assess our progress against the priorities through the targets that we have set ourselves and also by regularly reviewing the actions and activities which contribute to achieving them.

Cross Council Priorities

Value - Working as a team for Leeds

Priority – Appraisals

Staff have a clear understanding of their role as well as clear objectives and performance targets which are monitored through high quality appraisals.

Appraisals are an important process for ensuring staff perform at their best, enabling us to improve the services we deliver and help the council face its challenges. Appraisals also encourage staff to build skills and expertise and fulfil their career ambitions.

Target – Every year 100 per cent of staff have an appraisal

Value – Being open, honest and trusted

Priority - Engagement.

Staff are fully involved in delivering change and feel able to make an impact on how services are delivered

Effective staff engagement is essential to help the council meet the many challenges it faces, including improving productivity and service delivery. We recognise that there are many factors that influence staff engagement. These include the quality of leadership as well as whether staff feel listened to and valued and whether we are seen to be living the council values.

Target – increase the level of staff engagement¹

Value – Working with communities

Priority – Consultation

Local communities are consulted about major changes that may affect their lives.

¹ We will set a specific target for this during 2011-12.

Appendix 1c - Draft Council Business Plan 2011 to 2015

At a time when resources are limited we need to make sure we are providing the services that the public need in the most appropriate way. By providing clear evidence of public consultation we can ensure communities are effectively able to influence what we do.

Target – Every year we will be able to evidence that consultation has taken place in 100 per cent of major decisions affecting the lives of communities

Value – Treating people fairly

Priority – Equality

Equality is given due regard in council policy and decision making.

We are committed to ending unlawful discrimination, harassment and victimisation and to advancing equal opportunities and fostering good relations. In order to achieve this we need to ensure that equality and diversity are given proper consideration when we develop policies and make decisions. By providing evidence that we have done this for our most important decisions, we can be sure that we are meeting our legal and moral obligations

Target – Every year we will be able to evidence that equality issues have been fully considered in 100 per cent of major decisions

Value – Spending money wisely

Priority – Keep within budget.

All directorates and services work within their approved budget with no overspends.

The financial climate we are in is challenging. Our funding from government is reducing and we have greater demands on our services. Through our budget-setting process we have developed a plan to manage with less, including doing things more efficiently, reducing the size of the council and changing the way services are delivered. It is vital that we stick to this plan and that all council services stay within their agreed budget and deliver on their budget action plans

Target – No variation from directorate level budget in the year

Appendix 1c - Draft Council Business Plan 2011 to 2015

Directorate Priorities

Adult Social Care Directorate Priorities – NB all targets are subject to final confirmation

Outcome 1: **Reduced dependence on acute hospital and long-term care through prevention and early intervention**

- Helping people with poor physical or mental health to learn or relearn skills for daily living

Outcome 2: **Improved choice and control of services people receive and effectiveness of services which enhance quality of life**

- Extended use of personal budgets
- Improving the range of daytime activities for people with eligible needs
- More people with poor physical or mental health living at home or close to home for longer

Outcome 3: **Vulnerable adults protected from avoidable harm**

- Adults whose circumstances make them vulnerable are supported to live safe and independent lives

Outcome 4: **Improved service quality, productivity and experience of care and support**

- Resources efficiently matched and directed towards those with greatest need
- Easier access to integrated health and social care services
- People with social care needs receive coordinated and effective personalised support from local health and wellbeing partner agencies
- Enhanced customer experience through improved information systems developed with health partners

Outcome 5: **Partnership**

- Creating the environment for effective partnership working
- Delivery of Health and Wellbeing City Priority Plan,
- Establish a local integrated service model for older people

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Number of people successfully completing a programme of reablement	250 people	2000	3000
Number of older people admitted to residential and nursing care homes, per 10,000 population	81.7 (911 admissions)	77.2 (860 admissions)	72.7 (810 admissions)
Proportion of older people (65 and over) who were still at home after 91 days following discharge from hospital into re-ablement /rehabilitation services	85%	87%	90%

Appendix 1c - Draft Council Business Plan 2011 to 2015

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
The average number of delayed discharges from hospital (adult social care only) per 100,000 adult population per week	2.38 (Average 14.73 people per week)	2.00 (12.37 people per week)	1.50 (9.28 people per week)
% of service users and carers receiving self-directed support in the year	30%	45%	55%
% service user who feel that they have control over their daily life.	76%	80%	85%
% of safeguarding referrals to the local authority which lead to a safeguarding investigation	33.7%	40%	45%
Efficiency Savings for directly provided services	N/A – new indicator	£7.2 million	TBC

Appendix 1c - Draft Council Business Plan 2011 to 2015

Children's Services Directorate Priorities and Indicators – awaiting some final data and guidance from DfE post Munro Review

- Creating the environment for effective partnership working
- Delivery of Children and Young People's Plan (CYPP) with the aim of creating a Child Friendly City
- Implement an integrated children's directorate
- Build a strong and pro-active relationship with schools which delivers improved outcomes and develops their role within their locality
- Developing a high performing and skilled workforce

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Percentage of children's homes that are rated good or better by Ofsted	62%	100% by 2015	
Percentage of Local Authority maintained children's centres that are rated good or better by Ofsted ²	83% (From Sep 2010 to March 2011)	Continue to baseline in 2011/12 and set targets	Target to be confirmed
Percentage of pupil referral units rated good or better by Ofsted	75%	100%	100%
Percentage of initial assessments carried out within timescale ³	PROVISIONAL 79.9% in 2010/11 ⁴	80%	80%
Percentage of core assessments carried out within timescale ³	PROVISIONAL 86.2% in 2010/11 ²	84%	84%
% of looked after children with a qualified social worker	99.4%	100%	100%
% of children and young people with a child protection plan who are not allocated to a qualified social worker	0%	0%	0%
Complete restructure of children's services	N/A	Revised leadership tier 2 and 3 in place by September 2011.	New structures in place by April 2012

² Framework only introduced in September 2010 and so full year data not yet available

³ Timeliness indicators may be removed following the recommendations of the Munro review – currently awaiting the response from Department for Education

⁴ Result provisional until after the return of the Children in Need census to Department for Education

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Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Percentage of stage 1 children's services complaints handled within 20 day timescale	None - new indicator & performance standard from Apr 11	Baseline and set targets	Target to be confirmed
Percentage of children's services complaints resolved at stage 1 without recourse to stage 2	None - new indicator & performance standard from Apr 11	Baseline and set targets	Target to be confirmed

Appendix 1c - Draft Council Business Plan 2011 to 2015

City Development Directorate Priorities and Indicators

- Creating the environment for effective partnership working
- Delivery of Sustainable Economy and Culture Board City Priority Plan
- Refreshing and implementing a new Asset Management Strategy including carbon and water management
- Marking and promotion of the city, to include ensuring the long term sustainability of Kirkgate Market
- Producing a new Local Development Framework that identifies targets for new housing in the city and then facilitating agreed completions going forward.
- Enhancing the quality and reputation of Leeds' parks
- Ensuring the continued development of the council's cultural offer including the successful transition to new arrangements for Sport and Libraries
- Maximising income opportunities
- Linking financial and workforce planning
- Providing, managing and maintaining a safe and efficient transport network to aid sustainable growth
- Ensuring benefits from major projects impact across City Priority Plan themes;
 - Arena; Eastgate/Harewood; Trinity; City Park & South Bank; New Generation Transport; Flood Alleviation Scheme; Aire Valley; South Leeds; Leeds /Bradford corridor.

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Reduction in running costs of buildings through asset rationalisation	Awaiting final figures	Tbc	Tbc
Council spend on energy and water	Awaiting final figures	Tbc	Tbc
Reduction in the Council's carbon emissions	136,989 tonnes CO ₂ (2008/09)	-6.4%	-9.4%
Percentage increase in footfall in Kirkgate Market compared with the percentage increase in footfall in City Centre	Tbc	Tbc.	Tbc.
Processing of major and minor planning applications	Major	64.82%	70%
	Minor	76.61%	70%
Increase in number of parks achieving Green Flag status ⁵	23%	25%	27%
Maintain number of visits to Leisure Centres	4,199,160	4,199,160	4,199,160
Number of issues from libraries	Tbc	Tbc	Tbc
Net controllable income	£95m	£94m	Tbc

⁵ sub indicator in development for community parks to also achieve green flag status

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Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Reduction in staff numbers in line with 5 year workforce plan	2,490	2,351	2,231
% of non main roads (class B&C) where maintenance should be considered	8%	7%	6%
Reduction in the number of people killed or seriously injured	304	TBC in July ⁶ - see footnote	
Job Creation through Major Projects	N/A - new indicator	1,512 ⁷	6,696 ⁷

⁶ Historically, targets for this indicator were set nationally as part of the Road Safety Framework by the Department for Transport. Guidance for future years was issued in May 2011 and confirmed that no national targets would be set and local authorities will be responsible for setting their own targets. As such, discussions have commenced between the Leeds Safer Roads Group and targets are expected to be agreed in July.

⁷ Based on Trinity, Arena and Aire Valley development schemes

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Environment and Neighbourhoods Directorate Priorities

- Creating the environment for **effective partnership working**
- Delivery of Safer and Stronger Board City Priority Plan, with a directorate focus on reducing **burglary** levels, increasing confidence in relation to **Anti Social Behaviour** and improving **cleanliness**
- Delivery of the Housing and Regeneration Board City Priority Plan, with a directorate focus on delivering **Affordable Housing** and improving domestic **energy efficiency**
- Improving **Recycling** rates
- Improving **Refuse service reliability**
- Supporting people to improve **skills** and move into **jobs**
- Improving the **quality of the customer experience**
- Improving **staff engagement**
- **Working effectively in localities**

Performance Measure	Baseline (2010-11 year end result unless otherwise stated)	Targets	
		2011/12	2012/13
Overall Recycling Rate	35.08% (current year end forecast)	40%	45%
Number of missed bins per 100,000 collected	Working to establish a reliable baseline position – targets to be reviewed once this is available	50 (by Qtr 4)	50
Number of new affordable homes built	779 (NB funding structure now changed)	500	TBC – anticipated in July 2011
Number of properties enhanced with energy efficiency measures (public and private)	(N/A - new programmes/dependent on available funding streams)	6,000 private 5,000 public 11,000 total	12,000 private (public sector opportunities being pursued – target tbc)
Number of burglaries	8869	8200	7600
Percentage of streets with unacceptable levels of litter	New baselines being established at Area Cttee level which will be used to determine city-wide baseline and targets	To be determined following consideration of baselines	To be determined following consideration of baselines

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Performance Measure	Baseline (2010-11 year end result unless otherwise stated)	Targets	
		2011/12	2012/13
Apprenticeships – Number of Employers Engaged	1744 (projection based on mid academic year figure)	2000	2300

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Resources Directorate Priorities

- Lead role for co-ordinating the delivery of Cross Council Priorities:
 - Staff have clear understanding of their role, have clear objectives and performance targets which are monitored through a quality appraisal
 - Staff are fully involved in delivering change and feel able to make an impact on how services are delivered
 - All directorates deliver their budget action plan and stay within their approved budget
- Creating the environment for effective partnership working
- Delivery of effective financial planning and management arrangements which ensure the maintenance of our revenue reserves
- Effective workforce planning arrangements that enable the reduction in size of the workforce required by the budget
- Preparing for, and managing the transition to Universal Credit including the introduction of a localised Council Tax Benefit scheme
- Maintaining and improving the ICT infrastructure to support delivery of priorities
- Maintaining a robust and proportionate control environment.
- Deliver good corporate governance and local and national elections and referenda as may arise
- Deliver procurement arrangements to meet the Council's priorities

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Level of Revenue Reserves	£21.3m	>= £19m	To be confirmed
Invoices for commercial goods and services are paid by the authority within 30 days of being received	90%	92%	92%
Council Tax collected	99.19% (1993 - 2007)	99.20% (2009/10)	99.20% (2010/11)
Council Tax collected in year	96.70%	96.70%	96.70%
Non-domestic rates collected in year	97.93%	98.00%	98.10%
Sundry Debtors income collected within 30 days of invoice issued	97.98%	97.98%	97.98%
Reduction in staff headcount (including % leavers who are BME, Disabled or Women monitored against current staff profile)	Total Staff = 17,260 ⁸ (April 2010)	1500 (cumulative total 2010 – 12)	500

⁸ Excludes Schools

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Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
ICT Service/system availability	99.97%	>= 95.0%	>= 95.0%
Satisfaction of users with ICT Services	67%	>= 70%	>= 75%
Average number of training days provided in ICT skills	1.03 days per employee	>= 1.25 days per employee	>= 1.75 days per employee
User satisfaction score (1-7) with adequacy of ICT training to undertake their role	4.64	>= 4.9	>= 5.25
User satisfaction score (1-7) with the quality of ICT training delivered	4.51	>= 4.9	>= 5.25
Time taken to process Housing Benefit/Council Tax Benefit new claims and change events	11.66 days	11.00 days (20 days – claims) (10 days – changes)	11.00 days (20 days – claims) 10 days – changes)
Number of days staff sickness per full time equivalent	10.18 days	9.0 days	8.5 days
% of JNC (Chief Officer and Chief Exec negotiating body) who are women	Baseline and Target to be based on the findings of the Equality Data Project (Autumn 2011). NOTE: As the numbers are low, the BME and DDA percentages can move significantly when there are only minimal changes.		
% of JNC (Chief Officer and Chief Exec negotiating body) who are from BME communities			
% of JNC (Chief Officer and Chief Exec negotiating body) who are disabled			
% of the workforce by equality characteristics:	Baseline and Target to be based on the findings of the Equality Data Project (Autumn 2011).		Proportionate representation at key levels compared to population of Leeds and based on Census results
• Age			
• Disability			
• Sex			
• Ethnicity			
• Sexual orientation			
• Religion, faith, beliefs			
% Executive Board and Key / major decisions implemented in 3 months	TBC	95%	95%
% Key and major decisions published on the forward plan	84%	89%	89%

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Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
% Key and major decisions available for call in	TBC	95%	95%
No challenge to the outcome of any election by way of petition	No challenge	No challenge	No challenge
Total savings delivered in procurement	N/A	£20 million	TBC

Appendix 1c - Draft Council Business Plan 2011 to 2015

Planning, Policy and Improvement Directorate Priorities

- Lead role for co-ordinating the delivery of Cross Council Priorities:
 - We will consult with local people on changes that may affect their lives
 - Equality is given due regard in council policy and decision making
- Lead role for delivering our customer access strategy to improve customer experience
- Establish a research and intelligence capability for the city and produce an annual State of the City report.
- Deliver an effective approach to locality working with improved community engagement and more localised decision making
- Deliver effective leadership and governance arrangements for the city-region partnership.
- Transform communications and marketing services across the council.
- Create the environment for effective partnership working and for delivering the city's planning and performance management framework
- Lead the transformation of our workplace culture and working environment in the context of the council's new values

Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
Increase the range of self service options available to the public, by ensuring all high demand transactions can be undertaken online	14	14 ⁹	17
Improved overall customer satisfaction of the council's website	New Indicator – methodology and baseline to be established in 2011-12		Target to be confirmed
Increase the number and proportion of employees for whom changing the workplace principles have been applied	150 staff	385 staff	3000 staff
% residents who trust the council's communications	New Indicator – baseline to be established in 2011-12		Target to be confirmed
% (and number) of City Priority Plan priorities assessed as having positive progress	New indicator	> 50%	> 70%
The extent to which partners feel they can influence change	New Indicator – baseline to be established in 2011-12		Target to be confirmed
% people who feel they are involved in their local community	New Indicator – baseline to be established in 2011-12		Target to be confirmed
% services who feel their communications and marketing needs are being met effectively	New Indicator - baseline to be established in 2011-12		Target to be confirmed

⁹ No new services possible until launch of new website - a detailed improvement plan will be developed in 2011/12 as part of Web & Intranet replacement Project. This will look at improving those services already provided online as well as introducing new services.

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Performance Measure	Baseline (2010-11 year end result unless otherwise)	Targets	
		2011/12	2012/13
% staff who believe the values are positively affecting their own and others' behaviour	New Indicator - baseline to be established in 2011-12		Target to be confirmed

Appendix 1c - Draft Council Business Plan 2011 to 2015

Reviewing the Plan

We will monitor our progress in delivering the plan. We will give regular updates to staff, Members and the public on how we are doing. The priorities and targets will be formally reviewed after two years. When we have delivered a significant improvement in one priority we will replace it with another so that we keep challenging ourselves to be the best.

Appendix 2

Vision for Leeds 2011 to 2030, City Priority Plans 2011-15 and Council Business Plan 2011-15 Feedback from Scrutiny Process

The Budget and Policy framework specifies that the initial proposals for these plans are to be published at least two months in advance of adoption and that Scrutiny is allowed at least six weeks to respond to these initial proposals. In line with this the draft plans were taken to Scrutiny Boards in the March and April round of meetings for discussion and approval and the following feedback was recorded:

Central and Corporate Functions Scrutiny Board 7th March 2011

- Staff appraisals – Members welcomed the approach to ensure that all staff had appraisals and it was reported that it was a target for all staff to have had an appraisal before the end of March 2011.
- Scrutiny of external partners – external partners had a duty to co-operate and the need to get the right relationship with partners to respond to each others concerns was stressed.
- The role of partners and turning plans into action – it was recognised that the plans would be meaningless without actions and work had to take place with all partners across the public and private sectors to achieve targets. The Board was informed of the various partners the Council was involved with and work with developers to ensure employment opportunities and apprenticeships for local people was cited as an example of how working with partners could contribute to the success of the city.
- Work with health partners and how this affected services across the Council.
- Transport – it was recognised that there could be improvement and that more control and influence over public transport services would be beneficial
- Population/Housing pressures – this was regarded as a major challenge and would require in depth work with planners and developers.
- Culture – it was felt that there was a lack of things to see and do in Leeds compared to other similar sized cities. It was reported that Leeds did not always promote many of its cultural achievements as well as it could such as the College of Art which had the best results in the country.

Environment and Neighbourhoods Scrutiny Board 14th March 2011

- The need for ALMOs to be on board as a partner in delivering the strategic plans. The Director indicated that this was in hand;
- Action Plans – the next stage of the process would be to draw up action plans regarding how the various priorities would be achieved, and these would be submitted in due course to Scrutiny Boards. It was suggested that Members needed base-line information in order to be able to measure eventual improvement;
- 'Leeds' economy will be prosperous and sustainable' – Care needed to be taken to ensure that Leeds residents benefited directly from any increased job or training opportunities, especially those residents from a BME or deprived background, and that the City was not just creating opportunities for non-Leeds people. The Council itself needed to do more to ensure that the make up of its own work force better reflected the ethnic make up of the City;
- Transport – Concerns were expressed regarding communities being left isolated by lack of proper public transport provision and lack of services after 10.00 pm. Reference was made to the Bus Quality Contract initiative which hopefully would address the issues;
- Health and Wellbeing – Anti-smoking measures needed targeting at children just as much, if not more, than adults, and teenage pregnancy rates also needed tackling more efficiently;

Appendix 2

- Housing – The desperate need for more affordable housing needed to be addressed, and tackling current empty property levels was regarded as part of the possible solution. New homes were only part of the issue – there were also infrastructure concerns too.
- The Council should, it was suggested, explore gas plasma technology in relation to reclaiming landfill sites and job creation;
- Local residents needed greater encouragement and involvement in civic affairs;
- Education achievement levels, school attendance issues and school transport matters were touched upon;
- The Government's current review of the benefits system and its effects on people in receipt of the Disability Living Allowance, and on single parents in terms of training opportunities, was discussed. Members felt that a training seminar on this topic for Council Members would be useful;
- It was accepted that, against a backdrop of world recession and vastly reduced resources, the Council was limited regarding what realistic effect it could have on some of the above issues. However, it needed to be identifying 'gaps' and opportunities where perhaps it could play a significant role.

Adult Social Care Scrutiny Board 16th March 2011

- Partnership Board representation – final arrangements were still to be confirmed but would involve both officers and Elected Members as well as representatives from other organisations including the NHS and GPs consortia.
- The City Priority Plans had been developed over a period of time through various consultations and had taken account of issues such as the Council's spending challenge.
- Although there was not a specific priority plan aimed at older people, the Health and Wellbeing Priority Plan had a very strong focus. Other priorities also included the needs of older people.
- Increasing personalisation and concerns regarding safeguarding – it was reported that personalisation of services only progressed following thorough assessment by social care professionals and that there was satisfaction that safeguarding issues would not be a concern.
- Equality Issues – these were covered across all the priorities particularly those related to Safer and Stronger Communities.
- Key performance indicators – in relation to the indicator for service users having control over their daily life, it was reported that the information was gathered over an eighteen month to two year period to get a balanced result. Sample surveys were carried out on a quarterly basis.

Children's Services Scrutiny Board 17th March 2011

- The Scrutiny Board discussed the consultation process, particularly involving young people. It was reported that work had been undertaken with primary schools to assist them in developing their own ideas on the vision and priorities.
- Members will use the action plans that will provide further detail to monitor progress against the strategic plans.

Health Scrutiny Board 22nd March 2011

- No substantive items raised

City Development Scrutiny Board 5th April 2011

- The priorities were currently at a draft stage and additional or amended priorities could be included.
- Priorities and Action plans would be developed at a partnership level.
- It was suggested that there would be ongoing scrutiny of priorities and action plans.

Appendix 2

- There would be opportunity for Elected Members to get involved in target setting.

Key Actions

Most Boards were broadly supportive of the plans but felt that delivery was the key issue – Members were keen to be involved in developing and shaping the supporting delivery plans. These will be taken to Scrutiny Boards early in the new municipal year along with baseline positions for headline indicators where available. Members were also keen to ensure that the links between the plans were effective so that no issues could fall through the gaps especially around the broader poverty and inequality issues. The proposal for the Main Board to take a lead in this area was highlighted to the Boards.

The issue of equality was also raised more specifically and Members noted that there was very little included within the City Priority Plans (CPP) relating to improvements for specific key groups other than Children and Young People. This issue of equality has arisen as the planning approach taken was in line Results Based Accountability (RBA) was to keep the City Priority Plans high level focusing on delivering outcomes at a city wide/whole population level. The indicators were similarly selected in order to drive a wide range of improvements rather than targeting any specific groups. However this was with the understanding that the CPPs will be supported by more detailed action plans which would include any activities to target specific groups or areas of the city. This approach was primarily to ensure simplicity and clarity at the strategic level but the consequence has been that equality issues seem to be less visible. However, the action plans will include targeted actions and performance reports will include specific issues of performance for key equality groups as appropriate.

The following specific amendments have been incorporated into the plans as a result of the Scrutiny of these plans:

Priority/indicator	Amendment
Sustainable Economy and Culture	
The profile of Leeds is raised nationally and internationally	This was identified as a gap and a new priority has been added to this effect
More jobs are created	Members were keen to ensure local people take up these jobs. Whilst the headline indicator will remain the total number of jobs created - the uptake of jobs by local people will also be reported against this priority in on-going performance reports
Proportion of adults and children who regularly participate in cultural activities	Members asked for this to include the breakdown in deprived communities. This will be measured through the replacement for the Resident Survey and the will include postcode information and a broad set of household characteristics eg equality, employment status. This will enable a good analysis for this indicator. Any specific issues will be picked up within the action plan and will also be reported against this priority in on-going performance reports.

Appendix 2

Priority/indicator	Amendment
Reduced bus journey time variability on the core network	Members were keen to reflect the coverage of bus services as this underpins access to jobs and training. Therefore this indicator has been replaced by the percentage of Leeds residents who can get to work by public transport within half an hour at peak times.
Housing and Regeneration Board	
Number of new homes per year	Members suggested adding the number of affordable new homes as well
Maximise regeneration investment to deliver a range of housing options	Members asked that the action plan includes infrastructure so that new homes are not built without consideration of access to transport, schools, shops etc to avoid creating disconnected and isolated communities. Whilst this will definitely be included within the action plan the priority has also been amended to reflect this: “Maximise regeneration investment to increase housing choice and affordability within sustainable neighbourhoods”

Other changes that were put forward but that will be picked up elsewhere are set out in the table below.

Priority/indicator	Proposed change	Rationale/Comment
Health and Wellbeing Board		
Smoking prevalence in adults – as the measure for making healthy lifestyle choices	Alternative indicators were put forward as suggestions: teenage conception, obesity levels and physical activity	It was agreed that these are all important measures that will be included within the wider health and wellbeing plan as well as in the action plans. Teenage conception and childhood obesity levels are indicators in the Children and Young Peoples Plan. However, smoking is seen as the best headline measure as a significant proportion of people in Leeds smoke (city wide average 22.7%, equates to 149,196 aged 16+) and making significant in-roads into reducing this will have a big impact. Also we know smoking is more prevalent in deprived areas so it will also have an impact on health inequalities.



Originator: Adam Hewitt

Tel: 24 76940

Report of the Director of Children's Services

Executive Board

Date: 22 June 2011

Subject: Children's Services Improvement Update Report (June 2011)

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report provides Executive Board with an update on the improvement activity that is continuing across children's services in Leeds. It follows a series of similar reports presented regularly to the Board to provide an overview of work across the service and partnership, particularly in the context of work of the Children's Services Improvement Board.
2. The report focuses particularly on the following key areas:
 - The wider context, in view of a number of significant national policy developments.
 - Improvement and Inspection Activity, updating on the latest performance information submitted to the Improvement Board, the latest progress review meeting with the Department for Education (DfE) and some significant developments relating to Ofsted's inspection arrangements.
 - The Children's Services Transformation Programme and some key strands of work contributing to this, including an update on the improvement and replacement of the Electronic Social Care Recording (ESCR) system for children's services.

Recommendations

1. It is recommended that Executive Board note the contents of this report and support the continuing direction of travel across children's services in Leeds and our preparations for a possible announced inspection during summer/autumn 2011.

Purpose Of This Report

- 1.1 This report provides the Executive Board with an update on the improvement activity that is continuing across children's services in Leeds. It follows a series of similar reports presented regularly to the Board as a means of giving an overview of work across the service and the partnership, particularly in the context of work of the Children's Services Improvement Board.
- 1.2 The report focuses particularly on the following key areas:
 - Wider context, in view of a number of significant policy developments.
 - Improvement and inspection activity, updating on the latest performance information submitted to the Improvement Board the latest progress review meeting with the Department for Education (DfE) and some significant developments relating to Ofsted's inspection arrangements.
 - The Children's Services Transformation Programme and some key strands of work contributing to this, including an update on the improvement and replacement of the Electronic Social Care Recording (ESCR) system for children's services.

1.0 Background Information

- 1.1 Executive Board has received a number of Improvement Update reports from Children's Services since March 2010, against the background of the Improvement Notice and the independently chaired Improvement Board which was established to monitor and challenge progress. These reports have noted an overall trajectory of improvements, whilst recognising that some significant challenges remain. It is now timely to present another update to the Board, given recent national and local developments, and to raise Executive Board's awareness of some key pieces of work and issues to address in the coming months.

2.0 Main Issues

Wider Context

- 3.1.1 Previous Improvement Update Reports to the Board have set the context of the changing national policy agenda. These considerations continue to be an important contributing factor to the wider direction being developed by children's services in Leeds. Recent months have continued to see a range of policy publications and activity that are shaping this direction. Across much of this policy development the service is still interpreting the key issues and identifying the implications for Leeds. This report cannot do justice to the full scope of these relevant developments, but a list of some of the main areas is included below. As we develop our understanding about the implications, we will determine those areas where it would be helpful to provide Members with more detailed information:
 - The Education Bill, based on the November 2010 White Paper *The Importance of Teaching* is currently progressing through the necessary readings and considerations. It signals some significant changes and moves schools towards a position of greater autonomy and more specific focus on attainment standards.
 - Linked to the Education Bill, the *Wolf Review of Vocational Education* was published in March 2011 and the government has accepted all of its

recommendations. These recommendations will have a significant impact on work currently being done in Leeds to look at the 14-19 learning offer and respond to changing learner needs and the changing policy and financial climate.

- Also published in March was an important Green Paper for schools and also for many other services that work with vulnerable children, young people and families – The Special Educational Needs Green Paper '*Support and aspiration: A new approach to special educational needs and disability*'. It proposes the first significant revisions to SEN policy and practice since the current Code of Practice was issued in 2001. It is the intention of Children's Services in Leeds to respond to this Green Paper as part of the consultation process.
- At the end of March, the Tickell Review of the Early Years Foundation Stage (EYFS) was published. It aims to simplify the current EYFS, including reducing 69 benchmarks for progress down to 17. There will be a key role for Children's Services to help childcare providers and others across the city to understand and adapt to these changes.
- Another significant report is the *Munro Review of Child Protection*, which has followed a year-long review of the child protection system. The review was published on 10th May and the government is expected to publish a response in July. If many of the recommendations are adopted, this will signal an important development for local social care services for children and young people, and for the wider services that support this work. It will be critical to understand, address and make the most of these proposals as we take forward new models for safeguarding and supporting vulnerable children, young people and families in Leeds. With this in mind, we will be considering the review in much more detail.
- Finally, and again of importance in relation to the priorities and drivers for Children's Services, is the publication of the current Government's first Child Poverty Strategy, which was published in April 2011. The Strategy continues to set ambitious targets in terms of eradicating child poverty and helps to highlight why Leeds has made tackling child poverty a cross-cutting priority in our new Children and Young People's Plan and in the other themed city plans.

- 3.1.2 The above list is not comprehensive, but it demonstrates the continuing pace of change and national developments to consider, as Leeds continues its improvement journey. Further consideration of the impact of these policy developments will be incorporated into future reports that relate to the specific areas affected.

Improvement and inspection activity

- 3.2 This section takes members through information about progress reported to the Improvement Board in May and June 2011 and discussed with the DfE in a Progress Review Meeting on 20th May. The section then discusses some important considerations, with implications for Leeds, in relation to the Ofsted inspection process.

Improvement Board and progress against the Improvement Notice

- 3.2.1 An interim improvement update, tracking progress against the Improvement Notice was discussed by the Improvement Board on 9 May, submitted to the DfE, and informed the Progress Review Meeting with DfE on 20 May. This update (reporting

performance at the end of March) noted that a recent stock take of improvement activity resulted in 20 strands of work being closed as completed, and outlined the current position of some specific pieces of work, including the transformation programme, future plans to improve consistency of practice across the directorate, and the financial backdrop of children's services funding from the Local Authority.

- 3.2.2 In view of this update and the discussions held with the children's services senior leadership team during their visit, the DfE has provided a formal note of the discussions which indicates their view on the progress being made, current position and next steps in relation to the Improvement Notice. This meeting note is attached at appendix 1. It is pleasing that this note recognises the significant improvements made, the increased confidence and clarity in the leadership, and the openness to external challenge and support. It also recognises, understandably, the ongoing challenges of consistency and sustainability. It suggests that the Improvement Notice could be lifted, as it comes to an end in October 2011, provided that the results of the next announced inspection provided evidence of improvement on the ground.
- 3.2.3 Of particular note with the recent stocktake of performance, and mentioned within the DfE note of the Progress Review Meeting, is the fact that Leeds has achieved and exceeded the targets relating to the percentages of initial and core assessments within children and young people's social care that are carried out within timescales. In both cases, the improvement in performance, despite a huge rise in the volume of cases, reflects the development of capacity in teams and continued effective use of iPerformer in ESCR by all levels of management. An area that remains an ongoing challenge is the timeliness of Initial Child Protection Conferences, although there have been improvements in this area recently against a backdrop of significantly increased workloads. The challenge now is to maintain the improved performance and build on it.
- 3.2.4 Alongside the feedback note from the DfE (appendix 1), in April 2011, Bill McCarthy, Chair of the Improvement Board wrote to Tim Loughton (Parliamentary Under Secretary of State for Children and Families) to update on the progress of children's services in Leeds (letter attached at appendix 2). Again, this letter acknowledges continuing improvement, but also recognises there is more to be done. The Parliamentary Under Secretary of State for Children and Families has responded to this letter (attached at appendix 3). His response confirms the progress made so far and the outstanding challenges, which include consistency of social work practice, quality of case recording and data collection. The letter acknowledges that the Council and its partners addressing these issues, and that the Improvement Board will be monitoring these areas.
- 3.2.5 At its June meeting the Improvement Board received its regular progress report against the outstanding issues within the overarching Children's Services Improvement Plan.. Using the red, amber, green (RAG) progress measure, of the eighteen recommendations still within the Improvement Plan, none are rated as red, 11 are assessed as amber and 7 are green. The main issues to be addressed that remain as 'amber' include the implementation of the Children's Services transformation programme, capacity to deliver of child protection conferences, work to support continued improvement in outcomes for looked after children, the development of a workforce strategy and the delivery of improvements needed to the ESCR and its replacement system (discussed below). In each case work, significant work is taking place to deliver these improvements, within the overall ambition for the city and the new Children and Young People's Plan (being discussed elsewhere on the agenda today).

- 3.2.6 Bill McCarthy, Chair of the Improvement Board, continues to attend the Children's Services Scrutiny Board for their quarterly performance monitoring meetings. The Member Reference Group, established in March 2010 as part of the overall arrangements for improvement, continues to meet, although now less frequently.
- 3.2.7 Taken together, the external commentary on progress in Leeds, evidenced in appendix 1-3, along with the updates provided to the Improvement Board, indicate that the overall direction of travel across children's services performance continues to be on a very positive trend. However, in meeting the city's ambition of excellence, there are some important areas that require a sustained focus in order to meet the city's ambition.

Ofsted Developments

- 3.2.8 A revised Ofsted framework for children's services assessment 2011 was published on 27 April 2011. The main changes relate to the publication date of the assessment, which will be November rather than December. There are particular implications for those authorities in intervention (like Leeds) and where authorities continue to carry an 'inadequate' safeguarding judgment (because there has not been a recent inspection). The approach to the assessment is similar to previous years, with information being drawn from three main areas:
- Block A. Inspections of all children's settings – eg schools, nurseries, residential homes, 6th forms, childminders etc
 - Block B. Inspections of children's services – announced and unannounced; and the rating of Serious Case Reviews
 - Block C. Performance across a range of indicators relating to outcomes for children and young people.
- 3.2.9 At present if a local authority has received an 'inadequate' safeguarding grade following an announced inspection of its safeguarding and looked after children's services, this acts as a 'limiting judgement' (for Block B), meaning that the authority in question is automatically given a 'poor' rating in its annual assessment. This was the case in the Leeds annual assessment in 2010, following the announced safeguarding inspection that took place in December 2009 which resulted in an 'inadequate' grade.
- 3.2.10 Following the changes to the assessment framework, local authorities that are still carrying an 'inadequate' rating from their last announced inspection (as Leeds is, having not been re-inspected since 2009) may be subject to re-inspection, with the new grade following re-inspection then counting towards the 2011 assessment.
- 3.2.11 To help Ofsted make a decision about those authorities it will re-inspect during 2011, it has written to authorities currently carrying an 'inadequate' safeguarding rating and asked them to submit evidence to help inform its inspection programme. Leeds submitted a pack of evidence about the improvement journey and following this exchange, we anticipate that Leeds will be the subject of an announced inspection by the autumn of 2011 at the latest. The necessary work is underway, with full corporate support, to make appropriate arrangements for such an inspection. If an inspection does take place by the autumn then it will inform the annual assessment, which will be published in November.

3.3 Wider Improvement Activity

Leeds Education Challenge

- 3.3.1 A letter was sent by Michael Gove, Secretary of State for Education, on 1 March 2011, to all local authorities, advising of rises in floor standards for primary and secondary schools and requesting that each local authority develops plans for improving performance in all schools below the floor standards (in summary, the standards have risen from 30% of pupils achieving 5 or more GCSE A*-C grades including Maths and English, to 35%).
- 3.3.2 In response to this letter, Leeds submitted a copy of the Leeds Education Challenge, which responded to the issues raised by the Secretary of State, and set that response within a broader approach to school improvement and ambitions of the Children and Young People's Plan.
- 3.3.3 This submission to DfE is an important development for Leeds, particularly in the context of the national policy change for schools discussed earlier in this report. The Leeds Education Challenge very clearly puts schools themselves at the heart of driving improvement, whilst reflecting the supporting role and expertise that the local authority can offer, and placing schools at the heart of wider children's services locally. The plan represents work in progress, and is currently the subject of significant discussions with headteachers, governors, members and partners. Further updates will be provided when the plans have been refined in response to issues and ideas from those discussions.
- 3.3.4 In terms of the wider education context, another significant recent development has been an external review of education services in Leeds, carried out by Sir Tim Brighouse and another nationally recognised colleague, David Woods. This took place in March and included conversations with a wide range of colleagues including headteachers, education staff, senior officers and politicians. The report is not yet finalised, but it will be soon, and will be reported to those who were involved in the review and more widely to those who can help on the improvement journey.

Replacement of Electronic Social Care Records (ESCR) System for children's services – latest position

- 3.3.5 The ESCR system has been highlighted as a particular weakness within children's services in Leeds in a number of inspections, and its improvement and replacement are integral to the strategy for improving safeguarding systems in Leeds and supporting front line practice.
- 3.3.6 When Executive Board discussed the March 2010 Improvement Update, and the Ofsted 'unannounced' inspection letter on the same agenda, they particularly asked to be kept up to date with developments on this important area of activity.
- 3.3.7 Executive Board has received a number of reports on the ESCR system, and proposals for its replacement. In January 2010 Executive Board committed to procure a new system for children's services, which represented a significant step forward on the improvement journey. However, until this system is in operation and making a difference in support of high quality front line practice, the electronic system remains an issue for the service, staff and for inspections.
- 3.3.8 Within this context, there are two aspects on which to report to Executive Board at this time: maintenance of the current ESCR system and progress with procuring the replacement ICT system.

- 3.3.9 In relation to the current system, there has been an ESCR development plan in place across both children's and adults' social care. There have been some significant improvements to the current ESCR system, especially in relation to support for improved performance management, as reported in previous improvement updates and referred to in para 3.2.3 of this report.
- 3.3.10 However, some of the current problems with the ESCR system relate to work ongoing within the Council to implement Internet Explorer 8 (IE8), as part of the Council's Essential Services Programme, which has been agreed as a priority and is required to enable other technologies used across the council to operate effectively (Internet Explorer 6 is outdated, and many systems and applications will not work with it going forward).
- 3.3.11 As previously reported the technology underpinning the ESCR system is outdated (Over 8 years old). As a result, new developments on the system are not straightforward, problems arise that can elongate timescales for delivery. Additional issues are the incompatibility of the old system with other generic software to be used within the Council. These problems are only identified through rigorous testing, which can delay developments, and are only resolved through jointly working with Oracle (the supplier) on new patches for the system. Oracle's commitment and appetite on resolving issues with old versions of software is low.
- 3.3.12 Given the circumstances of implementing major changes to the existing ESCR system, there is renewed focus on looking creatively at what smaller scale improvements can be delivered that will support front line practice, but without significant development time or major risks. There is optimism that some small changes can be made in the term, without compromising the preparatory work for the new system. Progress on this and its impact will be reported in subsequent update reports.
- 3.3.13 In relation to the new system for children's services, current activity is focused on staff workshops to develop the detail of a statement of requirements, ready for the procurement stage. During April, more than 130 front line staff attended 16 workshops to support this development process. The workshops are an important aspect of making sure that the specification for the new system is right, and helpful to the broader change programme to ensure ownership of the new system. Additionally, there is work underway with potential suppliers to see what the market is doing in relation to taking account of potential policy and legislative change (for example in light of the Munro review). Our current planning assumption is that 'go live' will be in Autumn 2012.

3.4 Transformation Programme Update

- 3.4.1 Executive Board has, through these update reports, been kept regularly informed of progress towards the development of a new integrated children's services structure. Since the last update report, this work has continued to take some important steps forward, notably with the advertising of the four tier 2 senior leadership posts reporting to the Director of Children's Services, for which interviews will take place during June and July. The detail of the next tier of leadership posts is underway, and detailed design work is progressing for the specific service areas that will report into these posts. In addition, a number of specific areas of development are underpinning the wider implementation of new arrangements, several of which are outlined below:

- 3.4.2 As members will be aware, the Education Leeds contract was closed as of 31st March 2011. As a result, Education Leeds employees, via the TUPE process, are now employees of Leeds City Council. This process was conducted effectively and efficiently, with the relevant HR and ICT requirements met in a timely way.

Outcomes Based Accountability (OBA)

- 3.4.3 As outlined in the March report, the Children's Trust Board has endorsed the commitment of children's services to using a outcomes based accountability methodology to develop practical action plans for improving key performance trends. The roll-out of the approach, following successful pilot work in Bramley and Inner and Outer Pudsey, is continuing at a locality level, with trained facilitators allocated to each cluster and cluster chairs offered the opportunity to host OBA workshops on the three obsessions from the CYPP. This approach is helpfully sharpening the focus on performance information and reporting. CYPP dashboards have been created and regular report cards will be produced, in line with the OBA approach, which focuses on 'turning the curve'. These will be used for a variety of audiences to help with driving performance, including local cluster groups, service areas, Area Committees, Children's Trust Board, Scrutiny Board and Executive Board.

Restorative Practice

- 3.4.4 The restorative practice approach is also being developed across Leeds, with financial commitments made through partners and the Children's Trust Board to launch an initial programme to build capacity and offer training opportunities. The central tenet of restorative practice is that outcomes are more likely to be positive when those in authority do things with children, young people and families rather than to them, and all practitioners involved with a family have a shared set of values, shared language, and commitment to building relationships and connections with children, young people, families and other agencies. It is anticipated that a significant proportion of the restorative practice programme will be delivered through the cluster model.

Budget Re-Basing

- 3.4.5 As part of the integration of Children's Services and in the context of striving for greater efficiencies, it is necessary to look at how the services' budgets are currently organised and how they need to be organised in the future. To this effect the Children's Services Revenue Budget Re-Basing Programme has recently begun. The project will incorporate research into how other local authorities are operating within the current financial climate, alongside examining our own services and functions to effectively allocate resources to our biggest priorities and find additional savings. Phase one of the project will involve approximately thirty reviews of high-priority services or functions, which will look at costs, outputs, performance, pressures and new ideas, including opportunities for investing now to save later. It is important that we accurately 're-base', or change the level of service/ function budgets for 2011 – 12, so that we identify savings now to give us a new starting point for 2012 – 13. The project will run until the end of September 2011.

4.0 Implications For Council Policy And Governance

- 4.1 The improvement work taking place across children's services has a high profile, and is critical to meet our statutory responsibilities to children and young people of Leeds, and also for the council and the city's reputation. It is vital therefore that this work is carried through positively using all relevant council frameworks, capacity, approaches and governance.
- 4.2 There are no specific issues in relation to Equality, Diversity and Cohesion and Integration, except that there is a continuous theme of narrowing the gap and supporting the more vulnerable running through the children's agenda.

5.0 Legal And Resource Implications

- 5.1 There are no specific financial or resource implications arising from this report, although clearly the restructure work referred to has the potential for significant resource and particularly Human Resources implications. Discussions and activity around the handling of these issues are ongoing. The report makes specific reference to the children's services budget re-basing programme.

6.0 Recommendations

- 6.1 It is recommended that Executive Board note the contents of this report, and support the continuing direction of travel across children's services in Leeds and our preparations for a possible announced inspection during summer 2011.

Background Documents

Report to Executive Board March 2011: Children's Services Improvement Update Report

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DfE Review Meeting with Leeds City Council – 20 May 2011

Attending: Nigel Richardson (Leeds CC), Mariana Pexton (Leeds CC), Jackie Wilson (Leeds CC), Simon Flowers (Leeds CC), Sarah Sinclair (Leeds CC), Councillor Blake (Leeds CC), Bill McCarthy (Independent IB Chair), Penny Thompson (external challenge and support), Graham Archer (DfE), John Hudson (DfE), Nicola Whomersley (DfE).

Dear Nigel,

It was good to meet you and colleagues at the Review meeting on 20 May and I would like to thank everyone for attending and for their contribution. Progress since my visit last July was palpable. The presentations made that clear and the atmosphere was very different, with a clear sense of strong leadership from officers and from Councillor Blake, realism about what was still needed and plans for achieving it. I was left much more confident about the extent and sustainability of progress. Here's my sense of the detail of the discussion – very happy to discuss any of it with you.

- The substantive part of the meeting was spent reviewing and probing your assessment of progress. Positive changes in service delivery and effectiveness has been reflected in recent positive inspections of service practice (fostering, adoption and youth service) and particularly the positive tone of the unannounced Ofsted inspection of contact, referral and assessment, published in February.
- There is clearly a new attitude and commitment in Leeds to encourage and invite external challenge and support to drive and sustain the improvements.
- There is strong leadership and commitment from the Children's Trust Board which will continue in Leeds as the key strategic driver for ensuring continued improvement and sustainability in the long term.
- Through the governance of the Children's Trust Board, a new children and young people's plan (CYPP) has been developed with city wide partnership buy in. This sets out five clear outcomes, underpinned by 11 priorities of which three you refer to as 'obsessions', (changing referral patterns by reducing the number of looked after children; improving school attendance; and economic re-generation by reducing the number of young people who are NEET).
- There is a change in culture, in particular partners and practitioners across the city are starting to converse in a common language and there is recognition that this is a "city wide" agenda and not just Council led. Approach and understanding is more collaborative from partners, with a keen appetite for shared learning and a willingness to join up strategies and to limit costs.

- On early intervention, recognition across partnerships of shared ownership and the need to invest early to reduce costs later. There are still challenges around turning this into fully integrated practice at local level.
- You outlined the additional investment secured across the Council despite the funding pressures the Council faces. Although the current financial investment is unlikely to be sustainable in the long term, you felt confident that the investment in improvement would be there until the service was operating at an adequate level or better. This is encouraging and demonstrates to me the level of political commitment and the importance the Council corporately places on the need to continue to improve.
- On numerical targets in the Improvement Notice there has been clear progress in timeliness of both initial and core assessments - with most targets exceeded. The communications and training work you have undertaken on thresholds is showing rewards, as these are more appropriately targeted and better understood by partners and agencies. These achievements have been made in the context of a rise in volume of referrals. Also recognition of a 100% rise in child protection plans, compared to last year and a decrease in the numbers of children with second and subsequent plans. Embedding and maintaining this level of delivery and at consistently good quality remains the ongoing challenge.
- Considerable progress has been made on building the capacity and capability of the workforce with a view to embedding new structures by September 2012.
- Challenges ahead were identified as future governance on health and you identified three overarching priorities: looked after children, school attendance and destinations, which the Council and partners will focus on to underpin the wider city vision and future ambition for Leeds to be a child friendly city.
- Summing up on the progress made to date, Councillor Blake reflected on the improvement journey from a difficult time when the Council was particularly inward facing and defensive, to one which is beginning to grow in confidence. Morale is higher and there are now more open and honest conversations with staff and with partners and a determination to improve services to children, young people and families in Leeds to a level they deserve.
- We had a discussion on schools and education, particularly now that the responsibility for education in Leeds is being integrated back into Council control. There seems to be a positive story emerging but clearly still lots of work to do to build the new relationship with schools and to improve outcomes, particularly with your underperforming schools. I recognise that conversations are already taking place with

your schools and academies on your core offer and to ensure there is a coherent understanding and commitment by all schools to the change programme. My slight concern is on the pace of this and whether there will be a period of turbulence until new structures are embedded.

In summary, we recognise that progress has been made. However against a backdrop of very strong safeguarding progress, the challenge, inevitably perhaps for somewhere the size of Leeds is ensuring consistently strong practice everywhere. On the education side, we agreed there was more to be done, as you integrate services back into the Council - but a clear sense of the task.

We agreed to consider exit from intervention in the light of the Ofsted inspection you had requested, in response to the Ofsted guidance for authorities in this position. If that inspection reflected, on the ground, the progress we'd seen at the leadership level, there'd be a good case for us to put to Ministers.

Yours sincerely

GRAHAM ARCHER

Deputy Director: Local Improvement
and Intervention Division

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Parliamentary Under Secretary of State for Children and Families Tim Loughton
Department for Education
Sanctuary Buildings
Great Smith Street
London SW1P 3BT
5 April 2011

Dear Minister

Since I last wrote to you in December, the Leeds Children's Services Improvement Board has met three times.

At each meeting we have received performance monitoring reports and we have also looked in depth at progress and the current position on Safeguarding and on young people participating fully, socially and economically – including an in depth look at school learning outcomes and the issues shaping the future of learning provision in the city.

I have also attended the Local Authority's Leader's Management Team and the Children's Scrutiny Board to appraise members of progress.

Overall Progress

The Board has spent some time taking stock of the current position and progress on items within the performance monitoring report. This was a good session and resulted in almost 20 strands of work being closed down as all actions were complete. A number of strands are now at the stage where they can be passed to another accountable body for continuous monitoring, for example, the Children's Trust Board, and a number have stayed with the Improvement Board for continued scrutiny and monitoring.

I flagged up in my last report that the Local Authority was expecting its annual assessment letter from Ofsted and that this would label them as '*performs poorly*'. This was, as expected, published in December. However, Ofsted undertook an unannounced inspection in January of this year which was much more positive.

The inspection letter, which was published in February, showed that the Local Authority had made great progress and did not highlight any priority areas for action. Although the Local Authority cannot become, and is not, complacent following this inspection, it does highlight the progress made and commitment of the Local Authority to continue to improve services for children in Leeds.

Specific Areas of Work

Transformation Programme

The Director of Children's Services is continuing to refine his directorate structure and it is planned to have the majority of new arrangements in place by the end of September. This takes into account the integration of Education Leeds into the Local Authority.

You will recall from my last report that this transition work was underway and, in your response, you highlighted that this was an important process to get right.

The Local Authority has seconded an experienced head teacher, Simon Flowers, into the role of Strategic Leader for Education Integration and he is leading on the work around the development of the new relationship with schools. Consultation has taken place with schools to develop an enhanced prospectus of services to be offered from April.

The Director of Children's Services and Executive Lead Member of the Local Authority have also commissioned a short external review of education in the city to enable them to take stock of the current position and performance and to inform the ongoing improvement journey for learning in the city.

Data

As you highlighted in your response to my last report, the issues around the quality of case recording and data collection need to be a focus of the Board's work going forward. I can assure you that work continues on this area.

The policy to replace the existing computer systems for Children's Social Care has been agreed in principle and the business case was approved by the Local Authority's Executive Board in January. Work on the new system is underway with a programme board established. This is a complex project, however, the Local Authority is committed to ensuring these improvements are made.

Consistency of Practice

One of the areas that the Improvement Board is focusing on is ensuring that there is consistency of practice across the children's services directorate. There are clearly pockets of excellence within the directorate but the Improvement Board has emphasised that it wants to see evidence that this is becoming consistent across the service.

Children and Young People at risk of being left out

It is clear from the work we have been focusing on that there is a risk to children and young people where there are gaps in attainment or where children are in Local Authority care.

Through the Children's Trust Board, the Local Authority and its partners are in the final stages of developing a new children and young people's plan (CYPP). This sets out a very clear ambition for Leeds to be a child friendly city, using the Unicef framework for action and building blocks to inform its approach. The CYPP sets out five clear outcomes that the organisation is focusing on. They are ensuring that children and young people:

- are safe from harm;
- do well in learning and have the skills for life;
- choose healthy lifestyles;
- have fun growing up; and

- are active citizens who feel they have voice and influence.

There are 11 priorities to focus on to deliver against these outcomes, based on the assessment of need and with indicators attached to them. The Children's Trust Board has selected three of those 11 as 'obsessions', where the partnership as a whole will make even more collective effort to improve performance. These obsessions are: changing referral patterns to social care to help safely reduce the number of looked after children; improving school attendance in both primary and secondary; and reducing the number of those who are not in employment, education or training. To complement the focus of these obsessions the Children's Trust Board has also endorsed some different approaches to develop the city's workforce to provide some of the 'glue' that will enable people to work together better: firstly, 'outcomes based accountability', which has proven results to focus the collective effort on improving outcomes and sharpening accountability; and 'restorative practice', as a way of working with children and families and within the workforce as a group of professionals and, as a very strong way of supporting and challenging each other to help change behaviour.

The inspection report highlights that the areas of priority action identified at the previous inspection of these services in July 2009 have been addressed and that the areas of development identified at the previous inspection have been mostly met '*with firm arrangements in place to deliver on the remaining issues*'.

It also states that considerable progress has been made and describes strong leadership which has resulted in a '*remarkable and impressive improvement in the quality of the services inspected and the safety of children in the city*'.

The report does highlight several areas for development, all of which are already being monitored as part of the Improvement Board's work. These include work on the electronic social care record system and the quality of recording.

Financial Backdrop

The Local Authority continues to strive to deliver improvement to children's services despite the financial challenges it faces for 2011/12.

Additional funding has been found to maintain and, in some instances, deliver improvements in key priorities. These include £11.2 million in children's services to meet the acute service demand pressures, including resources of £1.6 million for social care fieldwork and £1.3 million for safeguarding. There are big changes to schools' budgets which will place extra pressure on the children's services directorate at a time of major change. The Local Authority has taken account of the restructuring and reshaping that is taking place when considering its budgets.

The Local Authority needs to ensure that pressures on its other services do not affect the positive work that is being done in children's services. Partner agencies also have immense pressure on their budgets for 2011/12 and it is vital, therefore, that all agencies look for alignment of services to ensure they make the most of the funds available rather than running the risk of financial pressures fracturing the key partnership relations. This is still a fragile situation and one that the Improvement Board will be keeping track on.

Conclusion

I believe that the Improvement Board is seeing good progress for children's services in Leeds, borne out by the results of the latest Ofsted inspection.

The Local Authority, however, is not complacent and knows that there is a lot of work still to do and is committed to ensuring that the children of Leeds receive the best services possible.

We should not perpetuate the life of the Improvement Board beyond its usefulness and I propose that we review the situation in July. The Improvement Board will have been in place for 18 months at this time. However, Leeds recognises that the Improvement Board has been of significant value and is keen to consider how it can take that sort of external challenge and support model forward in order to achieve its ambitions to reach excellence. From my point of view, and through the experience of chairing the Improvement Board, I would be keen to ensure that the Department for Education is able to support this approach.

I look forward to writing to you again once we have reviewed the work of the Improvement Board in July and I will update you then on our recommendations of the best way to take this work forward.

Yours sincerely

Bill McCarthy
Chief Executive – NHS Yorkshire and the Humber
Independent Chair for Leeds Children’s Services Improvement Board



Tim Loughton MP

Parliamentary Under Secretary of State for Children and Families

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tel: 0370 0012345 ministers@education.gsi.gov.uk

Bill McCarthy
Chief Executive - NHS Yorkshire and the Humber
Blenheim House
West One
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LS1 4PL

12 May 2011

Dear Mr McCarthy,

Thank you for your latest report as chair of Leeds' Children's Services Improvement Board. I was very encouraged to read that the momentum of good progress is being maintained, and I note the positive findings from the unannounced inspection by Ofsted and the inspection of fostering and adoption services, including the substantial contribution being made by those leading the change. This is good news (though there are still several areas requiring further improvement) and should both be gratifying to all those involved and provide a spur for the further improvement needed.

I was also pleased to note from your report that good progress is being made on the transition programme to integrate Education Leeds back into Council control and I note the recent appointment of Simon Flowers to integrate educational issues into the work of the Improvement Board. I would like to see more detail about the rate of progress in your next report.

Consistency of social work practice clearly remains an issue for the Board to address. I also raised some concerns following your previous report on the quality of case recording and data collection. I know the Improvement Board has its sights on these issues and I look forward to see early evidence of improvement.

Department officials are due to visit you and Council officials in May to carry out a third interim review of progress. I therefore look forward to further evidence of progress before the summer, from that discussion and from your next report in July.

I am copying this letter to the Lead Member, Councillor Judith Blake, Chief Executive, Tom Riordan and DCS Nigel Richardson.

TIM LOUGHTON MP

Department for
Education

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Originator: Mariana Pexton
and Stephen Featherstone
Tel. 75572

Report of the Director of Children’s Services

Executive Board

Date: 22nd June 2011

Subject: Children & Young People’s Plan 2011-15

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report brings to Executive Board the new Children and Young People’s Plan (CYPP) 2011 to 2015. The role of the CYPP as a city wide priority plan is covered in a separate report on this agenda which sets the five city priority plans in the context of the new Vision for Leeds and new Council Business Plan. The Board is asked to support the CYPP as the framework for improving outcomes for children and young people across the city, prior to formal approval by full Council. The plan has been developed through a detailed needs analysis and consultation with children and young people, parents and carers, Children Leeds partners, Children’s Trust Board members (CTB), and Children Leeds staff. It was approved at the Children’s Trust Board at its meeting on April 18th.

Recommendations

2. Members of Executive Board are asked to:
- endorse and support the Children and Young People’s Plan 2011-15, (attached at appendix 1) subject to formal approval by full Council on 13 July 2011.
 - contribute to the delivery of the CYPP by using contribution to delivering the CYPP 2011-15 as a key criterion in their evaluation of all issues relating to children and young people

1.0 Purpose Of This Report

- 1.1 This report brings to Executive Board the final version of the CYPP and seeks their endorsement and support for this important statement of outcomes, priorities and indicators agreed by all the Children Leeds partners as the framework for improving outcomes.

2.0 Background Information

- 2.1 Although there is no longer a statutory requirement to have a CYPP, Leeds' Children's Trust Board (CTB) has confirmed its commitment to having a single shared vision and set of priorities for children and young people. The removal of the statutory framework for CYPPs means that local CTBs are free to determine the form and contents of their CYPPs. They can also make local arrangements for monitoring and evaluating performance against the delivery of agreed priorities.
- 2.2 The 5 outcomes, 11 priorities and 15 key indicators with 3 "obsession indicators" form the core of CYPP, see page 6 of the CYPP document. This framework in the context of the vision to have a child friendly city and minimise the effects of poverty on children and families is the CTB's agreed, shared response to improving outcomes for children and young people. The three obsession indicators are reducing the number of looked after children; reducing the number of young people not in education, employment or training; and, improving school attendance.
- 2.3 The three obsession indicators reflect areas where there is a need for rapid improvement but have also been chosen because they are powerful "can openers" that provide a way to tackle the complex issues affecting the most vulnerable. Rapid progress on these indicators will have a "knock on" effect in other areas. An example of the power of seemingly limited, one subject issues is reflected in the fact that a range of groups of young people are more likely to be NEET, including some BME groups, those with learning difficulties and disabilities, care leavers, young offenders, poor school attenders, young parents, young carers, pregnant young women, homeless young people and those living away from their family. NEET rates vary significantly in different areas of the city. Young people who are NEET report feeling bored and isolated. They have more chance of long-term unemployment, poor health outcomes and criminality than their peers. Tackling one indicator- obsessing on this indicator- will therefore draw services and partners together to progress a range of complex priority areas.
- 2.4 The three obsession indicators and the vision for a child friendly are the main focus of the city wide priority plan for children and young people which is one of five city priority plan described in detail elsewhere on this agenda. The wider CYPP consisting of the 5 outcomes, 11 priorities and 15 key indicators is the CTB's agreed, shared response to improving outcomes for children. Children's Trust Board sponsors have been agreed to support the Leeds City Council leads for each CYPP priority.
- 2.5 The CYPP includes initial action plans for the 3 obsessions. These highlight a small number of key partnership actions designed to maximise impact. Regular report cards will describe progress against all 11 priorities and 15 indicators, and there will also be regular reports on the overall vision for a child friendly city and the cross cutting theme of minimising the effects of child poverty. Ensuring that

the links between the five plans are fully articulated and equality issues addressed where appropriate will be part of the action plan updates and detailed service plans that underpin the CYPP.

3.0 Main Issues

- 3.1 The plan has been developed through needs analysis and consultation with children and young people, parents and carers, Children Leeds partners, CTB, and Children Leeds staff. It was approved at the CTB meeting on April 18th.
- 3.2 Child poverty is at the root of most, if not all, poor outcomes for children and young people (CYP) and their families. Minimising the effects of child poverty is a cross cutting theme that informs work in all our priority areas.
- 3.3 Child friendly city (CFC) as well as being an overarching vision is also a specific programme of work. CFC is a United Nations initiative based on the belief that every child has the right to the best possible start in life; to have the highest standards of health and education; and, to be heard and influence the quality of their lives and their environments. Initial work in Leeds includes engaging partners and local organisations and businesses in the CFC movement and gaining their commitment to a specific pledge to
- 3.4 Other key overarching strategies to deliver our shared vision are Results based accountability (RBA) and restorative practice. RBA focuses attention on key performance trends and asks partners to develop simple, clear action plans to improve baseline performance. The fundamental premise of restorative practice is that people are happier, more cooperative and productive, and more likely to make positive changes when agencies and service deliverers do things *with* them, rather than *to* them or *for* them.

4.0 Implications For Council Policy And Governance

4.1 Risk management

- 4.1.1 The corporate and directorate risk register will be reviewed and updated in light of these new plans to ensure that the key risks associated with the priorities in these plans are appropriately risk assessed. These will continue to be monitored through the existing risk management procedures. An update will be provided to Executive Board in the Risk Management Unit Annual Report in July 2011.
- 4.1.2 The risk of not supporting the CYPP is that there would not be a clear set of priorities for the Council and the city. This would have an impact on other linked planning and performance processes such as service planning and appraisals.

4.2 Equality and Diversity and Cohesion and Integration

- 4.2.1 An Equality Impact Assessment has been completed on the strategic planning approach and City Priority Plans. This considers the strategic planning approach and development of the city priority plans as a whole, rather than at the detailed level of individual priorities or actions contained in them. In common with the other the City Priority Plans and the Council Business Plan, the CYPP adopts an approach to give due regard to equality which is relevant and proportionate. This includes linking to existing Equality Impact Assessments, identifying where there are any gaps and providing challenge, where necessary, to the developing action plans. It is still early relatively early days in the development of these action

plans. However as they are further developed, it is anticipated that work will continue to develop meaningful equality outcome measures, address data gaps and ensure any outstanding equality impact assessments are undertaken where relevant. This future work will ensure a robust approach to equality and provide visible evidence of its consideration.

- 4.2.2 An Equality, Diversity, Cohesion and Integration Screening process has been completed for the CYPP. This suggests that the CYPP framework of outcomes, priorities and indicators addresses equality, diversity and integration issues but that further work will be required to ensure that the delivery of the CYPP action plans and the service and team plans underpinning them adequately reflect equality, diversity and integration issues.

4.3 Council policies and City priorities

- 4.3.1 This report is bringing to Executive Board the final version of a key Council and partnership plan, reflecting shared priorities for improving outcomes for children and young people across the city. Where appropriate reports on key issues and major decisions, will now be required to state how they contribute to the priorities and targets in the Vision, City Priority Plans and Council Business Plan.

4.4 Consultation

- 4.4.1 The CTB's work on the framework of outcomes, priorities and indicators began with workshops based around the updated needs analysis for children and young people. Following this further consultation took place with children and young people, including focus groups, parents and carers, Children Leeds partners, and Children Leeds staff.

4.5. Call-In

- 4.5.1. The approval of these plans is a Council decision and therefore is not subject to call-in.

5.0 Legal And Resource Implications

5.1 Constitution and legal matters

- 5.1.1 The Vision, City Priority Plans and Council Business Plan form part of the Council's Budget and Policy Framework as set out in the Constitution. The draft outcomes, priorities and indicators have been subject to Scrutiny during their development.

- 5.1.2 Previously the CYPP was a statutory requirement and the secretary of state exercised powers to prescribe to local authorities and partnerships the detail of the contents of their CYPPs. There is no longer a statutory requirement to produce a CYPP or any statutory guidance on the format and content of CYPPs.

5.2 Financial and resource implications

- 5.2.1 The CTB is developing a joint financial and investment plan to enable the delivery of the Children and Young People's Plan with an initial focus on the priority of 'helping children to live in safe and supportive families'. This means that partners will align current spend and future investment in key areas to underpin commissioning and service plans in order to have maximum impact and benefit. The plan will initially cover intensive support to children and families,

including mental health provision and joint funding arrangements for placements that require funding from more than one agency.

- 5.2.2 An important element of the Children's Services budget is LCC's decision to protect the services that support the most vulnerable children by recognising demand pressures such as the number of referrals to social care, increasing numbers of children with a child protection plan and the increasing numbers looked after in the care system. The 2011/12 budget provides additional funding of £11.2m to meet demand pressures.

6.0 Recommendations

- 6.1 Members of Executive Board are asked to:
- endorse and support the Children and Young People's Plan 2011-15 (attached at appendix 1), subject to formal approval by full Council on 13 July 2011.
 - to contribute to the delivery of the CYPP by using contribution to delivering the CYPP 2011-15 as a key criterion in their scrutiny and evaluation of all issues relating to children and young people

Background Documents

- Children and Young People's Plan 2011-15

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Leeds Children and Young People's Plan (CYPP) 2011-15

(Version 1 approved at the Children's Trust Board on April 18th 2011
Appendix 1 to report to Leeds City Council Executive Board 22/06/11)

About our Children and Young People’s Plan (CYPP)

Our Children and Young People’s Plan is built on understanding what it is like to be a child, or young people growing up in Leeds.

It describes the outcomes, priorities and actions designed to make that experience better for our children and young people. The plan shows how we will measure our progress by identifying key indicators for each of our priorities. It describes how we will use an approach called “outcomes based accountability” to drive improvement and change. The Plan is owned by the Leeds Children’s Trust Board (CTB)

The plan is one of five city priority plans for Leeds. The other plans cover Safer and Stronger Communities, Sustainable Economy and Culture, Regeneration, and Health and Well Being. The Leeds Initiative Board takes an overview of progress against the five city priority plans, and particularly how they overlap and contribute to each of the others priorities.

Our Plan is set out using the following headings;

THE CONTENTS OF OUR PLAN		
1.	What’s in the CYPP	2
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Who are Children Leeds, the Children’s Trust Board and the Leeds Safeguarding Children Board?

Children Leeds describes the overall partnership between all those agencies who play a part in improving outcomes for children and young people in our city..

The business of Children Leeds is managed by the **Children’s Trust Board**. (CTB). The CTB is one of five city-wide strategic boards operating as part of the Leeds Initiative. The Board is Chaired by Councillor Judith Blake, who as Executive Member is the senior Councillor responsible for Children’s services, and also lead by Nigel Richardson, the Director of Children’s services.

The Board brings together NHS Leeds, Leeds Youth Offending Service, West Yorkshire Police, West Yorkshire Probation, Job Centre Plus, local schools, colleges and children’s centres, the voluntary sector, and Leeds City Council services such as children and young people’s social care, housing, early years, and education and learning. The partners share a commitment to the CYPP and working together to deliver the priorities for improvement.

The **Leeds Safeguarding Children Board** (LSCB) has a statutory responsibility for holding those agencies responsible for promoting children’s welfare, and protecting them from abuse and neglect, to account. It monitors and influences how effectively they keep children and young people safe. The LSCB has representatives on the CTB and vice versa. The two Boards work together closely and their responsibilities are complementary.

The LSCB is responsible for coordinating our work to safeguard and promote the welfare of children and for ensuring the work is effective. It develops policies and procedures, contributes to service planning, takes a leadership role in sharing learning and understanding practice, and providing workforce development and training, and monitors and performance manages safeguarding practice.

Welcome

Welcome to the Leeds Children and Young People's Plan 2011–15, our statement of intent and ambition for how we'll make a positive and significant difference to the lives of over 180,000 children and young people.

We started with a simple question: What is it like to be a child, or young person growing up in Leeds? From there we thought about the things we can do to make the biggest positive difference to those who need our help the most. We've done this through a partnership approach because addressing these issues is the responsibility of everyone who works with and cares about the children and young people of Leeds. We want to be very clear about what outcomes we're aiming to achieve for them, the priorities we must address to do so and how we'll measure our success. This Plan can help all of us to do that.

We strongly believe that everyone in Leeds has a part to play, which is why the aspiration to become a child friendly city is at the heart of our Plan. If we all do what we can to ensure our children and young people are heard, involved and respected at home, at school, in their communities - wherever they are in Leeds and whenever decisions affect them – it sends the right message about how important their welfare is to us and how important they are to our future.

So, our challenge to everyone reading this plan is to look at the 5 outcomes and 11 priorities we've identified and the methods to help us address them and think about your contribution to making it happen. How will you play your part in changing a child or young person's life for the better and shaping the future of our city?

In 2015 it would be fantastic if, as a city, we could look back on the ambitions we've set out here and feel really proud and positive about how far we've come towards realising them. It is crucial that we do. With collective determination it can happen. We look forward to working with you to make Leeds a child friendly city and changing the lives of 180,000 children and young people.

Councillor Judith Blake
Executive member for
children's services,
Chair of CTB

Nigel Richardson
Director of Children's
Services

**Vision... By 2030 Leeds is the best city in Britain
Leeds is a child friendly city
Minimise the effects of poverty on children and families**

Our vision is for Leeds to be a truly “child friendly City”. The key to delivering this are the 5 outcomes, 11 priorities and 15 key indicators (shown on the next page) that guide and underpin our work together. By making Leeds a child friendly city we can contribute significantly to the city-wide vision for Leeds to be the best city in Britain.

As well as being our overarching vision the concept of the child friendly city (CFC) is also a specific programme of work. It is a United Nations initiative based on the belief that every child has the right to the best possible start in life; to have the highest standards of health and education; and, to be heard and influence the quality of their lives and their environments. We have already begun the journey of engaging partners and local organisations and businesses from across the city in CFC agenda, with many making a specific pledge of their support. Our CYP Plan will enable us to progress that further and engage more of the city in owning and taking this work forward.

In working towards our ambition we recognise clearly that child poverty is at the root of many poor outcomes for children and young people (CYP) and their families. Minimising the effects of child poverty is a cross cutting theme that informs work in all our priority areas. Addressing poverty is a consistent theme within each of the five city-wide priority plans, reflecting its prominence as an issue for Leeds and our determination to address it across all we do. Indeed across each of the priority plans there are links that support our ambitions for children and young people in Leeds.

We will use a number of approaches to deliver against our Plan, but two key overarching strategies will be at the forefront of our work: outcomes based accountability (OBA) and restorative practice. OBA focuses attention on key performance trends and asks partners to develop simple, clear action plans to improve baseline performance. The fundamental premise of restorative practice is that people are happier, more cooperative and productive, and more likely to make positive changes when agencies and service deliverers do things *with* them, rather than *to* them or *for* them.

These strategies are part of a significant change programme for Children’s services. The programme aims to change the way we deliver services to make them more effective for children and young people. It is built around creating more integrated, multi agency services, focused on locality working. It will help us to respond flexibly and effectively to complex important national developments - legislative changes in health, education and social care services, and increased demand for social care and health services. Our focus on working at locality level will help services work with communities to drive sustainable improvement.

This is a broad and complex agenda so we want to focus our efforts in a way that makes the greatest impact. So within our list of 11 priorities and 15

indicators we have identified 3 ‘obsession’ areas where we will work to make significant improvements in a relatively short timescale. These are indicated clearly in the table below:

5 outcomes	11 priorities (3 starting points highlighted in italics)	15 Key indicators & baselines (3 “obsessions” highlighted in italics)
CYP Are safe from harm	<i>1. Help children to live in safe and supportive families</i> 2. Ensure that the most vulnerable are protected	<i>1. Number of looked after children- 1,434 January 2011</i> 2. Number of children and young people with child protection plans- 778 at January 2011
CYP Do well in learning and have the skills for life	<i>3. Improve behaviour, attendance and achievement)</i> <i>4. Increase numbers in employment, education or training</i> 5. Support children to be ready for learning 6. Improve support where there are additional health needs	<i>3. School attendance Primary 94.4% (half terms 1-5, 09/10 academic year) Secondary 91.6% (half terms 1-5, 09/10 academic year)</i> <i>4 16-18 NEET is 8.3% (1,816) (average monthly figure for November-January 2010/11)</i> 5. Foundation stage threshold- 53% (4,415) in 09/10 academic year 6. KS2 L4+ E&M- 74% (3,309) in 09/10 academic year 7. 5+ A*-C GCSE inc E&M- 50.6% (4,067) in 09/10 academic year 8. Level 3 qualifications at 19. 46.7% (4,392) in 09/10 academic year 9. The number of CYP 16-18 who start an apprenticeship, (1,306 in 09/10) 10. The number of children & families accessing short breaks & levels of satisfaction- baselines to be identified
CYP Choose healthy lifestyles	7. Encourage activity and healthy eating 8. Promote sexual health	11. Obesity levels at year 6 (age 11) 21%, 09/10 (sample size 5,260) 12. Teenage pregnancy- 47.4 per 1,000 (618) 15-17 year olds, June 2009
CYP Have fun growing up	9. Provide play, leisure, culture and sporting opportunities	13. Number of CYP engaged in high quality school PE & Sport- 81%, 09/10 academic year. (based on limited survey samples) Work on wider indicators for this priority is ongoing.
CYP Are active citizens who feel they have voice & influence	10. Reduce crime and anti-social behaviour 11. Increase participation, voice and influence	14. Proportion of 10-17 year olds offending- 2023 young people with 1 or more offence in 09/10 which is 2.7% 15. C&YP influence in a) school b) the community - 70% and 56% reporting at least a fair amount of influence. (based on limited survey samples) Work on additional measures of engagement is ongoing.

Delivering the vision

All our work is underpinned by a set of agreed approaches to working together to deliver improved outcomes for children and young people-

- the child is the client
- talking a common language
- using outcomes based accountability to improve outcomes in localities
- helping children and families with issues through restorative practice- doing things *with* them rather than to or for them
- doing the simple things better- never doing nothing
- supporting strong schools, settings, families and communities
- involving everyone who has a part to play – a whole city approach
- improving assessment and intervention
- targeting resources to make the biggest impact on priorities

Turning the curve in Leeds

Outcomes based accountability (OBA) is a way of thinking and approach that develops practical action plans through “turning the curve” exercises. OBA takes the current baseline performance trend, and asks partners to agree a trajectory for improved performance and to describe the actions that will “turn the curve” towards the desired improvement. The approach takes partners through the following stages:

- What progress are we making against agreed outcomes and indicators, what are the baselines, are those OK, where do we want to be?
- What is the story behind the baseline, the causes of the trends and the issues lying behind them?
- What is the curve we want to turn?
- What are the information requirements, the gaps in our knowledge?
- Who are the key partners and what is their contribution to our shared indicators and outcomes?
- What works, what is the practical strategy and action plan?

Regular OBA report cards provide partners with timely updates on progress, highlighting the extent to which curves are turning, the effectiveness of actions, and key accomplishments. They also describe any new actions or stories behind the latest trends.

An important OBA principle is that the most powerful indicators are those that draw out a number of linked indicators and issues. Work in one area inevitably leads to a range of inter-related issues. ***The 15 key indicators with our 3 obsessions have been chosen because they are powerful “can openers” that provide a way to tackle the complex issues affecting the most vulnerable. Rapid progress on these indicators will have a “knock on” effect in other areas.***

Examples of these links for the 3 obsession indicators are shown in the table below.

Linkages between indicators and issues

Indicator	Examples of linked indicators and issues
Looked after children	LAC status is often linked to other issues that have a significant impact on outcomes for children and their families, eg. substance misuse, mental health, access to health services, domestic violence, poor school attendance and attainment, worklessness, NEET, youth offending, poverty, teenage parenthood. Demand for social care and health services such as such as mental health, health visiting, school nursing and emotional health and well being services is concentrated in particular areas of the city.
Young people not in employment, education or training	Some young people are more likely to be NEET, eg. some BME groups, those with learning difficulties and disabilities, care leavers, young offenders, poor school attenders, young parents, young carers, pregnant young women, homeless YP and those living away from their family. NEET rates vary significantly in different areas of the city. Young people who are NEET report feeling bored and isolated. They have more chance of long-term unemployment, ill health and criminality than their peers. When they do get work, they are more likely to be in low-paid jobs.
School attendance	There is a strong correlation between attendance and attainment and between poor attendance, NEET and youth offending. Pupil groups with lower attendance and higher persistent absence are: those living in deprived areas, looked after children, pupils eligible for free school meals, pupils with special education needs. Overall pupils of black and minority ethnic heritage have levels of attendance above the Leeds average, however, pupils of bangladeshi, mixed Black Caribbean and white, eastern european and traveller heritage have significantly lower levels of attendance.

OBA workshops focusing on turning 3 curves- reducing the number of looked after children, increasing school attendance and reducing the number of young people not in employment, education or training have been held. Further workshops will roll out the approach in localities across the city and the OBA programme will be progressively rolled out across the partnership, and then across the other partnership boards in the Leeds Initiative.

Initial action plans arising from existing work and the OBA workshops are on page 16 onwards. Regular quarterly reporting on progress against the CYPP will reflect our relentless focus on the starting points- our 3 obsessions- but will also cover progress against all the other indicators and priorities, and the impact work in these other areas has on the 3 obsessions.

Our first ambition is to turn the curve and then significantly improve performance for our obsession indicators. In addition we expect progress against all the indicators and priorities. Progress contributes to the overarching vision for a child friendly city and minimising the affects of poverty but

these two areas also have their own dedicated work programmes. There are a range of other important work programmes that support our priorities and indicators including the LSCB action plan, the Infant Mortality Action Plan and action planning around mental health and emotional health and well being. A review of supporting plans and the links between plans will be included in the work programme for the regular cycle of quarterly monitoring and evaluation of the CYPP.

Performance management and governance

The initial action plans in the CYPP are the headline partnership plans for our 3 obsessions, highlighting mission critical activity that will make the biggest difference. Service, cluster and team plans across the partnership give more detail on all the CYPP priority areas, and action plans will be refined and updated through a regular cycle of reporting to the CTB. This will include action to address different outcomes for different equality groups and impact assessments where appropriate. Each priority has a CTB sponsor (s) and a lead officer from the LCC Children Services Leadership Team who together develop work to progress the priority, see page 15 for list as at April 2011. Governance arrangements will be established through a regular cycle of meetings between leads, sponsors, and through groups such as the 11-19 (25) learning and support partnership and the performance and planning sub group of the CTB. The role of the CTB sponsor is as follows:

Work with the CSLT lead for the priority to

- maximise the resources available to tackle the priority
- secure the commitment of partners to progressing the priority
- ensure that partnership activity takes account of the priority
- promote the importance of the priority
- identify and tackle barriers to progress
- contribute to rapid progress on the 3 obsessions
- review, scrutinise and challenges progress
- support evaluation and the celebration of achievements

The CSLT lead for the priority would have lead responsibility for this activity and would also work with the performance management leads to:

- lead cross service and agency action planning and evaluation of progress
- regular report cards detailing progress
- make sure that work on the priorities is reflected in the relevant service and team plans
- make sure that OBA is embedded as a means to driving improvement in the priority area

(NB. The CTB and LSCB share responsibility for priority 1. As well as the CYPP action plan for this priority there is also a detailed LSCB action plan. The governance arrangements for this are through the LSCB and its three sub groups, especially the LSCB Performance Management Sub Group.)

What is it like growing up in Leeds?

There are approaching 180,000 children and young people (CYP) in Leeds. Recent rises in the birth rate have increased the number of 0-14 years olds by 13%. For the majority, growing up in Leeds is mostly a good and positive experience, and recent inspections of children's services in Leeds are positive about levels of performance and our capacity to improve. Below is a headline summary of our detailed needs analysis of outcomes for different groups.

Children and young people are safe from harm

- The majority of CYP report feeling safe but children and young people are present at 43% of the 8,000+ cases of domestic violence that happen each year in Leeds.
- There are nearly 1,500 looked after children, 80+% because of abuse or neglect, social care workloads are increasing- up 44% over the last year. Over 750 children and young people have child protection plans. This has a significant impact on health services such as mental health, health visiting, school nursing and emotional health and well being services.
- Leeds is less deprived than other large cities and average income is above regional averages but 23% of CYP- over 33,000- live in poverty.
- The majority feel safe but some have concerns about safety at night & on public transport.

Children and young people do well in learning and have the skills for life

- There have been significant reductions in the number of young people not in education, employment or training in recent years, but the figure remains too high.
- The number of CYP getting 5 good GCSEs is increasing and is currently over 50% but some groups do much less well.
- Only 53% achieve a good level of development in the early years phase leading up to primary school and 1 in 4 do not do as well as expected in maths and English by the end of primary school.
- Despite recent improvements, over 3000 secondary pupils and 1000 primary pupils are classed as persistently absent from school.

Children and young people choose healthy lifestyles

- Levels of healthy eating and physical activity are improving but 10% of 5 year olds and 20% of 11 year olds are obese
- 10-20% report involvement in substance abuse.
- Poor health outcomes and poor access to health services tend to be concentrated in particular, deprived areas of the city and some groups of CYP are much more likely to experience a range of poor health outcomes.

Children and young people have fun growing up

- 80% of CYP report that they enjoy life but CYP would like more places to go and things to do.

- Minority (17%) involved in bullying others and graffiti (22%).

Children and young people are active citizens who feel they have voice & influence

- 70% of CYP say they have at least a fair amount of influence in school and 56% that they have a fair amount of influence in the community
- 2023 or 2.7% of 10-17 year olds commit one or more offence

We also know that some groups of children and young people are more likely to experience difficulties as they grow up, and that they often experience multiple difficulties. These groups typically have significantly worse outcomes than the average outcome for Leeds. Some poor outcomes are concentrated in particular areas of the city.

Concentrations of poor outcomes in particular areas

- Relatively high rates of teenage pregnancy- as high as 1 in 10 in some deprived areas
- Rising demand for social care and health services is concentrated in a small number of areas of the city
- In some wards the NEET rate is as low as 3% in others it is close to 15%
- Average educational outcomes, attendance, health outcomes and access to health services at all ages are significantly worse for those from deprived backgrounds
- There have been improvements in infant mortality & low birth weight but they remain 50% higher in deprived areas

Outcomes for particular groups of children and young people

- Some BME groups, those living away from their family and those with learning difficulties and disabilities are more likely to be NEET,
- Care leavers, young parents/carers, those pregnant or homeless or from deprived backgrounds are also more likely to be NEET
- Looked after children, those with learning difficulties and disabilities and those from some BME groups are much more likely to be excluded from school
- Average educational outcomes, attendance, health outcomes and access to health services at all ages are significantly worse for those with learning difficulties or disabilities
- Average educational outcomes, attendance, health outcomes and access to health services at all ages are significantly worse for some BME groups
- Those who are NEET were often poor attenders & low achievers at school and are involved in youth offending- a third of persistent absentees are also young offenders
- Those with poor educational and health outcomes at an early age are likely to have poor outcomes throughout their learning and beyond

Transforming children's services in Leeds: Change programmes, Progress & Challenges

The OBA change programme provides a common language to tackle challenges and accelerate progress so that Leeds can move further along the journey to excellent outcomes for children and young people.

A parallel development is the change programme arising from the commitment to improving outcomes through enhanced integrated, multi agency, locality working across the partnership. The programme is also a response to complex legislative changes, increased demand for social care and health services, recent inspections and performance trends. Key features of the transformation programme are:

- Good and improving schools and children's centres working with partners through a network of local extended service clusters.
- Strong clusters providing locally led and managed universal plus provision, targeted services and child protection teams with a clear relationship with specialist services operating at an area or city level. *('Universal plus' is shorthand phrase to describe the expectation that universal services have increasing responsibility for building the capacity to deliver preventative and extended services to meet additional need)*
- Delivering the Healthy Child Programme (HCP) as the core early intervention and prevention public health programme. HCP offers every family a programme of screening tests, immunisations, developmental reviews, and information and guidance to support parenting and healthy choices.
- Local targeted services will cut across service, professional discipline and partner boundaries ensuring that a lead professional can be appropriately allocated (and supported) to meet needs.
- Three area based services focusing on improving outcomes for looked after children and three area based services focusing on improving outcomes for children and young people with complex needs.
- Schools and local collaborations of schools will continue to develop provision for children with behavioural difficulties with the Council as a provider of last resort.
- A revised city wide integrated directorate providing leadership and management and the range of business support and commissioning functions.

Progress

- The 2010 Ofsted annual assessment confirmed that many services are performing good or better.
- Good or better outcomes in inspections of Fostering, Adoption, Youth Offending and the unannounced inspection of social care contact, referral and assessment processes.
- GCSE results in 2009/10 best ever for the city with some improvements for most under achieving groups.

- Improvements also delivered in other key indicators – such as the number of young people not in education, employment or training
- Strong governance in place through a revision of the arrangements for the Children’s Trust Board and Leeds Safeguarding Children Board.

Challenges

- Delivering significant improvements in the key performance indicators in the CYPP 2010-15, particularly “narrowing the gap” for those who do less well than the average for the city.
- Responding to increased demand for services arising from increases in the birth rate across the city and in particular localities.
- Maintaining and accelerating performance against the background of significant increases in social care and health services workload.
- Narrowing persistent health inequalities against a background of complex changes to health services and reduced budgets for key intervention programmes.
- Supporting strong clusters of schools in the context of new relationship with schools, following the Coalition Government’s changes to the way local authorities support schools.

Budget issues & the development of more integrated, local services

The CTB is developing a joint financial and investment plan to enable the delivery of the Children and Young People’s Plan with an initial focus on the priority of ‘helping children to live in safe and supportive families’. This means that partners will align current spend and future investment in key areas to underpin commissioning and service plans in order to have maximum impact and benefit. The plan will initially cover intensive support to children and families, including mental health provision and joint funding arrangements for placements that require funding from more than one agency.

An important element of the Children’s services budget is LCC’s decision to protect the services that support the most vulnerable children by recognising demand pressures such as the number of referrals to social care, increasing numbers of children with a child protection plan and the increasing numbers looked after in the care system. The 2011/12 budget provides additional funding of £11.2m to meet demand pressures.

The integration of services change programme across the Children Leeds partnership with revised arrangements for commissioning services will provide opportunities to deliver services in new ways, bringing together the best of voluntary, private and other statutory sector partners in localities and shaping more health and social care services around our schools and children’s centres. Children Leeds teams will draw on a range of skills sets to deliver intensive support services to those who need them most.

Minimising the effects of child poverty on children and families

Child poverty is at the root of many, poor outcomes for children. Tackling the effects of child poverty and the impact it has upon life chances and choices has always been a policy driver in children's services. It has been an important part of each CYPP that has been developed in Leeds and is a key cross cutting theme of the new CYPP. The scale and complexity of the causes of child poverty mean that concerted effort to tackle the issue must be everybody's responsibility and involve work across services well beyond the domain of services to adults or children.

The Child Poverty Act 2010 placed a statutory responsibility on the local authority to undertake a review of all current needs assessment to identify key child poverty priorities. The Child Poverty Strategic Outcome Group, including all key partners, have constructed the needs analysis and developed the emerging priorities. Delivery of these priorities will be driven through all 5 city priority plans. The strategy proposed will not be a separate document but a simple working plan of key priorities, objectives and success measures that will be incorporated into the five plans.

The needs assessment undertaken for the new CYPP was central to the child poverty needs assessment. There is a clear synergy in the priorities of the CYPP and emerging priorities for the child poverty strategy. There is an emphasis on family support services that include wider issues of financial support to families, support to combat worklessness and therapeutic and intensive family support services. These family support issues are currently strong priorities for commissioning of health services and significant in the work of other council directorates.

The CYPP 2011-15 will be updated to include the action plans arising from city wide approach to child poverty issues as soon as the details of the governance and management of cross plan links have been finalised.

The development of Leeds as a Child Friendly City

In a similar way the emerging programme of work around the development of a Child friendly city will be included in the ongoing amendments to the CYPP and reported back through the report card process. Initial work over and above work on the 15 indicators is focusing on the following areas:

- a) Consult with children and young people to identify a small number of areas that they think are priorities to work on and establish baselines.
- b) Develop a toolkit to be used to engage partners and local organisations and businesses in the Child Friendly City movement and gain their commitment to a specific pledge to help.
- c) Identify Child Friendly City ambassadors Leeds whose role will be to meet with partners, organisations and businesses to explore what they can do to further a Child friendly Leeds.

CYYP: CTB sponsors and LCC children's services delivery leads- April 2011				
Ambition: Child Friendly City			CTB Sponsor: Cllr Blake, CTB Chair	LCC Lead: Nigel Richardson
Outcomes	Priorities	Obsessions	CTB sponsors:	LCC Children's Services Leads:
Safe from harm	help children to live in safe and supportive families	LAC	Jane Held, Bridget Emery	Jackie Wilson
	ensure the most vulnerable are protected		Chris Radelaar	
Do well in learning/ skills for life	supporting children to be ready for learning		Ann Pemberton	Simon Flowers
	improving behaviour attendance and achievement	School attendance	Simon Whitehead, Tony Adlard	
	young people in employment, education, or training	NEET	Martin Fleetwood Diana Towler	
	improve support where there are additional health needs		Diane Reynard	
Choose healthy life styles	encourage activity and healthy eating		Hilary Devitt	Sarah Sinclair
	promote sexual health		Ian Cameron	
Have fun growing up	provide play, leisure, culture and sporting opportunities		Alan Bolton	Simon Flowers
Active citizens	reduce youth crime and anti-social behaviour		Sam Prince	Mariana Pexton
	increase participation, voice and influence		Neil Moloney	
Cross – cutting theme : minimise the effects of poverty			Cllr Blake, CTB Chair	Mariana Pexton

Initial action plans for the 3 obsessions- Looked after children

Strategic Outcome- All children and young people are safe from harm	Accountable Director – Nigel Richardson Delivery Lead- Jackie Wilson CTB Sponsors- Jane Held & Bridget Emery
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Priorities for this outcome are 1) help children to live in safe and supportive families. 2) Ensure that the most vulnerable are protected.

Key indicator and initial focus for work on this priority
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The number of looked after children - baseline at January 2011- 1,434

- The high costs of placements and requirement to target consequent budget pressure (£13.7M)
- Numbers of LAC admissions to care and their duration
- Appropriateness of all placements to meet priority outcomes through care planning & exit from care

Priority partnership action plan 2011/12

Action	Targeting	Action Owner	Contributing Officers/Teams	Milestone or Target
Information Management				
1. Improve information sharing practice and governance across all partners in the interests of the child.	City wide to inform top 100 methodology working and reduce risk to children	Mariana Pexton	All service performance and IKM managers ICT	Safe information sharing practice and protocols in place and understood by workforce Safe e-mail, data sharing, scanning and printing facilities available at locality levels
2. Develop improved management information, ICT systems and	City wide	Saleem Tariq	Steve Hayes Richard Storrie	Support needs analysis & segmentation analysis Information to allow targeted

performance management capability				activities against priority areas/cohorts. Replacement core ICT systems specification which supports managing LAC
3. Workload analysis to provide evidence based approach to all referral and subsequent activities, including quality assurance of referrals	Region, city, area and cluster; All referral agents.	Saleem Tariq	Performance management IKM team	Improved appropriateness of referrals; better quality information on receipt; best practice applied uniformly across service, e.g. use of CAF, thresholds applied etc.
Early Intervention and Edge of Care				
4. Co-ordinate and re – commission all family intervention projects and intensive family support.	In-house provision External Provision	Sarah Sinclair	Jody Sheppard Rob Kenyon Child & family targeted support	Inventory of providers and assurance assessment. Tight intensive family support specification focused on vulnerable families and those on the edge of care Re commissioned services in place
Audit effectiveness/ evidence for all Edge of Care services	All intensive support services to children and families	Sue May	Tom Bowerman Marie Jackson Richard Chillery Munaf Patel Maggie Smith Contracting team for commissioned services	All develop measures which evidence their contribution to keeping children out of care/ returning children from in-care placements
5. Refocus targeted Youth	City Wide	Jean Davey	Sally Coe	Increase in participation in positive

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Work support to provide priority access for vulnerable groups			Sue May Maggie Smith	activities for LAC and other vulnerable groups
6. Develop assertive outreach and core support packages	City Wide	Saleem Tariq	Sue May Jean Davey Multi Agency	Portfolio of packages available and commissioning governance framework in place. Restructure 'School Away' Alternatives to admissions available through development of resource packages, short term support etc.
7. Develop Intensive Prevention Team to work with children 10+ who are on edge of care	Children 10+ on edge of care	Saleem Tariq	Sue May Jean Davey Multi Agency	Reduction in 10+ children admitted to care
8. Increase priority access to quality early years services for parents and young children	Top 100 methodology in localities 0 to 5 review Target service where known high risk attributes identified e.g. <ul style="list-style-type: none"> • Domestic violence • Substance abuse • Mental health • Offending • Teenage parents/carers 	Jim Hopkinson	Andrea Richardson Jane Mischenko Rob Kenyon Helen Rowlands Sal Tariq Sue May	Clear service entitlement across health, early education and family support for families at risk Reduction in the numbers of LAC who are under 5

<p>9. Engage Children’s Centres and Family Resource Centres to work intensively with identified families/children at edge of care/high risk and those who could potentially escalate to edge of care/high risk</p>	<p>Top 100 methodology Think Family- family CAF Identified priority localities/families/children</p>	<p>Jim Hopkinson</p>	<p>Andrea Richardson</p>	<p>Reduction in the numbers of LAC who are under 5</p>
<p>10. Develop capacity for targeted services in clusters to provide focused support for children on the edge of care and their families</p>	<p>Top 100 methodology in clusters – capacity to support multi agency teams and planning MST FGC 0_16 CAMHS Youth Offending Service Signpost Intensive family support FNP 2 year old pilot</p>	<p>Jim Hopkinson</p>	<p>Andrea Richardson Sue May Saleem Tariq Ken Morton</p>	<p>All clusters using top 100 methodology Reduction in the number of children who are looked after</p>
<p>11. Audit effectiveness/ evidence for all Edge of Care services</p>	<p>All intensive support services to children and families</p>	<p>Sue May</p>	<p>Tom Bowerman Marie Jackson Richard Chillery Munaf Patel Maggie Smith Contracting team for commissioned services</p>	<p>All develop measures which evidence their contribution to keeping children out of care/ returning children from in-care placements</p>

12. Develop a 60 day plan for all children on cusp of entering care or who have just entered care to establish whether an intensive family support plan can remove risk or bring the child quickly out of care Develop assertive outreach and core support packages	City wide in clusters	Saleem Tariq/ Sue May	Andrea Richardson Jim Hopkinson Ken Morton Cluster leaders	Reduction in the number of children in care Increased numbers of children with safe exit pathway from care
		Saleem Tariq	Sue May Jean Davey Multi Agency	Portfolio of packages available and commissioning governance framework in place. Restructure 'School Away' Alternatives to admissions available through development of resource packages, short term support etc.
13. Strengthen common assessment processes and other integrated processes to support multi agency teams around children at risk	City wide	Andrea Richardson	Mary Armitage Rob Kenyon Chris Lingard Andrea Robinson	Business case to inform case record keeping system for families/ children with escalating risk
Capacity development , commissioning, funding and governance arrangements				
14. Initiate foster carer recruitment campaign to increase in-house capacity and choice.	City wide and regional	Sue May	Placement Service Communications Team(s)	Net increase of 20 in-house carers per annum (recruit 40).

<p>15. Design and implement in-house foster carer competency, terms and conditions review.</p>	<p>In-House foster carers, Special Guardians, Adopters</p>	<p>Sue May</p>	<p>CYPSC HoS Communications Team Commissioning Finance</p>	<p>Revised 4 levels of foster carers introduced. New payment regime designed and transitioned to. Reduced 'unit' costs for in-house foster carers achieved. Agreed financial strategy for SGOs and Adopters.</p>
<p>16. Review adoption service recruitment and placement process.</p>	<p>Adoption Services</p>	<p>Sue May</p>	<p>Asst. HoS LAC Placements Service</p>	<p>Revised strategy reflecting new guidelines, e.g. ethnicity Increased numbers of children placed for adoption Increased numbers of adopters recruited and approved. Reduced time-scale to recruit and place children once approved</p>
<p>17. Revise strategy for residential provision and refocus based on needs assessment</p>	<p>All residential provision.</p>	<p>Sue May</p>	<p>Residential Service Children's Rights Ofsted Commissioning.</p>	<p>OBA event for strategy development Immediate change in provision at Squirrel Way. Develop need based provision plans: i.e. emergency provision; special placements (e.g. for pregnant LAC) Develop commissioning plans</p>

18. Improve funding, commissioning & operational management and governance of placements	All placement providers. Admissions to care and major changes to care provision.	Jackie Wilson/ Sarah Sinclair	Sue May JDAR, MALAP, Educ & Soc.Care joint body. HoSDaR. Placements Service Partner Agencies	Block purchase contracts available. Improved MI on placements, carers and external provision available. Number of jointly funded placements. Ensure fair and equitable funding from all partner agencies
Care planning				
19. Redesign of Social Care LAC/Child Protection service provision	City Wide	Jackie Wilson	All integrated service providers	Approval and funding by May 2011 CYPSC staff into new structure by Sept. 2011. develop integrated teams by March 2012
20. Creation of the Integrated Safeguarding Unit	City Wide (3 area teams + corporate)	Jackie Wilson	LSCB HoS ISU Education	Phase 1 (CYPSC and Education) in post by Sept. 2011 (providing capacity to improve conferences & care planning/reviews.

21. Explore options for quicker and more efficient exits from care.	All LAC reviewing permanency planning, court discharge processes, prioritising return to home, looking at barriers to exit and return to home	Jackie Wilson	All HoS Legal Partner agencies Schools	Targeted review schedule for all LAC by June 2011 to give prioritised cohort(s) for exit strategies. Increased Sect20 children returning home.
22. Review of Pathway Planning service delivery	All LAC and care leavers	Sue May	Adult Social Care Health & all Partner Agencies	Robust planning achieved. Reviews Cost/risk assessments Check against National PIs
23. Early intervention where placement is at risk of breakdown to provide targeted support to child/carer/family	Refocus of Therapeutic social worker's priorities and include 1.8FTE clinical psychologists (Health funded)	Sue May	CAMHS Schools	Completed carers assessments (Strengths and Difficulties Questionnaires)

NB. In addition to the milestones for individual actions shown above there are also a number of generic milestones for all actions, eg.

- Reduction in LAC admissions
- Reduction in number of referrals
- Number of families and children worked with.
- Number of children kept out of the care system.
- Reduction in days children spend in short term admissions/respice.
- Reduction in the numbers of placement moves per child

Initial action plans for the 3 obsessions- Attendance

Strategic Outcome- All children and young people do well in learning and have the skills for life	Accountable Director – Nigel Richardson Delivery Lead- Simon Flowers CTB Sponsors- Simon Whitehead & Tony Adlard
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Priorities for this outcome are 1) improve behaviour, attendance and attainment. 2) Increase numbers in employment, education or training.

Key indicator and initial focus for work on this priority (see separate action plan for numbers in employment, education or training)
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The level of attendance at primary school- 94.3% as at end of half term 4 2009/10
The level of attendance at secondary school- 91.6% as at end of half term 4 2009/10

Priority partnership action plan 2011/12

Action	Targeting	Action Owner	Contributing Officers or agencies	Milestone or Target
1. Target children with a 60-70% absence rate, carrying out OBA exercises at cluster level to establish the local reasons for low attendance and agree local solutions and interventions.	Priority clusters determined by need and leadership capacity	Jancis Andrew & Ken Morton through Multi agency implementation group	Area inclusion partnerships Cluster chairs and managers Integrated service Leaders OBA facilitators Head teachers Children Leeds area partnerships	Project Brief March 2011 Delivery Summer term 2011

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<p>2. Evaluate and test the local & city wide service redesign implications of the 60-70% absence rate project for locality based children's services.</p>	<p>City wide</p>	<p>Multi agency implementation group</p>	<p>As above plus Children Leeds Performance & information teams</p>	<p>Evaluation data end of summer term Project Brief August 2011 Commence delivery September 2011</p>
<p>3. Engage with the parents and families of children with low attendance in year 1 of Primary school.</p>	<p>Target Early Years settings & Children's Centres where low attendance is an issue</p>	<p>Jancis Andrew & Andrea Richardson</p>	<p>Early Years Surestart Area inclusion partnerships Children Leeds area partnerships Cluster chairs and managers</p>	<p>As per 60-70% project</p>
<p>4. Engage with Police Community Safety Officers and Safer Schools officers to establish cluster level intelligence about attendance patterns. Use this for targeted truancy interventions at cluster & school level.</p>	<p>Target clusters with worst levels of attendance</p>	<p>Jancis Andrew, Bob Bowman & Wendy Winterburn</p>	<p>Police Cluster chairs and managers</p>	<p>Intervention model developed by September 2011 By December 2011 implemented in 1 cluster with evaluation</p>
<p>5. Produce and promote across the city a common script, describing the importance of attendance and the impact of low attendance.</p>	<p>City wide</p>	<p>Jancis Andrew</p>	<p>Communications teams Elected members Cluster chairs and managers</p>	<p>Dissemination in September 2011</p>

<p>6. Develop an “attendance pledge” for individuals, agencies and schools across the city to sign up to, including high profile publication of the pledge. The pledge will publicly register actions to be taken by the person/institution signing the pledge to improve attendance. Possible part of wider Child friendly city pledge.</p>	<p>City wide</p>	<p>To be developed as part of Child Friendly City Programme</p>	<p>Communications teams Elected members Cluster chairs and managers</p>	<p>Dissemination in September 2011 linked to ledge, see below</p>
<p>7. Incentivise good attendance through city wide promotion of scheme to engage local agencies and service providers from all sectors in provision of rewards for good attendance.</p>	<p>Children and young people, parents, carers and families where attendance is low</p>	<p>Jancis Andrew</p>	<p>Council Leisure services Local Businesses Communication teams</p>	<p>Initial launch September 2011 Evaluation end of December 2011</p>

Initial action plans for the 3 obsessions- NEET

Strategic Outcome- All children and young people do well in learning and have the skills for life	Accountable Director – Nigel Richardson Delivery Lead- Sally Threlfall CTB Sponsors- Martin Fleetwood & Diana Towler
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Priorities for this outcome are 1) improve behaviour, attendance and achievement. 2) Increase numbers in employment, education or training. 3) Support children to be ready for learning. 4) Improve support where there are additional health needs.

Key indicator and initial focus for work on this priority

The percentage of young people aged 16-18 who are not in education, employment or training- baseline- 8.3% (average monthly figure for November-January 2010/11)

Priority partnership action plan 2011/12

Action	Targeting	Action Owner	Contributing Officers	Milestone or Target
1. Use of Identified Progression Pathways and Support (IPPS) process in all schools to identify a learning pathway and progression route for every young person.	Process includes identifying young people who are at risk of becoming NEET, and provision of targeted support.	Richard Amos	Multi agency NEET action plan group Schools & colleges- federations Off site learning providers Post 16 learning providers	All secondary schools carry out needs analysis of Year 8 by December 2011 Identify needs of young people are least likely to remain in learning after Year 11 by December 2011 Plan learning programmes and support packages to meet needs of identified young people by June 2012

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<p>2. Analysis of young people NEET and their needs. Improve the recruitment of young people to available programmes. By sharing information with potential learning providers on young people NEET by occupational preference and qualification level.</p>	<p>Young people who are currently NEET. (NB. Need to obtain their permission to share their contact details with learning providers)</p>	<p>Mary Brittle</p>	<p>Connexions providers Learning providers Schools & colleges College Principals Confederations, Clusters</p>	<p>Identify occupational preferences and qualifications of current cohort by June 2011 System to match young people against current offer by June 2011</p>
<p>3. Development of personal tutoring model All children and young people have a school based personal tutor, additional mentoring support available where appropriate.</p>	<p>All schools</p>	<p>Simon Flowers</p>	<p>Schools, Children's services Mentoring teams</p>	<p>Commence roll out of personal tutoring model to all schools by September 2011</p>
<p>4. Development of models for parental engagement to improve the progression information and advice available to parents through schools.</p>	<p>All High schools, parents / carers</p>	<p>Andrea Cowans</p>	<p>Schools, Clusters, Confederations</p>	<p>Identification of successful models for parental engagement by December 2011 Dissemination of model to all high schools by April 2012</p>

5. Development of resources and training for primary schools on career learning, including activities to support the primary secondary transition.	All Leeds primary and secondary schools	Terry Walsh	Primary and secondary schools, Confederations, Clusters, Children Leeds 14 to 19 staff	Workshops delivered to primary school staff by December 2011 Resource pack made available to all Leeds primary schools by December 2011
6. Developments of briefing for all staff working with children, young people and families to understand the value and importance of learning, aspirations, attendance and requirements of RPA.	All Children Leeds staff and relevant staff in other directorates	Mary Brittle	Children Leeds education and learning teams	Developed and distributed by April 2011
7. OBA workshops at cluster level to identify specific actions around reducing NEET to be carried out at a local level.	Priority clusters determined by need and leadership capacity	Ken Morton	Multi agency NEET action plan group	OBA cluster roll out plan to Cluster managers March 2011. Project Brief August 2011. Commence delivery September 2011

<p>8. Raise awareness with secondary schools, SILCs and PRUs around their new duties for careers guidance from April 2012</p>	<p>All secondary schools SILCs and PRUs</p>	<p>Andrea Cowans</p>	<p>11-19 (25) IAG and progression group Connexions Schools Further education colleges, virtual college</p>	<p>Briefings delivered to schools staff by Oct 2011.</p> <p>Development of models to ensure that all young people receive appropriate information, advice and guidance to plan for learning up to 18 by Jan 2012.</p> <p>Models in all schools by April 2012 Resources available for schools on Leeds Pathways by Sept 2011</p>
<p>9. Awareness raising for young people in KS4 and parents / carers of financial support available to young people and families for young people to continue in learning post 16 and to higher education</p>	<p>Children, young people and their families in KS4</p>	<p>Terry Walsh</p>	<p>Children's services 14 to 19 staff Connexions</p>	<p>Information on financial support available from September 2011 on Leeds Pathways website by April 2011.</p> <p>Connexions PAs undertake awareness raising in schools by May 2011.</p>

<p>10. Development of online resources to support learner progression into all post 16 full time learning pathways and apprenticeships, including careers and labour market information, information on employability, skills and enterprise, and an interactive online advice and guidance service for young people and families</p>	<p>All High schools, parents / carers</p>	<p>11-19(25) IAG and Progression group Connexions</p>	<p>secondary schools Children's services 14 to 19 staff</p>	<p>Online resources developed and piloted by Sept 2011 Leeds Pathways developments implemented by April 2012</p>
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Originator: Sarah Johal

Tel: 43592

Report of the Director of Children’s Services

Executive Board

Date: 22 June 2011

Subject: Annual review of the fostering and adoption Statements of Purpose

Electoral Wards Affected: All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report seeks elected member approval of the revised statements of purpose for Leeds City Council’s Fostering and Adoption Services. The Statement of Purpose for each service is attached at appendix 1 and appendix 2 respectively. In each case the Statement of Purpose is required as part of the national minimum standards in order to be able to provide those services.

Recommendations

2. It is recommended that the Executive Board approve the Statements of Purpose for both the Fostering and Adoption services for Leeds City Council

1.0 Purpose Of This Report

- 1.1 This report seeks elected member approval of the revised statements of purpose for Leeds City Council's Fostering and Adoption Services. The Statement of Purpose for each service is attached at appendix 1 and appendix 2 respectively. In each case the Statement of Purpose is required as part of the national minimum standard in order to be able to provide those services.

2.0 Background Information

- 2.1 It is a requirement of the National Minimum Standards for Adoption Services, that an adoption service produces a statement of purpose, including its aims and objectives, a description of the service it provides and the facilities that are provided. This Statement of Purpose gives an outline of those requirements and also how the service is managed and its fitness to provide a comprehensive adoption service.
- 2.2 The Statement of Purpose has been produced in accordance with the Local Authority Adoption Service (England) Regulations 2003, the Adoption Support Agencies (England) and Adoption Agencies (Miscellaneous Amendments) Regulations 2005, the Adoption Agencies & Independent Review of Determinations (Amendment) Regulations 2011 and the Adoption National Minimum Standards 2011. The Adoption Agency is inspected against these standards by Ofsted.
- 2.3 The adoption agency must approve annually the statement of purpose and any updates through the 'Executive side of the council'.
- 2.4 It is a similarly a requirement of the Fostering Services Regulations 2011 and National Minimum Standards for Fostering Services, that each fostering agency produces a statement of purpose, including its aims and objectives, a description of the service it provides and the facilities that are provided. This Statement of Purpose gives an outline of those requirements and also how the service is managed and its fitness to provide fostering services. It shows the policy and performance framework that underpins our work and shows how the welfare of children will be met. It also demonstrates the systems which we have set in place to recruit, train, supervise and support foster carers.
- 2.5 Elected members must formally approve the statement annually.
- 2.6 The Council's Executive Board is the most appropriate body to provide formal approval for both of these statements.

3.0 Main Issues

- 3.1 The statements were last submitted to Executive Board in June 2010. Last years the Statements of Purpose were significantly changed to enable a more child focused approach to the Statement of Purpose and to reflect the principles and values that underpin the services.
- 3.2 The changes this year are minimal and relate mainly to organisational and structural changes within the service as the service has expanded with the addition of further

adoption team and some reorganisation of the fostering service to enable focus to be given to the recruitment of foster carers.

4.0 Implications For Council Policy And Governance

4.1 These are addressed in paragraphs 2.1 – 2.6 above

5.0 Legal And Resource Implications

5.1 There are no resource implications other than the already existing adoption and fostering budgets required for carrying out the services described in the statements.

5.2 The statements themselves do not require extra budgetary provision.

6.0 Recommendations

6.1 It is recommended that the Executive Board approve the Statements of Purpose for both the Fostering and Adoption services for Leeds City Council.

7.0 Background Documents

The Statement of Purpose for each service is attached at appendix 1 and appendix 2 respectively.



Fostering Service Statement of Purpose

May 2011

Contents

1. Introduction
2. National legislative and policy framework
3. Policy Statement
4. Aims
5. Objectives
6. Confidentiality and Conflicts of interest
7. Principles and standards of care
8. Children's Guide
9. Services provided
10. The Family Placement Scheme for Children with Disabilities
11. Management of the service
12. Staffing
13. Protecting children from harm
14. Provision of therapeutic services
15. Provision of health Promotion Support services
16. Provision of Educational Support services
17. Provision of Leisure, Sport, Cultural and Religious Activity
18. Pathway Planning Service
19. Recruitment of foster carers
20. Approval and assessment process
21. Support, supervision and Training of foster carers

22. Foster carer handbook (Factfile)

23. Training

24. Complaints procedure

25. Allegations

26. Monitoring performance

1. Introduction

It is a requirement of the Fostering Services England Regulations 2011 and National Minimum Standards for Fostering Services, that each fostering agency produces a statement of purpose, including its aims and objectives, a description of the service it provides and the facilities that are provided. This Statement of Purpose gives an outline of those requirements and also how the service is managed and its fitness to provide fostering services. It shows the policy and performance framework that underpins our work and shows how the welfare of children will be met and good outcomes achieved for all children in its care. It also demonstrates the systems which we have set in place to recruit, train, supervise and support foster carers.

The Statement of Purpose also links with the Children's Guide which is provided to all children, subject to the child's age and understanding at the point of placement.

This statement is available to all members of staff, foster carers, children and birth parents and is available on our fostering website. A copy of this statement is also lodged with Ofsted. The information contained is regularly up dated, and will be amended annually.

2. National Legislative and Policy framework

Leeds Fostering Service is run in accordance with the principles outlined in the:

Children Act 1989

Fostering Services (England) Regulations 2011

Fostering Services: National Minimum Standards (2011)

Children Act Guidance and Regulations Volume 4: Fostering Services (2011)

Care Planning, Placement and Case Review Regulations 2010

The Disability and Equality Act 2010

The Human Rights Act 1998

The Children(Leaving care) Act 2000

The Children's Workforce Development Council - Training, Support and Development Standards for Foster Care (2007)

Leeds Fostering Service also strives to follow the best practices outlined in the UK National Standards for Foster care and Code of Practice on the recruitment, assessment, approval, training and support of Foster Carers 1999.

3. Policy Statement

Leeds Fostering Service believes that every child Looked After should be able to enjoy the same quality of life and opportunities as all children. The Fostering Service works to the vision set out in the Leeds Children and Young People's Plan 2009-2014. The vision states: "We want all the children of Leeds to be happy, healthy, safe, successful and free from the effects of poverty. We will make sure that every child and young person has the opportunity to achieve their potential because every child matters. We will work to narrow the gap so that every child has the chance to succeed regardless of their background and the barriers they face. We want to make sure that every young person has the highest hopes for their future, and the support to fulfill them" (Children Leeds 2009-2014 Children's Plan).

Leeds Fostering Service recognises that a child's needs are best met by a nurturing family and is committed to placing children who are not able to remain in their own family in an appropriate alternative family placement wherever possible. First priority will be for children to be placed with family or friends under regulation 24 of the Care Planning Regulations where this placement is deemed suitable. A separate policy will be produced in the Autumn of 2011 which will consider more widely the department's commitment to family and friends caring for children. Other placements may include a child and parent/s being placed together in a foster home.

Leeds is committed to placing children and young people with our approved foster carers and has developed and invested in a dedicated and comprehensive Fostering Service that actively works to meet the quality standards required and the diverse needs of the children who become looked after by Leeds and their families.

We are also committed to placing children and young people with local foster carers in order for them to maintain contact with families and friends, to continue at the same school and thrive within their community wherever possible.

Each child/young person will have access to service which recognise and address their needs in terms of gender, religion, ethnic origin, language, culture, disability and sexuality. Placement decisions will consider the child/young person's assessed racial, ethnic, cultural and linguistic needs and match these as closely as possible with the ethnic origin, religion, culture and language of the foster carer.

Children's safety and welfare will be actively promoted in all fostering placements and protected from abuse and other forms of significant harm.

4. Aims

The main aim of Leeds Fostering Service is to provide safe, high quality foster care placements for children and young people that value, support and encourage them to grow and develop as individuals. As well as promoting their health and general well-being the service is committed to ensuring that foster carers are encouraged to help children and young people to reach their maximum educational ability.

Foster carers will provide good parenting for all children who are looked after and children will be consulted and encouraged to actively participate in their care and family life.

We are committed to ensuring that the service offered is based on statutory requirements, sound principles and good practice and works within the principles of Best Value for the council.

Our service is committed to multi-agency working and develops partnerships and protocols with organisations which can progress the needs of our looked after children. We work at all levels in partnership with the Education and Health to promote the well being of children in public care in Leeds.

Our service has respect for the rights and responsibilities of Looked After children and their carers and aims to involve them in all aspects of service delivery.

The fostering service aims to provide high quality responsive child-centred service in relation to its core functions: to recruit new foster carers from within our diverse community and from the kinship networks of looked after children – wherever this

best meets their needs; to prepare applicants through training to be able to deal with the range of issues that foster carers face when looking after children; to assess each applicant comprehensively to ensure that they are suitable and able to carry out this role and supervise carers in a constructive manner that promotes the welfare of and protects and safeguards children.

5. Objectives

- To ensure that there is a choice of high quality foster care placements available to meet the complex and diverse needs of individual children and young people. Each carer will have a qualified social worker (supervising fostering officer) and areas of particular skills and experiences will be developed and training needs identified and addressed
- To promote a safe and stable and enabling environment ensuring that children and young people are listened to and protected from abuse and neglect
- To promote the child's physical, social, emotional and intellectual development by providing each child with the opportunity of developing to their full potential, through health care, education and leisure activities that will enhance their life chances
- To have a positive regard to for the child or young person's racial, religious and cultural needs. All children should have equal access to local family based care
- The individual child's needs/ wishes and feelings are paramount and taken into consideration in relation to placements
- Siblings will be accommodated together wherever possible and appropriate
- To promote contact for the child or young person and his/her birth family, throughout their placement, and to encourage and facilitate this as appropriate

- To ensure foster carers make children and young people aware of their rights and the comments, complaints and advocacy process by passing on the relevant information
- To ensure that approved foster carers are clear about their role and that they are supported in their tasks, duties and responsibilities, by having adequate support mechanisms in place, outlined in their terms and conditions and foster carer agreement
- The Payment For Skills framework ensures quality, by giving a competency framework with clear expectations for foster carers, and a training and development programme
- Ensure that all practice promotes equal opportunities for all and value diversity of both foster children and carers regardless of gender, sexual orientation, ethnic background, age, religious beliefs, disability or marital status
- To ensure that any decisions are transparent and fair and that any concerns are addressed and information about the complaints procedure is made available to all
- Promoting team and personal development and training for both staff and foster carers
- Consult regularly and learn from those that are in receipt of services through comments, compliments or complaints and have regular meetings with foster carers, senior managers and elected members
- Consult regularly with children who are fostered, using a variety of methods to ensure their voice is heard
- Commitment to continuous improvement through the provision of wider placement choices for children by continuing pioneering a more innovative approach to foster care that is needs led to deliver packages of care to children in public care

6. Confidentiality and Conflicts of interest

Foster carers are provided with full information about the children placed with them and are expected to observe high standards of confidentiality. As an agency we maintain records on carers and looked after children, who are subject to National Standards and Data protection legislation. Staff and foster carers are expected to declare any potential conflicts of interest.

7. Principles and Standards of Care

Leeds Fostering Service is committed to achieving and maintaining the highest standards and offering quality provision. It has been developed and is managed in accordance with the Fostering Service (England) Regulations 2011 and the principles outlined in the National Minimum Standards 2011. These standards apply equally to our kinship carers.

- The welfare of the child is paramount
- Children who are looked after are consulted regarding their wishes and feelings in regard to all aspects of their care. They will be provided with a Children's Guide to Fostering (see section 8 below)
- Every child who is looked after will have a health plan and a personal education plan
- Every child looked after will be encouraged to participate appropriately in religious and cultural beliefs in accordance with their wishes and feelings and developmental understanding
- Every child looked after will be cared for in an environment free from oppression, discrimination and prejudice, this will encourage them to develop a positive sense of their own identity
- The fostering service will support the identified aims and objectives of the child or young person's care plan and work alongside other professionals in the implementation of this

- The fostering service will work in partnership with other professionals to promote contact between looked after children and their family and other significant persons
- Foster carers have a handbook (factfile) which guides their practice and clarifies expectations and standards

8. Children's Guide

Subject to the child's age and understanding, the fostering service ensures the child receives the Children's Guide at the point of placement and that the foster carer explains the contents of the Children's Guide in a way that is accessible. The Children's Guide includes a summary of what the fostering service sets out to do for children, how they can find out their rights, how a child can contact their Independent Reviewing Officer, the Children's Rights Director, Ofsted if they wish to raise a concern.

9. Services Provided

The fostering service approves foster carers to look after children aged 0-18 years. Many of the children placed have experienced difficulties including abuse or neglect before being fostered. Some children and young people present with very challenging behaviour, special needs or complex health conditions.

It does this by assessing, registering, supervising, supporting and training a wide range of carers.

Leeds operates a fostering scheme called Payment for Skills (PFS) which most of the foster carers are part of. PFS placements are financed by making maintenance

payments to Carers and by paying a fee. Payment for Skills has four levels linked to a Task, Skills and Competency (TSC) Framework, and fees are paid to carers on levels 2, 3 and 4. The TSC framework sets out a list of competencies that foster carers must be able to demonstrate at each PFS level. It also sets out practice requirements, training and support group attendance requirements at each level. Each level adds more to the previous level, so that Level 4 Carers develop higher level skills and competencies, and have a more demanding range of tasks that they must undertake. In return they are paid the highest level of fee. Within the levels there are differing areas of specialism depending on carers skills and abilities and interests.

The differing types of approval:-

Temporary –across the levels, however level 4 carers would be expected to undertake assessments on children and young people in their care or undertake a specified task.

Respite –across the levels.

Permanent –across the levels, however level 4 carers would be expected to provide permanent placements for children with significantly complex needs or challenging behaviour.

Parent/Child Carer- level 4 carer would provide assessments of parents ability to care for their child as part of a plan– residential and non residential placements available.

Short breaks – as part of a package under section 17 to maintain children with their families and prevent children coming into care.

Family Placement – offer short breaks, including sitting and permanent carers for disabled children and their families. Also offer a home based sitting service.

Kinship Carers - providing placement placements for children and young people known to the carer. Level 1 of the PFS model.

Foster Carers can look after up to three children at any one time (dependent on registration).

10. The Family Placement Scheme for Children with Disabilities

The Leeds Family Placement Service for Disabled Children provides a range of high quality inclusive services for disabled children and their families. The service promotes the social model of disability and the inclusion of disabled children in all aspects of family and community life

The professional fostering, permanency and adoption service recruits, trains, approves and supports high quality specialist foster carers (including those with nursing experience) to offer a range of placements to disabled children including: Short term (including pre-adoptive, emergency, working to rehabilitation, assessment, duration of proceedings, bridging, etc); Shared care (sharing the care with parents in a plan tailored to the child’s needs and their family’s needs for over 120 days a year); Permanent foster care placements.

The short breaks service recruits, trains, approves and supports short breaks carers reflecting the diverse communities of Leeds, to offer a range of short break placements to disabled children and their families. These carers are subject to the same checks as foster carers, have a competency based assessment, which go to the fostering panel for approval. The carers are registered foster carers subject to National Minimum Standards.

11. Management of the Service

Structure as at April 2011

<p>Director of Children’s Services</p> <p>Nigel Richardson</p>
<p>Chief Officer Children and Young People’s Social Care</p> <p>Jackie Wilson</p>
<p>Head of Service for Looked After Children</p> <p>Sue May</p>
<p>Service Delivery Manager and Registered Manager of the Adoption Agency</p> <p>Sarah Johal</p>

Deputy Service Delivery Manager (Temporary)		
Val Hales		
Team Manager	Team Manager	Team Manager
Adoption Development	Adoption Support	Adoption & Family Finding
Mandy Prout	Lynne Buckle	Judith Matthews
Business Support Manager		
Pat McGreavy		

A Service Delivery Manager (Children) holds responsibility for the service, Sarah Johal is the registered manager. Val Hales provides a temporary deputising role for the Service Delivery Manager. There are five team managers who manage differing teams. These teams comprise of two geographically focussed teams managed by Anne-Marie Stokes and Deb Schofield; a Kinship Care Team currently managed by Brenda Dring and the Family Placement service, which provides for children with disabilities, currently managed by Jackie Goodwin. The team managers are responsible to the Service Delivery Manager. All the managers are qualified social workers. The fifth team is a new team responsible for taking the lead in the recruitment and assessment of carers. An interim manager is currently in post and Ben Whitehead is due to take over in June 2011 and workers are currently being recruited to this team. A placement service is also in operation, ensuring that children are placed effectively and appropriately with carers. This service will be further developed over the next year in conjunction with commissioning and contract staff.

The management group share responsibility for developing policy and procedure in line with national regulations and standards to ensure a safe and stimulating environment for Looked after children.

The City council appoints elected members to oversee the work of the Children and Young People's Social Care and delegates certain responsibilities to the Chief

Officer of Children and Young People's Social Care .The Chief Officer, Jackie Wilson, is the responsible individual and she has overall responsibility for the financial management, proper management systems and the safe care of children. Sarah Johal is the Registered Manager of the service. The Registered Manager is managed by the Head of Service for Looked After Children, Sue May, who is the current Agency Decision Maker for fostering.

12. Staffing

There are 36.25 full time equivalent qualified social workers within the service. They hold differing responsibilities within the teams including family placement, the development of specialist placements, placement co-ordination and the recruitment and support of carers.

All workers hold a social work qualification. There is a range of experience among the staff and all fostering officers must have had at least one year's experience in fieldwork, before joining the section.

In addition, there is a Business support team who provide administrative support to the fostering and adoption service as a whole.

Member of staff of Leeds Children and Young People's Social Care can be approved as foster carers within the service. However this may not always be advisable because of the potential for a conflict of interest. There may be circumstances where it is appropriate to register a member of staff as a foster carer in cases where they are related to the child or for a known child.

13. Protecting children from harm

Leeds Fostering Service operates a safe recruitment process for all staff employed by the agency. In addition, there is a rigorous vetting and assessment process undertaken with all potential carers. Enhanced CRB checks are repeated every 3 years for all carers and staff.

Leeds fostering service has policy and guidance underpinning our service on Safe caring; health and safety ; bullying policy; management of behaviour and foster carer agreements.

Our processes and procedures will ensure that any concern is addressed and monitored by the management team and will inform service developments, for example:

Poor quality of care/breach of foster care agreement; child protection procedures which deal with allegations of abuse against foster carers and through the complaints procedures.

Children will know about these procedures through their social worker and the Children's Guide. They also have access to a Children's rights advocacy service independent of the service.

14. Provision of Therapeutic Services

The Fostering Service has a referral route to the Therapeutic social work team and the Leeds Child and Adolescent Mental Health Service (CAMHS), who provide therapeutic input to children and young people in foster placement, consultation to carers and other professionals. CAMHS comprises of clinical psychologists, psychiatrists, child and adolescent mental health practitioners and social workers with expertise in children's mental health. This is accessed through the multi-agency prioritisation panel which meets monthly.

In addition the therapeutic team hold a weekly Fostering Surgery for carers to access directly. The key objectives of the work is to provide a regular, easy to use guidance and support service to all Leeds foster carers and to improve placement stability for children in foster care. They also provide training to foster carers, social workers and other professionals.

15. Provision of Health Promotion Support Services

There are 2 Designated Nurses for Looked after Children and Young People who, in conjunction with other nurses within the team, oversee Children's Annual Health Assessments and have input into the health promotion of Young People. Dedicated paediatricians advise the fostering panels on medical issues for applications to foster.

The sexual health team offers training, advice, information and support to Young People and Carers in the field of sexual health.

The Fostering Service works with others in children's services to ensure looked after children's needs are addressed.

The Fostering Service is committed to ensuring the health outcomes for young people looked after continually improve. The team works with our foster carers and the Looked After Children's Nurse to promote healthy living and eating and assists in the tracking of children's dental health and annual health assessments.

16. Provision of Educational Support Services

Specialist educational support is available to foster carers in the fostering service. There is a head teacher for Looked After Children to look at improving the attainment attendance and exclusion issues and to improve partnerships with schools in Leeds. There is a qualified teacher who is based in the fostering section and provides training, support and personal advice to foster carers.

Leeds fostering service recognises the need to improve Looked After Children attendance at school. The Fostering Service works closely with the carers in addressing this issue and this has resulted in a significant improvement in attendance of children in foster care in recent years. Within Children's Services we have an expectation that holidays will not be taken in term time and that children are not routinely taken out of school. We work together with our colleagues to ensure that this only occurs in exceptional circumstances and not as a rule.

The Fostering Service works alongside and supports educational initiatives for looked after children by promoting children's educational needs to our Foster Carers. Carers are expected to attend Personal Education Planning Meetings with the young people and, where appropriate, the supervising worker will also attend.

Information and developments are promoted by the qualified teacher within fostering team through mail shots and supervisory visits to carers. Training, resources and materials are available to foster carers and social workers. Schools are also offered training around attachment difficulties and the impact of these.

Within the educational setting, young people in year 10 and 11 can access 1:1 tuition and 3 connexions advisors have been appointed to work alongside the Pathway Planning team and also offer support to key stage 4 children.

As a result of these services the number of children achieving GCSE's has increased as has the number of children going to University.

17. Provision of Leisure, Sport, Cultural and Religious Activity

Foster carer training and supervision promotes the importance of leisure provision for looked after children and young people, and the expectation that carers will seek out and support new experiences and activities to enhance children's self-worth, social development and independence.

Looked After Children and their foster carer families in Leeds are able to access the MAX card which gives free access to a range of leisure activities throughout the Leeds area. Swimming at Leeds Leisure centres is free for all children in Leeds and foster carers are encouraged to ensure children are taught to swim. There are good links with Leeds Rhinos Rugby Club who have provided opportunities for Leeds Looked After Children.

Information on community play schemes, clubs and holiday activities are provided to our carers on a regular basis through newsletters.

We aim to support all young people in their religious and cultural beliefs and customs. We ensure that information is available to provide understanding of different cultures and religions. We will provide resources that may be needed to ensure young people are able to practice their beliefs and customs.

We are committed to directly challenging racism and ensure that all young people who access our services are aware of our policies in relation to anti-oppressive practice and anti-racism. We will ensure that all people are treated equally, regardless of age, sex, sexuality, ethnicity, disability or religion. We have supervising fostering officers to help carers with issues with trans racial placements.

18. Pathway Planning Service

The Pathway Planning Service works closely with other professionals to provide a holistic approach to meeting young peoples needs. Leeds is committed to supporting care leavers and will support young people to remain in their foster placement beyond 18 years of age in order to experience normal family life if this supports them more effectively.

19. Recruitment of Foster Carers

The Fostering Service has a recruitment sufficiency strategy which utilises current data, regarding the gaps in resource provision. More places are needed for teenagers; long-term care for children and young people; children with disabilities and younger sibling groups and black and minority ethnic children.

All recruitment work is targeted, with specific carers recruited at different times. Most recently a campaign “Do Something Amazing” was launched and will be ongoing until June 2011. This campaign is focusing on recruiting carers who can take shorter and planned placements as well as permanent placements. There is also a focus on encouraging carers from ethnic minority communities.

The Fostering Service uses a variety of mediums to recruit local carers, and information that has been collated over the past 10 years on the most successful advertising forms, is reflected in our current advertising strategy.

We have a clear “brand” displayed in adverts, publicity material, leaflets, posters, etc.

We have access to the Leeds City Council Press Office who are able to help us promote the service to the Leeds press and we have a page on Leeds City Council website where potential carers can register interest in becoming a foster carer.

Features on radio, newspaper articles, community meetings and briefings are all undertaken regularly.

The recent appointment of an additional manager to head up a dedicated recruitment team should be instrumental in creating additional in house resources as well as ensuring access to high quality externally commissioned resources.

20. Approval and Assessment Process

Anyone over the age of 25 may apply to become a Foster Carer (exceptionally over 21 years), and a welcoming response is given and all initial enquires are responded to on the same day.

There is immediate exclusion of any applicant who has been convicted of any serious offence against a child or adult.

Applicants are welcomed from all members of the community, regardless of relationship status, employment situation, class, gender, sexuality, culture, ethnicity or religion.

Many of our initial enquiries about fostering are via the Council's website and the fostering page is regularly renewed to ensure its information is up to date and accessible.

When a person contacts Leeds Fostering Service, to express an interest in fostering they will be able to have a discussion with a fostering worker who will explain the process and take some initial information about them. If the caller then wishes to proceed, they will be sent an Information Pack with a registration of interest form within 24 hours.

Returning this form triggers an appointment to their home, to complete an Initial Home Assessment. At this visit we will discuss fostering with members of the family, check the home conditions are warm and clean and that there is space for a foster child to sleep, do homework, play and participate as a full family member. If all parties agree that fostering could be suitable for the family, a formal application is made and statutory checks are completed (see below for details). Once these are completed satisfactorily an invitation to a training and preparation group is then given.

The preparation training undertaken uses the Fostering Networks Skills to foster programme including: Skills to Foster; Child Development; Separation and Loss; Working Together; Safer Care; Moving On.

The service runs between 5 to 8 sessions a year and are generally undertaken on weekends, or occasionally weekdays, as demand dictates. The training is run by fostering workers, experienced foster carers and a care experienced young person.

When training is completed, the applicants begin an assessment that includes the requirements laid down in Schedule 3 of the Fostering Services (England) Regulations 2011 and the National Minimum Standards in Foster Care (2011) and Schedule 4 of the Care Planning Placement and Case Review Regulations 2010 where children are fostered by relatives and friends. All carers are subject to a number of statutory checks and references.

- Enhanced Criminal Records Bureau Check on all members of the household over the age of 16
- Child Protection Checks
- Children Young People's Social Care ESCR check
- Department of Health Checks
- Two personal references
- In addition interviews are conducted with grown up children and children living in the household
- Foster carers are additionally asked to undertake
- A full medical examination with their GP. Applicants for short breaks are asked to complete a medical questionnaire which is sent to their G.P. for verification / comments)
- A work reference from present or previous employer
- To agree to the department making contact with any schools which their children attend to ascertain the school's view on their involvement / suitability
- To agree to the department making contact with ex partners regarding their application to foster

The majority of foster carers are subject to a competency based assessment. The depth of this assessment will depend on the role for which the carer is being assessed, with appropriateness and proportionality being the measure of this. All potential carers are invited to be fully involved in the assessment and to use self completion sheets as a tool to look at their competencies. The fostering service uses the British Association of Adoption and Fostering (BAAF) Form F foster carer

assessment format for the completion of its assessments. Kinship foster carers are subject to an alternative assessment taking into account the nature of the task and the requirements of Schedule 4 (Care Planning Regulations 2010). They are not required to produce a portfolio or evidence of experience and skills. The assessment of a foster carer would take place in the applicant's home over a period of six to eight visits, plus reference interviews and interviewing other relevant parties. The assessing social worker would ensure that timelines, analysis of significant relationships, the family dynamics, and characteristics of the foster carers underpin and inform the assessment.

The assessment focuses on the individual or individuals applying to become foster carers and their family. We make a detailed assessment of their past and present experiences, the skills and competencies which they would bring to their new role, and help them to think about their reasons for applying to become foster carers. The assessor will also use the process to assess the applicant's suitability to foster children with differing needs including disabled children and this is made transparent.

The assessments, together with a portfolio of evidence of experience and skills compiled by the foster carer, are presented to fostering panel. Applicants are encouraged to attend with the assessing social worker. All information gathered except references is shared with the applicant/s. The social worker's assessment is shared with them prior to the panel.

The fostering panel is an independent panel and comprises people from a variety of backgrounds. They consider and recommend the approval, or not, of all foster carers. The recommendation then goes before the Agency Decision Maker who makes a final decision. Any appeals can be made within 28 days and may either make further representation to the fostering panel or have their assessment considered by the Independent Review Mechanism who in turn will make a recommendation back to the agency.

All foster carers are subjected to an annual review of their status as foster carers. This is a formal review of the work that they have undertaken during the year, and is an opportunity to reflect on achievements and learning. These are currently undertaken by their own supervising fostering officer but over the next year we hope

to see the implementation of Independent Reviewing Officers to undertake this task and provide the independence required. A report is presented to the fostering panel in the case of all first reviews, significant changes to the carer's registration or cases of concern.

21. Support, Supervision and Training of Foster Carers

All foster carers are linked with a qualified social worker (supervising fostering officer). The supervising fostering officer provides support and supervision:

The supervising fostering officer undertakes a minimum of four supervisory visits per year including a review of the foster carer. They also make an unannounced visit to the placement. All visits and communications with the foster carer are recorded and shared with the social worker.

On the short breaks service the supervisory social worker undertakes the same level of supervisory visits. However, this would be applied proportionately. For instance if the family is matched to a child who visits twice a year it would be inappropriate for the supervisory social worker to visit more often than the child. Unannounced visits are made to busy carers but aren't practical for some short breaks placements, which are typically at weekends and where carers frequently take the child out when they are in placement.

The fostering service believes that it is important that foster carers are able to access support, at the time that they need it. During office hours each foster carer is allocated a Supervising Fostering Officer. This worker will usually be the first point of contact for the foster carer and be able to offer support, advice, guidance and supervision regarding most matters relating to fostering and the care of the child. Additionally, every looked after child has an allocated social worker. This person will usually be the first point of contact for the foster carer for any information and advice on issues that relate to the child. If this worker is not available during office hours, a duty worker is always available at the Children and Families' Team office to deal with any urgent problems or issues.

If additional support is required outside of these times, foster carers can contact the Emergency Duty team or the the 365 help line – a service that operates 24 hours a day for carers by carers.

Leeds fostering service provides an Independent Support Service to foster carers (currently provided by Foster Talk) for carers where this is required for mediation purposes or to provide advocacy support for the carer during allegations. The fostering service believes that carers should be fully reimbursed for the costs of looking after a child, and provides allowances at the nationally recognised Government recommended rates. An allowance and travel expenses are paid to carers and all necessary equipment for the task is provided. Additional payments in the form of fee are available to carers who meet specific requirements on the Payment for Skills model.

At times, all children can have accidents that cause damage. When such damage occurs, carers are initially asked to claim on their own household insurance. Any excess payments or increase in premiums that results from this can be reclaimed from the department. In the event of the carer's insurance not covering the loss or damage, a claim can be submitted for consideration by the Fostering Service's insurance agents.

The Fostering Service supports several groups that have been established as foster carers' support groups. These meetings generally involve small numbers of geographically based carers and take place in the daytime at a variety of venues across the city.

22. Foster Carers Handbook (Factfile)

All Foster Carers have a handbook which gives factual information which they need to know about the service. This includes safe caring issues, the role of social workers, and procedures in a condensed format. The Handbook for foster carers is available on line and also provided as a hard copy. Annual changes to the financial

payments to foster carers are given to all foster carers who are required to sign to acknowledge their receipt of the document.

23. Training

The Fostering Service believes that a comprehensive training programme, for its staff and Carers, is the key to their personal and professional development. Training provides people with the necessary skills and knowledge, necessary in providing a high quality service. It is also key to safeguarding children, Foster Carers and their families, by informing carers of how to care for children safely.

Training is an opportunity for, even experienced, Foster Carers to acquire new skills and an opportunity for group support and discussion. The Fostering Service has a clear training strategy, covering Pre-approval Training, to potential applicants, Induction Training for newly approved Carers which incorporates the Children's Workforce Development Standards. A comprehensive rolling programme of training is available; this training meets the on-going professional development of foster carers throughout their fostering career.

Kinship foster carers are provided with more targeted training opportunities more suited to the fostering task of caring for family members or friends' children. This is a relatively new service for Kinship Carers but the training has been welcomed by carers and is viewed positively and will continue to be promoted for all Kinship Carers.

The training is linked to Payment for Skills Levels outlined in the tasks skills and competency framework for foster carers. Professional foster carers are required to complete a core post approval training programme and thereafter a minimum of 3 training courses a year. A number of carers are currently undertaking NVQ 3 to support foster carer progression, and all Level 4 carers will complete this over the next 2 years. Foster carers access specialist training courses..for example around caring for disabled children, and the Organisational Development Unit Training Programme for foster carers which includes:

Separation and Loss; Managing Difficult Behaviour; Preserving Memories; Protecting Children / Safer Care; Education Issues for Looked After Children; Building Self-Esteem; Child Protection; Child Development; Therapeutic Crisis Intervention; Write Enough; Moving children on; contact.

All training courses are evaluated with carers providing feedback. Feedback is collated and used to inform future practice.

There are regular support groups for foster carers which usually has a training component. The programme for support groups over the last few years has included sexual health, general health, welfare benefits, food hygiene, the role of the Therapeutic Team and CAMHS service, legal briefing, role of key workers, tax information, parent partnership (education focus), lifestory work, Special Guardianship Orders, amongst others.

24 Complaints Procedure

Leeds City Council Children and Young People's Social Care operates a complaints service which is independent of the Fostering Service.

Foster Carers are given a Complaints and Compliments Leaflet, detailing the process if they wish to make a complaint, when they sign the Foster Carer Agreement, which is kept with the carer's handbook.

Birth Parents are given a copy of the Complaints and Compliments Leaflet in the Information Pack for Parents which is taken out by social workers of children in placements. It is the role of the child's social worker to give them the complaints leaflet for LAC children and to inform them of the Role of the Children's Rights Service. The child can also make their views known through the review system and they are sent a consultation form about the placement prior to the foster carer review. Details of how to complain and how to contact Ofsted are available in the Children's Guide to Fostering. It is acknowledged that many disabled children cannot access the complaints process in this form because of their learning and communication difficulties. An independent advocate can be appointed for the child where this is appropriate.

25. Allegations

All allegations in relation to foster carers are investigated and actioned through Leeds CYPSC Child Protection Service reporting to the Local Authority Designated Officer (LADO) on behalf of the Leeds Safeguarding Children's Board under the procedures for Investigating Allegations against Adults Caring for Children. The CYPSC policies and procedures are followed. Foster carers are offered independent support during this process which can be accessed via their fostering officer.

26. Monitoring performance

The performance of Leeds Fostering Service will be monitored at a number of levels and in a number of ways:

- Ofsted will inspect regularly to ensure that Leeds Fostering Service complies with legislation and standards (this may be annually or every 3 years dependant on compliance). This report together with any action plan arising from it will be presented to the Executive Board.
- Activity will be monitored at a strategic level against the objectives, performance indicators and tasks as contained in the Fostering Service Improvement Plan.

In addition to the above, the Performance and Quality Assurance Team will develop the ability to improve the monitoring of performance and quality assurance processes of all the Fostering Service key requirements.

The following Key Performance Indicators will be used to monitor the Fostering Service:

Performance Indicators –

- PAF Indicator B7 percentage of children looked after in foster care and adoption.
- BVPI – A1 – Stability of Looked After Children (LAC) (3 or placements in a year).
- National PSA target – Placement Stability (% of children under 16 years looked after for 2.5 years or more in the same placement for at least 2 years)
- All new LAC to be placed within a 20 mile radius

- Fostering teams will recruit new foster carers and increase the number of carers for children (targets as agreed)
- Further development of Fostering Services for hard to place children
- All Foster/ carer reviews will be held on time and letter sent to carer confirming outcome
- All initial packs to be sent to prospective carers within 3 working days
- Successful Ofsted inspection resulting in scores of no less than 3
- All assessments will be completed within 5 months from the point of completion of training and within 8 months of receipt of the application to foster.
- All newly approved carers will carry out agreed induction training within first year of approval

Service Improvement plan – these processes will inform the Fostering Service 3 year Service Improvement plan which will be reviewed on an annual basis. It was last updated in July 2010 and is due for review this summer.



Adoption Service Statement of Purpose

May 2011



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1. Introduction

It is a requirement of the National Minimum Standards for Adoption Services, that an adoption service produces a statement of purpose, including its aims and objectives, a description of the service it provides and the facilities that are provided. This Statement of Purpose gives an outline of those requirements and also how the service is managed and its fitness to provide a comprehensive adoption service.

This statement can be used by children and young people and families as a guide to what they should expect a service to provide and to do. It is available to all members of staff, children and birth parents and is available on our website. A copy of this statement is also lodged with Ofsted. The information contained in it is amended annually and formally approved by the Council's Executive.

The Statement of Purpose has been produced in accordance with the Local Authority Adoption Service (England) Regulations 2003, the Adoption Support Agencies (England) and Adoption Agencies (Miscellaneous Amendments) Regulations 2005, the Adoption Agencies & Independent Review of Determinations (Amendment) Regulations 2011 and the Adoption National Minimum Standards 2011. The Adoption Agency is inspected against these standards by Ofsted.

2. Principles and values

The Adoption Service is part of an integrated Fostering, Adoption and Family Placement Service within Leeds City Council Children and Young Peoples Social Care. The requirements of the Adoption and Children Act 2002 underpin the principles and values of our service :-

Values: Children

- The welfare of the child is paramount
- Children who are looked after are actively consulted regarding their wishes and feelings in regard to all aspects of their care within the adoption process
- Children are entitled to grow up as part of a loving family which can meet their needs during childhood and beyond and where possible this should be within their own family

- Adopted children should have an enjoyable childhood, and benefit from excellent parenting and education, enjoying a wide range of opportunities to develop their talents and skills leading to a successful adult life
- The child's welfare safety and needs will be at the centre of the adoption process
- Delays in adoption can have a severe impact on the health and development of children and should be avoided wherever possible
- A sense of identity is important to a child's well-being. To help children develop this, their ethnic origin, cultural background, religion, language and sexuality need to be properly recognised and positively valued and promoted
- The particular needs of disabled children will be fully recognised and taken into account when decisions are made
- Children should be allowed to live with brothers and sisters unless this will not meet their individual needs. People applying to adopt are expected to understand the importance of maintaining these relationships
- Adoption has lifelong implications for all involved and requires lifelong commitment from many organisations, professionals and individuals who have to work together to deliver the best outcomes for children
- Where a child cannot be cared for in a suitable manner in their own country, intercountry adoption may be considered as an alternative means of providing a permanent family
- Children, birth parents/guardians and families and adoptive parents and families will be valued and respected

Values: Adopted adults and birth relatives

- Birth parents and birth families are entitled to services that recognise the lifelong implications of adoption. They will be treated fairly
- Adoption is an evolving life-long process for all those involved – adopted adults, and birth and adoptive relatives. The fundamental issues raised by

adoption may reverberate and resurface at different times and stages throughout an individual's life

- Adopted people should have access to information and services to enable them to address adoption related matters throughout their life
- Agencies have a duty to provide services that considers the welfare of all parties involved and should consider the implications of decisions and actions for everyone involved
- Agencies should seek to work in partnership with all parties involved, taking account of their views and wishes in decision-making
- Agencies should acknowledge differences in people's circumstances and establish policies that provide non-discriminatory services
- Adopted adults have their adoptive identity safeguarded and the right to decide whether to be involved in contact or communication with birth family members

3. The Aims of the Agency

The agency is committed to fulfilling the requirements of the Adoption and Children Act 2002 by ensuring the provision of comprehensive and high quality adoption service which guarantees the best possible standards for care, safety and protection for children or young people who are looked after and who need adoptive placements. It also aims to ensure that all those whose lives have been affected by adoption are helped to identify and receive appropriate services. We are committed to working in partnership with other agencies and to ensuring that the service offered is based on statutory requirements, sound principles and good practice and works within the principles of Best Value for the council.

4. Objectives of the agency

- To recruit, assess and provide adopters that meet the needs of the children to be placed for adoption within the timescales laid down by National Adoption Standards
- To provide information on the process to applicants interested in becoming adopters and on the children requiring adoption
- To ensure that adopters receive appropriate preparation, training, support and advice to enable them to offer the best possible standards of parenting, safety

and protection for children or young people in their care

- To provide information on the services available to all those affected by adoption recognising that as adoption has lifelong implications for all those involved, their needs will change over time
- To provide a range of adoption support services to birth relatives, adopted adults, adopters and their children in partnership with other agencies
- To provide information on the Service that is available to those wishing to adopt from abroad
- To provide a service for non agency adoption adoptions. For example, partner and step- parent adoptions
- To ensure that all practice promotes equal opportunities for all and values diversity of both foster children, birth families and adopters regardless of gender, sexual orientation, ethnic background, age, religious beliefs, disability or marital status
- To ensure that any decisions are transparent and fair and that any concerns are addressed and information about the complaints procedure is made available to all
- That the organisation regularly reviews the services it provides, consults with, and learns from, those in receipt of their services through compliments and complaints

5. Recruiting, preparing, assessing, approving prospective adopters

5.1 Enquiries and Registration of Interest

Enquirers can access information on adopting with Leeds via the adoption website pages www.leeds.gov.uk/adoption or request an Information Pack. Information Packs are forwarded to enquirers normally the same working day or at most 3 working days following receipt of request. If enquirers have any interpreting requirements on information provided they can be advised about available assistance. Enquirers are invited to a monthly Information meeting, details of which are provided on the website pages and in the information pack. Enquirers may attend any meeting of their choice. The Information meeting is a power point format

presentation by experienced adoption staff and includes opportunities for enquirers to ask questions and explore individual queries, including those on eligibility criteria. If enquirers wish to progress their interest, registration of interest forms are made available at the end of the meeting.

5.2 Initial Home Visit and Application

Following the receipt of a registration of interest form, an adoption social worker will contact the enquirer and discuss their interest in more detail. If appropriate and after exploring suitability and any other issues, the adoption worker will arrange an Initial Home Visit. This visit offers an opportunity to explore interest and suitability in more detail and if appropriate, agree a formal application. If proceeding, an application form will be provided for the enquirer(s) and Criminal Record Bureau (CRB) checks consent normally sought at this stage. The decision to proceed with a application is agreed and confirmed by an Adoption Team Manager following a written initial visit summary and recommendation by the adoption worker. On receipt of a application, the adoption service will process statutory checks, enhanced CRB disclosures and arrange medicals for each applicant. At this stage the assessment is deemed to have commenced. If there is a decision not to proceed to assessment, reasons given will be made in writing including advice about appeals and the complaints procedure.

5.3 Preparation Groups

The material used in preparation training is designed to provide prospective adopters with information about the adoption process, issues to consider in adopting a child and information regarding the needs of adopted children. An invitation to attend a preparation group is usually within 1 month of the application being formally accepted. Preparation groups for first time adopters are run usually about 6 times per year. Groups for Asian language speakers are run 2/3 times per year for all the agencies as part of the Yorkshire Adoption Consortium. Second or third time

adopters are able to access preparation groups available locally from After Adoption Yorkshire and Action for Children.

5.4 Adoption Assessment

A qualified social worker (adoption officer) undertakes the assessment and it is usual for the social worker to be allocated to start the home study just prior to the training to explain about the process and what can be expected on the preparation course. The assessment process usually takes about 6 months unless complications or delays have occurred due to unforeseen circumstances. The Prospective Adopters Report, which is completed by the adoption officer, is presented to the adoption panel. The adoption panel's recommendation about the suitability of the prospective adopter to adopt a child should be made within 8 months of receipt of their formal application. Applicants are able to make comments on the report and have at least 10 days to consider whether any additional comments or amendments are required. There may be circumstances where it is not possible to allocate an assessment within a reasonable timescale because there may be other priority allocation needed to meet the needs of specific children waiting for placement. For potential applicants who work for Leeds Children and Young People's Social Care we would advise applicants to approach another agency to be assessed as prospective adopters in order to avoid a conflict of interest.

5.5 Approval and Adoption Panel

The main purpose of the Adoption Panel is to consider and make recommendations to the Adoption agency on the following:-

- that a child should be adopted
- people are approved as adoptive parents
- whether an assessment to approve adopters should continue following a brief report to panel
- approve the match of a child/ren to adopters

There are three Adoption Panels in Leeds. They meet monthly and have an Independent Chair. Membership of the panels meets the statutory regulations and takes its members from a central list. Members include those who have personally been involved in adoption and others with relevant skills and experience. All applicants are invited to attend the Adoption Panel. The Panel makes recommendations to the Agency Decision Maker who will make their decision following careful consideration of the recommendations and all of the information

presented at panel. The Decision Maker must make its decision within 7 working days of the recommendation of the panel. The child's parents or guardian and prospective adopters will be informed orally of the agency decision within 2 working days and the decision will be confirmed in writing within 5 working days.

6. Post Approval

Adoptive parents are offered an additional training day once they are approved in order to help them prepare for placement. Topics covered include introductions, moving children into new families, making good connections and contact. Adoption Officers also ensure that adopters have access to local support networks and specialist national organisations, e.g., British Association for Adoption and Fostering (BAAF), and adopters are provided with 1 year's free subscription to Adoption UK. Related by Adoption is a 1 day training course available for grandparents or other relatives who are supporting the adopters and wish to have more in depth information regarding adoption.

Once adopters are approved, the adoption officer will work with adopters and social workers to identify suitable matches to a child/ren and will provide support and guidance throughout the whole process.

All prospective adopters are referred to the National Adoption Register at three months, with their agreement, if no match has been identified locally and within the consortium.

In order to make an informed decision about a child, the prospective adopters are given full information regarding a child (the Child Permanence Report) as well as any other additional reports about the child's needs and requirements. All children have a full adoption medical and adopters are provided with this and other health information. Adopters will meet with the social worker for the child and other relevant professionals e.g. medical adviser, nursery staff and child's foster carers to ensure they receive all the available and known information about a child.

The proposals for the placement will be then set out in the Adoption Placement Report which will be seen by the prospective adopters before panel and will include an Adoption Support Plan based on needs identified in both the assessment of the child and adoptive household. The adopters have an opportunity to comment on the report and their views are recorded and included in the report for panel.

The child's social worker, the prospective adopters and their adoption officer attend the Adoption Panel. The process for panel is the same as for approval with recommendations being made to the Agency Decision Maker who will make the decision on whether the adopters are suitable for a particular child. Once the decision has been made, a placement planning meeting is arranged to plan for the introduction and placement of the child. Good practice guidance on placements called "Flying Start" is used to guide the meeting. The planning meeting will involve the foster carer for the child, the prospective adopters, and the relevant social workers and are usually chaired by a manager or other worker. The meeting will draw up a timetable and process for the introductions and the monitoring and support.

7. Annual Reviews of Prospective adopters

In the event that no placement has been made within 12 months from approval, the Adoption Officer will conduct a Review of their approval status with the adopters.

8. Post placement support

Planning and provision of post placement support to all parties should help secure the placement and prevent disruption. Prospective adopters are given information about local and national support services. The period between placement and legal adoption can be a stressful time for all parties and regular support is important. The child concerned continues to be a 'looked after' child and as such is subject to statutory requirements.

Once the child has been placed for adoption, visits by both the child's social worker and the family's adoption social worker will take place. The status of the child as a 'looked after' child will continue until such time as an Adoption Order is made. The child must be visited during the first week of placement by his/her social worker followed by at least one of the workers visiting weekly up to the child's first statutory review at 4 weeks post placement where the pattern of visiting will be discussed and agreed at that Review but will not be less than six weekly.

The Child's review will determine when an application to adopt may be made and advice will be given by the worker for the prospective adopters. The Annexe A Report for Court will be prepared by both the family's and child's social workers. Life story material will be provided for the child by the child's social worker and given to the adopters for safe keeping for the child in the future. The child's social worker is responsible for ensuring that a "later life letter" is completed before the Adoption Order is made, which will give an account of the circumstances of the adoption.

9. Contact and the Information Exchange Service

Assistance and support with contact arrangements between adopted children and their birth families is provided by the agency. All contact arrangements will be reached having taken account of what is in the best interests of the child, and will be specified in the Adoption Support Plan before a child is placed. Contact may include letter-box contact or face-to-face meetings between the child and members of his/her family, including parents, siblings, or extended family members. These arrangements are usually made through agreement by all involved, though some may be the subject of a Contact Order. All forms of contact are more successful if the parties have met together before arrangements start; therefore a meeting between birth parents and adopters before the child is placed will be encouraged and supported by social workers, where this is appropriate.

An Information exchange arrangement (letterbox scheme) may be set up between the adoptive parents on behalf of the child and a birth parent or any other relative or with any other person the agency considers relevant. Support and supervision of direct contact may be arranged where necessary.

10. Adoption Support

Leeds has a comprehensive adoption support service for all those affected by adoption. This service is provided in partnership with After Adoption Yorkshire who provide an independent service and with other agencies, including child and adolescent mental health services (CAMHS).

Adoptive Families:

- Advice line, confidential counselling service
- Support groups
- Assessment of needs

- Soft play group
- Access to therapeutic support and educational support
- Assistance and review of contact arrangements between adopters and birth relatives
- Newsletter
- A celebrate adoption day event for adoptive families
- Training and workshops
- Flexible respite support

Adopted children & young people:

- Social groups and activities
- Offering advice and training for schools to help teachers understand why school can be difficult sometimes for adopted children
- Listening and helping them to understand their feelings and background history in conjunction with adoptive parents
- Providing information about other organisations that are designed to help adopted children
- Information about registering a veto

Birth relatives:

- A confidential and independent advice and counselling service via After Adoption Yorkshire
- Support regarding contact arrangements
- Enabling parents to record on their child's file whether or not they wish to have contact with their child from the age of 18

For Adopted Adults:

- Discussion and advice about wishes around contact with and from birth relatives
- Counselling and assistance in accessing and understanding information about their history
- Counselling /advice about the implications of tracing and making contact
- Intermediary service between adopted adults and birth relatives, support groups and workshops via After Adoption Yorkshire

11. Management of the Service

Structure as at April 2011

Director of Children's Services Nigel Richardson		
Chief Officer Children and Young People's Social Care Jackie Wilson		
Head of Service for Looked After Children Sue May		
Service Delivery Manager and Registered Manager of the Adoption Agency Sarah Johal Deputy Service Delivery Manager (Temporary) Val Hales		
Team Manager Adoption Development Mandy Prout	Team Manager Adoption Support Lynne Buckle	Team Manager Adoption & Family Finding Judith Matthews
Business Support Manager Pat McGreavy		

The City council appoints elected members to oversee the work of Children and Young People's Social Care and delegates certain responsibilities to the Chief Officer Children and Young People's Social Care. The Chief Officer, Jackie Wilson, has overall responsibility for the financial management, proper management systems and the safe care of children. She is the nominated agency decision maker and Adoption Support Service Advisor (ASSA). The Department has appointed a registered manager for fostering and adoption services, Sarah Johal.

There has been significant investment in the Adoption service in the last year and there are now 3 adoption teams. The 3 teams work cooperatively with each other in order to provide a seamless service for children and their adoptive families. One team leads on adoption support, providing a comprehensive range of services in partnership with other agencies. The second team leads on family finding for the children needing adoptive families using a wide variety of methods to ensure all avenues are fully explored to identify suitable adoptive families. The third team leads on adoption development and is currently involved in a number of projects, notably setting up the safebase training for adoptive families in partnership with the charity, After Adoption. There are plans to set up a clinic for social workers providing advice and guidance on complex issues such as contact or the placement of sibling groups. Additionally, the family finding team and development team have been

promoting the Opening Doors Policy to ensure families fully consider the rewards of adopting children with disabilities.

The Adoption service is based within

Leeds Children and Young People's Social Care
Merrion House
110 Merrion Centre
LEEDS
LS2 8QB

Information about our Adoption Services can be accessed via telephone number **0113 2474747** , website www.leeds.gov.uk/adoption; or e-mail ss.fostering.and.adoption@leeds.gov.uk.

12. Numbers, Qualifications and experience of staff

The Registered Manager, Sarah Johal has the following qualifications:

CQSW 1990 (Newcastle Upon Tyne Polytechnic); MA Social Work and Social Care Sept 2001 (Bradford University); Advanced Award in Social Work April 2002 (General Social Care Council); Post Graduate Certificate in Applied Social Work Management 2007 (Leeds Metropolitan University). She has 20 years post qualification experience in child care, including 13 years in Adoption and Fostering. She has been a manager for 10 years within both child care and adoption and fostering services.

There are 21.6 social workers working within the adoption service. All the social workers, except one, has a social work qualification and are registered with the General Social Care Council and have relevant experience within a children and families service. There is one specialist post within the Adoption Support Team, a Family Advisor, which does not require a social work qualification. Instead, a broader professional base is required and the current post holder is a teacher with personal adoption experience.

Administrative support is given by 8.5 admin support workers including the Adoption Archivist and panel administrator.

All Adoption Social Work staff are required to have a minimum of one year's post qualifying experience within a Children and Families setting. The Authority has generally been successful in recruiting staff with considerably more than the

minimum experience required and there is a range of experience among the staff, with a number of highly skilled practitioners.

13. Monitoring and Performance

The Adoption Agency is monitored by external inspections carried out by Ofsted. The last inspection was in December 2010 and the report is available from the Ofsted website or the registration address as below or direct from this Service upon request. This judgement was good with outstanding features, particularly “Enjoy and Achieve” which showcases the adoption support provision for adoptive families. Regular feedback is received from the Adoption Panels and twice yearly meetings are held between the Management team, Panel Chairs and Agency Decision Maker. Statistical data is kept and the service provides an annual report to the Senior Leadership Team and members. Activity in the adoption service is measured against national targets on a regular basis. Issues arising from complaints are discussed and recommendations following complaints are implemented. There is a robust evaluation mechanism in place to receive feedback from adopters at key points in the adoption process. Within the coming year, systems have been further developed to seek feedback from all users of the Authority’s adoption services.

14 The Complaints Procedure

All prospective adopters engaging with the Agency and all birth parents of child for whom the Agency is planning adoption are provided with written information about Complaints Procedures, including contact details for the Complaints Officer. All young people, for whom there is an adoption plan and who are of an appropriate age and understanding are likewise informed of the Complaints Procedures and also informed of the role of the Children’s Rights Service.

15 Details of the Registration Authority

OFSTED CONTACT DETAILS

Ofsted

NBU, 3rd Floor

Royal Exchange Buildings

St Ann's Square

Manchester

M2 7LA

Telephone: 08456 404040

Fax : 08456 404049

Email: enquiries@ofsted.gov.uk

Web: www.ofsted.gov.uk

Telephone 0845 6404040

Matters of concern about this adoption service can be referred to OFSTED who will decide what action to take.



Originator: Jackie Green

Tel: 77163

Report of the Director of Children’s Services

Executive Board

Date: 22 June 2011

Subject: Design and Cost report for E-ACT Leeds East Academy, submission of Stage 0 Proposal to Partnerships for Schools and disposal of Parklands leasehold at nil consideration.

Electoral Wards Affected:
Killingbeck and Seacroft

Ward members consulted (referred to in report)

Specific Implications For:

Equality and Diversity	<input checked="" type="checkbox"/>
Community Cohesion	<input checked="" type="checkbox"/>
Narrowing the Gap	<input checked="" type="checkbox"/>

Eligible for Call In

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

EXECUTIVE SUMMARY

1. Leeds was selected as a Wave 1 Authority under the Government’s Building Schools for the Future (BSF) Programme. The aim was to re-build and/or refurbish 14 secondary schools in Leeds using a Local Education Partnership (LEP) to procure the projects. Thirteen of these schools in Phases 1 to 4 of the BSF programme have now been procured, nine of which have been completed with the remaining four under construction.
2. BSF Phase 5 - E-ACT Leeds East Academy is the final Phase in Wave 1 and consists of a new build academy on the site of Parklands Girls’ High School.
3. On 31 August 2010, members of Executive Board approved the publication of a statutory notice to close Parklands Girls’ High School conditional upon the Department for Education (formerly the Department for Children, Schools and Families) approving the opening of an academy on that site on 01 September 2011. The Department for Education have subsequently approved the Expression of Interest for the Academy.
4. The Academy will be sponsored by E-ACT and will open in the existing building on 01 September 2011 with a transition phase to move from a 4 FE all-girls school to a 6 FE mixed Academy with 200 post-16 places on completion of the new build in February 2013.
5. A comprehensive options appraisal has been undertaken jointly with the sponsor E-ACT, DfE, PfS and the Council which recommended the construction of a New Build

Roundhouse Style School based on The Roundhouse at Derby College. A reference scheme has been jointly developed with the Leeds Local Education Partnership which is affordable within the budget and has been approved by E-ACT and Children's Services.

6. To enable the project to progress to New Project Procedure (NPP) Stage 1, PfS require the submission of a Confirmation of Procurement Approval for Subsequent Phases in a BSF Wave (Stage 0) document for their approval. This document replaces the need for an OBC, evidences the affordability and deliverability of the project, and updates PfS about changes to and delivery of the education strategy. The "Confirmation of Procurement Approval (Stage 0)" document has been reviewed by the Children's Services Project Board and Strategic Investment Board.
7. The original Parklands scheme (reference 16155) had an approved funding of £8,124,000.. In addition, the City Council allocated £1,617,200 of Council funding, of which £1,027,000 is held in the BSF Programme Contingency scheme reference 12137 CON plus an Authority Works budget of £226,000. The net budget against scheme reference 16155 is therefore £8,945,200. In addition £1,276,000 of Partnerships for Schools funding for ICT spend is currently held within scheme reference 14320, Leeds Wave 1 D&B ICT.
8. The revised funding envelope agreed with Partnerships for Schools for this scheme requires a further £5,253,100 of external funding to be injected into the capital programme scheme number 16155 for BSF Phase 5 E-ACT Leeds East Academy.
9. The proposed disposal of the leasehold interest of Parklands Girls' High School is at nil consideration (as directed by the Secretary of State for Education) as part of the Council's contribution to the delivery of the Academy scheme. In line with the Council's current policy on disposal at less than best consideration, Executive Board approval is sought for this disposal. Members should note that the Council is required by statute to transfer the land to the new academy. This will be achieved through a long term lease.
10. Members of Executive Board are recommended to:
 - a). Approve the submission of the Stage 0 proposal to Partnerships for Schools (PfS).
 - b). Approve the injection of £5,253,100 into scheme 16155 - E-ACT East Leeds Academy in the Council's capital programme, and approve the Authority to Spend this additional funding.
 - c). Approve the disposal of the leasehold interest of Parklands Girls' High School at nil consideration.

1.0 PURPOSE OF THIS REPORT

- 1.1 The purpose of this report is to request Executive Board approval for the submission of Confirmation of Procurement Approval (Stage 0) Document to Partnerships for Schools (PfS), for the injection of funding and Authority to Spend for E-ACT Leeds East Academy (BSF Wave 1, Phase 5), and for the disposal of the leasehold interest of Parklands Girls' High School at nil consideration.

2.0 BACKGROUND INFORMATION

- 2.1 On 9 March 2005, Members of Executive Board approved the submission of the Strategic Business Case (SBC) to the Department for Education and Skills (now the Department for Education) for the Council's Wave 1 BSF Programme. The SBC acts

as the overriding plan for the delivery of the Building Schools for the Future Programme in Leeds. It sets out the vision for Education in Leeds and acts as the tool to promote and inform the Local Education Partnership. It is intended to reflect changing and developing national and local Education priorities.

- 2.2 On 07 April 2010, Members of Executive Board approved the publication of a statutory notice to close Parklands Girls' High School on 31 August 2011 conditional upon the Department for Children, Schools and Families (DCSF) approval to open an academy on that site opening 01 September 2011.
- 2.3 In October 2010, the Department for Education (formerly DCSF) approved the Expression of Interest for an Academy. The Academy will be sponsored by E-ACT, a not-for-profit educational foundation committed to promoting excellence in education and learning (E-ACT has eleven Academies already open, including Leeds West Academy). The lead specialism will be English and the associated specialism will be Business and Enterprise.
- 2.4 The Academy will open in the existing building on 01 September 2011 with a transition phase to move from a 4 FE all-girls school to a 6 FE mixed Academy with 200 post-16 places until the new build is completed in February 2013.
- 2.5 E-ACT have produced an Education Brief with the following vision:
- E-ACT's vision is to provide "Excellence in Education for All" in its Academies, by ensuring that the life chances of all its students are enhanced. E-ACT will support the Academy to ensure its students become successful citizens who contribute fully and effectively to the Academy and to the social and economic well-being of the wider community.

The Education Brief also includes E-ACT's declared aims:

- Develop Centres of Excellence through innovative approaches to teaching and learning, to ensure that all students achieve their personal and academic potential.
 - Provide the highest quality of educational experience and widest opportunities for all, irrespective of ability, gender, faith or race.
 - Establish Academies that foster unity and citizenship, based on respect for people from all backgrounds.
 - Invest in the community to improve opportunities for everyone.
- 2.6 The overall objectives of the project are:
- To deliver a 6 form entry, mixed 11-18 Academy, with 200 post-16 places which would replace Parklands Girls' High School, a girls community school situated in the Killingbeck and Seacroft district of Leeds.
 - To open an Academy in the existing building by September 2011 with the new build being available in February 2013.
 - To deliver an Academy within the budget.
 - To deliver E-ACT's vision for the proposed Academy - to provide 'Excellence in Education for All'.
 - To improve standards via governance, leadership and management, teaching and learning, curriculum development and delivery and the flexibilities offered by the Academy model.
 - Educational transformation for pupils.

- To ensure the sustainability of the Academy into the future.

3.0 MAIN ISSUES

3.1 Scope of The Project

3.1.1 Parklands Girls' High School was originally in Phase 3 of the Wave 1 Programme the original scope of works included a mixture of new build refurbishment and remodel utilising the Design and Build contract.

3.1.2 Since the agreement to develop an academy E-ACT, the project has moved to Phase 5 of the programme and has been re-scoped to include an increase in capacity of n the East Leeds area:

New Proposal

- Current School Numbers On Roll: 667 (capacity: 918).
- Proposed Academy capacity: 1100 comprising 900 pupils aged 11 to 16 and 200 pupils aged 16 to 18.
- Service commencement - February 2013.
- The scope of work comprises 100% new build.
- Design and Build contract.

3.1.3 Employment and TUPE: the change in status to an Academy will result in the transfer of all staff under TUPE from the City Council to the Academy Trust E-ACT.

3.1.4 Property: the standard PfS documentation for the academy development anticipates a short term lease of the existing building pending the development on the new site of the new facilities which will then be licensed to E-ACT during the defects liability period and following this the Academy Trust will be granted a 125 year lease of the whole site.

3.2 Design Proposals / Scheme Design

3.2.1 A comprehensive options appraisal has been produced jointly with the sponsor E-ACT, DfE, PfS and the Council which recommended the construction of a New Build Roundhouse Style School which is based on the concept formulated for The Roundhouse at Derby College. A reference scheme has been developed jointly with the Leeds Local Education Partnership and this is affordable within the budget available and has been approved by E-ACT and Children's Services.

3.2.2 The Academy will be a 6 form entry, mixed Academy, with 200 post-16 places (1,100 total).

3.2.3 The new building consists of a steel trussed North Light frame on concrete pad foundations clad with steel panels set on a brick plinth at ground level. There will be large areas of powder coated aluminium curtain walling with some glass, particularly at low level but generally polycarbonate glazing. The roof will be a built-up system incorporating at least 10% North Lights with perforated finished liner deck. Internally there will be 'pod rooms' of varying sizes which in the main will be teaching spaces. The pods consist of modular steel panels over clad with either glass or coated steel elevation. In addition there will be a number of open learning spaces with associated FF&E. Large internal spaces such as the Sports Hall will be built in a more traditional manner using blockwork for robustness. The administration rooms will be created using lightweight metal stud partitioning with painted plasterboard or pods.

- 3.2.4 External treatment consists of soft & hard landscape to the front of the building and to the teaching areas to the rear. The existing car park and entrances are to be retained. The existing tennis courts will be resurfaced to provide hard play area.
- 3.2.5 A pre application presentation of the design proposals was given to Plans Panel (East) on 14 April 2011. A number of comments were received and the Plans Panel requested that the scheme be brought back to the 16 June 2011 meeting for a further pre-application presentation with further information on the proposed materials, car parking and public consultation and evidence of why the building cannot be accommodated within the north-western section of the site. It is proposed that a full planning application is submitted in July 2011 for determination at the October 2011 Plans Panel (East).
- 3.3 **Confirmation of Procurement Approval (Stage 0)**
- 3.3.1 To enable the project to progress to New Project Procedure (NPP) Stage 1, PfS require the submission of a Confirmation of Procurement Approval for Subsequent Phases in a BSF Wave (Stage 0) document for their approval. This document evidences the affordability and deliverability of the project, and updates PfS about changes to and delivery of the education strategy, rather than for the authority to effectively submit a new Business Case.
- 3.3.2 The “Confirmation of Procurement Approval (Stage 0)” document has been reviewed by the Children’s Services Project Board and Strategic Investment Board.
- 3.3.3 Subject to PfS approval of the “Confirmation of Procurement Approval (Stage 0)” the Council will then enter into NPP Stage 1 with the Leeds LEP.

3.4 Programme

3.4.1 The key project milestones are summarised below:

Key Milestone	Date
E-ACT Approval to the New Build Roundhouse Style School	05 May 2011
Submission of the "Confirmation of Procurement Approval (Stage 0)" document to PfS	23 May 2011
Design Freeze	31 May 2011
NPP1 Submission by Leeds LEP	17 June 2011
Executive Board Approval of (Stage 0) document	22 June 2011
Approval of the "Confirmation of Procurement Approval (Stage 0)" document by PfS	24 June 2011
Approval of New Project Procedure Stage 1 submission by Leeds LEP by Children's Services Project Board	24 June 2011
NPP2 Submission by Leeds LEP	12 August 2011
Executive Board Approval to submit Final Business Case to PfS	19 August 2011
Approval of New Project Procedure Stage 2 submission by Leeds LEP by Children's Services Project Board	16 September 2011
Full Planning Approval	06 October 2011
Approval of the Final Business Case by PfS	07 October 2011
Commercial and Financial Close	07 October 2011
Construction Commencement of the New Building (Phase 1)	10 October 2011
Construction Completion and Handover of the New Building (Phase 1)	18 February 2013
Construction of Phase 2 (Demolition and External Works)	18 February 2013 to 16 August 2013

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Risk Management

4.1.1 A comprehensive Project Risk Register has been developed to enable the continual, effective monitoring of the risks towards achieving successful delivery of the Project. A summary of the key risks is reported and reviewed regularly to the Children's Services Project Board.

4.1.2 The key risks are:

- E-ACT will be in occupation of the existing buildings and providing education from September 2011 whilst the procurement and construction phases of the new buildings will not be completed until February 2013. This means that the procurement will be on behalf of the Academy Sponsor, in line with DfE and PFS procurement models. Procurement costs are therefore at the Council's risk as they are funded from LCC's capital contribution (against scheme). Furthermore, the risk on costs are compounded by the fact that the City Council also bears the risk of cost overruns on the Project, where they are not the risk of the Contractor under the Design and Build Contract, even where any additional costs are outside the control of the Council.

Mitigations: Regular consultation is being undertaken with E-ACT to minimise procurement and design issues. In the unlikely event that E-ACT leave the project either another Sponsor will be identified or the School will revert to a community school. The Council has established a contingency fund and technical due diligence will be carried out to ensure the contingency fund is not exceeded. The risk will also be mitigated by officers of the City Council exercising due diligence during various stages of the approvals procedures set out in the New Project Procedure of the Strategic Partnering Agreement.

- Scheme not affordable within available funding / Cost of Works exceed funding.

Mitigations: Programme contingency in place, Survey strategy agreed, Target cost contract agreed, robust Options Appraisal undertaken, cost plan will be updated at regular intervals and a design freeze will be agreed prior to end of Stage 0.

- Failure to achieve Stage 0 approval.

Mitigations: PFS requirements have been confirmed, robust Options Appraisal undertaken and regular and decisive PSG, DUG, SIG Project Board, Project Team and Design Development meetings taking place.

- Failure to secure planning permission and/or decision delayed.

Mitigations: Early and regular involvement of planning officers, LCC urban design, highways officers, Sport England and local ward Members, early pre application presentations to plans panel (14/04/11), public consultation and consultation with Inner and Outer East Area Committees.

- Failure to identify and agree the scope of the project.

Mitigations: 1. RACI matrix agreed and therefore roles & responsibilities defined, robust Options Appraisal undertaken, robust design brief / vision agreed.

4.2 **Equality Diversity and Cohesion and Integration**

- 4.2.1 This report does not have a particular impact on any of the following groups: Race, Disability, Gender, Age, Sexual Orientation, Pregnancy and maternity, Religion or belief.
- 4.2.2 For the project an Equality, Diversity, Cohesion and Integration Screening form has been completed, which determined that it is not necessary to carry out a formal impact assessment.
- 4.2.3 However, in procuring the project the proposals have been and will continue to consider its impact on equality, diversity, cohesion and integration.

4.3 **Council Policies and City Priorities**

- 4.3.1 The E-ACT Leeds East Academy project will impact on the Children and Young People's Plan by fully supporting the pledges made within The 'Leeds Education Challenge'. E-ACT supports the ambition for Leeds to be recognised as a Child Friendly City and understands the importance of the 5 outcomes, 11 priorities and 3 obsessions.

4.4 **Consultation**

- 4.4.1 A Communication Plan has been developed which identifies stakeholders, their interests and specifically what success of the project means to them, key messages and the arrangements for implementing and managing the stakeholder engagement strategy. The Communication Plan also ensures that consultation will be carried out through established protocols within Children's Services and the wider City Council to ensure all stakeholders, including parents, carers and young people are kept fully informed and engaged in the procurement and construction stages of the project. This was developed from experience acquired on earlier Schools PFI projects and the Council's BSF Programme.
- 4.4.2 Stakeholders in this project are identified as:
- E-ACT (Academy Sponsor).
 - The existing school, the head teacher, governors, staff, parents, pupils and the wider community.
 - Children's Services department.
 - The City Council's Executive Board Members.
 - The Children's Services Project Board.
 - The BSF Project Team.
 - Ward members (where the academy is located).
 - Department for Education (DfE).
 - Partnerships for Schools (PFS).
 - Other agencies and specialist bodies, including Sport England, English Heritage, Commission for Architecture and the Built Environment (CABE) etc.
 - Employee representatives.
 - Media.
- 4.4.3 Communication and consultation on the project to date has included a range of key stakeholders including:
- Public consultation at the school on 11 May 2011, including governors, staff, parents, pupils and the wider community.
 - Member of Parliament.
 - Members briefings have been held in Nov , Jan, Feb and April/ May 2011

- Chair of Governors and Governor meetings / briefings.
- Staff meetings.
- Inner East Area Committee meeting on 23 June 2011.
- Outer East Area Committee meeting on the 05 July 2011.
- Pre application presentations to Plans Panel (East) on 14 April and 16 June 2011.
- Regular update meetings with the Principal Designate.
- Project Steering Group meetings with Education Leeds, E-ACT, Department for Education and Partnerships for Schools to determine the transfer to an Academy in September 2011.
- Regular meetings with Partnerships for Schools.
- Design User Group meetings with Education Leeds, E-ACT, Leeds City Council Officers and Leeds Local Education Partnership to consult on and agree strategic procurement and design issues.
- Regular reports to the Children's Services Project Board.
- Design Development meetings with Education Leeds, E-ACT (including Principle Designate Director of ICT and Head of Design & Architecture), Leeds City Council Officers, Leeds Local Education Partnership and IPSL (contractor) to consult on and agree detailed procurement and design issues.
- Regular meetings with City Development on planning, design, highways and site issues.
- Discussions with Sport England.
- Legal forums with Education Leeds, E-ACT, Leeds City Council Officers and Leeds Local Education Partnership to consult on and agree legal issues (including short term lease, development agreement, long term lease and design & build contract).

4.4.4 Further communication and consultation on the project will continue with the above groups throughout procurement and construction.

5.0 LEGAL AND RESOURCE IMPLICATIONS

5.1 Constitution and legal matters

5.1.1 On 09 March 2005, 13 October 2005 and 24 January 2007, Members of Executive Board approved the Corporate Governance arrangements for the procurement of PPP / PFI projects, giving appropriate delegations to the PPP / PFI Co-ordination Board, to specific Project Boards and to officers in connection with BSF and the Leeds LEP. Subsequent changes to these delegations means that the Director of Children's Services (or delegate) now has the powers (delegated under section 3E of the Constitution (Officer Delegation Scheme)) to award a Design and Build Contract under BSF where the Director is satisfied that the project remains within the affordability and other tolerances approved by the Executive Board. The procurement of E-ACT Leeds East Academy as Phase 5 of the BSF Programme will be undertaken in accordance with those arrangements, and the authority to spend contained in the recommendations of this report.

5.2 Finance and Resource Implications

5.2.1 The procurement is being progressed under the Strategic Partnership Agreement signed by the City Council and the Leeds LEP on 03 April 2007 which grants the LEP exclusive rights in relation to projects with a capital value of £100,000 or more

in the Secondary School estate, including Phases 2, 3, 4 and 5 of the Council's BSF Wave 1 Programme, subject to conditions set out in the Agreement. These rights are subject to compliance with procedures set out in the Agreement and providing that the New Project Procedure submissions provide value for money to the Public Sector.

5.2.2 BSF 5 Academy Funding

- a) The original Parklands scheme (reference 16155) had an approved funding of £8,124,000. In addition, the City Council allocated £1,617,200 of Council funding, of which £1,027,000 is held in the BSF Programme Contingency scheme reference 12137 CON plus an Authority Works budget of £226,000. The net budget against scheme reference 16155 is therefore £8,945,200. In addition £1,276,000 of Partnerships for Schools funding for ICT spend is currently held within scheme reference 14320, Leeds Wave 1 D&B ICT.
- b) Subsequently there was a decision to change the school into an Academy which resulted in Partnerships for Schools identifying a further £10,000,000 of capital funding and £319,000 of ICT funding to reflect the required increase in capacity.
- c) In November 2010, the Government requested reductions on the BSF projects that had not yet reached Financial Close including Parklands. On 17 December 2010 the Secretary of State confirmed an agreed reduction in the funding allocation of for the proposed new E-ACT Leeds East Academy, which revised the external funding available for the scheme to £14,573,300, including £1,196,250 of ICT funding. This total excludes funding for VAT on ICT spend which will be reimbursed by Partnerships for Schools to a maximum of 20% of the actual spend on ICT.
- d) For this project, Children's Services procurement costs will be met by the department whilst the procurement costs, including costs related to the transfer to an Academy, of the Public Private Partnerships Unit and external advisors will be met within the overall scheme budget. This is the first scheme to be developed under BSF which adopts this approach and this is causing an affordability issue for the project. These procurement cost projections reflect the City Council's experience of delivering Phase 1-4 of the Programme and previous schools PFI projects. Due to procurement through the Leeds LEP, the anticipated procurement timescale is quicker than conventional procurement. In addition, this procurement has been accelerated further and the use of external advisors minimised due to the nature of the scheme and the limited budget available.
- e) The table below shows the revised figures, compared to the original funding allocation that was approved by Executive Board in August 2007.

Funding	Original Allocation (August 2007)	Revised Proposed Allocation	Net Injection / Reduction in Capital Programme Required £
PfS funding to scheme 16155	8,124,000	13,377,100	5,253,100
LCC capital contribution for Procurement Costs (against scheme 16155)	595,200	595,200	0

LCC Authority Works (jn scheme 16155)	226,000	226,000	0
SUB TOTAL (LCC Funding)	8,945,200	14,198,300	5,253,100

- f) In addition the ICT grant from Partnerships for Schools shown as part of scheme 14320 - BSF Wave 1 D&B Schools has reduced by £79,800 to £1,196,200 excluding VAT which will be reimbursed on this element of the spend based on actual costs incurred by Partnerships for Schools.
- g) The scheme will also benefit from being able to access the £565,000 balance of funding established representing the balance of a Project Management Fee Account established with the LEP earlier in the BSF programme to pay for LEP Project Management Fees for subsequent schemes. This is the last scheme contained within the BSF Wave 1 programme.
- h) Although the LCC Programme Contingency contribution originally set against this scheme prior to December 2009 of £1,027,000 is included within the budget available, it will only be called upon for genuine contingency liabilities arising to the Authority on production of clear business case which is considered under the Scheme of Delegation.

Summary of Sources of Other Capital Funding for E-Act Leeds Academy	Funding Allocation £
LCC Capital Contribution previously allocated to scheme (held in BSF Programme Contingency scheme ref 12137)	1,027,000
Project Management Fee Account Contribution	565,000
Partnerships for Schools ICT Funding (shown as part of scheme 14320)	1,196,200
Total Other Capital Funding For E-Act Leeds East Academy	2,788,200

- i) Taking into account the ICT and Project Management Fee Account contribution the total funding available for this scheme is therefore £16,986,500 comprising £14,198,300 shown against LCC funding and £2,788,200 of Other Capital Funding.
- j) There are no ongoing revenue affordability implications as a result of the new build Academy for the maintenance and upkeep of the building as the responsibility for this will transfer at the point of completion in February 2013 to the Academy Sponsor
- k) The table below shows the Capital Funding and Cash Flow. This requires a further £5,253,100 of funding to be injected into the capital programme scheme number 16155 for BSF Phase 5 E-ACT Leeds East Academy.

Current total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
	0.0						
16155 Leeds East Academy	8945.2	98.7	5052.6	3793.9			
14320 BSF ICT D&B	1196.3		0.0	880.0	316.3		
	0.0						
TOTALS	10141.5	98.7	5052.6	4673.9	316.3	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
LAND PURCHASE (1)	0.0						
CONSTRUCTION (3)	6845.1			4023.6	2821.5		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	6845.1	0.0	0.0	4023.6	2821.5	0.0	0.0
Revised Total Scheme Cost	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
CONSTRUCTION (3)	15541.6	0.0	4662.5	7770.8	2875.2	233.1	
ICT (5)	880.0	0.0	0.0	880.0	0.0	0.0	0.0
DESIGN FEES (6)	565.0	98.7	386.9	46.8	27.2	5.4	0.0
TOTALS	16986.6	98.7	5049.4	8697.6	2902.4	238.5	0.0
Current Funding Position (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
Funding on Main Scheme 16155/000/000 :-							
SCE (C)	5306.0	97.4	4336.5	872.1			
SCE (R)	2818.0			2818.0			
Leeds City Council - Main	595.2		595.2				
Leeds City Council - Auth Wks	226.0	1.3	117.7	107.0			
SCE (C) on 14320 ICT D&B	1196.3			880.0	316.3		
Total Funding	10141.5	98.7	5049.4	4677.1	316.3	0.0	0.0
Shortfall =	-6845.1	0.0	0.0	-4020.5	-2586.1	-238.5	0.0
Shortfall to be made up with the following funding sources :-	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
Injection of additional SCE (C) grant (39)	5253.1		0.0	3455.5	1797.6		
Leeds City Council (01) resource to be held in 12137/CON/000 Contingency	1027.0		0.0		788.5	238.5	
Transfer from LEP Escrow account (14)	565.0		0.0	565.0			
Total Funding	6845.1	0.0	0.0	4020.5	2586.1	238.5	0.0
Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

5.2.3 Academy Transfer – Less Than Best Consideration

- a) The premises for disposal comprise the current Parklands Girls' High School. Whilst the building will be leased to the Academy, ownership will remain with the Council and the building will be required to operate as a school serving the East Leeds area. The Academy will be dependant on funding from the DfE. Should funding be withdrawn or the Academy cease to operate, the buildings and land will revert to the Council. The use of the land and premises by the Academy represent value for money for the Council and as such would not have less than best implications, as it is a statutory function of the Council to provide education for children in Leeds. An alternative use value for the school based on open space for the playing fields and residential for the site of the school buildings would be £485,500. However, as explained above, this is not an option available to the Council due to the requirement to provide education to children in the catchment area. Members should note that the Council is required by Statute to transfer the land to the Academy. A red line plan is attached in Annex 2.
- b) The proposed disposal of the leasehold interest is at nil consideration (as directed by the Secretary of State for Education) as part of the Council's contribution to the delivery of the Academy scheme, which is consistent with the educational policies and objectives of the Council. Circular 0306 Local Government Act 1972 general disposal consent (England) 2003 – disposal of leasehold interest for less than best consideration that can reasonably be obtained, confirms that the terms of the Consent mean that specific consent is not required for the disposal of any interest in land which the authority considers will help it to secure the promotion or improvement of the economic, social or environmental well-being of its area. Where applicable, authorities should also have regard to their community strategy.
- c) The Council's current policy on disposal at less than best consideration was approved by Executive board on 12 January 2000. The conditions of the policy are such that the proposed disposal requires Executive Board approval.

6.0 CONCLUSIONS

6.1 “Confirmation of Procurement Approval (Stage 0)”

- 6.1.1 A comprehensive options appraisal has been produced which recommended the construction of a New Build Roundhouse Concept School. This is affordable within the budget available and has been approved by E-ACT and Children's Services.
- 6.1.2 The “Confirmation of Procurement Approval (Stage 0)” document has been reviewed by the Children's Services Project Board and Strategic Investment Board.
- 6.1.3 Subject to PfS approval of the “Confirmation of Procurement Approval (Stage 0)” the Council will enter into New Project Procedure Stage 1 with the Leeds LEP.

6.2 Resource Implications

- 6.2.1 The revised funding envelope agreed with Partnerships for Schools for this scheme requires a further £5,253,100 of external funding to be injected into the capital programme scheme number 16155 for BSF Phase 5 E-ACT Leeds East Academy.

6.3 Less Than Best Consideration

- 6.3.1 The proposed disposal of the leasehold interest of Parklands Girls High School at nil consideration (as directed by the Secretary of State for Education) is the Council's contribution to the delivery of the Academy scheme. In line with the Council's current policy on disposal at less than best consideration, Executive Board approval is sought for this disposal.

7.0 RECOMMENDATIONS

7.1 Members of Executive Board are recommended to:

- a) Approve the submission of the Stage 0 proposal to Partnerships for Schools.
- b) Approve the injection of £5,253,100 into scheme 16155 - E-ACT East Leeds Academy in the Council's capital programme, and approve the Authority to Spend this additional funding.
- c) Approve the disposal of the leasehold interest of Parklands Girls' High School at nil consideration.

8.0 BACKGROUND PAPERS

- a) Executive Board August 2007 – Submission of the Outline Business Case for BSF Phase 2 & 3.
- b) Executive Board October 2007. Consultation Draft on the future of Academies in Leeds.
- c) Executive Board December 2009 - Proposed Variations to the BSF Capital Programme.
- d) Executive Board April 2010. Approval to publish a statutory notice to close Parklands Girls' High School on 31 August 2011 conditional upon DfE approval to open an academy on that site opening 01 September 2011.
- e) Executive Board October 2010. DfE approved the Expression of Interest to establish an academy to serve the Seacroft area.
- f) Equality, Diversity, Cohesion and Integration Screening form

9.0 ANNEXES

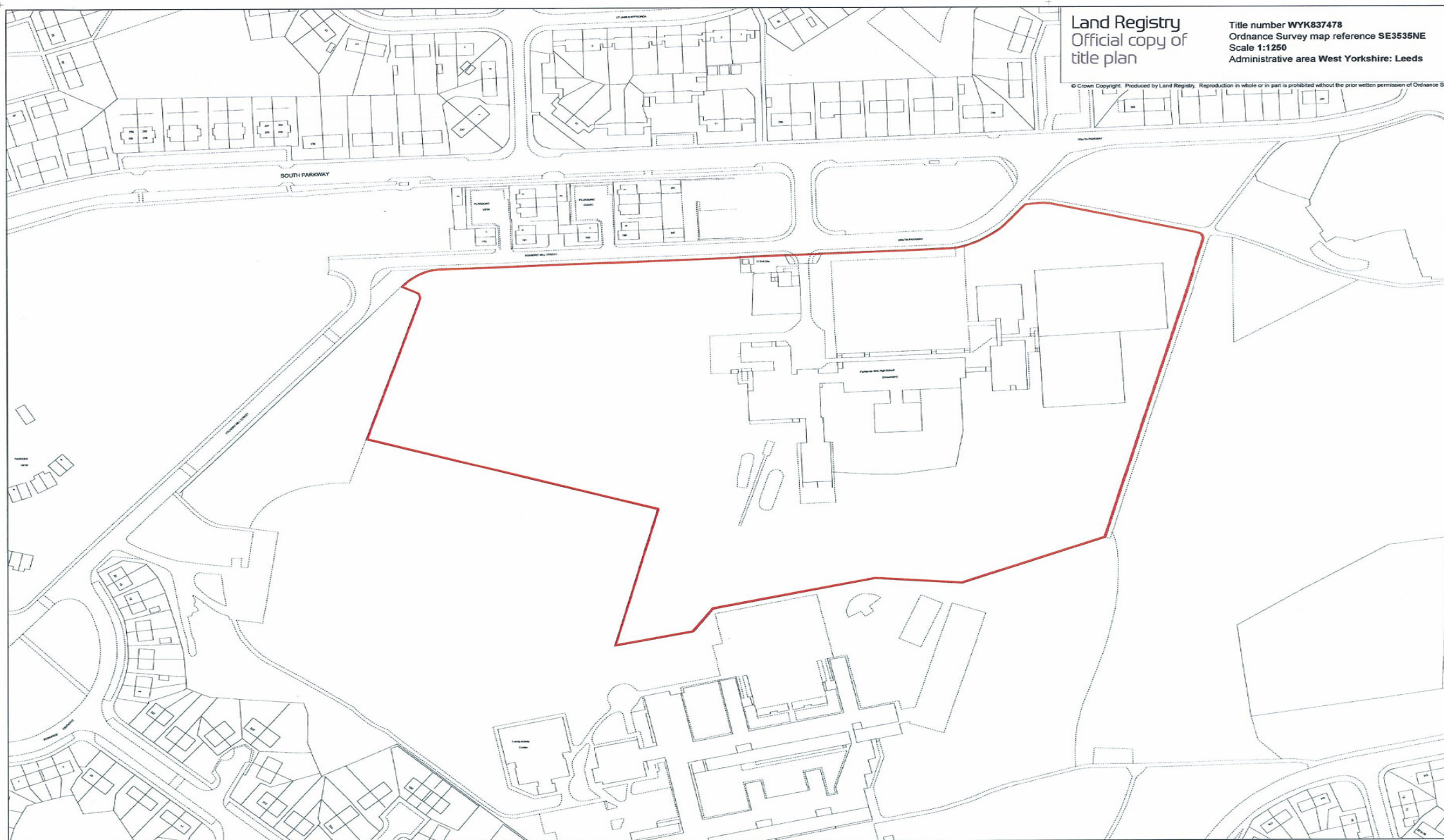
- a) ANNEX 1 – East Leeds Academy – “Confirmation of Procurement Approval (Stage 0)” main document.

Please note Annex 1 is only included with Board Members' copies, however, copies can be obtained from the clerk named on the agenda.

The appendices to Annex 1 have been stored in the Members' Library and are available upon request

- b) ANNEX 2 - Disposal of the leasehold interest – Red line Plan

Annex 2 - Disposal of the leasehold interest – Red line Plan



Land Registry
Official copy of
title plan

Title number WYK837478
Ordnance Survey map reference SE3535NE
Scale 1:1250
Administrative area West Yorkshire: Leeds

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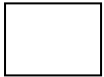
Report of the Acting Director of City Development

Executive Board

Date: 22 June 2011

Subject: RESPONSE TO DEPUTATION TO COUNCIL ON BRAMLEY BATHS

Electoral Wards Affected:
Bramley & Stanningley



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity N

Community Cohesion N

Narrowing the Gap N

Eligible for Call In

Yes

EXECUTIVE SUMMARY

1. The report comments on a deputation to Council on 6 April 2011, which argued that better marketing and programming of Bramley Baths could improve the centre's financial performance, making it sustainable to continue the operation and restore longer opening hours than the core hours funded in the 2011/12 Council budget.
2. The distinctive features of this site mean that there is a reasonable chance of a viable community management arrangement being developed, which may be more sustainable and offer a better service than the council may be able to offer in the long term.
3. It is proposed to advertise for expressions of interest in Community Asset Transfer of this site, with the express intent of working with respondents to assess if their business case can be refined by offering relevant council expertise, and/or made more attractive under a partnership approach with other respondents.

1.0 Purpose Of This Report

- 1.1 To comment on a deputation from the Friends of Bramley Baths to Council on 6th April 2011.
- 1.2 To respond to the deputation by reviewing how best to manage the site in future, in particular assessing the case for seeking Community Asset Transfer for this site, and to recommend advertising for expressions of interest.

2.0 Background Information

- 2.1 The background context to the deputation received on Bramley Baths was the setting of the Council's budget for 2011/12 and the need for the Council to reduce its budget by some £90m. The acute financial pressures that the Council has faced has required budget savings to be delivered across all service areas of the Council. With respect to City Development, the Directorate has reduced its net revenue spend from £77m in 2010/11 to just over £63m in 2011/12. The aim of the Council has been to limit reductions in front line services wherever possible by bringing forward efficiency savings, reducing its workforce and back office cost. However, given the scale of the budget savings needed it has led to some difficult decisions to be made, which has included a reduction in the operational hours of Bramley Baths.
- 2.2 The deputation outlines the historic importance of Bramley Baths, how it is valued locally as a community resource and a symbol of local civic pride. In response to the deputation, the Directorate fully acknowledges the historic value of Bramley Baths and readily understands why there is a lot of local pride in the facility. Bramley Baths opened in 1904 and is Grade II listed in recognition of its architectural merit. It was refurbished in 2002 and is in fair condition.
- 2.3 However its usage has declined in recent years, particularly in 2010 after the new pool opened at Armley, lead to a 30% fall in use. This increased the already high subsidy per user required to keep the Baths open. Faced with the challenge of budget targets for 2011/12, as part of a frank assessment of all budget options, officers at one stage considered recommending closure. However the exceptional features of the site, its strong local support, and the concern that if closed there would be a likelihood of deterioration making it impracticable ever to re-open, led to a modified proposal for reduced hours. This option was selected in recognition of all of the points identified in paragraph 2.2 in that a reduction in hours would keep open the prospect of Bramley Baths securing a long-term and viable future, something that the Council is keen to achieve. On this basis the City Development section of the 2011/12 budget, approved by Council on 23rd February 2011, included the reduction in opening hours at Bramley Baths to 29 hours a week from September 2011.
- 2.4 The Council meeting of 6 April 2011 received a deputation from the Friends of Bramley Baths, which set out the historical and architectural merits of the site, the needs of the local community and argued that improved marketing and programming would improve the financial performance of the site. This would secure its long term viability and fund improved opening hours. The deputation is attached at Appendix 1.
- 2.5 The City Development Scrutiny Board reviewed the Council budget decisions on sports and leisure facility reductions at its meeting on 20th April and resolved (on the casting vote of the Chair) to urge Executive Board to reverse these. However

the Scrutiny Board did not identify a balancing budgetary saving to mitigate the impact of their proposal.

- 2.6 On 17 May the Inner West Area Committee agreed to top up the Baths' budget by £37,800 in 2011/12 from their Wellbeing Fund. This is calculated to fund 20 additional hours per week from September for the rest of the financial year, taking opening to 49 hours per week.

3.0 Main Issues

3.1 This report addresses:

- The scope to improve the marketing and programming of Bramley Baths
- The role of the Baths in Leeds' strategic provision of leisure facilities
- The potential of community led management to improve financial performance and to secure the continuing operation of the site.
- How best to conduct a process to achieve successful asset transfer.

Marketing and programming

3.2 The deputation eloquently describes the exceptional architectural and historical interest of the site, and argues that better marketing and programming could transform its financial performance.

3.3 The Council does undertake a regular programme of marketing for its leisure centres and swimming pools, however, It is the case that this doesn't extend to specific promotion of the heritage ambience of the site. For some years the service has followed a product-led rather than site-led marketing approach. Marketing resource has been centralised into a sport marketing budget and focused on key product areas. This approach is the most efficient use of a limited marketing resource in terms of both staffing and budget. There is a vigorous citywide marketing campaign, particularly for Bodyline membership. This has been through poster sites, newspaper advertisements, direct mail and the council's website.

3.4 There is no direct evidence on which to evaluate whether the marginal benefit of enhancing the city wide generic campaign with locally focussed campaigns would be cost effective. Marketing officers believe that the overall budget for leisure marketing is below optimum and that any increase in capacity (funding) for leisure marketing would give better returns if directed initially at an enhanced generic campaign.

3.5 This is not to say that no local marketing can be contemplated under Council management. Bramley has probably received more individual marketing support over the last ten years than any other site in the city, largely due to the initiative of the centre manager but also having been a focus at key points, including the re-opening of the Baths in 1992 and again when the site re-opened after further refurbishment in 2002 (including the new Bodyline Gym) and the Baths' centenary in 2004. Marketing support has also been provided to support exhibitions in the local shopping centre, adverts in the local free press, leaflet distribution to schools and community groups and support to promote the Baths at Breeze on Tour (held in Armley Park).

3.6 When reviewing the case for site-focussed marketing as part of the Council's programme, there are two significant questions to answer: how great is the potential market for this ambience, and how well would the suggested site specific marketing,

promotions and programming fit in the Council's leisure marketing and management?

- 3.7 Bodyline membership associated with the site peaked in March 2007 at 580, but has dropped since then to the current 270, a drop of over 50% in four years. This is thought to be a response to competition from an increasing number of alternative facilities in the area. The biggest single impact has been the Council's new Armley leisure centre which opened in 2010, since when overall attendance has dropped by approximately 30% compared to attendances prior to the old Armley centre closing. These reductions are people who were well aware of the unique charms of Bramley, having been users, but who nevertheless preferred the new centre. This reflects an experience common across the country, that the particular attraction of old pools is a niche interest; indeed, it is a niche that spreads beyond users, so that campaigns to save these sites involve many people who are not themselves regular users. The deputation implicitly recognises this by advocating a "use it or lose it" approach among local people.
- 3.8 This is not to say that users are exclusively a niche group. Most users probably choose it because of geographical convenience. But for users who are not particularly attracted by its special features, the facilities have limitations. It is a very constrained site, lacking a sports hall, with very small car park. The current expectation is that the site should provide generic features at standard charge rates, rather than develop a unique identity to maximise its appeal for a particular niche market sector at the expense of wider interest.
- 3.9 The deputation argues that instead of reducing opening hours, extending them in early mornings, evenings and Bank Holidays would have enabled new markets to be tapped. Officers are convinced that the marginal costs of this would far outweigh the marginal income that would be achieved under current operating arrangements.
- 3.10 The deputation emphasises that Bramley Baths are not just a sports facility: it is a community hub and symbol of civic pride. This is a potential strength in local marketing. Once again it is questionable whether a corporate marketing approach is well placed to capitalise on it.

Strategic role

- 3.11 The 2011/12 sport budget proposals contributed to £1m annual savings from facilities reductions in sport, part of an overall net saving requirement from Recreation of £2.5m, itself part of the overall Council saving requirement of some £90m. There has been no indication as yet of how individual services will be expected to contribute to future years required savings, but it is extremely unlikely that Sport will be exempted.
- 3.12 Although the annual scale of cuts may be rather less than in 2011/12, they will still be significant by historic standards, and are likely to become progressively more difficult because lower priority parts of services will already have been cut.
- 3.13 The decision to reduce opening hours at Bramley Baths in 2011 was taken following a strategic review of city wide provision of leisure and swimming facilities, updating the Vision for Council Leisure Centres (approved in 2009) under current revenue and capital funding conditions. Reports to the City Development Scrutiny Boards on 5th and 20th April set out the analysis in some detail (and are listed as background papers for this report). In summary, these reports demonstrated the strategic rationale for the choice of reductions. This combined financial and service

assessments, comparing how much saving would accrue with the impact on the service. Having taken the most financially advantageous, lowest service impact savings in 2011/12, it will be much more difficult to find acceptable savings in future. Indeed the service is close to some limiting factors, which could preclude further closures or reduced hours:

- They could result in insufficient capacity in the remaining facilities to absorb displaced demand
- They could result in significant geographical gaps in provision meaning that current assumptions about “reasonable” journey times cannot hold
- If individual sites are operating close to break-even, there is no saving to be made from further closures
- The scope to reduce off-peak opening hours has reduced as demand (e.g. for school swimming lessons) is concentrated into fewer sites – reducing the period which can be called “off peak” and therefore the scope for savings in this approach
- The financial benefit of reducing off-peak opening hours and of closures is increasingly constrained by the risk that Bodyline members will perceive that the value of the offer is reduced, and move to other providers.

- 3.14 At an early stage of the 2011/12 budget round, officers considered closing Bramley altogether. The decision to move to reduced hours in preference to full closure meant that the estimated saving was reduced (from £362k to £262k) but it was noted that once closed, the chance of re-establishing the service is jeopardised. If closed, the established clientele of leisure facilities is lost (either to other sites, or altogether) and the buildings frequently deteriorate. This is commonly through vandalism and withdrawal of maintenance, but a particular problem for swimming pools is that for safety reasons it is sensible to drain the pool, but this commonly results in tiles becoming detached due to the loss of water pressure.
- 3.15 In view of the desire within the Council to secure a viable long-term future for the facility and in consideration of the factors highlighted above, a reduction in hours was selected over closure.
- 3.16 The west and north west of Leeds, where Bramley is located, has retained a higher density of leisure centres than other areas of Leeds. It was particularly difficult to formulate rationalisation plans for this geographic area in the course of 2011/12 budget preparation, partly because of uncertainty over the future of Holt Park, where a decision was awaited from the government over the funding under PFI of a new wellbeing centre. This has subsequently been confirmed, and (subject to successful completion of the contract and final decision by Executive Board) the existing site will close in late summer 2012 to be replaced by a new facility opening in spring 2013.
- 3.17 Future review of leisure provision in this district will therefore be constrained by 25 year PFI contracts for Armley and Holt Park.
- 3.18 The deputation to Council says that “The Baths are situated in the city’s poorest authority ward, West Leeds”. It is accepted that there is serious poverty and deprivation in Bramley, but this statement is at variance with the widely used Index of Deprivation, which highlights higher levels of ward deprivation in the East and South of the city; the implication that West Leeds should have a higher density of provision due to greater deprivation is not sustained. Within the area, Kirkstall attracts nearly twice as many users as Bramley, including over 50% more disadvantaged users, as measured by Leeds Card Extra use.

The potential of community led management

- 3.19 The analysis above suggests that other operators with a more local focus might be better placed to promote and sustain the Baths and merits further consideration. The potential of other management regimes has therefore been considered.
- 3.20 The main challenge for a conventional commercial leisure operation at this location would be to support the overhead costs needed to manage and promote this niche product. While the building itself would be well suited to an exclusive, high price membership operation, the location and lack of car parking are wrong for this. If it were successful, it would at least protect the building for another generation, but in the meantime there would be little local benefit and an exclusive ambience might be unpopular locally.
- 3.21 There is a well developed, mature market for third party operators – both commercial operators and leisure trusts – to run council leisure facilities under contract. However, there is no current analysis to suggest that they are more effective than the current management, while the lack of operating scale makes it very unlikely that contracting out the management of the site would achieve savings or increased viability.
- 3.22 In contrast, there is a much stronger case for exploring Community Asset Transfer. There are factors both for and against this approach. On the positive side, a community led organisation:-
- is better placed and motivated to undertake local promotions
 - does not have to prioritise between local promotion of this site and other marketing opportunities
 - is better placed to generate community (non-sport) activity and bookings which support income and utilise spare capacity, particularly in off peak periods
 - is well placed to focus on its niche markets and clientele, whereas under council management there will (probably) be a continuing requirement to offer a broadly focussed attraction which prevents the full development of the niche opportunities
 - if suitably structured, can benefit from NNDR relief worth £14,232 per annum if at 100%.
 - could make other significant cost savings, for example
 - by programming a mixture of “open” access sessions at peak times, when lifeguarding would still be required, and “membership only” sessions at other times, when lifeguarding would not be required.
 - By using volunteers for parts of the work, for example during “membership only” periods the entire staffing of the centre could be under a rota of volunteers.
- 3.23 On the negative side,
- The development of an attractive new pool and sports complex at Holt Park may erode the market for Bramley, just as Armley did; placing further reliance on a niche market, likely to be largely older people.
 - It is notoriously difficult to develop a break-even business plan for swimming pools. This is partly due to high utility, plant and buildings maintenance costs, all of which the new enterprise would incur; and partly due to high staffing costs, which the new enterprise might be able to reduce significantly, as noted above.
 - Developing a niche role means the site would cease to operate as a full part of a citywide universal sports offer (though as argued in section 3.3 above, the site is arguably surplus to the core provision, a sustainable niche role is preferable to an

unsustainable universal role, and the needs of the niche audience could be better met than currently)

- There would be little or no financial capacity to employ skilled specialists; managing and marketing the site would make heavy demands of individuals in a largely voluntary organisation (depending on the organisation which would take on the site).

3.24 On balance, officers believe a sustainable business plan could be developed and that the crucial issue is whether a robust and well supported organisation would emerge to take on the site. Given the importance of Bramley Baths in the local area, officers are of the view that the Council should progress this option further, and proactively assist interested groups, as a means of potentially securing the long-term future of the Baths desired in the deputation.

How best to conduct a process to achieve successful asset transfer

3.25 The Council has wide discretion on how to progress community asset transfers. In recent examples of leisure opportunities, advertisements for expressions of interest were posted for both East Leeds and South Leeds Leisure Centres, whereas a sole discussion was held with the Schools Partnership Trust over Garforth Squash and Leisure Centre. The latter was justified by the good fit between the aims of the Council and the SPT, the robust management backup that the SPT could provide and the urgency in dealing with a site where opening hours were about to be reduced.

3.26 This situation is not fully replicated in Bramley's case, and the proposal is to advertise for expressions of interest. An initial four week period is proposed for this, noting that there has already been widespread publicity of the intention to seek Executive Board approval for this, and that initial applications will not need to provide developed proposals.

3.27 Rather than deal with expressions of interest at arm's length, the advertisement would include the offer that the Council could broker introductions and partnership working between individuals and organisations who come forward, and to make available the experience and expertise of the leisure service in helping to develop a business plan. This recognises that community benefit may be maximised by pooling capacity and that it is in the long term interest of all parties to ensure that a robust business plan is developed reflecting professional expertise in the sector.

3.28 By implication, there could be an extended period after initial expressions of interest have been received during which organisational capacity and business plan might be developed before a viable proposal is ready. If still under Council management, from September until March 2011 opening hours will drop to 49 hours per week, and subsequently drop to 29 hours per week. However it is probably not helpful to set a firm time limit to the process, though the aim would be to avoid drift, in the event that no credible arrangement is developing.

3.29 Given the extended lead-in that is envisaged, it should be possible to identify when the plans are maturing and to programme final consideration and approval at Executive Board without entailing material delay.

4.0 Implications For Council Policy And Governance

4.1 The recommendations are consistent with the budget and policy framework agreed by the Council on 23rd February 2011. If CAT improves local engagement, and

secures and improves beneficial use of the Baths, it will support various Council policies and City priorities, notably on health and well being. CAT was not envisaged for this site in the 2009 Vision for Council Leisure Centres, but this document focussed on the network of public access facilities rather than their management, and if CAT enabled a positive future for the Baths it would help achieve the aims of the Vision. A final judgment on the accordance with Council policies and City priorities would need to be made on specific CAT proposals at a future date. The main risks identified are as follows.

- 4.2 There is a risk that the Council will not have the financial capacity to ensure good continuing in-house management of the site. This is the main justification for the proposal to seek Community Asset Transfer, along with the belief that longer opening hours (possibly a mixture of fully open sessions and membership only sessions) might be achieved than will be funded after September under Council management. Financially, CAT would achieve modest savings compared to continuing Council management, though less than full closure would deliver.
- 4.3 There is a risk that no viable transferring organisation and business plan will emerge. Officers believe a viable transfer can be achieved, but this is neither certain or easy. The proposal to engage actively with applicants to help develop the best and most robust organisation and plan, is the principal mitigation for this. It is not in the long term interest of the locality, the services offered or the Council to effect a transfer in the absence of a viable scheme, so the final decision may involve a balance of these risks.
- 4.4 There is a risk that active engagement in developing the organisation and the business plan exposes the Council to challenge over bias or favouritism. The mitigations for this are to exclude profit distributing arrangements from the invitation of expressions of interest (so that no loss of profit potential can be adduced by an aggrieved party), to be clear from the advertising stage onwards that this engagement and support are on offer, and to document that all parties are dealt with even handedly.
- 4.5 There is a risk that active engagement in developing the organisation and the business plan exposes the Council to future challenge in the event that either insufficient or wrong advice is given. The mitigation for this is to offer such support on a 'without prejudice' basis of good faith but without liability and subject to capacity. It may be necessary to obtain confirmation of acceptance of this.
- 4.6 An outline Equality, Diversity, Cohesion and Integration Impact Assessment has been conducted and has been published on the Council's web site. At this stage, before detailed proposals for future management after a transfer are known, this can only be at outline level. The conclusion is that there is good potential for the initiative to promote community cohesion and integration. While a niche market approach might favour one group (perhaps older people) this is justified in the context of the retention of a wider service network of sites offering a universally targeted service. Moreover the alternative might in the medium term result in deterioration of the use and condition of the Baths.
- 4.7 If CAT improves local engagement, and secures and improves beneficial use of the Baths, it will support various Council policies and City priorities, notably on health and well being. CAT was not envisaged for this site in the 2009 Vision for Council Leisure Centres, but this document focussed on the network of public access facilities rather than their management, and if CAT enabled a positive future for the Baths it would help achieve the aims of the Vision. A final judgement on the

accordance with Council policies and City priorities would need to be made on specific CAT proposals at a future date.

- 4.8 The Ward Members have been consulted and are fully supportive. There has been local consultation, started on the 24th May 2011, to consider how best to manage Bramley Baths for the long term benefit of the site and the community. Consultees were asked to respond by the 20th June to enable their views to be considered within this reporting cycle.

5.0 Legal And Resource Implications

- 5.1 The recommendations of this report do not meet the criteria for a key decision and are not subject to call-in.
- 5.2 It is likely that a transfer would be for less than best consideration, but it is expected that the public interest justification for this will be demonstrable (subject to the detail of the eventual proposal) as it is expected to increase availability of the site and increase community involvement and empowerment locally.
- 5.3 The projected financial position under Council management under the reduced 29 hour operation from September is:

	£'000	Notes
Payroll	101	Reduced hours allow reduction in management overhead
Running costs	60	
Maintenance	30	Estimated annual average – not held in service budget
Income	(140)	
NET COST	51	

- 5.4 Funding for maintenance is not held as a discrete budget for Bramley; indeed, as noted, the maintenance budget is held corporately. There is currently severe pressure on the corporate maintenance and it is likely that only essential health and safety and plant operating maintenance would be performed; in which case, maintenance spend may be even less than the historic £30k average. However, in this case, the centre will become less attractive as time passes, and income will also fall. Indeed this dismal scenario is one of the reasons to consider CAT as an alternative to Council management.
- 5.5 CAT would save the Council the net cost of £51k, subject to any transfer of custom between Bramley and other Council sites. Any support provided to help develop proposals will require one-off resourcing and this will also put pressure on the service in the short term.
- 5.6 Full closure, without CAT, would 'save' the council more than this figure, as these costs would be eliminated while a proportion of usage and income (estimated at 60%) would transfer to other council sites; if so, full closure would 'save' £135k. This is an updated estimate compared to the figure of £100k prepared during the 2011/12 budget setting process.
- 5.7 There is no likelihood that current opening hours (91.5 hours a week) could be restored after September in the foreseeable future, given that the subsidy would rise disproportionately to open during off-peak hours.

5.8 These figures are informed projections and have a margin of uncertainty.

6.0 Conclusions

6.1 The strategic role of Bramley Baths in Leeds' leisure provision has reduced with the opening of the new Armley leisure centre and the forthcoming replacement of Holt Park. However, importantly, the council wishes to see the pool survive and prosper, but it is very unlikely that opening hours can be restored under its management (except to a limited and temporary extent with Area Committee support). There is a risk that, in the context of the Council's acute financial pressures, the Council's management of the site may no longer be the best route to secure the long-term future of the facility.

6.2 The analysis above (supported by the Equality, Diversity, Cohesion and Integration assessment) suggests that there is a worthwhile local role for the Baths going beyond their leisure function, and a niche leisure market place as well, but that the Council is not well placed to optimise either of these. A viable CAT management arrangement and business plan would not be easy to achieve, but there is clear potential for cost savings and improved promotion and therefore there is a fair prospect of success.

6.3 Therefore there is a clear (local) public interest case for attempting CAT. This needs to be balanced with the financial position set out in paragraph 4.6 below. In summary this points out that while closure would save the Council approximately £135k per annum, CAT would reduce the saving to approximately £51k as the Baths would absorb customers who would otherwise transfer to other Council sites. Nevertheless, the public benefit – and the clear desire to avoid closure, justifies the recommendations of this report.

7.0 Recommendations

Executive Board is recommended:

7.1 to note the response to the deputation from the Friends of Bramley Baths

7.2 to approve advertising for expressions of interest in Community Asset Transfer of this site, on terms described in the report.

8.0 Background Papers

8.1 Deputation to Council of 6 April 2011

8.2 Report to City Development Scrutiny Board 5 April 2011 "Scrutiny of Council Budget Decisions on Leisure Centres"

8.3 Supplementary report to City Development Scrutiny Board 20 April 2011 "Background information for agenda item 7: Closure of East Leeds Leisure Centre and Middleton Pool and Reduced Opening Hours of Garforth Squash and Leisure Centre".

DEPUTATION TWO – FRIENDS OF BRAMLEY BATHS

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing the people in your deputation.

SPEAKER: Thank you very much. Lord Mayor, Members of Council, we represent Friends of Bramley Baths. Bramley Baths is an Edwardian building housing a gym, a pool and a fitness room, that serves a population of around 30,000 people, chiefly those living in Bramley and Rodley. The baths were restored in 1992 with civic investment to ensure the survival of the last of eight public baths built in Leeds between 1899 and 1904, one of only 13 that now remain in use and open to the public for swimming in the UK. This is a Grade II listed building, a stunning architectural gem that this city should be proud of, we believe, and that has the features to inspire visits and support from across Leeds and beyond. It offers the user an experience that goes well beyond the act of swimming, an experience that is becoming harder to come by and that could help the City demonstrate why Leeds has something special to offer beyond shopping.

Bramley Baths is a community resource that has served the for over 100 years. The baths are situated in the city's poorest authority ward, West Leeds, in an area with precious few community resources and facilities. It is not just a place for exercise; it is a neutral space where people of all persuasions can rub shoulders and a symbol of civic pride for an area that has previously been stripped of many of its original features.

In February of this year, a campaign backed by local Councillors and the West Leeds MP, fought proposed cuts to reduce the opening hours at Bramley Baths to 29 hours per week from the standard 80 hours. Whilst a recent announcement has started that the Baths will remain open 60 hours per week for the next twelve months, the future beyond this is unclear. The Baths have been running at a deficit and local residents are aware that this resource needs to be used in order for it to survive but we need your help.

There are factors influencing the long term success of this resource that rely on support from you, our Council to help Bramley Baths realise its potential.

Communications about Bramley Baths is next to zero. The team at Bramley Baths, who I have met and spoken with, are full of good and viable ideas for promoting the current service and extending its capability through creative marketing of the space. They are champions of this building, whose voices have been largely ignored and whose ideas are vital to a sustainable future.

There is also no evidence that potential untapped markets have been explored in a meaningful way, though the staff have themselves identified many areas that are ripe for development. They need your active support to improve communications about Bramley Baths, to test services that will appeal to potential new markets, such as early 7.00 am opening and late 10.30 closing. Clearly there is an argument for this type of approach and, critically, demand, given that the opening hours at the much-lauded Armley Leisure Centre are 7.15am – 10.30pm weekdays.

There is in general much more scope for creative thinking around the services offered for filling the pool. Currently the Baths close on Bank Holidays, as do other leisure facilities around the city – a strange and seemingly counter-intuitive approach to making money and providing community resources.

Bramley Baths, amongst its unique features, also has the city's only Russian banya, a steam room – a feature that is little known about more broadly.

The story of Bramley Baths is rich and delightful, and the rationale for ensuring a happier, safer, healthier community is clear and widely evidenced. The Government claims it wants to tackle child obesity, and claims that the UK is a country worth of hosting the Olympic Games – yet locally, in areas like Bramley, we are apparently not worthy of facilities to enable citizens to exercise affordably or learn the basic strokes needed to compete on any scale, in any arena. Bramley itself is on the River Aire and the Leeds to Liverpool Canal. Swimming is for local children in the long term not simply a form of exercise, but a safety measure.

The recent rescue package is short term and without proper support by the Council's communications resources and by enabling the team on the ground at Bramley Baths to put in place affordable but income earning ideas, the rescue package will only act as a temporary sticking plaster. Many of us believe that Bramley Baths can turn itself around, but only if staff are given the backing to take some positive proactive steps.

I recognise that cuts are necessary and that Bramley Baths needs to address the recorded decline in visitor numbers and find new ways to stimulate revenue. My point is that both of these issues could be addressed with simple steps to identify the services that customers would use, to promote at a very basic level the services already offered, and to simply tell people more about what is there.

Thank you very much. (*Applause*)

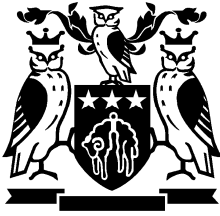
THE LORD MAYOR: Thank you. Can I call on Councillor Gruen, please?

COUNCILLOR GRUEN: Lord Mayor, this is an important matter and I move that the issue be referred to the Executive Board for further consideration.

COUNCILLOR LOBLEY: Lord Mayor, I am delighted to second that motion and congratulate you on an excellent presentation.

THE LORD MAYOR: Can I call for the vote on that, please. (*A vote was taken*) That is CARRIED.

Can I thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon to you, ladies.



Originator: Tony Stringwell

Tel: 0113 3957437

Report of the Acting Director of City Development

Report to Executive Board

Date: 22 June 2011

Subject: Response to Deputation to Council on Roundhay Grass Cycling Track

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

EXECUTIVE SUMMARY

The report responds to a deputation to Council on 6 April by representatives of the West Riding Track Cycling League.

Minor administrative changes are proposed in response to the requests by the League, and no key or other formal decision is requested of Executive Board.

Executive Board is asked to note and endorse the response in this report to the West Riding Track League's deputation.

1.0 Purpose Of This Report

1.1 To respond to a deputation to Council on 6th April 2011 by the West Riding Track League.

2.0 Background Information

2.1 Track Cycling is a form of bicycle racing that takes place on a banked track or velodrome. While the elite level of this sport takes place in purpose built indoor facilities, grass track racing provides an entry point for those interested in this form of cycling, as well as “grass roots” competition opportunities. To compete in this form of cycling participants need an active British Cycling membership and race licence, as well as suitable specialist cycles.

2.2 The grass cycling track round the cricket oval at Roundhay Park dates from 1894, and has been used by the West Riding Track League since it was formed in 1945. Currently, the league provides opportunities for adults and juniors to participate in track racing at beginners and competitive levels. The league charges a joining fee and entry fees for each race, with juniors benefiting from a subsidised rate. The UK’s cycling success at the Beijing Olympics has reversed a long term decline in participation in the league.

2.3 The League’s use of the site is regulated by a seasonal allocation agreement which allows use of the grass track and access to the Cricket Pavilion to assist in the organisation of each race meet. The current charge for the agreement is £307.50 per annum.

2.4 The deputation asked the Council to consider the following requests:-

- To use the Roundhay park facilities at no cost each year as well as allowing use to use the pavilion for storage during the summer season. The pavilion is little used during the year as there is no resident cricket club. This would release £300 per annum to put towards additional bikes for the use of Leeds children;
- To ensure the League’s right to race on the historic track which was built for this purpose together with the maintenance required to keep the track up to racing standard and continue to allow its use for training purposes;
- Any funding that may be available to help us achieve our aims.

3.0 Main Issues

3.1 Funding

The West Riding Track League operates on a not for profit basis and provides valuable sporting and social benefits. Its aspiration to develop these benefits for school aged children is commendable. There is an established mechanism for sports funding via Leeds Sports Grants. The system is administered by the Leeds Sports Federation through its Grants Panel on behalf of Leeds City Council, and voluntary sporting organisations, clubs and individuals are able to apply for grants of between £100 and £500 for kit and equipment. It would be inconsistent and unfair for the Council to agree funding outside this framework, but the League should be encouraged to submit an application.

3.2 Use the facilities at no cost

It is estimated that in 2011 the Parks and Countryside Service will incur costs of £1,800 cutting and marking the circuit and opening and closing the pavilion, so the £307.50 charge leaves the sport with a substantial subsidy. The level of subsidy is comparable to or better than, subsidies for other sports licences, and the current charge is low spread over the number of participants. Although the amount is small, it would be inconsistent with the broad need to reduce net costs of the service in response to the Council's financial pressures. Agreeing the request would also be inconsistent with the general approach to user charges. This commentary should be considered in conjunction with the previous paragraph; the suggestion is that League would operate in the same charging and funding framework as other sports users.

3.3 Use the pavilion for storage during the summer season

The cricket pitch must be among the most attractive sites in the region, and the pavilion has benefited from significant investment following the receipt of a Heritage Lottery Fund grant for park restoration. Therefore Parks and Countryside officers aim to promote cricket use and would not wish to make long term commitments to alternative uses of the pavilion if this constrained the development of a full cricket programme, nor in the short term to give it over wholly to cycle storage. However there is scope for limited cycle storage and officers plan to progress this with the League, subject to any comments from Executive Board. The pavilion is used from time to time to support management of events in the park and officers will aim to agree flexible arrangements so that this could continue too.

3.4 Right to use the circuit and commitment to maintenance

There is a long standing tradition of track cycling in Roundhay Park, and the West Riding Track League has made an important contribution towards establishing that legacy. Furthermore, the league continues to provide the local community with a valued opportunity to participate in competitive cycling. Recreation officers agree with the principle that this use should continue and flourish. It is therefore reasonable to work with the League to agree a licence which provides it with clear and reasonable terms for the use of the site and which would be expected to last into the future. However this must not excessively constrain Roundhay's capacity to continue to host its extraordinary number and range of events and activities. Moreover, as with all recreation licences and leases, the Council does not grant occupation as a right but in recognition of the community benefits the organisation delivers, and the continuation of the licence must depend on the League's continuing to provide these. In practice, Officers do not believe there is a problem with the continuing use of the site by the League.

4.0 Implications For Council Policy And Governance

4.1 Risk management

The responses proposed do not create material risks.

4.2 Public Interest Test

No part of this report is exempt.

4.3 Forward Plan

This report is a response to the Deputation to Council on 6 April 2011 by the West Riding Track League and therefore is not required to be on the forward plan.

4.4 Scrutiny process: Call-In

This report is eligible for call-in.

4.5 Equality and Diversity and Cohesion and Integration

Due regard to equality has been given when considering our response to the delegation. No significant equality issues were identified. An Equality Impact Assessment Screening Form has been completed and is referenced as a background paper.

4.6 Council policies and City priorities

4.6.1 The Parks and Greenspace Strategy for Leeds highlight's the importance of Parks and greenspaces as places for people to improve their health and well-being and therefore prevent disease through physical activity, play, relaxation and contemplation. The Parks and Countryside service have identified this as a key strategic aim.

4.6.2 To achieve this aim the Parks and Countryside service recognises the importance of providing opportunities for active recreation within parks and greenspaces. Facilitating the continued use of Roundhay Park by the West Riding Track is in keeping with this aim.

4.6.3 The provision of a range of outdoor sports facilities is essential if Leeds is to increase participation in physical activity. Active Leeds 'A Healthy City'- A Physical Activity Strategy for Leeds 2008-1012, supports this view whilst also highlighting the importance of being able to provide multiple opportunities for participation if Leeds is to meet target of increasing adult participation in physical activity by 1% annually.

4.7 Consultation

4.7.1 Roundhay Ward Councillors and the Friends of Roundhay Park have been consulted on the contents of this report.

4.7.2 The Friends of Roundhay Park concur with the views taken in this report whilst also highlighting their support for the activities undertaken by the Track Cycling League.

4.7.3 All 3 Roundhay ward members have been consulted on the draft contents of this report. Their responses are detailed individually below.

- One member has responded and endorsed the views presented in this report;
- A second member has not commented;
- A third member has indicated their support for the activities of the league and has lobbied officers to waiver the present fee charged to the club.

5.0 Legal And Resource Implications

5.1 This report is in response to a deputation to Council. No key or major decision is involved.

5.2 There are no specific proposals with material financial or resource implications.

6.0 Conclusions

6.1 Conclusions to each individual issue raised in the deputation are imbedded in section 3 of this report.

7.0 Recommendations

7.1 Executive Board is asked to note and endorse the response in this report to the West Riding Track League's deputation to Council of 6th April 2011.

8.0 Background Papers

8.1 EDCI screening paper entitled Response to Deputation to Council on Roundhay Grass Cycling Track.

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DEPUTATION 5 – WEST RIDING TRACK LEAGUE

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council which should not be longer than five minutes, and please begin by introducing the people in your deputation.

MS M PARKER: My Lord Mayor and Members of the Council, we are the West Riding Track League. I have with me Alan Edmondson, Committee Member and a members of Leeds Kirkgate Cycling Club, Joe Parker, one of our youth competitors, I have Richard Simpson, who is our starter, and Francesca Simpson, who is one of our young volunteers.

West Riding Track League was founded in 1945 and since then has organised grass track cycling on the banked oval circuit surrounding the cricket pitch at Roundhay Park. The banked track was built in 1894 for the express purpose of cycle racing – it was not built for cricket - which has continued every summer from Victorian times to the present day, with only the two World Wars stopping competition.

We provide races for all ages and abilities for everyone to take part in from children to adults to pensioners, and even your Councillors. We offer the same mixture of track races from sprints to handicap races and endurance events that you would find at any track meet.

The younger children ride normal bikes but children over twelve and adults have to ride specialised track bikes with a fixed gear, which means as long as the wheels are turning, so are the pedals. This follows the standard rules for track racing and means that special bikes are required.

This is the reason why we have asked to speak before you. Our aim is to raise the numbers taking part, and to provide any Leeds child, including those from deprived backgrounds, the opportunity to pursue their Olympic dream. To do so we need to provide track bikes for the children to use without the cost of purchasing the series of track bikes they will need as they grow and develop. To achieve this we need to raise funds but finances are very tight and as a non-profit making community sports club, any little profit we make goes straight back into the club. We are currently building six bikes to lend to children who cannot afford to buy them.

By providing bikes to borrow, the Manchester Velodrome and tracks such as Scunthorpe are able to attract large numbers of children into their leagues, including those from seriously deprived areas. As a racing league our costs are considerable with insurance and levies to British Cycling which we cannot alter. The cost of the hire of the circuit and cricket pavilion we use for the summer league is £300 for only 30 hours a year.

We would like to ask the Council to consider allowing the West Riding Track League to use the Roundhay park facilities at no cost each year, as well as allowing us to use the pavilion for a small amount of storage during the summer season. The pavilion is little used during the year as there is not a resident cricket club. This would release a £300 per annum to put towards the cost of additional bikes for the use of Leeds children.

We would also like to ask the Council to ensure the League's right to race on the historic track which was built for this purpose, together with the maintenance required to keep the track up to racing standard and continue to allow its use for training purposes.

We cannot match the league's heyday in the 1950s when huge crowds attended as per the photographs, but we have enjoyed an increase of 170% of children taking part and 60% of adults over the last two years, following the Olympic successes in cycling. We have received excellent support form Roundhay Parks Estate Manager, Shaun Gregory, and his Head Gardener, John Roebuck, who have continued to maintain and improve the surface of the track. This has led to the league being

awarded the National Men's 400 metre Championship and National Schools championship this summer.

The majority of Great Britain's Olympic and World class cyclists started on either a grass track racing circuit like Roundhay or a Velodrome, including Victoria Pendleton. Indeed, the West Riding Track League's cyclists read like a Who's Who of world class and Olympic competitors from Brian Robinson in the 1950s, Mark Barry and Jonny Clay in the 1980s and 1990's, one of the current top Juniors, Joshua Edmondson, 2011 Great Britain squad riders Lizzie Armistead and Anna Blyth and young Olympic Development Programme rider Matt Rotherham.

Many of these riders did not come from cycling backgrounds or a wealthy one but just happened to live near a grass track. It is no coincidence that the most of the world class cyclists live in the vicinity of a track, and this includes Roundhay.

With no other track circuit in Leeds or for Yorkshire, Roundhay is vital to the development of Leeds cyclists in the pursuit of their cycling dreams and to continue to show the importance of Leeds athletes in world class track competitions. This is why we are asking for your support. Thank you very much for hearing us today. *(Applause)*

THE LORD MAYOR: Thank you. I now call on Councillor Gruen, please?

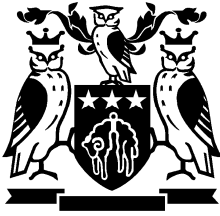
COUNCILLOR GRUEN: Lord Mayor, thank you. I move that the matter under consideration be referred to the Executive Board.

COUNCILLOR LOBLEY: I second, my Lord Mayor.

THE LORD MAYOR: Can we all vote on that, please. *(A vote was taken)* That is CARRIED.

Can I thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive and can I wish you good afternoon. Thank you.

MS M PARKER: Thank you very much and good afternoon, Members of Council, Lord Mayor. *(Applause)*



Originator: Martin Gresswell

Tel: 39 52094

Report of the Director of City Development

Executive Board

Date: 22 June 2011

Subject: Mercury Abatement Works – Rawdon Crematorium: Capital Scheme No 16194 RAW

Electoral Wards Affected:
All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. On the 25th August 2010, Executive Board approved the injection of £2.9m into the capital programme to fund Mercury Abatement works using the Council's prudential borrowing powers, to be funded by fees generated by the Environmental surcharge introduced for this purpose in 2008. Members also requested that a Design and Cost Report be brought back to Executive Board once a more detailed cost estimate for the Rawdon works had been developed.
2. Due to the specialist nature of this work it is proposed to deliver the scheme at Rawdon through a single design and build contract. This approach transfers risk to the successful contractor/supplier and also ensures better management of interfaces between new plant installation and building works.
3. Authority to Tender was approved by Capital Resources Group on 27th January 2011 and the tender was issued on 23rd March, bidders were requested to develop the designs and costs to RIBA stage D.
4. Tenders were returned on 27th April. A preferred contractor has now been identified for a tender sum of £1,445,050
5. The balance of the £2.9m not required for works at Rawdon and already injected into the capital programme will be available for further abatement works at Lawnswood and Cottingley crematoria.

1.0 Purpose Of This Report

The purpose of the report is to:-

- 1.1 Advise Members of the current position with regard to facilitating the installation of cremators with mercury filtration equipment at Rawdon crematorium.
- 1.2 Request that members authorise the letting of the works contract and the incurring of expenditure of £1,645,050, including fees from existing budget provision.

2.0 Background Information

- 2.1 Leeds is a statutory burial and cremation authority. The Parks and Countryside service is responsible for the management of three crematoria, twenty three cemeteries and twenty two closed churchyards. It is the fifth largest burial authority in the country, dealing with approximately 5,600 cremations and approximately 1,250 burials per annum.
- 2.2 In 2000, legislation was introduced to amend Regulation 37 of the Pollution Prevention (England and Wales) Regulations 2000, SI 1973. Specifically, PG5/2(04) requires that at least 50% of mercury emissions from crematoria should be abated before the 31st December 2012. This can be achieved by installing filtration plant to cremators to extract the mercury and thereby reduce emissions. Failure to comply with the legislation would constitute a breach in the operator's license issued by the Government, and could result in the forced closure of cremators.
- 2.3 In 2008, the Government asked authorities what their intentions were on installation of abatement equipment. Leeds advised that it would comply with the 50% mercury emissions abatement by December 2012.
- 2.4 On 25 August 2010 Executive Board approved the preferred approach to achieve the 50% target by replacing cremators and abating mercury at Rawdon by December 2012.

3.0 Main Issues

- 3.1 Due to the specialist nature of this work it is proposed to deliver the plant and the ancillary building works via a single design and build contract. This approach transfers risk to the successful contractor/supplier and also ensures better management of interfaces between new plant installation and building works.
- 3.2 The works proposed at Rawdon Crematorium, which will be undertaken as phase one will consist of:-
 - construction works to the basement area, ground floor area and general works relating to asbestos removal, planning and building regulations;
 - removal of the existing cremators;
 - supply and installation of 3 new cremators with abatement filters;
 - re-use energy from the filtration plant heat exchange unit as a source of power for the existing buildings at Rawdon Crematorium;

- install refrigeration/cold room facility for the storage of coffins;
- upgrading of the electrical supply;
- upgrading of ICT and music systems;
- contingencies, contract administration etc.

3.3 Tenders have been invited and received for the works. Four contractors were invited to tender after undertaking a procurement exercise conducted under the restricted procedure of the European Union regulations (OJEU). The tenders were evaluated on the basis of price and quality and each of the contractors was interviewed. A preferred contractor has now been identified, the tender value is £1,445,050.

4.0 Implications For Council Policy And Governance

4.1 The key risks and mitigating factors associated with the works are:

There is no room for slippage if abatement equipment is to be installed by the 2012 deadline. The recommended design and build contract minimises the risk of complexities causing delays.

Potential disruption in service provision during the installation of works. To keep this as low as possible, the preferred contractor has stated that they will be able to keep the crematorium operational on two cremators throughout the contract period. However, there may be a maximum of 3 days where this may not be possible. In which case, bookings would be closed at Rawdon and the alternative of Lawnswood would be offered over this short period. In addition, the contractor may have to carry out this work over a weekend period in order to keep the level of disruption to a minimum.

For the avoidance of doubt, under these proposals all cremations will take place at the crematorium where the service is held, with no transportation between sites.

There is some exposure to achieving the 50% abatement target until abatement equipment is fitted at Lawnswood, a period of about six years. However, operating hours at Rawdon can be extended, and any remaining shortfall could be redressed from the emissions trading scheme and as it would be a low figure, the commercial risk is considered to be correspondingly low. The programming of procurement of equipment at Lawnswood could also be reviewed if necessary.

4.2 All procurements undertaken by the Council are required to follow the procurement legislation and rules as prescribed within the Public Contract Regulations 2006 and the Councils Contracts Procedure rules.

4.3 The procurement exercise to identify the most suitable contractor for this scheme was conducted under the restricted procedure as prescribed within the Public Contract Regulation 2006 with the formal notice being placed within the official journal of the European Union (OJEU) on 18th November 2010.

5.0 Legal And Resource Implications

5.1 In anticipation of the mercury abatement legislation requirements, the Council introduced an Environmental Surcharge in November 2008, which was set at £30, increased to £32 in January 2010, and £34 in April 2011, to build up funding for the introduction of abatement equipment. The fund value is £367k as at March 2011 and it is proposed to use the current fund arrangement to finance the Prudential Borrowing costs over a 20 year period for each crematoria. In 2009 the Federation of Burial and Cremation Authorities (FBCA) indicated that a levy charge of £40 per cremation would be appropriate to assist in delivering the abatement requirements. This will be taken into consideration when setting the charges for the cemetery and crematoria service at the beginning of each year and when final costs for the scheme are known. However based on a 20 year timeframe the Environmental surcharge, index-linked at 2% per annum will generate a fund of £2.9 million to finance the mercury abatement works required across the City.

5.2 The total estimated cost of the implementation of the works at RIBA stage D including fees is £1,645,050 broken down as follows:-

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2011 £000's	FORECAST					
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	0.0	0.0	0.0					
OTHER COSTS (7)	0.0							
TOTALS		0.0	0.0	0.0	0.0	0.0	0.0	0.0

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2011 £000's	FORECAST					
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	1445.1		1315.1	65.0	65.0			
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	200.0	92.9	57.1	50.0				
OTHER COSTS (7)	0.0							
TOTALS	1645.1	92.9	1372.2	115.0	65.0	0.0	0.0	

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2011 £000's	FORECAST				
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015 on £000's
LCC Unsupported Borrowing	1645.1	92.9	1372.2	115.0	65.0		
Total Funding	1645.1	92.9	1372.2	115.0	65.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

5.3 Revenue Effects

The detailed revenue effects remain to be determined, but significant savings are anticipated as below;

- overtime savings due to the operational advantages of the cold room;
- heating savings due to re-use of energy from the filtration plant.

5.4 Programme

Please note the current timetable below

Award Of Contract	-	11/07/2011
Start On Site	-	15/08/2011
Completion	-	01/06/2012

5.5 Equality and Diversity and Cohesion and Integration

No specific implications

5.6 Council policies and City priorities

The work described in this report will contribute to the following strategic outcomes

- Strategic outcome: Environment – Reduced ecological footprint through responding to environmental and climate change and influencing others.
- Strategic outcome: Environment – Cleaner, greener and more attractive city through effective environmental management and changed behaviours

6.0 Consultation

6.1 Informal discussions have taken place with local funeral directors regarding mercury abatement and how the Council achieves the 50% threshold at Rawdon Crematorium. Initial feedback received, indicates that due to the balanced location of crematoria across the city, funeral directors feel that any operational changes will not have any detrimental impact on service provision and income.

6.2 Legal and Finance officers have been consulted.

7.0 Conclusions

7.1 The Council is proposing to achieve the target of 2,800 cremations per annum through the installation of abatement equipment at Rawdon Crematorium through the generation of funds by Prudential Borrowing, utilising the environmental surcharge introduced in 2008 for this purpose. This will allow all of the city's statutory mercury abatement targets to be achieved on one site. If for any reason there is a shortfall, the City Council will have the option to trade via the proposed CAMEO scheme. Cremators will be replaced at Cottingley and Lawnswood when the existing cremators require replacement, by 2015/16 and 2017/18 respectively.

8.0 Recommendations

8.1 Executive Board is requested to:-

8.1.1 Note the works planned for Rawdon Crematorium

8.1.2 Authorise the award of the design and build contract in the sum of £1,445,050

8.1.3 Provide authority to spend up to £1,645,050 on the scheme including fees.

9.0 Background Papers

9.1 Executive Board report 25th August 2010 – Crematoria Mercury Abatement

9.2 Pollution Prevention (England and Wales) Regulations 2000



Originator: Dennis Holmes

Tel: 2474959

Not for Publication: Appendices 1,2,3,4,and 5 Exempt under Access to Information Procedure Rule 10.4 (5)

Report of the Director of Adult Social Services

Executive Board

Date: 22 June 2011

Subject: Neighbourhood Network update

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. The report updates Members with regard to developments occurring since the original report to Executive Board in July 2010
2. The report, informed by specialist legal advice, sets out why the circumstances in relation to the tender submissions in relation to 5 areas in East Leeds are materially different to the remainder of the tender exercise which was successfully concluded and reported to Executive Board in July 2010.
3. The legal advice covers both the contractual and reputational risks that need to be considered in coming to a determination about the range of future options. This is detailed in exempt appendices 3 and 4.
4. Members of the Board are recommended to endorse
 - That no contract (advertised under the overall tendering of Neighbourhood Network services in 2009/10) be awarded for the provision of Neighbourhood Network services in relation to those 5 areas of East Leeds specified in this report,

namely Burmantofts, South Seacroft, Swarcliffe, Richmond Hill, and Crossgates and District.

5 Members of the Executive Board are recommended to approve

- The commencement of a renewed tendering exercise for the provision of Neighbourhood Network services in relation to those areas of East Leeds specified in this report.
- That the tendering exercise, if approved, be constructed in such a way as to take account of the lessons learnt in the original tender process, the analysis of the current position as set out in confidential Appendix 4 and arising from the specialist legal advice contained in confidential Appendix 3.

6 Members of the Executive Board are requested to note:

- That the services currently being delivered will continue through an extension of existing contracts pending the outcome of recommendation above.

1 Purpose of this report

- 1.1 To provide an account of the negotiations held to date in line with the resolutions of the Executive Board in July 2010.
- 1.2 To provide information on the outcome of those negotiations, including the legal challenge made to the Council in respect of the conduct of the evaluation of the respective Leeds Irish Health & Homes (LIH&H) and 5 East Leeds Scheme ('5 East Leeds schemes')¹ tender submissions.
- 1.3 To provide a recommendation with regard to a potential way forward based on legal advice obtained by the Council following the legal challenge referred to above and following the termination of negotiations between LIH&H and the 5 East Leeds Schemes.

2 Background information

- 2.1 Since 1992 NNS have been developed to provide preventive support services for older people across the city. They were created to improve the lives of older people in Leeds, their strength lying in the fact older people are actively engaged on many levels in the planning and running of the services provided, both as consumers and contributors of social capital.
- 2.2 To meet the "Ageing Society" agenda, the Council is seeking to provide universal access to all its services and this is the context in which the development of community based services should be seen. For NHS Leeds, with whom the NNS are jointly commissioned, the challenge lies in improving health outcomes and reducing health inequalities.
- 2.3 NNS are key to the longer term market development of services in support of the transformation agenda. Increased opportunities for the NNS to develop their role will lead to more community based services and the provision of further opportunities for older people to choose and purchase their own services. Partnership and collaborative working with other schemes and the statutory sector, together with a volunteer workforce, will be of added benefit to the development of these services.
- 2.4 In 2007 a city wide review programme of the NNS services was initiated, conducted jointly with NHS Leeds. This was to attempt to address the funding inequities that had developed across the city over the years and to put performance monitoring arrangements into place.
- 2.5 From the review, 2007-2009, Leeds City Council (LCC) and NHS Leeds entered into a comprehensive procurement exercise, the outcome of which would ensure that the NNS future over the next 8 years would be guaranteed. The procurement of the NNS

1

Original Tender Area	The 5 East Leeds schemes
Area	Organisation
Area 3	Burmantofts Senior Action
Area 4	South Seacroft Friends and Neighbours
Area 13	Swarcliffe Good Neighbours Scheme
Area 15	Richmond Hill Elderly Aid
Area 34	Crossgates and District Good Neighbours Scheme

began in August 2009 and was completed in February 2010 when a Delegated Decision report was compiled detailing the findings of the tender evaluations. Due to concerns being expressed by some of the organisations a decision was taken to withdraw the report and independently review the commissioning and procurement exercise.

- 2.6 Following the review, the Executive Board of 21 July 2010 agreed that contracts should be awarded to 32 Neighbourhood Networks and further discussions take place with the 5 East Leeds schemes. The issues relating to these schemes are addressed from paragraph 3 in this report.
- 2.7 By December 2010, new contracts had been awarded to 32 organisations who were unaffected by the independent review recommendations covered later in this report. Since that time these organisations have worked successfully within the new arrangements meeting both enhanced performance and quality requirements. The performance requirements were agreed with each organisation and designed to take into account the different demographic data of each NNS area. This high level of involvement has led to the relevant NNS owning the process and reporting satisfaction with the overall outcome of the process.
- 2.8 Feedback since the award of contracts has been positive with Adult Social Care (ASC) staff being made aware of positive developments: Three of the Neighbourhood Networks, all significant local service providers – Armley Helping Hands, Hamara and Action for Gipton Elderly - have been working with an independent organisation – ‘The Stamford Forum’ as part of the Department of Health’s Building Community Capacity initiative to develop and broaden the use of social capital. This approach combines community empowerment with the personalisation agenda.
- 2.9 Holbeck Elderly Aid has been awarded nearly £500,000 from The Lottery Fund. This was reportedly achieved due to the duration of the funding received from LCC ASC. Another NNS now has plans to submit a funding application for capital investment to extend their existing building in order to increase provision. Several other NNS are seeking new premises as they have outgrown their existing premises and the new contracts give them stability to enter into five year lease agreements.

3 Main issues

- 3.1 The Council invited an independent review of the Procurement and Commissioning of Neighbourhood Network Schemes in Leeds. Two independent expert reviewers who were external to the Council were appointed, whose combined experience brought an in-depth knowledge of social care, the voluntary sector and local authority commissioning and procurement processes. The reviewers were given access to all the relevant documents and to nominated officers of the Council and NHS Leeds who were actively involved in the process. This review commenced on 27 April 2010.
- 3.2 They also met appointed representatives from all five political parties and held an open “drop-in” session for elected members. The invitation was also extended to representatives of the Neighbourhood Networks, where they met 15 officers and trustees and visited a number of schemes.
- 3.3 The review was carried out in accordance with terms of reference set out by the City Council which required the review team to consider in particular:
 - Preparation for change
 - The choice of commissioning process

- The conduct of the commissioning process
 - Evaluation of the tender documents
 - Forward planning for the outcomes of the process
- 3.4 The Review highlighted a number of areas where lessons can be learned for future commissioning processes, both within Adult Social Care and the Council's Procurement unit. The learning will be incorporated into future commissioning activities within the Council.
- 3.5 The reviewers noted that the Neighbourhood Networks provide a vital range of support across the city and the demand on their services will increase as the population of older people increases.
- 3.6 It was acknowledged that the City Council values these services and this was emphasised by the decision to establish a long term funding arrangement. The procurement exercise has produced some very positive results: a clear agreement on the role of Neighbourhood Networks, a sound basis for contracts between the City Council, NHS Leeds and the Neighbourhood Networks with defined outcomes and a long term funding arrangement. This secures the current services and builds a foundation for Neighbourhood Networks to develop further.
- 3.7 The reviewers noted the complexity of the issues in the 5 East Leeds Schemes, where LIH&H was a new organisation bidding for existing services. The assumption, in the procurement process, that work could be handed over smoothly was questioned.
- 3.8 The reviewers recommended Adult Social Care to initiate discussions with Irish Health and Homes, the highest-scoring bidder, and the existing providers in areas 3, 4, 13, 15 and 34 to explore a possible partnership approach. Adult Social Care officers would initiate discussions with the relevant organisations to develop an appropriate partnership model. The discussions would include exploration of the relevant legal and constitutional considerations which would apply to the development of such arrangements.
- 3.9 In the view of the reviewers, there could be much to be gained in a partnership which allowed the existing providers to remain as independent organisations undertaking work in an agreement or contract with Irish Health and Homes.
- 3.10 The innovative approach would retain the local emphasis and enable those providers to continue to attract other resources and retain volunteers. Partnership with a larger organisation could bring efficiencies in terms of support services and increase the opportunities for developing shared services and social enterprises.
- 3.11 Furthermore, the reviewers stated that although the focus of this review was the procurement exercise, they could not fail to be impressed by the achievements of the Neighbourhood Networks and the vision of the City Council, across all parties and over many years, in supporting them.
- 3.12 The conclusion of the Review of the Neighbourhood Network commissioning process was that:
- i) overall, the process was sound and that there is no need for a new process to be undertaken or repeated.
 - ii) the Review concluded that there is sufficient information available from the process for a sound decision to be taken on the award of contracts for Neighbourhood Network services.

- iii) that Adult Social Care initiates discussions with Irish Health and Homes to explore a possible partnership approach.

3.13 Arising from the independent Reviewers' recommendations a report to the Executive Board was considered on July 21st 2010 seeking approval to award the new contracts, with the exception of LIHH where it was proposed negotiations take place on how they and the existing Providers could work collaboratively in the delivery of service.

3.14 Those negotiations commenced in October 2010 initially as collective discussions facilitated by Council officers latterly as individual negotiations between single schemes and LIH&H, again facilitated by Council Officers. The negotiation process was superseded in January 2011 after the formal withdrawal of the 5 East Leeds schemes from further discussion.

3.15 Main Issues, Negotiations

3.16 At the start of the negotiations, a request was made that the detail of the discussions be kept confidential. The five East Leeds Schemes organised themselves as a consortium and initial discussions took place with representatives of all five. Subsequently agreement was reached that individual discussions would take place with each NNS, LIHH and Local Authority representatives.

3.17 In total 8 negotiating sessions were held between LIH&H and the 5 East Leeds schemes between the 25th October 2010 and the 21st January 2011

3.18 In addition to the formal negotiating forums, a number of informal meetings have been held with the various stakeholders and elected members in order to try to bring resolution to issues principally raised by the 5 East Leeds schemes namely:

- The legitimacy of the tender submission by LIH&H in relation to its collaborative nature
- Clarity with regard to the precise nature of the services which LIH&H would offer in the 5 localities
- Clarification of information and expected outcome in respect of the award of the contract.
- The need and process for any TUPE implications

3.19 Concerns expressed were not confined to the 5 East Leeds schemes, at various times representatives of the LIH&H organisation raised their concerns with regard to the commitment of the 5 East Leeds schemes to finding a solution.

3.20 In spite of early signs that a negotiated outcome could have been possible, there is now clearly no possibility of a negotiated settlement between the parties, the 5 East Leeds schemes having written to the Director of Adult Social Services formally withdrawing from the process. This occurred after a final meeting was held including the Executive Member for Adult Social Care and Health, the Director of Adult Social Services and all other stakeholders on the 4th February. At this meeting it had been hoped to be able to clarify what, if any, further measures are needed to bring a final resolution to the award of contracts in the 5 remaining Neighbourhood Network Areas.

3.21 Ultimately, and notwithstanding the outcome of the independent review of the process, the concerns of the 5 East Leeds schemes culminated in their securing legal representation to challenge the legitimacy of the LIH&H bid for the contracts. The

nature of this challenge is summarised at section 4.5 of this report and the original letter from the legal advisors to the 5 East Leeds Schemes is appended at confidential Appendix 1.

- 3.22 Further to the Council response to the Legal challenge posed by the 5 East Leeds schemes, on the 4th April, a meeting was held between Council officers, their legal advisors, officers of LIH&H, the Chair of their management committee and their legal advisor. That meeting discussed the ongoing viability of the LIH&H tender bid in relation to the implacable opposition of the 5 East Leeds schemes.
- 3.23 This position has been confirmed by the receipt of correspondence from the legal advisors to LIH&H appended at confidential Appendix 2.
- 3.24 The meeting was held at the request of LIH&H and their position was presented. In short representatives of LIH&H contended that a procurement process had been followed through to a conclusion where LIH&H had been evaluated as the 'successful bidder' in 5 areas of East Leeds, the procurement process had been validated by an independent review and that, in their view, there should be no impediment to the award of contracts to the LIH&H organisation.

3.25 Main Issues – Current Position

- 3.26 The meeting of the 4th February with the 5 East Leeds schemes and later in that day with LIH&H and the subsequent meeting of the 4th April with LIH&H, served to confirm the significant distance that exists between the organisations and which underline the fact that there is no reasonable prospect of progress towards an agreed partnership model..
- 3.27 This fact now requires the Council to examine what possible ways forward might exist offering the best possibility of ensuring the arrangements in this part of the East of the city are brought into alignment with those operating in the rest of the City.
- 3.28 The prospects for future co-operation in the provision of neighbourhood network services in East Leeds between the 5 existing schemes and LIH&H are deemed to be negligible based both on the outcome of the negotiations conducted earlier this year and the stated position of the 5 existing schemes which is to continue to provide services identical to those provided now but funded from other sources should Council funding cease.

4.0 Implications for Council Policy and Governance

- 4.1 As previously indicated, the approach to Neighbourhood Network schemes for older and disabled people adopted by The Council and it's NHS partners, is entirely consistent with the objectives of the emerging Health and Wellbeing priorities of the Council
- 4.2 The overall risk to the Council and the strategies for the management of those risks are dealt with comprehensively in the legal advice attached at confidential Appendix 3.
- 4.2.1 In summary, the outcome of the independent review for the arrangements in the particular part of East Leeds, endorsed by the Executive Board, proposed the construction of a partnership vehicle, with the agreement and consent of the three parties to what would become the formal arrangement (Leeds City Council, LIH&H and each of the 5 East Leeds schemes).

- 4.2.2 The independent review offered no suggested course of action to be followed should the proposed remedy not be agreed.
- 4.2.3 Given that is the case, three sets of risks are apparent, those associated with a proposal to award contracts to LIH&H, those associated with awarding contracts to the existing providers, and those associated with awarding no contracts and moving to re-tender.
- 4.2.4 The risks fall into two categories. The first, associated with the risk of legal challenge from either LIH&H or the 5 East Leeds schemes arising out of a decision to award contracts to the other. The second category is in relation to reputational risk faced by any other parties, including the Council, arising out of a decision to award contracts as described above.
- 4.2.5 An analysis of these risks and their potential mitigations is contained within the legal advice presented at confidential Appendix 3 and contained within the overall analysis of the present position presented at confidential Appendix 4.
- 4.3 Five confidential Appendices are attached which are exempt under Access to Information Procedure Rule 10.4 (5).
- 4.3.1 This report provides an overview and summary of developments that have taken place subsequent to the report which was presented to the Executive Board in July 2010. As previously described, the course recommended by the independent reviewers has been fully explored .
- 4.3.2 The negotiations to explore partnership working have broken down to the extent that all the parties to the negotiation have sought recourse to legal advice and support. There is the risk that legal proceedings could be initiated by those representing the interested parties irrespective of the particular recommendations contained in this report.
- 4.3.3 The potential for legal action to be initiated by any of the parties is set out in section 5.1 below, and in that context, the public interest in allowing access to the specific legal advice to and analysis of the present position by Council officers, is outweighed by the need for the Council to be able to respond appropriately to any potential future legal challenge.
- 4.4 The original tendering process was subject to an equality impact assessment, this report deals with specific issues arising out of the original tendering exercise.
- 4.4.1 A further screening process will be undertaken as a prelude to the re-tendering of these contracts subject to the agreement of the Executive Board to this recommendation.

5 Legal and Resource Implications

5.1 Legal Implications:

- 5.1.1 Throughout the negotiations a number of concerns have consistently been raised culminating in the 5 East Leeds schemes becoming represented by Squires, Simpson & Dempsey (Solicitors). On the 9th February the Council received a letter from this firm raising specific issue with the tender evaluation of the LIH&H bid, namely:
- A challenge with regard to the interpretation of what constituted a 'collaborative' bid under the terms of the tender

- A challenge with regard to the need or otherwise of LIH&H to submit separate tender bids for each of the specific areas bid for
- A challenge with regard to the number of times the LIH&H bid documentation was reproduced and why
- In summary that the Councils tender process was breached by LIH&H and that the 5 East Leeds schemes were prejudiced in consequence.

5.1.2 A response was prepared and sent by the Council's Chief Procurement Officer on the 21st March 2011. The response addressed the issues raised and concluded that the Councils legal team were satisfied that LIH&H did comply fully with the instruction contained in the invitation to tenderers, that as such there had been no breach of those instructions and therefore, the 5 East Leeds Schemes had not been prejudiced. The response is attached at confidential Appendix 5.

5.1.3 At the meeting on the 4th February, LIH&H representatives made it plain that their expectation was that they should be awarded the contracts and allowed to commence work under the terms of that contract in the 5 East Leeds schemes areas irrespective of the co-operation or otherwise of the existing schemes. The view taken by officers in relation to that position is set out at confidential Appendix 4.

5.1.4 In light of the issues raised by the Solicitors and set out at paragraph 4.5.1 and after consideration of the LIH&H position in relation to contract award, officers concluded that the ongoing and probable increasing likelihood of further legal challenge, from whichever party, required the Council to obtain specialist and independent legal advice specifically as to whether the Council,

- (a) has an obligation to award a contract(s) for neighbourhood network areas 3, 4, 13, 15 and 34 to Leeds Irish Health and Homes ("LIHH");
- (b) has an obligation to award the relevant contracts instead to Burmantofts Senior Action, the Crossgates and District Good Neighbours Scheme, Richmond Hill Elderly Action, South Seacroft Friends and Neighbours and the Swarcliffe Good Neighbours Scheme ("the 5 East Leeds Schemes); or
- (c) would be best advised to re-tender the contracts.

5.1.5 The advice obtained is contained at Confidential Appendix 3. The recommendations contained in section 5 of this report reflect legal advice and also reflect the overall assessment of the present situation as described in confidential Appendix 4.

5.2 Resource Implications

5.2.1 Clearly, attempts to resolve the issues that have arisen as a consequence of the tendering exercise as it has affected this specific part of East Leeds have been resource intensive in relation to the time of those representing the interested parties which has been dedicated to attempting to reach an agreed solution.

5.2.2 Going forward, resources will need to be dedicated to supporting a retendering exercise should the recommendation of this report be accepted. However, the value of the contract(s) remains unchanged to that previously reported to the Executive Board.

6. Consultation

6.1 The original tendering process was subject to extensive consultation, this report deals with specific issues arising out of the original tendering exercise. Significant engagement with all the parties concerned with the outcome of the independent review and subsequent resolutions of the July 2010 Executive Board has also taken place.

7. Recommendations

7.1 Members of the Executive Board are recommended to endorse:

- That no contract (advertised under the overall tendering of Neighbourhood Network services in 2009/10) be awarded for the provision of Neighbourhood Network services in relation to those 5 areas of East Leeds specified in this report, namely Burmantofts, South Seacroft, Swarcliffe, Richmond Hill and Crossgates and District.

7.2 Members of the Executive Board are recommended to approve:

- The commencement of a renewed tendering exercise for the provision of Neighbourhood Network services in relation to those areas of East Leeds specified in this report.
- That the tendering exercise, if approved, be constructed in such a way as to take account of the lessons learnt in the original tender process, the analysis of the current position as set out in confidential Appendix 4 and arising from the specialist legal advice contained in Confidential Appendix 3.

7.3 Members of the Executive Board are requested to note:

- That the services currently being delivered will continue through an extension of existing contracts pending the outcome of recommendations at 7.2

8 Background documents

Independent review of the procurement and tender process

July 2010 Executive Board Report

Equality Impact Assessment undertaken as part of the original tendering process.

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Report of the Acting Director of City Development

Executive Board

Date: 22 June 2011

**Subject: Response to Deputation to Council – West Park Residents Association
Regarding the Future Use of the West Park Centre**

Electoral Wards Affected:
Weetwood

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report is in response to the deputation to Council made by the West Park Residents Association in April 2011 about the future use of the West Park Centre. A copy of the deputation’s speech can be found at Appendix 1.
2. The deputation raised a number of issues about the centre and these are addressed in the report.
3. The deputation has highlighted the need for the future of the centre to be reviewed and the report recommends that an options appraisal is carried out to determine the future of the building, the future location of the services currently provided on site, and the local need for community and arts facilities.

1.0 Purpose Of This Report

- 1.1 This report is to advise Executive Board of the current position of the West Park Centre and summarises the issues raised in the deputation to Council by the West Park Residents Association in April.

2.0 Background Information

- 2.1 The West Park Centre is a former secondary school in Weetwood ward. The building opened in 1951 and closed as West Park Girls School in 1989. In the intervening years the building has had a variety of uses, initially being used as a decant site for various school programmes in the City. Part of the centre was used by Opera North and until 2010 it was the home of Northern Ballet.
- 2.2 The building is 77,000 sq ft, mostly two storey. The centre has a large hall that can accommodate up to 400 people. Opera North had a number of acoustic panels installed in the ceiling of the hall which significantly reduce the amount of echo. This is one of the reasons the building is so popular with musical groups. The building has one other smaller hall that is regularly used. There are two further halls that were used by Northern Ballet and are currently disused. The remainder of the building is made up of former classrooms and some offices.
- 2.3 Artforms, the Council's schools music service, is the current major occupier. The centre is used as the service's office base and as the main site for service delivery. The Gordon Parry Centre is also on site which provides musical opportunities for children with disabilities.
- 2.4 Rooms within the centre are let to a variety of organisations including music and dance groups, service providers such as Gambler's Anonymous and local community groups.
- 2.5 The West Park Residents Association is a membership based, constituted residents association with the objectives: to maintain and improve the environment and amenities of the West Park area of Leeds; to represent the view of residents; and to take action to prevent any deterioration in living conditions in the area. Members are drawn from North West Leeds including residents from the Weetwood and Kirkstall wards. The association has a long record of community service and was first established in 1991. The deputation also represented the Spen Hill Residents Association and Moor Grange Action Group.

3.0 Main Issues

- 3.1 The deputation to Council was from the West Park Residents Association. The text of the deputation can be found at Appendix 1. The deputation raised a number of issues about the centre which are set out below with responses:
- 3.1.1 **Issue: Consultation has not take place yet.** Response: The uncertainties surrounding funding have meant that the Artforms service, which is now the main occupier on site, has been waiting for a decision on its funding from the Department for Education. Until the status of this funding was known it was not possible to undertake a meaningful review of the centre.
- 3.1.2 **Issue: The space vacated by Northern Ballet Theatre has not been available to be let out.** Response: Northern Ballet occupied approximately 40% of the building and the Council contributed £6m towards the development of a new Dance Theatre opened in 2010. It has always been known that when they moved out the future of

the centre would have to be reviewed. This space has not been actively marketed because to do so could lead to new users taking space and then potentially shortly afterwards having to relocate elsewhere.

- 3.1.3 **Issue: Attendance Strategy staff moving out has led to a reduction in income.** Response: Attendance Strategy is a function of Children's Services and they have relocated to vacant space within Merrion House. The deficit incurred from the centre's operations is covered by Children's Service budgets.
- 3.1.4 **Issue: Many of the recommendations in the condition survey are minor and to say the centre needs a vast amount of money spending to make it fit for purpose is a nonsense.** Response: A full building condition survey was undertaken in September 2009 by qualified, professional building surveyors. This survey showed the building required expenditure of £2,182,876. Of this £201,233 was identified as priority 1 (work that will prevent closure of the premises and/or address immediate high risk to health and safety of the occupants and/or remedy a serious breach of legislation). Electrical works accounted for over 95% of the urgent works. The narrative of the report points out that the electrical installation is mostly original, approximately 58 years old and in poor condition and may constitute a fire risk. A further £716,453 of works was identified as priority 2 (Work required within 2 years that will prevent serious deterioration of the fabric or services and/or address a medium risk to the health and safety of the occupants and/or remedy a less serious breach of legislation). This includes a further £458,802 for electrical services. It also included £244,386 for mechanical service, the majority of which is allocated to replacement of heat emitters and pipework. There are a number of minor works and works required in 3-5 years identified within the report and these make up the remainder of the costs identified. However, it is the case that the building constitutes a large 1950s flat roof structure that will inevitably need substantial maintenance works of some form in the short to medium term.
- 3.1.5 **Issue: The centre could be used to rent out offices at a commercial rate.** Response: Any alternative use of the centre would, at the very least, require the works identified in the condition survey to be undertaken. To let parts of the centre out as commercial office space would require further works to be undertaken to bring the centre up to required standards, even for basic, low rent office space. There is alternative office space provision within the area with a property search of the surrounding area identifying a number of alternative office spaces already on the market.
- 3.1.6 **Issue: The centre is one of the best used Council owned facilities in Leeds and is relied on by local resident groups.** Response: It is clear from the lettings system that rooms within the centre are well used by a variety of different user groups. More detailed investigation of the number of users and types of groups that use the centre will form part of any options appraisal exercise. This will include use by the community groups identified and community provision in the area.
- 3.2 The centre was home to both Opera North and Northern Ballet. The Council has made significant investments in building projects for each of these organisations. The Grand Theatre project, home of Opera North, cost a total of £33m, of which £8m was funded by the Council. Northern Ballet's new home at Quarry Hill cost over £11.5m with Leeds City Council contributing over £6m. These represent significant investments in provision for the arts in Leeds by providing purpose built accommodation.
- 3.3 Although the deputation makes it clear that there is a desire for the centre to remain open, it does not explicitly cover the basis for continued operation. Council officers

are happy to work with local community groups to identify ways to develop a plan to sustain and maintain existing community provision in the area for consideration by Executive Board.

- 3.4 The deputation has highlighted concerns about the future of the West Park Centre. To continue operations within the building will require significant backlog maintenance to be carried out. An options appraisal is necessary to determine the future of the building and the future location of the services currently provided on site. This will include consultation with local ward members, user groups and the local community. The primary considerations will be the location of the Artforms service who occupy the majority of the occupied space within the building and community provision in the area. The plan at Appendix 2 shows space usage within the centre

4.0 Implications For Council Policy And Governance

4.1 Risk management

Continuing operations at the centre on the current basis risks incurring significant backlog maintenance and ongoing running costs. This risk can be mitigated by carrying out an options appraisal to determine the future of the building and the future location of services provided on site. Risk management will be fully considered as part of the options appraisal.

4.2 Public Interest Test

The recommendations in this report are not to be treated as exempt. Therefore, there are no Public Interest Test issues.

4.3 Forward Plan

The recommendations in this report do not relate to a key decision and therefore prior notification on the forward plan is not necessary

4.4 Scrutiny process: Call-In

The recommendations in this report are eligible for Call-In.

4.5 Equality and Diversity and Cohesion and Integration

An Equality, Diversity, Cohesion and Integration impact assessment will be carried out as part of the options appraisal.

4.6 Council policies and City priorities

The Council's Policy Framework will be fully considered as part of the options appraisal, in particular the Vision for Leeds, the Council Business Plan and the Sustainable Economy and Culture City Priority Plan.

4.7 Consultation

Consultation will be included as part of the options appraisal.

5.0 Legal And Resource Implications

- 5.1 Premises running costs are approximately £240k per year. The building is inefficient from an energy point of view which contributes greatly to the level of

running costs. The condition survey of September 2009 highlights nearly £2.2m of required maintenance, of which £917k was required within two years. None of this work has taken place.

- 5.2 The recommendations in this report do not have any constitutional or legal implications.

6.0 Recommendations

- 6.1 That Executive Board notes the response to the deputation from the West Park Residents Association.
- 6.2 That Executive Board gives authority for officers to undertake an options appraisal to determine the future of the building and the future location of services currently provided on site. The options appraisal will report back to Executive Board with recommendations later in the year.

7.0 Background Papers

- 7.1 Asset Management Service File

Appendix 1 – Text of Deputation from West Park Residents Association

Appendix 2 – Plan showing room usage within West Park Centre

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DEPUTATION ONE – WEST PARK RESIDENTS ASSOCIATION

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing the people in your deputation.

MR D KEMP: Lord Mayor and Councillors, my name is Douglas Kemp. Can I introduce Ken Tyro, Peter Owen and Neil Craven. We are all representatives of the three Residents' Associations in the area that surround the West Park Centre and it is about the West Park Centre that I wish to speak today.

I would ask the Leader of the Council to approve the appointment of a small committee to work with the Centre to develop and business and action plan to retain and manage the Centre in a way consistent with the needs of the city. I would also ask that he instruct officers to remove the ban on the West Park Centre accepting new tenants.

Many of you will be aware that the Centre in fact is one of the most well-used Council –owned facilities in Leeds with, typically, between 2,000 and 3,000 a week using the centre of a day-time and evening and the weekend. It includes not just residents' associations but the police, various NHS bodies, dance associations, theatre groups and two youth clubs, and of a weekend the Centre is used by the Leeds Reformed Baptist Church with a congregation of over 200. In many respects these are small fry compared to the other main aspect of the Centre's work, and that is in regard to the music and the music tradition of Leeds.

The Centre has almost 40 groups which use the Centre – I say "use" the Centre; rely on the Centre. These include groups such as the Leeds Symphony Orchestra with 85 adult musicians, Leeds Festival Chorus who perform at the Leeds International Concert season with 170 members, West Riding Opera, the Phoenix Concert Bank, the Late Starters Strings with over 60 members, recently the Leeds International Piano Competition held a three day workshop there for children aged between ten and twelve. This was attended by 370 children.

The Centre is also the home of YAMSEN, the Yorkshire Association for Music and Special Educational Needs, which provides fortnightly workshops for adults who are mentally and physically handicapped. That has almost 100 members. There is a Special Needs choir with about 60 members, the One-A- Chord Choir with 80 members, YAMSEN music days which accommodate 80 to 90 children with profound and complex needs which operate five times a year, a wheelchair dance group, accessible music technology club, the City of Leeds Music Ensemble, the City of Leeds Youth Orchestra, with over 80 members, the City of Leeds Youth Wind Band, the City of Leeds Youth Opera, the Leeds Youth Percussion Ensemble, who are performing at the opening ceremony of the European Fencing Championships in July, and many more - many more.

The Council facilities include large rehearsal rooms, a large hall and many offices. These offices have recently been vacated courtesy of the departure of Northern Ballet Theatre and Education Leeds. These would make ideal offices to be rented off on yearly contracts at reasonable commercial rates. The Centre is accessible, there are car parking spaces for over 100 vehicles and secure parking. There are also two large gyms which were released with the departure of the Northern Ballet Theatre.

In the Spring of 2009 the Executive Board asked Council in respect as a matter of priority to consult with users and local community organisations and report back within six months. It is a bit longer than six months since Spring 2009 and nothing has happened. It is important that there is a sensible, realistic appraisal of the future of West Park Centre. It is not just a building that can be left to decline and decay. If it does, it will be a sin, a stain on the musical heritage of Leeds and Yorkshire. Thank you, gentlemen and ladies. (*Applause*)

THE LORD MAYOR: Thank you. Can I call on Councillor Gruen, please?

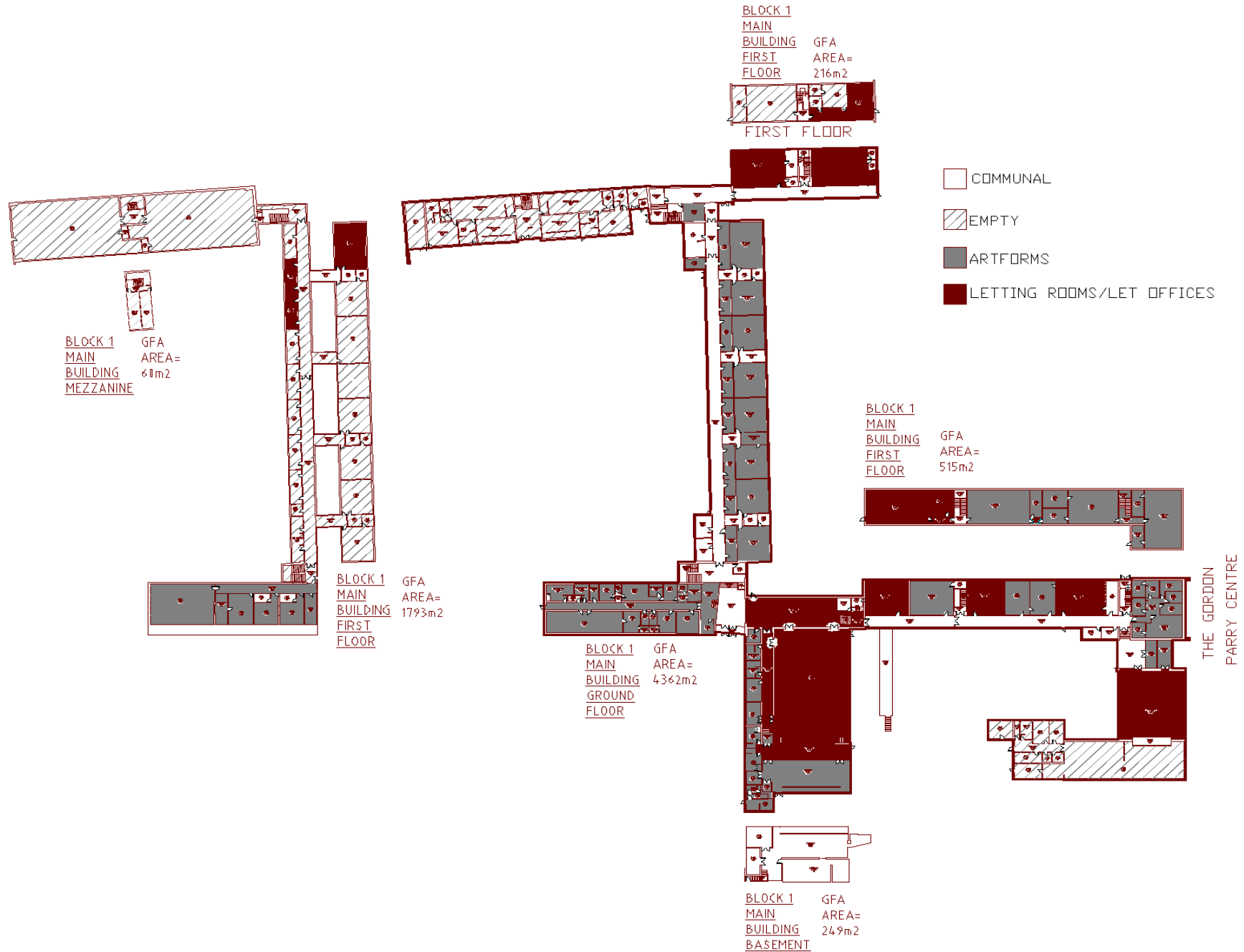
COUNCILLOR GRUEN: Lord Mayor, thank you. I move that the matter under discussion be referred to the Executive Board.

COUNCILLOR LOBLEY: I second, my Lord Mayor.

THE LORD MAYOR: Can I call for the vote on that, please. (*A vote was taken*)
That is CARRIED.

Can I thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon, gentlemen.

Appendix 2 – Plan showing room usage within West Park Centre



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Originator: Phil Ward

Tel: 78146

Report of the Chief Planning Officer

Executive Board

Date: 22 June 2011

Subject: RESPONSE TO DELEGATION TO COUNCIL BY DANOPTRA LTD RE PROPOSED HORSFORTH, CRAGG HILL AND WOODSIDE CONSERVATION AREA

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

Danoptra Ltd, manufacturers of gaming machines located in Horsforth, objected to the proposed designation of a Horsforth, Cragg Hill and Woodside Conservation Area in their delegation to Council on the 6th April. They particularly objected to the inclusion of their premises in the proposed conservation area. They say that the appraisal document which defined the conservation does not follow national guidance and the fact that it has been revised several times shows that the City Council's approach is wrong.

In response, it is argued that the proposed conservation area is an area of special architectural or historic interest that merits designation and that the mill building within Danoptra's premises contributes positively to the area and should be included. The revisions to the appraisal document have not been substantive.

1.0 Purpose Of This Report

1.1 To respond to Danoptra Ltd's deputation to Council on the 6th April.

2.0 Background Information

2.1 The Area Committee have funded the preparation of a conservation area appraisal and management plan to make recommendations on the boundary of a conservation area and to make proposals to guide development in the area (see proposed boundary on attached plan).

2.2 The proposed conservation area includes the premises of Danoptra Ltd, manufacturers of gaming machines, who occupy an early 20th century former mill building. They have objected to the designation and the appraisal and management plan and made representations to Council on the 6th April.

3.0 Main Issues

3.1 There are three main issues raised in Danoptra's objection (attached):

1. Designation of conservation area

Danoptra object to the designation of a conservation area in the Horsforth, Cragg Hill and Woodside area saying that "...designation would in this case be unsound and invalid in heritage terms..." They also argue that the appraisal follows a pre-planned formula rather than addressing the merits of the area. The proposed area is incoherent and does not have sufficient merit to be designated as a conservation area.

Response to objection: the draft conservation area appraisal and management plan is an assessment of the heritage value of the area and on that basis proposes a boundary for the conservation area. It follows a template that is based on English Heritage guidance. It considers the whole of the area as an entity which has several component parts – mostly Victorian - reflecting its historical development. The appraisal shows the historical and townscape links between the parts which cause it to cohere as an area of special architectural and historic interest. Some neutral areas of 20th century housing are included within the area so that a convenient boundary can be drawn, but most buildings contribute positively to the proposed conservation area.

2. Inclusion of Danoptra's building in the conservation area

Danoptra have made the specific point that their premises should not be included in the proposed conservation area. Their consultant makes the argument that the former mill building

which is the largest building on their site is not of intrinsic historic interest, that it is not a landmark and that the boundary of the conservation has been contrived to include it.

Response to objection: Danoptra's premises include a former mill building dating from 1905 which is marked as "positive" in the appraisal document, the implication being that this should be retained unless it can be shown that this is not viable. There are modern flat-roofed buildings attached to this building shown in the foreground of the photograph at end of report which are not shown as positive and there is an additional statement in the appraisal that the sensitive redevelopment of these buildings is encouraged by the City Council.

The 1905 building does not have sufficient innate interest to make it of listable quality, but this is not the test for including buildings in conservation areas: it is the contribution to the *area* that matters. The former mill is a handsome stone building (see picture at end of report) which is a landmark, clearly visible on the approaches to the area. It sits in a knot of 19th century buildings at the eastern end of the proposed conservation area.

Danoptra have not made a case that including their premises in the conservation will affect the viability of their company or employment levels at their premises.

3. Drafting of appraisal and management plan

Danoptra argue that the redrafting of the appraisal reveals an initial unsound analysis. As a result, the document is fundamentally flawed and the only remedy is to start again.

Response to objection: the appraisal has been revised several times following two stages of public consultation with residents. The drafts of the appraisal are substantially the same. As a general point, it must be right that an appraisal can evolve and change as a draft and it is the robustness of the final version which is the key.

- 3.2 Prolonged and in depth consultation has taken place with Danoptra, either directly or through their representatives at Drivers Jonas Deloitte during the preparation of the appraisal document. The main steps of this consultation process with Danoptra and its results are summarised in **appendix 1**. It should be noted that the proposed conservation area has strong public backing, as well as the backing of Horsforth Town Council, Horsforth Civic Society and the Newlay Civic Society.

4.0 Implications For Council Policy And Governance

4.1 None.

5.0 Legal And Resource Implications

5.1 None.

6.0 Conclusions

6.1 The objections of Danoptra Ltd in their delegation to Council to the designation of the Horsforth, Cragg Hill and Woodside Conservation Area and the adoption of the appraisal and management plan have been considered and not accepted.

7.0 Recommendations

7.1 It is recommended that Executive Members note the report.

8.0 Background Papers

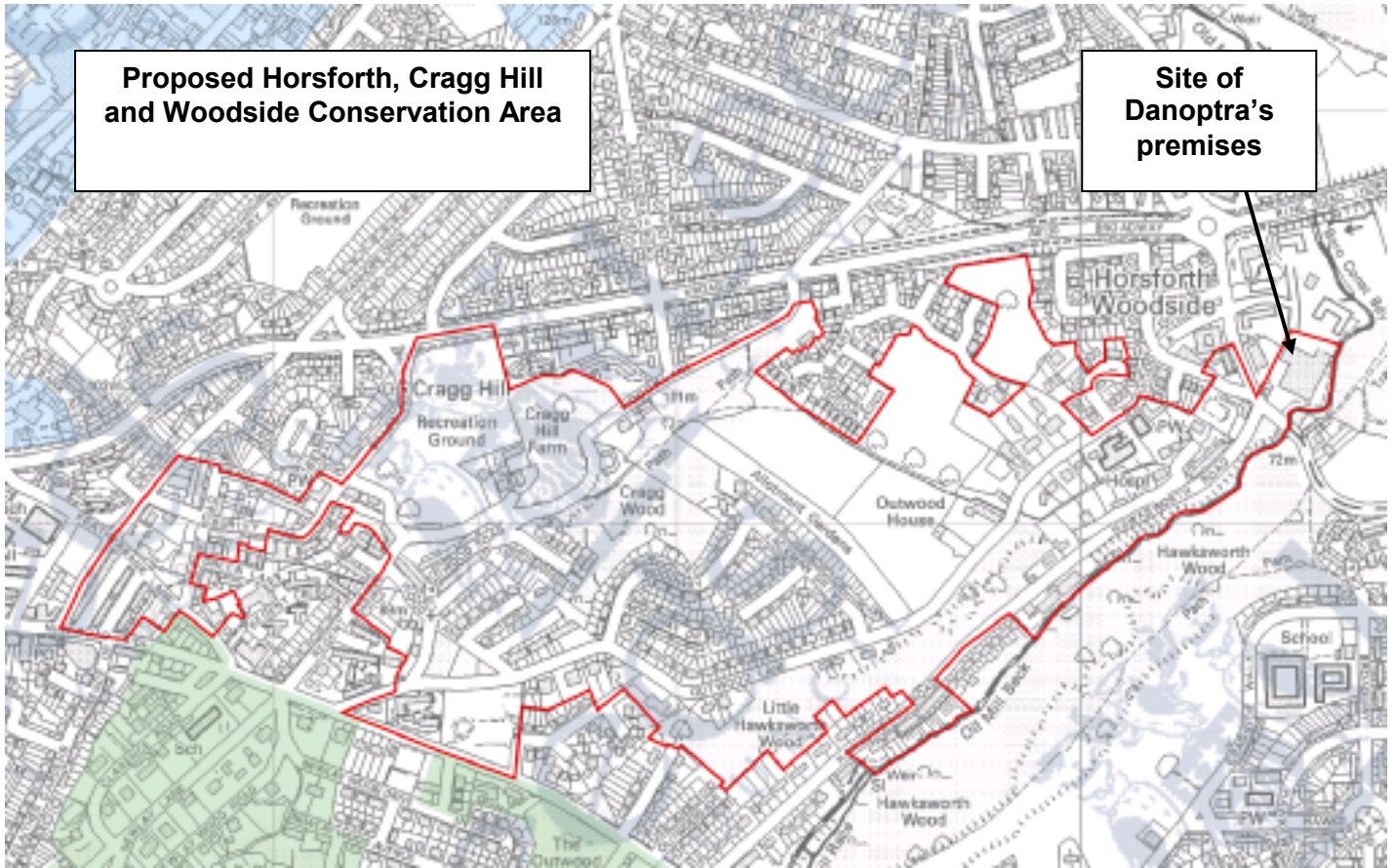
8.1 Briefing note for Members prepared by Danoptra Ltd regarding Proposed Horsforth and Cragg Hill Conservation Area Management Plan.

Appendix 1

- Following the launch of the initial consultation on 14th June, a leaflet was posted to the premises of Danoptra. A meeting was subsequently arranged with Phil Crabtree and others with representatives from Danoptra and Deloitte on 19th July. At this meeting it was agreed that they would have an extended consultation period until 6/8/10 (two weeks longer than the consultation period). Detailed responses were subsequently received on 6th August 2010.
- A report for the adoption and approval of the Horsforth Cragg Hill and Woodside Conservation Area at a Planning Board meeting on 13th August. It was agreed at this planning board that Danoptra should be directly engaged to discuss their concerns. An email was sent on 25/8/10 addressing their concerns and describing how following the public consultation period the document had been amended to address the concerns of Danoptra and other consultation responses. The main changes were the division of the conservation area into separate character areas in order to make the document more legible and better address the historical development of the area, and the reworking of the summary of special interest to better reflect the content of the document. Deloitte were contacted as Danoptra's representatives and given a deadline of 8/9/10 to respond. Subsequently they were given an extra week on top of this deadline for a response by 15/9/10.
- On 15/9/10 a further substantial objection response was received from Deloitte on behalf of Danoptra.
- The response was considered at Planning Board on 16/9/10. It was agreed that the Horsforth Cragg Hill and Woodside Conservation Appraisal and Management Plan should be amended at this point to better reflect Danoptra's concerns. A paragraph was inserted into the Horsforth Cragg Hill and Woodside Conservation Appraisal and Management Plan to identify how their building could be sympathetically developed. Minor amendments were also made to the document to reflect other concerns. Following these changes it was decided that a further three-week public consultation period was required for all respondents included Danoptra. This ran from 8th-29th November 2010.
- On 19th November 2010 a further objection was received from Deloitte, this time including a report from Roger Wool Associates, heritage consultants. Very little alteration took place to the document at this stage as it was felt all concerns had been addressed.
- A meeting took place between Danoptra and Tom Riordan on 1/12/10 where their concerns about the conservation area were aired. Following internal discussions a letter was sent to Danoptra from Tom Riordan's office on 17/12/10 supporting the inclusion of the mill in the conservation area.
- A letter was received from Eversheds, the legal representative of Danoptra, addressed to Tom Riordan on 6/1/11 wanting the conservation area designation to be debated by full council. A

response was sent by Steve Speak on 11/1/11 explaining the conservation area decision making process was officer led and that the conservation team would be happy to meet on site to discuss the future of Danoptra's building.

- A meeting was subsequently held at the Mill site in question and was attended by Cllr Richard Lewis, Cllr Brian Cleasby, Cllr Chris Townsley, representatives of Danoptra and officers of the Council. There was a tour of the mill and Danoptra outlined their concerns and expressed a desire to make a deputation to full council. This deputation subsequently took place on 6/4/11.



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DEPUTATION 3 – DANOPTRA LTD.

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council which should not be longer than five minutes, and please begin by introducing the people in your deputation.

MR N HAWKINS: Lord Mayor Members of Council, thank you very much. I am Nick Hawkins and the members of my delegation are John Weir and Phillip Myers.

Lord Mayor, Members of Council, my colleagues and I are very grateful to you for the opportunity to speak to you as a deputation.

As I only have 5 minutes and a lot of information to get in, I hope you will all forgive me if I speak quite quickly. After I have spoken we have material to provide any of you who are interested.

Most of you probably will not know us. I am the Company Secretary and Legal Director of Danoptra Ltd. We are a leisure and sports group. We employ a bit under 4,000 people nationwide – we have many subsidiaries – and our national headquarters is in Low Lane, at the Kirkstall end of Horsforth, in a mill building built in 1905.

I am going to talk to you about a number of what we believe are serious procedural faults in a conversation area plan and failures to follow clear national guidance, which your planning officers have been involved in, but this is not a wholesale attack on your officers, and I should stress that Paul Stephens, your Head of Economic Development, has been very helpful to us as a company.

However, I do want to stress what the adverse effects of these failures can be. I am sure all Councillors, regardless of political party, are concerned about jobs – keeping jobs and making sure we do not lose jobs – especially here in Leeds. The purpose of our deputation is to highlight to you what we believe the mistakes have been to suggest to you all that there is a solution and that this solution will protect a successful local company.

Predecessor companies which are still part of our Group, which some of you may recall, include Music Hire Group and Kunick – spelt K-U-N-I-C-K, and if you go past our Mill today you will see the name “Gamestec” on the building – that is one of our big trading subsidiaries, the biggest supplier in the UK of machines, pool tables, juke boxes, media screens and the like, to all the big national pub chains. We are also successful manufacturers and exporters and parts of our business are growing worldwide.

We take our responsibilities very seriously; we have an excellent reputation with our regulators, and we raise and contribute a lot of money to charities.

We therefore believe we are good “corporate citizens” and when something crops up in the Council which affects us, we hope that we will see the correct following of procedures and guidance..

I will turn to how that has not happened here. Last Spring we suddenly discovered (at the very last minute, because the consultation document was not addressed to the Chief Executive or to me but just arrived in the general post) that there was a consultation on creating a new Conservation Area in Horsforth – and in the very corner, on the very edge of that proposed area, our Mill building had been include.

I should stress we are not against conservation. If our Mill was genuinely historic – if, say, it had been built in 1705 or 1805, I and my Company would be the first to say it is a candidate for conservation, but it was built in 1905, it is not even Victorian and, as you will hear, it is nothing special and, as you will all know, such 20th Century mills are ten a penny across the North of England.

Just because a building has a bit of age, it does not automatically mean it must be kept, or we would never make progress. You cannot freeze everything in aspic.

So what happened and what went wrong here procedurally? It is quite clear that the junior planning officer just followed a pre-planned formula in putting the plan together. How do we know this? Because in the original documentation, a completely different area, miles away from Horsforth, is mentioned. In the first version of the Consultation, it reads that the Draft Appraisal "...provides a clear understanding of the special interest in Barwick in Elmet..." If officers just do a "cut and paste" job, that is the kind of error which slips through, so we are not just talking about us – we are talking about fundamental flaws.

We have gone to a leading national expert, Roger Wools, who has been advising Councils on conservation issues across the North for 30 years and he is a particular expert on old mills. What he says is: "My conclusion is that conservation designation would not accord with the legislation or guidance in that the area fails to demonstrate sufficient special interest." What he says is, "Horsforth Mill, which your company owns, is early 20th Century, has seen significant alterations and additions, such that it is of little intrinsic interest. It is also in an area that has seen considerable commercial development eroding its former historic character."

The final thing that I want to say before my five minutes is up is this. We respectfully request that, because of the various flaws, relevant officers and Members halt this process pending a review of the proposed conservation area boundary and a more robust and substantive analysis of the perceived special qualities contained therein. As it stands, the process fails to stand up to scrutiny, as does the rationale or evidence base which seeks to underpin it. We could have this conservation area but without our mill included. Thank you. (*Applause*)

THE LORD MAYOR: Thank you. Can I call on Councillor Gruen, please?

COUNCILLOR GRUEN: I move that the matter be referred to the Executive Board, Lord Mayor.

COUNCILLOR LOBLEY: I second, my Lord Mayor.

THE LORD MAYOR: Can we have a vote on that, please. (*A vote was taken*) That is CARRIED.

Can I thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon.



Originator: Gareth Read

Tel:0113 2478070

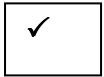
Report of the Director of City Development

Executive Board

Date: 22 June, 2011

Subject: Response to deputation by Leeds Student Unions (6th April, 2011).

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

EXECUTIVE SUMMARY

1. The following report has been prepared in response to the recent deputation presented to Council by representatives of the Leeds Student Unions on 6th April, 2011. Concerns were raised regarding the proposed Article 4 Direction and the effects it would have on groups of people reliant on rented shared accommodation, particularly students, young people, those on modest incomes and migrant workers.

1.0 Purpose Of This Report

- 1.1 This report aims to respond to the concerns raised by Leeds Student Unions. It will first address the main points within the deputation and then answer the specific questions asked by Leeds Student Unions in turn.

2.0 Background Information

- 2.1 The deputation was presented to Members on 6th April, 2011.

3.0 Main Issues

- 3.1 **An Article 4 Direction will have no effect on existing numbers of HMOs or areas of high concentration and will limit social mobility exacerbating problems facing these areas.**

- 3.2 The aim of the Article 4 Direction is to make it necessary for the change of use of a family home into a house of multiple occupation within the proposed area to require planning consent. It is not intended, nor would its scope permit, to have any impact on properties falling under the C4 use class (HMOs) before an Article 4 Direction came into effect. Furthermore, the Direction is not a justification to refuse planning permission, rather it will be used in conjunction with new local planning policy in order to manage HMOs within Leeds more effectively. This new local planning policy, in the form of a Local Development Framework Core Strategy policy and a Supplementary Planning Document will be subject to a full public consultation period where comments will be encouraged from all interested parties. Leeds Student Unions will be consulted on this process and their input will be welcomed.

- 3.3 **With 5000 bed spaces available in the Area of Housing Mix how is it justified?**

- 3.4 The figure of 5,000 surplus student bed spaces in Leeds relates to a recent Unipol study and is the estimate for the period 2012 / 2013, this figure is understood to include all student accommodation in Leeds, rather than just HMOs within the Area of Housing Mix. The figure is not considered directly relevant to the Article 4, as this is not being introduced to regulate supply and demand of HMO occupation. Nor does it give planning powers to limit the amount of student bed spaces throughout the Headingley region. Rather it is designed to help achieve balance in local neighbourhoods.

- 3.5 **Shouldn't let problems facing small areas dictate policy across the whole of Leeds.**

3.6 The size of the proposed Article 4 Direction and its boundary have been designed to look at both the current provision and any potential future growth where high concentrations of HMOs may form. An area that is too concentrated may need to be revised in the future and this could result in uncertainty for developers and growth. Leeds City Council is conscious of the city wide need for HMOs and the need to set policy targets which do not unduly constrain supply.

3.7 **The Direction implies there is something wrong with HMOs, there is no need for a blanket restriction, what is needed is greater management of existing housing stock rather than a control tool.**

3.8 As stated above the Article 4 Direction is intended to be used as one part of a new policy towards HMOs with its aim to effectively manage these concentrations to ensure balanced communities. It will not result in a blanket restriction on HMOs throughout the whole area. It is recognized that HMOs are an important part of the housing stock within Leeds, and that demand for this form of shared housing will grow in the future. HMOs are necessary and will be acceptable within areas covered by the new direction based on future criteria. This is not a blanket ban, rather an aid to ensure that a mixed type of housing is available and is balanced throughout Leeds.

4.0 Specific questions raised by Leeds Student Unions

4.1 **Who benefits from this Direction?**

4.2 The Direction is part of an over all approach to help create more sustainable and balanced communities throughout Leeds. It is not intended to benefit a specific section of society.

4.3 **Who benefits from depriving people of affordable housing at a time when they most need it?**

4.4 In this context it is understood that the term affordable housing refers to HMOs. The Direction is not designed to be used to reduce existing numbers of HMOs nor will it be used to deprive people of affordable housing. This is not its aim.

4.5 **Who benefits from the demonization of HMO occupiers?**

4.6 As discussed HMOs are an important part of the housing mix of Leeds.

4.7 **Who benefits from the Council enforcing a narrow-minded view of what constitutes a ‘balanced community’ drawn along age and socio-economic lines?**

4.8 There isn't one broad definition of a 'balanced community' and it is accepted that this can be interpreted in different ways. This issue is one that will be looked at in more detail, in full consultation with interested parties, during the preparation of further planning guidance on HMOs.

5.0 Implications For Council Policy And Governance

5.1 The preparation of Development Plan Documents (including the Local Development Framework Core Strategy), is identified as a priority within the Council's Policy Framework.

6.0 Legal And Resource Implications

6.1 There are no legal or resource implications arising from the information in this report.

7.0 Conclusions

7.1 This report is in response to external consultation of the proposed Article 4 Direction.

7.2 Leeds Student Unions, Ward Councillors and other interested parties were contacted during the formal consultation process for the proposed Article 4 Direction and will also be invited to participate in the preparation and consultation for any related emerging planning policy.

8.0 Recommendations

8.1 The Executive Board is asked to note the contents of this report in response to issues raised by the Leeds Student Unions in relation to the proposed Article 4 Direction.

8.2 Members are asked to note that a future report will be submitted to the Executive Board which outlines the response to the Article 4 Direction consultation in due course.

9.0 Background Papers

9.1 Deputation by Leeds Student Unions (6th April 2011).

DEPUTATION 4 – LEEDS STUDENT UNIONS

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council which should not be longer than five minutes, and could you start by introducing the people in your deputation, please.

MR P GOLD: Lord Mayor and fellow Councillors, my name is Paul Gold and I am a representative of Leeds University Union. This is Jack Shielt also from Leeds University Union, Jo Johnson and Ian Challenger from Leeds Metropolitan University Union.

Lord Mayor and fellow Councillors, we come here today as representatives of the students of the University of Leeds and Leeds Metropolitan University. Combined, we represent over 60,000 students in Leeds, but more than that we feel we speak on behalf of young adults throughout this city and their future within it, which we believe the Article 4 Direction threatens implicitly.

Earlier this year I attended a discussion held by the Leeds Initiative based on the 'What if Leeds' consultation. The wellbeing of our young people was a paramount concern. At the discussion, Tom Riordan asked a question: 'How do we make young people feel valued in Leeds?'

This Article 4 Direction is not the answer. This Direction aims to limit the number of Houses of Multiple Occupation across the city, housing that is essential for young people considering the high cost of owner-occupation and growing need for flexible housing among the young. The question does not appear to be whether we feel valued but whether we feel welcome.

We are not here to engage in a narrow defence of the student area, an issue on which many of you will be familiar. Instead, we are here to urge the Council not to embark on a scheme that, far from having the desired result, will only create fresh problems for Leeds. Article 4 will have no effect on existing HMO numbers in the areas targeted by the Direction. It will not help to reverse high concentrations of HMOs.

We urge the Council to reconsider creating such a large area for the Direction, one that will limit social mobility and exacerbate the perceived problems facing areas of high HMO concentration. It has been chosen to manage areas, in the words of the proposal itself, 'likely to suffer from a displacement of HMO demand from the areas currently experiencing significant problems'.

I hope that the social mobility of our youth is not something that this Council views as a burden that Leeds must suffer. With the average age of a first time buyer in Leeds currently at 37, this Direction can only be detrimental to anyone under this age who wishes to move out of areas of high HMO concentration. By limiting the areas where new affordable shared housing can be found, Article 4 will only enforce the status quo.

It is not only students who will suffer but those who least can afford it: recent graduates, individuals on a low income or benefits, immigrants to this city. The consequences: students and graduates will be forced to stay in the Area of Housing Mix where affordable housing is abundant; young people in general will be forced into these areas or away from the City entirely so that commuting becomes the only option; migrants will have no choice about where they live at all. The city will stagnate.

Moreover, with almost 5000 free bed spaces in the Area of Housing Mix, how can the Council justify the Direction as a necessary tool to restrict further growth of HMOs, at a time when Universities, faced with an uncertain future, predict reduced numbers in the years to come?

Leeds cannot afford to let problems facing a small area of the city dictate policy across its entirety. Leeds deserves better than a one size fits all approach to housing that does nothing to tackle

the real social problems facing its residents. Implied is the suggestion that there is something intrinsically wrong with living in HMOS, when in the fact the Council should be looking at where it is failing the occupiers themselves.

In short, the Council are proposing a sledgehammer to crack a nut, a blanket restriction on HMOs, when what is needed is greater management of the existing stock which points to a policy meant to appease a small but vocal minority, while the interests of the majority are ignored.

Given the lack of clarity around the assessment of planning applications, we fear the Direction will be used as a control tool to limit the number of HMOs in a given area and, therefore, to restrict the ability of certain groups of people to live where they choose. This is discrimination via the backdoor, based on socio-economic factors that will disproportionately affect the young.

Students bring many benefits to this city. For those that choose to study here, as well as those who choose to settle here post-graduation, this is a thinly veiled attack on their presence.

We ask the Council to answer the following questions: who benefits from the Direction? Who benefits from depriving people of affordable housing at a time when they most need it? Who benefits from the demonisation of HMO occupiers? Who benefits from the Council enforcing a narrow-minded view of what constitutes a balanced community drawn along age and socio-economic lines?

We ask the Council to consider the impact of the Direction and its geographical scope on Leeds's Housing policy. We urge Council and the Executive Board to reject this proposal and the misconceived area it covers. Thank you. *(Applause)*

THE LORD MAYOR: Thank you. Can I call on Councillor Gruen, please?

COUNCILLOR GRUEN: Lord Mayor, thank you. Can I move that the matter under debate be referred to the Executive Board.

COUNCILLOR LOBLEY: Can I second, my Lord Mayor.

THE LORD MAYOR: Can I call for the vote on that, please. *(A vote was taken)*
That is clearly CARRIED.

Can I thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon.



Originator: Steve Speak

Tel: 247 8086

Report of the Acting Director of City Development

Executive Board

Date: 22 June 2011

Subject: HOUSING APPEALS – IMPLICATIONS OF THE SECRETARY OF STATE’S DECISION RELATING TO LAND AT GRIMES DYKE, EAST LEEDS

Electoral Wards Affected:
All

Ward Members consulted for Morley North

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. Throughout a series of planning appeals, the Council has been seeking to promote housing development that supports regeneration and the revitalisation of communities largely within the main urban area. This approach also reflects concern for the environment and protection of the distinctive character of the settlements that make up Leeds district.
2. Among issues that will need to be addressed to make sure appropriate housing growth is taken forward in the Core Strategy will be:
 - Protecting the Green Belt and valued green areas that are important for health, biodiversity, food production and quality of life.
 - Ensuring that the necessary social infrastructure is available in the right place and at the right time.
 - Maintaining the distinctive character of settlements in Leeds.
 - Delivering a mix of houses that meet the needs of all sections of the community including affordable housing and elderly people

- Ensuring an appropriate balance between Greenfield development and brownfield urban locations in order to make the most effective and efficient use of available sites.
3. This report proposes the publication of a housing prospectus to stimulate debate about future housing growth in Leeds. Informal consultation with a cross-section of interests will inform the progress of a Core Strategy in order to establish a new housing target and approach to delivery.
 4. The planning context within which recent appeals have taken place has been subject to change and some confusion given the pronouncements of the Secretary of State regarding the intention to abolish regional strategies and a series of challenges to that decision in the Courts.
 5. The Council has been unsuccessful in the latest of the appeals, relating to land at Grimes Dyke, East Leeds, determined by the Secretary of State. Ultimately, little weight has attached to the intention to abolish RSS and hence to the Council's arguments which relied on this change. The Council has been clearly found to have a shortfall in its 5 year housing land supply.
 6. In the circumstances and after a series of set backs at appeal, it is considered that proposals for the remaining Phase 2 and Phase 3 housing sites should be favourably considered, subject to the proposals being otherwise acceptable in planning terms.
 7. As a consequence, it is recommended that the Council withdraw from the one outstanding appeal in this series, relating to land at Whitehall Road, Drighlington.

Purpose Of This Report

- 1.1 This report is to update Members on the outcome of an appeal relating to a substantial greenfield housing site at Grimes Dyke, East Leeds. The decision by the Secretary of State follows a series of similar cases determined by individual inspectors and Executive Board is asked to consider the consequences of the decision for the Council's approach to similar greenfield development in future.
- 1.2 It is proposed that this report be exempt from call-in. As the report notes in paragraph 3.5, there is a further similar appeal case for which evidence is now due and it is important that the Council's approach to that case is established at the earliest opportunity.

2.0 Background Information

- 2.1 Members will be aware that the Council has been faced with a number of planning appeals for housing on greenfield allocations. The Council has been opposed to the release of the greenfield housing sites at the present time on the basis that such sites are not needed given that there is a substantial supply of brownfield land and the need to support regeneration as a priority. The Council's stance has been confirmed in various resolutions to Council.
- 2.2 Members will recall that this situation largely arises from the very high housing targets in the Regional Spatial Strategy (RSS) and the requirement for a 5 year land supply of deliverable sites.
- 2.3 As explained later in this report, the context within which the Council has had to make decisions on applications has been changing and uncertain. The Secretary of State's pronouncement on the abolition of Regional Strategies and targets created an expectation that there was the flexibility to set aside regional targets and introduce an alternative that better reflected local circumstances. There has been a period of some confusion as this position has been challenged through a series of court cases, culminating in a decision in the Court of Appeal in May 2011. In dealing with applications, and at appeal during this period the Council has been mindful of the need to secure the regeneration of some of the more deprived areas of the district, to maintain and enhance the distinct settlement pattern and quality of place that Leeds enjoys and to reflect market realities in terms of delivery and finance.
- 2.3 Following the loss of a number of the earliest of the appeals, on Counsel's advice, the Council sought to challenge the appeal decisions in the High Court. Judgment in the first case, at Greenlea, Yeadon, was handed down on 17 June 2010. The Council was unsuccessful and concluded on the basis of the judgment that there was little chance of success in the remaining cases, and that it should withdraw from the proceedings.
- 2.4 At that time there were a number of similar appeal cases outstanding. However, as explained in reports to Executive Board on 21 July 2010 and 16 August 2010, there had been a significant change in the planning context following the change of government in the May 2010 election.
- 2.5 The post-election statement by the new government "The Coalition: our programme for government" advised that:

“...we will rapidly abolish Regional Spatial Strategies and return decision-making powers on housing and planning to local councils...”

2.6 This was followed on 27 May 2010 by a letter to all Chief Planners confirming this intention and stating that:

“I expect Local Planning Authorities and the Planning Inspectorate to have regard to this letter as a material consideration in any decisions they are currently taking.”

2.7 Subsequently, in a Parliamentary Statement on 6 July 2010 the Secretary of State announced that he was revoking RSS. On the same day, the Government’s Chief Planner issued a guidance note to local authorities to help clarify *‘how local planning authorities can continue to bring forward their Local Development Frameworks (LDFs) and make planning decisions in the transitional period.’*

2.8 On the basis of this change of circumstance and the published statements and guidance, the Council determined to introduce an interim housing target as a temporary replacement for RSS, pending the development of its Core Strategy. The interim target was considered to reflect the approach set out in the Chief Planner’s guidance note and considered a range of factors used to establish targets, not least the changed economic climate and delivery performance.

2.9 As Members may be aware, the decision to revoke RSS was challenged in the courts by Cala Homes. The judgment handed down on 10 November 2010 determined that the Secretary of State’s action was unlawful and quashed the action to revoke RSS. However, on the same day the Secretary of State issued a statement which, amongst other things, advised that;

“Whilst respecting the Court’s decision, this ruling changes very little On 27 May 2010, the government wrote to Local Planning Authorities and to the Planning Inspectorate informing them of the Coalition Government’s intention to rapidly abolish regional strategies and setting out its expectation that the letter should be taken into account as a material planning consideration in any decisions they were currently taking. That advice still stands.”

2.10 As a result, Cala Homes brought a further legal challenge in the High Court on the ground that the Government’s intended revocation of RSS was legally immaterial to the determination of planning applications and appeals prior to the revocation of RSS. The challenge was unsuccessful and Cala Homes appealed to the Court of Appeal. The appeal was heard on 5 and 6 May 2011 and judgment was given on 27 May 2011. The appeal was dismissed.

2.11 Following the outcome of the first Cala case, advice was taken from leading counsel. Counsel advised that *“countervailing considerations”* could be used to outweigh an RSS, *“to which the Secretary of State is likely to attach negligible weight in the light of his clear statement of policy.”* He also noted that Inspectors were advised to follow the Secretary of State’s policy statement and the Chief Planner’s guidance.

2.12 It was against this background that the Council sought to defend the later appeals. However, both individual inspectors and finally the Secretary of State ruled against the Council and were generally consistent in their views on the weaknesses of the Council’s case.

3.0 Main Issues

- 3.1 At the present time, the development plan for both the determination of applications and appeals consists of the UDP Review 2006 and RSS. It is clear from the appeal decisions that the phasing and land release approach set out in the UDP is regarded as being out of date in the context of PPS3 and RSS. The requirement for a 5 year land supply is given a high priority both in terms of this guidance and the Government's often stated intention to deliver more housing.
- 3.2 The Council's interim housing target has been given little weight by inspectors and the Secretary of State, notwithstanding that it was prepared reflecting a range of evidence and in the light of the Chief Planner's guidance. Much of the criticism claims that it is not founded on a robust and tested evidence base and has not been subject to proper consultation. The interim housing target was just that. It was never intended to represent a long term ambition and it was always recognised that a fully tested target would be developed to replace it through the Core Strategy. Indeed, in the circumstances that the Council faced with imminent appeal hearings, it would have been impossible to replicate the sort of process required of the Core Strategy, in the time available. The Council's response was a practical and pragmatic approach founded on what it believed to be the Government's latest advice.
- 3.3 The Secretary of State's comments, even after the first Cala decision suggested that some significance was to be attached to the intention to revoke RSS and that greater weight would be given to the localism agenda. In the event, it is perhaps fair comment that the Secretary of State's comments have not translated into material support for the Council's position. In his decision letter on the Grimes Dyke case, the Secretary of State says;
- "The Secretary of State has also made it clear that it is the Government's intention to revoke Regional Strategies and the provisions of the Localism Bill which is now before Parliament reflects their intention. While he has taken this matter into account in determining this case, the Secretary of State gives it limited weight at this stage of the parliamentary process."*
- 3.4 Over the last year or so the planning context for considering the appeals has been somewhat confusing and subject to change. There has been the introduction of the very high targets in RSS that go way beyond past performance, the economic downturn leading to limited finance and new starts, the Council's High Court challenge, the revocation and then re-instatement of RSS and uncertainty created by the Secretary of State's statements and guidance. However, throughout this period of change the Council's approach to greenfield housing development has been consistently unsuccessful at appeal. The Secretary of State's decision on Grimes Dyke, supporting the conclusions of his inspector in the appeal and giving his own intention to revoke RSS limited weight provides a very clear statement rejecting the Council's position. It has to be concluded following that decision that the Council's current approach is no longer sustainable.
- 3.5 At present there is one outstanding appeal in this series relating to land at Whitehall Road, Drighlington. This appeal is concerned wholly with matters of policy, with the reasons for refusal using the arguments rejected elsewhere. Evidence in this case should already have been submitted, but the Planning Inspectorate has offered the Council further time to enable the Grimes Dyke outcome to be considered.

- 3.6 As indicated in para 2.8 the Council advanced the interim housing target in response to the Secretary of State's decision to revoke RSS and on the basis of the guidance issued by the Chief Planner. Even when that decision to revoke was declared unlawful we were still advised to take the intention to remove RSS into account and the Council has proceeded on that basis.
- 3.7 Although the second appeal by Cala Homes challenging that proposition was dismissed by the High Court and most recently by the Court of Appeal (see para 2.10 above), Lord Justice Sullivan, in his judgment in the Court of Appeal having clarified that the intention to abolish RSS can be a material consideration in determining planning applications and at appeal went on to say that it can have no relevance for the preparation of the development plan. At para 24 of the judgment Lord Justice Sullivan states,
- "It would be unlawful for a local planning authority preparing, or a Planning Inspector examining, development plan documents to have regard to the proposal to abolish regional strategies"*.
- 3.8 Given this very clear judgment it is considered that in preparing the Core Strategy we will have to work on the basis that the plan will need to be in general conformity with RSS. General conformity implies that there is some flexibility and it is of course to be expected that the Council will use up to date evidence.
- 3.9 During this difficult and uncertain period the Council has nevertheless been taking positive steps to move things forward. There has been an on-going dialogue with the housebuilding industry so that we better understand their concerns and they understand the Council's priorities. Through the Affordable Housing Strategic Partnership and dialogue with the Homes and Communities Agency affordable housing has been delivered even in a difficult market. Joint working has taken place with the private sector and representative groups on the Strategic Housing Land Availability Assessment (SHLAA) and Strategic Housing Market Assessment (SHMA) and via the Leeds Housing Partnership.
- 3.10 To take the housing debate forward, the Council is proposing to undertake a consultation exercise focussed on the housing agenda. To stimulate debate it is proposed to publish a housing growth prospectus a copy of which is attached to this report at Appendix A. The consultation is intended to include representatives of a wide cross-section of interests including town and parish councils, community groups, Members, housebuilders and financial institutions. The timetable for the Core Strategy following this consultation is set out in the prospectus.
- 3.11 The challenges of taking forward a significant level of housing growth in the Core Strategy remain. The Council wants to ensure that growth is delivered in a way that meets the needs of all sections of the community and has due regard for the environment. Among the issues will be:
- Protecting the Green Belt and valued green areas that are important for health, biodiversity, food production and quality of life.
 - Maintaining the character of the places that give Leeds its distinctive settlement pattern.
 - Ensuring an appropriate balance between Greenfield development and brownfield urban locations, particular the Council's regeneration priorities;

- Whether given financial conditions both for purchasers and housebuilders, the scale of growth is realistic throughout the plan period and if not whether it is appropriate to allocate land that may not be needed;
- How to ensure that the necessary infrastructure is available in the right place and at the right time;
- Delivering a mix of houses that meet the needs of all sections of the community including affordable housing and elderly people; and
- Making the most effective and efficient use of the available sites.

4.0 Implications For Council Policy And Governance

4.1 The issues in this report stem from the Council's refusal of planning permission for residential development on a number of greenfield housing allocations. This arises from the Council's approach to the policies and targets set out in RSS which have been the subject of a number of resolutions in Council. The outcome of the Grimes Dyke appeal, which was allowed, means that the Council's approach needs to change.

5.0 Legal And Resource Implications

5.1 The Council has now lost a number of appeals and the more recent cases have all been subject to an award of costs, where this has been sought. Continuing with the current policy approach would inevitably give rise to further appeals with cost implications for the Council.

6.0 Conclusions

6.1 All but one of a series of greenfield housing appeals has now been determined. The latest of these is the appeal at Grimes Dyke which was recovered for determination by the Secretary of State. All the appeals have been allowed, many with awards of costs against the Council.

6.2 Despite changes in the planning context, a series of planning inspectors have consistently given greater weight to national planning priorities with little or no support for any of the arguments advanced by the Council in response to those changes. The Secretary of State's decision and reasoning reinforces the views of the inspectors in earlier cases.

6.3 Having unsuccessfully challenged an earlier decision in the High Court, the Council has little or no option but to accept that it can no longer substantiate its previous approach and must review its position. In the light of the comments on land supply arising from the appeals it is concluded that this effectively means that all the UDP Phase 2 and 3 allocations should now be regarded as available for development in principle. Proposals for any of these sites would still of course have to address any detailed policy requirements set out in the UDP and be otherwise acceptable from a development management perspective.

6.4 National guidance is very clear that in determining applications, LPAs should consider whether a 5 year supply of housing land is available. It is clear from the appeal decisions that little or no weight can be attached to the Council's interim target, which should now be withdrawn. In the circumstances, and given that RSS

remains part of the development plan, it is suggested that the only option currently available is to revert to the RSS figure of 4,300 net p.a. as the basis for this assessment. In the circumstances, even with all the Phase 2 and 3 sites available, it may still be argued that the Council does not have a 5 year land supply. As a consequence, other greenfield (non-allocated) sites may need to be favourably considered. However, given the very clear UDP policy on the Protected Areas of Search (PAS) it is considered that release of any of these sites should only arise through the LDF process.

- 6.5 Throughout the appeals, the Council has been concerned about the impact of greenfield release on regeneration areas. It was felt that with limited market interest, such development as does take place will locate on the greenfield sites. The more greenfield sites that get permission the more this situation will become entrenched and regeneration areas will be by-passed. While the Council may still have reservations on this issue, it was not a concern that carried much weight in the appeal process. Release of the Phase 2 and 3 sites cannot therefore be made conditional on some form of support for regeneration although it is, of course, open to the Council to seek to negotiate\encourage regeneration in some way.
- 6.6 The difficulties faced with the housing appeals and the potential need for a different approach, add weight to the need to progress the Core Strategy with some urgency. The only way for the Council to effectively establish a new approach that should include a new housing target, phasing, links between brownfield and greenfield and spatial distribution is through the development plan. Recent experience suggests that only this route is likely to satisfy inspectors at appeal.
- 6.7 Given this position, it is suggested that the only option for the remaining appeal at Whitehall Road, Drighlington, is to advise the Planning Inspectorate that the Council is withdrawing.
- 6.8 It is clear from the Cala judgement that until the law changes and RSS is formally abolished, the Core Strategy must be prepared to be in general conformity with RSS. The intention to abolish RSS cannot currently be taken into account. Although RSS may have been abolished by the time the Core Strategy comes to examination, the judgement is clear that we cannot now prepare the plan on the basis of such an assumption. The circumstances are now very different from those that existed when the interim target was considered by Executive Board in July and August 2010. At that point, the Secretary had advised that RSS was already revoked. In which event no target then existed and it was perfectly reasonable for the Council to assume that it should consider developing its own long term target.
- 6.9 In preparing to promote a new target through the Core Strategy the Council will need to take on board the up to date evidence. This will include the findings of the Council's Strategic Housing Market Assessment but can also take account of such factors as demand, housing delivery and site availability. Available sites will include a review of the substantial stock of planning permissions and other opportunities in the landbanks of the housebuilders which are likely to have been put forward by the industry for consideration through the SHLAA process. Whilst ensuring general conformity with RSS the Council's concerns for regeneration, character and quality of place and green Belt will need to be addressed. In this respect it should be remembered that the focus of RSS is on the revitalisation of the main urban area.
- 6.10 The proposed prospectus highlights some of the key issues as a means of stimulating debate with a wide cross-section of interests over the coming months. As part of the debate over the summer it is suggested that Scrutiny Board

(Regeneration) be invited to review the population and household projection work that provide the background to the growth debate.

It will be important that any such review is undertaken in a timely manner compatible with the Core Strategy timetable.

7.0 Recommendations

7.1 Executive Board is asked to:

- i) Note the outcome of the appeal at Grimes Dyke and the consequences for Council policy set out in this report;
- ii) Agree to the release of all the Phase 2 and 3 housing allocations in the UDP subject to proposals coming forward being otherwise acceptable in planning terms;
- iii) Agree to withdraw from the appeal on land at Whitehall Road, Drighlington;
- iv) Agree that RSS provides the basis for assessing the 5 year land supply pending the Core Strategy; and
- v) Endorse the Prospectus at Appendix A as the basis for informal consultation on the Core Strategy housing issues.
- vi) Invite Scrutiny Board (Regeneration) to review and report on the population and household projection information that will underpin the Core Strategy. Such review to be undertaken as a matter of urgency to enable progress to be maintained according to the Core Strategy timetable.

Background Papers

1. Grimes Dyke appeal decision letter and inspector's report.
2. Executive Board report of 21 July 2010.
3. Executive Board report of 16 August 2010.

Exploring the scope for housing growth in Leeds



An overview of the issues, options and recent evidence supporting growth

To become the best city in the UK we need to ensure that we have more housing of the best quality in all communities in the city

In complex rapidly changing times and increasing population growth it is crucial that we increase our focus on providing homes and jobs for residents of our City and those that rely on Leeds for their prosperity and employment. This is why we have placed sustainable growth supported by high levels of private sector investment, at the heart of Leeds' ambition to be the best city in the UK.

It is a vision firmly based on connecting growth with places, people and high quality employment. This is more than just an aspiration. It is about fostering economic recovery by delivering new jobs, building more homes and creating the kind of places worthy of a major city which cares about sustainability, community identity and the quality of our environment.

We need to debate how housing and jobs can best be delivered. Our role must be to set the scene for investment with policies that facilitate sustainable growth, respect community identity, build public confidence and support a clear direction for our communities. We cannot do this on our own, communities, their representatives, investors and developers all have a critical role in shaping the future of our city and the preparation for this needs to start now.

We can begin these debates with a frank assessment of the housing market in Leeds. It is not working nearly as well as it should be. The population of the city is rising and yet the number of housing completions has fallen to its lowest number in years. This cannot be explained away by any absence of need. A third of private sector stock in the city has been classified as non-decent. Leeds is ranked high amongst the least affordable places in the region to buy or even rent accommodation, suggesting that scarcity of new housing is a real issue. We need to provide new homes and jobs for our growing population and children.

Deciding on how many houses are needed and where these are best located should come through a step by step process beginning with a dialogue between communities and house builders and investors based on evidence and principles that are widely agreed and trusted.

This can help us in the Council to better prepare for the more formal process of policy and plan making needed to deliver the city's "Core Strategy". This all takes time but we can set out a clear direction of travel by identifying the big issues.

This Prospectus aims to further the debate by seeking views on some of the fundamental questions associated with the housing growth agenda. What scale of growth is appropriate? How can this be delivered to achieve our regeneration ambitions and to recycle brownfield land? How do we ensure that we protect the greenbelt and other open land that our communities value and that gives Leeds its distinctive character and is high quality environment?

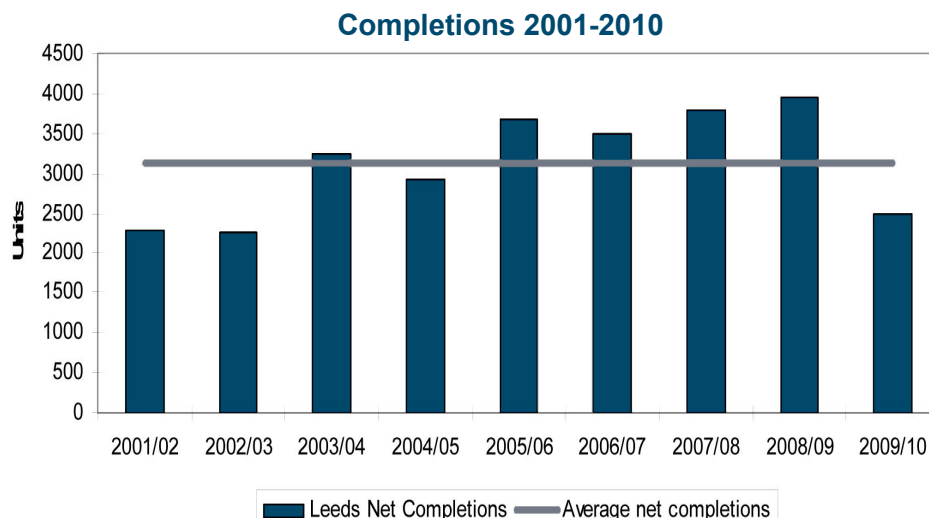
We have set out an ambitious timetable for the Core Strategy. To achieve this we need your help to answer the questions posed in this pamphlet. Fundamentally, how do we reconcile growth with improvements in the quality of life and protection of the environment as the basis of unlocking community support for new development.

Housing in the wider economy

We want a housing market that works. The number of new starts and completions in 2009/10 were at their lowest in years (see graph). This is the result of what has been happening in the rest of the economy, but it is not the only explanation.

Economic recovery requires that we unlock housing growth

To achieve its vision for the city Leeds must outperform the UK economy as a whole. We are already doing this in some areas. The city centre offers the best value for money in Europe for rents and labour (Cushman and Wakefield survey 2010) and survey after survey indicates that the city is well placed to lead the UK's recovery. The quality of the Leeds environment is also highly valued by investors and residents. These are advantages we must harness.



Investment in the City Centre continues...

Over the last 10 years, almost £3.0bn of major property development schemes have been completed in the City Centre. Despite the recession investment in the City Centre is leading the recovery not just in the city but in the region. The £350m **Trinity Leeds** retail development is on course for its scheduled spring 2013 completion. Almost 65% of the scheme is pre-let, with a further 12% in solicitors' hands and another 8% in negotiations. It will create over 3,000 new jobs.

The other major city centre retail development is of course the Hammerson's **Eastgate Quarters** scheme. The £600m one million square foot retail-led scheme will feature a two-level shopping arcade and a new civic square. As well as the restoration of historic buildings the scheme will host a Low Carbon Energy Centre. The development will have in the region of 130 new stores and will be anchored by a flagship John Lewis next to Kirkgate Market and Marks & Spencer. Over 4,000 new jobs will result.

BAM Properties has secured planning permission for phase two of its Latitude office development in **West End** Leeds which will be known as Latitude Blue. The developer will offer the 115,000 sq ft seven-storey development to the market on a pre-let basis. Together with developments at Wellington Place and along the Whitehall Riverside a whole new mixed use quarter of the city is being developed, just ten minutes walk from Leeds city station.

The construction of the £80m **Leeds Arena** has begun. Earthwork excavations started on 18 February and all planning permissions and licences are in place. Once completed, it is estimated that up to an extra £28m will be contributed each year to the local economy by the Arena.

Work is well underway on the creation of a new public open space and new development on the **Sovereign Street** site. In December KPMG agreed a nine month exclusivity period with the Council to explore options for delivering a new building for the company on the site on Sovereign Street. The scheme is aiming to create a "stepping stone" between City Square and the proposed South Bank development.

The **South Bank** includes a proposal for a new city centre park and a new office and residential quarter to rival the best in Europe.

Investment in the Wider City continues...

Situated on the eastern edge of the city centre **Thorpe Park** and is one of the region's leading Business Parks. Covering 270 acres and with direct access from the M1 Motorway (Junction 46), recent investment means that there will be over 1.8 million sq ft of office accommodation when complete.

A key priority for the city is the regeneration of inner **East Leeds**. In recent years there has been over £54m of investment in this part of the city. Investment in schools, healthcare, infrastructure and community facilities. Families recently moved into some of the first new council homes built in the city for 20 years in Gipton east Leeds. Yet there is still plenty of scope for growth with 55 hectares of land available for development.

To the south an informal consultation on the **Aire Valley** area action plan has just finished. It includes promotion of the area as an Urban Eco Settlement (UES). The first 61 new homes have gone on sale in the UES by Miller Homes at Yarn Street in Hunslet. The full scheme includes 281 affordable housing units. Along with high eco standards of construction, the new homes will benefit from an on-site Combined Heat & Power plant which is currently under construction, supported with £1.7m funding from the Low Carbon Infrastructure Fund. When complete it is anticipated that 12,000 new homes and 27,000 new jobs will be provided.

To the west of the city is the £300m **Kirkstall Forge** scheme. A masterplan for the site by award-winning architects Feilden Clegg Bradley includes family homes and 300,000 sq ft of commercial office space on this 56-acre site. The development will be served with its own dedicated railway station with a direct link to the city centre in under six minutes.

Passenger numbers are projected to rise from 2.7m to 5m a year at **Leeds Bradford International Airport**. Permission was recently granted for a new terminal building. The Airport has received a welcome boost with airline KLM adding a fourth daily flight to its Amsterdam hub. Ryanair also open its new Leeds-Bradford base in March this year serving over a dozen destinations.

There are new proposals for investment in Leeds Station to cope with additional passenger growth and to open up access to the south of the City Centre and especially the Holbeck area.

An Investment Strategy for South Leeds aimed at delivering regeneration and growth, in the form of new homes, has recently been launched.

Before we can agree a way forward we need to understand the reasons for the low growth in new housing outside the city centre.

We need to look behind the headline figures to understand the real blockages to growth. Currently it depends on who you ask, a local councillor, a resident affected by development, a developer/landowner or a council officer.

A failure to deliver the right range of houses in the right locations will contribute to housing shortages, over-crowding and lack of affordable housing within the city. New housing development on greenfield sites must not be to the detriment of brownfield regeneration otherwise the gap between rich and poor communities will grow.

Some of our development partners in the city centre are already promoting Leeds as a great place for investment



Tackling the barriers to housing growth

We need to tackle the following growth challenges:

- Timing and adoption for the Core Strategy with a strategy for the release of housing land
- The need to foster better communication and understanding between the parties about the future development of the City
- A new understanding of the roles of the Council, local developers, communities and funders which will underpin delivery
- Examining new models of funding to support the delivery of homes

Timing and adoption process for the Core Strategy

The first step is to set a clear timetable for adopting our Core Strategy.

Work started on our Core Strategy some time ago, but with a new government in place and new planning legislation expected it has been necessary to take account of changes in legislation and in the economy and population growth.

The Core Strategy will aid all parties to have a better understanding and will crucially provide much needed confidence for investors.

LDF Programme Timetable				
DPD	Current Position	Publication	Submission	Examination
Core Strategy	Preparation of 'pre-publication document' for internal LCC consideration (April – May). 'Targeted' external informal consultation (June – July)	December (following consideration by Development Plans Panel & Executive Board in November cycle)	March 2012 (following consideration by Development Plans Panel & Executive Board & Full Council).	June 2012 (pending submission date).
Site Allocations	Need to 'scope' the content of the document in the light of the emerging Core Strategy. PPG 17 Audit, Employment Land Review update, SHLAA, Retail & Town Centres study – completed, as key inputs to sites issues	Subject to progress on CS, scope for initial consultation, concurrent with CS Publication. Formal Publication March/April 2012 (subject to progress on CS).	September 2012 (following consideration by Development Plans Panel & Executive Board & Full Council).	January 2013 (pending submission date).
Natural Resources & Waste	Submission material to be considered by Executive Board on 18 May & Full Council July	Completed	July (pending Full Council decision)	October (pending submission in July)
Aire Valley Leeds AAP	Review of responses to informal consultation (revised AAP boundary, February - March)	October (following consideration by Development Plans Panel & Executive Board in September cycle)	March 2012 (following consideration by Development Plans Panel & Executive Board & Full Council)	June 2012 (pending submission date)

Confidence in the evidence for new housing growth

The second step to bring greater certainty to housing delivery is to review the evidence and secure agreement on the scale of housing growth the city needs to plan for until 2026.

Markets need accurate and up to date information to work effectively. Clearly, there have been difficulties in coming to a common consensus on the accuracy of key figures for the drivers for housing growth. The most significant of these has been the uncertainty surrounding projections for population growth, but these difficulties have been further exacerbated by revisions to national forecasts for economic growth.

We recognise that given this uncertainty clearer, more accurate forecasts are required. These need to be realistic and take account of relevant studies, market capacity and the need to achieve a realistic release of housing land. That is why we commissioned the Leeds Strategic Market Assessment (SHMA) to contribute to our robust evidence base. The SHMA was commissioned by the Council with the Leeds Housing Market Partnership (HMP).

Other Indicators and Factors

Government guidance advises that a wide range of information will influence the housing target. This can include demand as well as need, house building rates, affordable housing, the availability of suitable sites and infrastructure considerations amongst other things.

Clearly, the state of the housing market and the economy more generally is acting to dampen demand and there is general agreement that recovery to previous levels will take some time. Even at the height of the market, with a high proportion of flats, the best annual rate of completions achieved in Leeds was 3,800 units in 2009/10. Over a longer 10 year period, completions averaged 3,000 per year.

The need for a significant level of affordable housing is well established. 'Within the total requirement there is therefore a substantial proportion of households unable or unwilling to purchase or rent market housing. Even at the peak of the market output of affordable units fell well below what was required and well below the levels set in policy. Simply building more market housing will not meet affordable housing needs.

The Council has undertaken a Strategic Housing Land Availability Assessment (SHLAA). The vast majority of new sites identified in the process were on Greenfield land around the fringes of the main urban area, towns and villages, predominantly in the green belt. Such sites are generally in less sustainable locations than recycled land within the main built up areas of the District.

Significant growth brings important challenges. Public funding is likely to be limited for many years to come and excess expectations of the private sector are only likely to deter development.

Taken together, such factors might suggest that the Core Strategy should set a target below the level of need identified in the SHMA. Indeed within SHMA the consultants suggest that there is only a market for around 60% of the total need. This needs to be reflected in a realistic way when agreeing housing land releases.

Account also needs to be taken of the capacity of the house building industry and the availability of funding. This is in addition to potential impacts on the green belt and the need to deliver brownfield regeneration. We need to ensure that the ways in which we meet these demands reflects the character and distinctiveness of the City, that help to make Leeds such an attractive place to live, visit and invest.

The city desperately needs new affordable housing

According to the housing need study this in turn will drive the need for particular types of affordable housing within an overall figure of 1158 residential units per annum. The changing demographic and economic profile of the city means that the wider housing market will be affected in different ways. There will be specific need for housing to meet the needs of:

- An increasing population over 65 and over 85 years old creating pressure on supported housing and the need for different housing products
- Growth in employment and the student market continues to be important and issue of graduate retention
- 3,887 households in severe or priority need (including 807 homeless or in temporary accommodation)
- Continuing low income levels and a growing aging population will need to be recognised in securing housing delivery.

Principles governing future house building

It is clear to us that:

- Housing delivery will need to increase significantly beyond the interim target established in summer 2010 and above actual output during the recent housing boom;
- Some greenfield sites will be needed to accommodate a significant increase in housing delivery, including all the previously allocated Phase 2 and 3 sites from the UDP Review of 2006, taking into account the brownfield sites and intensification of development in appropriate locations.
- Some or all of the Protected Areas of Search are also likely to be needed alongside limited use of land currently in the green belt;
- long term housing development will need to be integrated with proposals for local economic growth in locations such as the City Centre, Aire Valley, East and South Leeds.

We are keen to promote a much wider debate on how the changes in the housing sector identified in the SHMA can be accommodated in the Planning system in practice. So to move the debate on concerning the level of growth that Leeds should accommodate we would like to consult both developers and communities and their representatives on the key issues such as;

- **What do you think the appropriate level of housing growth should be? Should delivery be phased over the life of the plan?**
- **How can balanced development of green and brownfield sites (especially in regeneration priority areas) across the city be best achieved and the character and identity of communities, towns and villages best be protected and enhanced?**
- **How can we ensure the infrastructure (eg jobs, schools, transport) are in place in both the right places and at the right time?**
- **Do we need new funding models to enable development of new affordable homes?**

We need to reconsider the use and form of Planning obligations and the role of the new Community Infrastructure Levy. The government is also promoting a localism agenda, giving communities more say in where and how they develop and seeking a situation in which those communities will support new housing and delivery.

A new understanding of the roles of the Council and developers in the future

The coalition government has indicated its intention to ensure planning authorities prioritise growth and jobs through their development plans and reconsidering planning obligations. The government is also promoting a localism agenda which aims to give communities more say in where and how development should take place and how they can benefit from growth to invest in local community facilities and infrastructure.

Taken together these proposals demand significant changes in the culture of planning and development within our city. Members, developers, the community and their representatives, funders and infrastructure providers will need to work in partnership to ensure these changes support rather than undermine the creation of sustainable communities in Leeds.

By placing these growth issues plainly and clearly on the table we want investors, developers and communities to look to the future prospects for the city rather than the past.

That is why we would like to supplement the formal process of producing a core strategy with an informal process of dialogue to ask these who care most about how our plans in Leeds can be grown sustainably how we can cooperate, collaborate and share in turn in the delivery of housing growth.

The focus will be very much on the 'how' we can work effectively together in the new environment.

- **How can we build the trust necessary between the Council, local communities, their representatives, and house builders to deliver the growth agenda for Leeds?**
- **How can we ensure housing growth delivers positive benefits for all the citizens of Leeds?**

We would welcome your view on the questions in this Prospectus. We will be explaining them through a series of workshops during the summer involving developers and Councillors, MPs and community representatives and funders to explore the new housing and planning environment as it might apply to Leeds.

The Coalition Government's Agenda for Growth

The Presumption in Favour

The government has confirmed a 'powerful new presumption in favour of sustainable development, so that the default answer to development is "Yes"

The Duty to Cooperate

Local authorities must demonstrate that they've planned for key sub-national infrastructure. This may also lead to businesses leading the production of strategic plans and facilitating decision making in complex decisions.

More Flexible Use Classes Order

The government has announced its intention to consult on proposals to allow changes of use from B Class to residential use. This may be consistent with our own Employment Land Review which indicates that in Leeds they may be scope to convert up to 23 hectares of land currently allocated in 'B' class employment to residential use.

Faster Planning Process

The government has announced its intention to introduce a 'planning service guarantee that will ensure that planning applications will not spend more than a year with key bodies.

Neighbourhood Plans for Businesses

The recent budget has confirmed that businesses will be able to bring forward their own plans and development orders for example in industrial areas or town centres. For Community plans the budget confirmed that these should be pro-growth investments, to shape developments but not oppose it.

Enterprise Zones

The Leeds City Region will host an enterprise zone; with the aims of attracting businesses to an area of offering simplified planning roles (using Local Development Orders) and tax breaks.

Community Land Auctions and New Homes Bonus

Both new initiatives will be designed to incentivise the bringing forward of possible land as a means of significantly increasing the supply of housing.

Community Infrastructure Levy

Ensuring that the benefits of new development to go local communities.

Localism

Identifying how local communities can prepare their examples in a way which reflect local needs and other strategic housing and employment objectives.

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Originator: Liz Bennett

Tel: 247 8228

Report of the DIRECTOR OF CITY DEVELOPMENT

Executive Board

Date: 22 June 2011

Subject: LOCAL SUSTAINABLE TRANSPORT FUND BID FOR WEST YORKSHIRE

Electoral Wards Affected:

Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. The Department for Transport has invited bids for the £560m Local Sustainable Transport Fund, to promote measures which support economic growth and reduce carbon. The fund period lasts until March 2015. Metro on behalf of the Integrated Transport Authority have submitted a full bid for West Yorkshire called 'Getting Transport to Work', incorporating an area package to support travel behaviour change; promotion of active travel and public transport; and complementary capital investment.
2. The proposals are focussed on access to key employment destinations in each of the five District areas and the total value of the Large Project Bid is £30.8 million.
3. Prior to the Large Project Bid an early "key component" bid for the advanced delivery of elements from the main package was submitted on 18 April with a decision expected in July.
4. Leeds, along with the other West Yorkshire District Councils is participating in thematic bid focussed on travel to school which is being led by the sustainable transport charity Sustrans for a consortium of local authorities.
5. If successful the bid will lead to a short listing of projects for the second stage of the bidding process, when a detailed business case will be required. Successful projects will be announced in June 2012.

1.0 Purpose of this Report

- 1.1 This report informs Members of the bid which has been prepared and submitted to the Department for Transport for Local Sustainable Transport Fund project for West Yorkshire.

2.0 Background Information

- 2.1 The Local Sustainable Transport Fund (LSTF) is a £560 million programme for the period 2011-15 aimed at enabling local authorities in England, outside London, to build on plans for taking forward sustainable travel measures through their Local Transport Plans and to develop packages of measures that support economic growth and reduce carbon. This funding is split between approximately 30% capital and 70% revenue resource. The bidding process is complex but provides several opportunities for bids, the main features being:

- Large Projects' (up to £50 million value if sponsored by the ITA in metropolitan areas) or Small Projects (up to £5m). Submission deadline 6 June 2011 for a pre-qualification process, leading to short listed proposals preparing detailed business cases, which if successful would permit a start of projects in the year 2012-13.
- Key Component as part of a Large Project (up to £5 million in total) submission deadline 18 April 2011 for an early start of selected projects in 2011-12.
- Thematic bids for Large or Small Projects (deadline 6 June 2011) provide an opportunity for independent bids with local authority support, including for example Sustrans who were previously supported through Cycling England.

- 2.2 It is a pre-requisite that all bids meet the two main policy objectives set out by the Secretary of State for Transport namely that proposals should (1) 'support the local economy and facilitate economic development, for example by reducing congestion, improving reliability and predictability of journey times, or enhancing access to employment or other essential services' and (2) 'reduce carbon emissions, for example by bringing about an increase in the volume and proportion of journeys made by low carbon sustainable modes including walking and cycling'.

- 2.3 In terms of the West Yorkshire LTP area, the West Yorkshire Integrated Transport Authority (WYITA) Local Transport Plan (LTP) Committee has considered the approach to bidding for this funding and agreed the principle of submitting both a Large Project bid and an early Key Component bid. This was considered to be the most effective way of demonstrating an integrated and holistic strategy that maximized the opportunities offered for the West Yorkshire area and district councils.

3.0 Main Issues

- 3.1 The West Yorkshire bid "Getting Transport to Work" has been prepared in line with the objectives of the recently adopted West Yorkshire Local Transport Plan 2011-26. The bid has a focus on packages of interventions in the key employment clusters in and around the main urban centres of Leeds, Wakefield, Bradford, Huddersfield, Dewsbury and Halifax, where 41% of employment and the largest destinations (retail, tertiary education and hospitals) are situated. The packages are designed to improve connectivity to these areas (providing the additional transport capacity needed for

sustainable employment growth); support economic growth (by expanding accessible labour pools and reducing congestion); and connect job seekers with jobs.

3.2 There are three elements to the West Yorkshire submission for LSTF funding which are summarised as follows:

- (i) Large Project bid incorporating a West Yorkshire wide package of public transport measures with complementary locally focused measures in each of the five District areas, and associated marketing, training and promotional activities.
- (ii) An early “Key Component” bid for the early delivery of elements from the above package; and
- (iii) A separate “Thematic” bid submitted by the sustainable transport charity Sustrans in conjunction with a consortium of English local authorities for a package focused on travel to school which if successful will complement the West Yorkshire proposals.

Large Project bid

3.3 The bid package has been built around the successful work established with previous local and European funding to create the West Yorkshire Travel Plan Network (WYTPN), and the West Yorkshire Travel for Work Project in partnership with the Job Centre Plus. These partnerships facilitate a particular focus on providing sustainable transport options focused on public transport and active travel that support the efficiency of the local labour market, by reducing the barriers discouraging job seekers from taking up employment in the main towns and cities in West Yorkshire, and encouraging existing employees to travel to work more sustainably.

3.4 The proposal comprises of a core of six main programmes:

- (i) Park and ride service to intercept car borne journeys from the motorway network. bus operators and the Highways Agency will be key partners in this programme.
- (ii) An expanded Travel Plan Network which incentivises commuters to choose alternative modes and ways of travel with employers and the Chambers of Commerce as key partners.
- (iii) Using the established partnership with Job Centre Plus to deliver travel advice to job seekers and address cost barriers of job search and employment take-up.
- (iv) A package of infrastructure measures to address specific barriers to accessing centres from adjacent communities by active modes, with associated marketing and promotional activities to raise awareness and encourage use in which Sustrans are key partners.
- (v) A programme that facilitates movement within the main centres by sustainable travel modes in which town centre management and retailers/business associations will be key partners.
- (vi) A programme of network management enhancements within and to the clusters to deliver network efficiency through the Urban Traffic Management and Control systems.

- 3.5 As part of the geographically discrete local elements for the five West Yorkshire district areas the proposals for Leeds are focused on the following areas; Leeds City Centre and Rim area; Hospital and University Corridor; Aire Valley Leeds corridor; and links with Bradford. The packages and associated interventions consist of the following:
- Active Travel – to develop the physical infrastructure and extend the coverage of measures for walking and cycling being planned through the LTP and to support mode choice through supporting education, training and publicity.
 - Park and Ride and Bus Priority – to develop a new bus park and ride site (the Leeds options include the opportunities offered by the Elland Road Masterplan), and measures to support greater bus use.
 - Low Carbon Vehicle Technology – measures to assist in realising the greater use of alternative forms of energy built around the Council’s work to establish a bio-gas refuelling station and to prime the development of an electric vehicle charging infrastructure.
- 3.6 The total value of the proposed Full Bid is £30.8 million. This is matched by £14.1 million local contribution from West Yorkshire transport partners.

Key Component bid

- 3.7 Metro submitted an early Key Component bid on the 18 April for £4.35 million on behalf of WYITA and the District Councils. Schemes proposed for the key component needed to be deliverable with a significant proportion of funding spend in the current financial year. The West Yorkshire wide elements include early support for the West Yorkshire Travel Plan Network and Travel to Work Project.
- 3.8 The Leeds element of this bid supports the further development and promotion of the Leeds Core Cycle Network (LCCN) previously approved by Executive Board. A successful bid would allow completion of strategic routes in the city “rim” areas, locking in existing LTP spend, providing a platform to complete additional radial routes in identified target areas in the Large Project bid.

Large Project Thematic bid for travel to school

- 3.9 This bid is promoted by Sustrans in partnership with Devon County Council and a group of around 30 local authorities from across England, focusing on direct engagement through ‘Bike it’ Officers and supporting infrastructure measures for schools. Participation in this process is a matter for individual local authorities, Leeds, Bradford, Calderdale and Kirklees have been short listed by Sustrans to be partners in their bid which was also submitted to the DfT on 6th June. The basis of the Leeds element is to complement the West Yorkshire bid with a package of school based measures that provide for more independent travel to school. This will help to support new travel choices available for the journey to work for those who currently drive on the school run.

4.0 Implications For Council Policy And Governance

- 4.1 The bid was prepared in line with the principles agreed by the Joint WYITA LTP Committee at its meeting of 28 April 2011.

- 4.2 The “Key Component” bid was submitted on the 18 April, however due to the tight timescales for the bidding process, the “key component” submission was endorsed retrospectively by the LTP Committee on the 28 April.
- 4.3 The principles of the Large Project bid were endorsed by LTP Committee on the 18 May and approved by the WYITA Executive (Appointed Members) on 3 June. The bid was then submitted by Metro for the 6 June deadline. Future management of the project will be by a joint Metro / local Council project board reporting to the ITA LTP Committee.
- 4.4 If the proposals are shortlisted by the DfT, preparation of a detailed project business will be required. The process for preparing this will include: further consultation; firming up of all package options (including confirming the business case and final site option for park and ride); social and distributional impact analysis; and a full appraisal framework of project impacts and benefits.
- 4.5 In due course if the bid is shortlisted a further report will be provided for Members detailing the proposed business case submission.

5.0 Legal And Resource Implications

- 5.1 This report has no specific legal and resource implications. If successful the project will be managed through Metro on behalf of the District Councils. The DfT expects local funding contributions to form a part of bids and this is proposed from the existing Local Transport Plan Integrated Transport budget as managed by Metro and disbursed to the District Councils and through synergies and match funding from existing programmes within the Highways and Transportation revenue budget. This approach applies to all the elements of the LSTF described in this report.
- 5.2 If the initial bid is successful the detailed funding requirements will be evaluated and reviewed when preparing the detailed business case.

6.0 Conclusions

- 6.1 Metro has submitted ‘Key Component’ and Large Project bids to the DfT on behalf of WYITA and the five West Yorkshire districts for a proposed ‘Getting Transport to Work’ Local Sustainable Transport Fund project to the total value of £35.15 million. In addition, Leeds along with other districts in West Yorkshire are partners in a Sustrans led travel to school Thematic bid.
- 6.2 Both these bids are expressions of interest, which if short listed by the DfT will lead to preparation and submission of a full business case for December 2011. The final decision on funding will be announced by the DfT in June 2012.

7.0 Recommendations

- 7.1 Executive Board is requested to:
- (i) note the preparation of funding bids for the Local Sustainable Transport Fund and the submission of a Large Project bid made to the Government on 6 June 2011;
 - (iv) note the decision made by the West Yorkshire Integrated Transport Authority Executive (Appointed Members) taken on 3 June to approve the bid; and

- (v) note that the Council is a partner in a separate Thematic bid for travel to school led and submitted by Sustrans in partnership with a consortium of local authorities.

8.0 Background Papers

8.1 Background documents supporting this report are as follows:

- (i) West Yorkshire Local Sustainable Transport Fund Key Component Bid – a hard copy has been deposited in the Members' Library.
- (ii) West Yorkshire Local Sustainable Transport Fund Large Project Bid - a hard copy has been deposited in the Members' Library.
- (iii) Local Sustainable Transport Fund bidding guidance, Department for Transport, www.dft.gov.uk, January 2011.
- (iv) Creating Growth; Cutting Carbon (sustainable transport White Paper), Department for Transport www.dft.gov.uk January 2011.



Originator: Jane Cash /
Ben Middleton
Tel: 2243493 / 2477817

The Appendix of this report is Exempt/Confidential under Access to Information Procedure Rules 10.4 (3)

Report of : the Acting Director of City Development

To : Executive Board

Date: 22 June 2011

Subject: Elland Road Masterplan

Electoral Wards Affected:

Beeston & Holbeck

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

Executive Summary

The public interest in maintaining the exemption in relation to the confidential appendix outweighs the public interest in disclosing the information by reason of the fact that it contains information and financial details which, if disclosed would adversely affect the business of the Council and may also adversely affect the business affairs of the other parties concerned.

The purpose of the report is to update Executive Board about progress with the Informal Planning Statement for Elland Road, adopted in 2007 to 'kickstart' the wider regeneration of the site. The Masterplan included in the Informal Planning Statement indicated the range of potential development that could be promoted on the sites. The report outlines the current position including:-

1. a proposed development of an ice rink
2. the acquisition of the Castle Family Trust land;
3. a potential Park and Ride facility on the site;
4. the sale of the former Greyhound Stadium to the West Yorkshire Police Authority

(WYPA);

5. LUFC's plans for the development of the East Stand by Leeds United Football Club and the required realignment of Lowfields Road.

1.0 PURPOSE OF THE REPORT

1.1 The purpose of the report is to update Executive Board about:-

- progress since the masterplan included in the Informal Planning Statement for Elland Road was adopted in 2007;
- the acquisition of the Castle Family Trust land;
- developments in relation to potential Park and Ride facility at Elland Road;
- the sale of the former Greyhound Stadium to the West Yorkshire Police Authority (WYPA).

and request Executive Board approval to:-

- the revised Heads of Terms with the operator of the proposed ice rink on Elland Road;
- an injection of £500,000 from the Capital Programme to the proposed realignment of Lowfields Road to the implementation of the masterplan.

2.0 BACKGROUND

2.1 On the 11th September 2007, Executive Board approved the:-

- Informal Planning Statement (IPS) as a guide to future development proposals for the Elland Road area;
- exploration of the potential for and the implications of the provision of a Park and Ride facility;
- sale of the former Greyhound Stadium site at open market value, to the WYPA as a site for their new Divisional Head Quarters.

2.2 The Informal Planning Statement was developed at the time in partnership with Yorkshire Forward, Leeds United FC, Stanley Leisure and West Yorkshire Passenger Transport Authority. At that time, several options for the site were under consideration: the land at site D was an option for the Leeds Arena; Leeds United's aspirations to develop the Stadium; Stanley Leisure's aspiration to build a casino and the contribution of the site to the wider regeneration initiatives in the Beeston Hill/Holbeck Neighbourhood Renewal Area.

2.3 All the sites discussed in this report are identified on Plan 1 attached to this report.

2.4 The main objectives of the IPS were: to provide guidance on the future development of the brownfield sites within this area; formulate a vision to transform the area into a

vibrant leisure destination; create a sense of place; and bring about change that has a physical, economic and social regenerative impact within the local area.

2.5 Using these objectives, a number of development scenarios were presented in the IPS. The key and consistent features of the various options were:-

- sites to the south of Elland Road (A,B and C) to be developed for primarily residential use, with the option that C be considered for a replacement Police Head Quarters site should there be closure of the Millgarth and Holbeck Stations;
- the introduction of appropriate traffic management and environmental treatment of Elland Road;
- the development of 2,750 formally laid out car parking spaces;
- the development of an enhanced transport hub to the east of the Stadium site (in the vicinity of sites E and F) with Park and Ride facilities and match day coach parking;
- the provision of sufficient space around the perimeter of the football ground to enable a symmetrical development of the Stadium in the future, should the need arise;
- the development of a series of leisure facilities on the site adjacent to the existing football ground including hotels, casino, ancillary food and drink facilities and a health club.

2.6 A further Executive Board report, approved on the 22nd July 2009, provided an update on the opportunities complementary to the ongoing implementation of the IPS. These were:-

- the planning consents secured by Leeds United Football Club (LUFC) to allow the construction of hotels, conferencing facilities and a nightclub;
- the latest position with regard to the Council's attempts to acquire land from the Castle Family Trust, to the rear of the North Stand on Lowfields Road by negotiation;
- the approach to the Council by a developer/operator who wished to build an ice rink on the site;
- Leeds' bid to become a Host City for the World Cup in 2018.

2.7 Since that time, Stanley Leisure decided not to renew its option to purchase land at Elland Road for a casino, and the Council decided to construct the arena at Clay Pit Lane in the city centre. The result of these changes and general market change, is the opportunity to refresh the thinking about the nature and scale of development potential at Elland Road.

2.8 On the 13th May 2009, Executive Board received a report about the potential for Leeds to become a Host City for the 2018 Football World Cup should England be successful in securing the Host Country nomination from FIFA. The benefits to Leeds in being a Host City would have been enormous and played a large part in the

delivery of the Masterplan. However, the bid by the UK to host the 2018 World Cup was unsuccessful and other opportunities for the infrastructure development of Elland Road need to be explored.

3.0 MAIN ISSUES

3.1 Progress has been made on several key proposals. These are:-

- the creation of an indoor ice rink which will be available for use by the general public;
- the proposed new Divisional Police Headquarters on the site of the former greyhound stadium;
- Leeds United FC obtaining detailed planning consent subject to a s106 agreement to develop 2 hotels, a nightclub, new club shop, ancillary office space and covered circulation space;
- the potential for the Rugby League World Cup 2013 and the Rugby Union World Cup 2015;
- the acquisition by the Council, of the Castle Family Trust's freehold interest in site I;
- potential for a Park and Ride facility.

Ice Rink

3.2 At Executive Board in July 2009, it was reported that the Council was approached by a company that specialises in developing and operating ice rinks throughout the UK, who wished to develop and operate a facility at Elland Road. The location of the site is identified on Plan 1 at the western end of Elland Road and extends to 0.6ha in size.

Executive Board agreed to grant a 6 month period of exclusivity to the operator, on the basis that:-

- i. the company was to pay open market value for the site;
- ii. the proposal is entirely consistent with the IPS;
- iii. it will fill one of the few gaps in the city's sporting infrastructure.

A Development Agreement was signed in February 2010. However, following discussions with the Council's Highways Service and having undertaken Stage 1 desktop ground investigation studies, it has become apparent that the costs of developing the ice rink will be far greater than the operator originally anticipated, and the Development Agreement has now lapsed. Following negotiation, revised Heads of Terms have been agreed and are detailed in the confidential appendix.

Approval is sought from Executive Board to these terms, along with a further 6 month period of exclusivity, to allow the Development Agreement to be redrafted and once completed, a detailed planning application will be submitted for the proposed development.

3.3 New Divisional Headquarters for West Yorkshire Police

WYPA has been liaising with the Council regarding its proposal to build a new divisional headquarters on the site of the former Greyhound Stadium at Elland Road, identified as site C. This new facility was intended to replace the police stations at Millgarth in the city centre and Holbeck off Dewsbury Road.

Executive Board agreed in principle to the sale of the site to the WYPA, and an unconditional sale of the freehold interest was completed in October 2010 to the WYPA. In January 2010, an outline planning application was submitted and reserved matters are due to be heard in October 2011. The proposals include a 110,000sq.ft police divisional headquarters and associated car parking. Outline consent has been granted for the proposed headquarters subject to reserved matters which are due to be submitted November 2011 with an anticipated start on site July 2012.

3.4 Leeds United Hotel/Leisure Complex

LUFC submitted planning applications in 2008 to allow for:-

- (i) extension of the existing Stadium's East Stand including the construction of two hotels and related development;
- (ii) the development of a temporary car park on the Council's land at Stadium Way, in order to facilitate;
- (iii) a temporary extension to the existing LUFC Pavilion located on Lowfields Road adjacent to the Stadium for a period of 10 years.

3.5 The development of the East Stand also included LUFC taking an option to buy vacant land to the south of the Stadium currently used for car parking on match days and parts of Elland Road and Lowfields Road, extending to 1.78 hectares.

3.6 In order to implement the proposed extension to the East Stand, LUFC has to acquire site B and some of the adopted highway of Lowfields Road as identified on plan 2, which will need realigning. Terms have been agreed and approved by the Acting Chief Asset Management Officer for the sale of the two pieces of land at open market value to LUFC by way of an option on the 14th March 2011, and these are attached in the confidential appendix.

3.7 Linked to the development of the implementation of the masterplan, it is proposed that the Council shares some of the cost of the realignment of Lowfields Road which retains access to the newly acquired Castle Land.

3.8 It is proposed that the Council contributes to £500,000 in order to assist this development to progress however, it will be linked to the requirement for Leeds United to demonstrate further involvement in local community activities. The Heads of Terms within the confidential appendix confirm the detail of the transaction mechanism for this.

Castle Family Trust Land

- 3.9 Following approval by Executive Board to delegate authority to the Director of City Development to conclude the transaction, the acquisition of the unencumbered freehold interest of the acquisition of the 2.83 ha (7 acres) Castle Family Trust Land was completed on 29 April 2011.
- 3.10 There are no specific proposals for the site at this time, however ownership enables the Council to facilitate the comprehensive regeneration of the area including leaving open the future traffic management options across the East and West of the site. Overall the site affords considerable control and flexibility to the Council on the future delivery of the Elland Road Master Plan.

Rugby League World Cup 2013

- 3.11 England and Wales will host the Rugby League World Cup in 2013. In February 2011 the Rugby Football League announced the invitation process whereby Authorities could bid to become Host Cities for the event. An initial bid for Leeds to become a host city was submitted in April 2011, both Elland Road and Headingley Stadium were proposed as potential venues for games. A final bid is required to be submitted by the 15 July 2011 and the Host Cities are due to be announced in November 2011.

Rugby Union World Cup 2015

- 3.12 The Rugby Union World Cup is also due to be held in England in 2015. It is also expected that LUFC will propose Elland Road as a potential match venue.

Park and Ride

- 3.13 The site Masterplan currently includes the potential for a 750 space Park and Ride facility. The opportunity still exists to provide Park and Ride at Elland Road by sharing car parking with match day requirements. Such an arrangement is currently in operation in Derby at the Pride Park and also at Cardiff City's new stadium. This would facilitate the proper laying out of the car park with landscaping.
- 3.14 The West Yorkshire Local Transport Plan 3 (2011), the Leeds UDP Review (2006) and the emerging Leeds Transport Strategy all support the introduction of Park and Ride. However, any such proposal would need further consultation to be undertaken in due course and therefore remains only an option at this stage.

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Risk Management

4.1.1 In respect of the proposed ice rink, the risks include:-

- greater than anticipated costs of construction through an enhanced design specification as a planning requirement. This risk should be mitigated as the design is their proposed facility in Cardiff which has recently obtained planning approval;
- greater than anticipated costs of construction due to unanticipated abnormal ground conditions. This risk has been mitigated through the provision of desk top ground conditions prepared by the Council when this site was under consideration as a potential arena location and an allowance has been made

due the land being 'filled site'. A ground intrusive survey will be undertaken by the operator, on completion of the development agreement.

4.1.2 In respect of the proposed option to LUFC for the sale of site B and the land under the adopted highway and the Council's contribution to the realignment of Lowfields Rd:-

- the sale of the two sites can only take place once the option to purchase has been triggered, and the option can only be exercised on completion of the realignment of Lowfields Rd. The Council will mitigate this risk by only releasing these funds after Lowfields Road has been diverted and after LUFC has transferred the monies to the Council to purchase the land currently under the adopted highway and for site B.

4.2 **Public Interest Test**

4.2.1 The information contained in the confidential appendix attached to this report relates to the financial or business affairs of a particular person, and of the Council. It is considered that since this information was obtained through one to one negotiations for the disposal of the property/land then it is not in the public interest to disclose this information at this point in time. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of this transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4.3 of the Access to Information Procedure Rules.

4.3 **Forward Plan**

4.3.1 As progress on the implementation of the IPS has advanced significantly and decisions required relate to the agreement to draft Heads of Terms for the Ice Rink and the proposed injection of £0.5m from the Capital Programme for Lowfields Road, the scheme is a Key decision and is on the Forward Plan.

4.4 **Scrutiny Process: Call-In**

4.4.1 The draft Heads of Terms for the Ice Rink were approved by Executive Board on 22nd July 2009 and as such are therefore exempt from Call-In. The open report and the draft Heads of Terms for the sale of car park B and Lowfields Road to LUFC, including the injection of £0.5m to contribute to the cost of the realignment works only, to Lowfields Road are not exempt and therefore subject to Call-In.

4.5 **Constitution and Legal Matters**

4.5.1 Executive Board has the power to approve the Key Decisions recommended in this report.

5.0 **LEGAL AND RESOURCE IMPLICATIONS**

5.1 The Capital receipts generated as part of the IPS and its associated developments, including the Ice Rink and the East Stand Extension will bring significant benefits to the regeneration of the wider Beeston/Holbeck area. The Ice Rink development alone will facilitate the delivery of a new facility to the City's cultural offer at no net cost to the Council. The injection of £0.5m for the realignment works to Lowfields Road will assist the Council in its ongoing vision for the development of a vibrant

leisure quarter at Elland Road and will allow the investment by LUFC of £7m into the first phase of the East Stand Extension.

5.2 This fits with the recommendation resolved at Executive Board on 11 September 2007, that a proportion of the receipt from the Greyhound Stadium site and others arising from the Council disposals in the area, covered by the informal planning statement, may be required to facilitate the reconfiguration of the car parking and the implementation of any infrastructure proposals required to facilitate the comprehensive redevelopment of the Elland Road site be noted.

5.3 **Equality and Diversity and Cohesion and Integration**

5.4 An Equality, Diversity, Cohesion and Integration Impact Assessment is not required for this scheme at this stage.

5.5 **Council Policies and City Priorities**

5.5.1 Elland Road Informal Planning Statement aligns well with a number of city priorities and strategies. The Draft Vision for Leeds 2011-2030 outlines the city's aspiration to be recognised locally and internationally as the best city in the UK, with Leeds being:-

- the best city for business where people enjoy high-quality culture, sport and entertainment;
- a place where local cultural and sporting activities are available to all;
- a city that is fair, open and welcoming.

5.5.2 It will also support the following:-

- **Leeds Strategic Plan 2008 – 2011**
 - **Enterprise and Economy** - Increased international competitiveness through marketing and investment in high quality infrastructure and physical assets, particularly in the city centre.
 - **Culture** – Enhanced cultural opportunities through encouraging investment and development of high quality facilities of national and international significance.
 - **Health and Wellbeing** – Reduced health inequalities through the promotion of healthy life choices and improved access to services.
- **Council Business Plan 2008 – 2011**
 - Explore opportunities for collaboration to support our business transformation aspirations;
 - Deliver our five year financial strategy to align resources to our strategic priorities;
 - Consider all additional sources of funding available to support our priorities.

5.6 **Consultation**

- 5.6.1 It is proposed to consult Ward Members prior to Executive Board and any comments raised will be reported at the Executive Board meeting.
- 5.6.2 Previously a significant amount of consultation has been undertaken in relation to the development of the IPS, with local residents, Ward Members and key stakeholders. Members were also consulted regarding the ice rink proposals and the WYP scheme through the planning process which will receive further consultation when reserved matters are discussed.

6.0 CONCLUSIONS

- 6.1 Elland Road is an important site in the City and one that is in need of redevelopment and regeneration. Following the approval of the informal planning statement in September 2007, significant progress has been made including the sale of C car park to West Yorkshire Police, the acquisition of the Castle land, LUFC bringing forward their East stand development and the Council's proposed plans for an ice rink on the site.
- 6.2 The recommendations outlined in this report will enable further progress to be made.

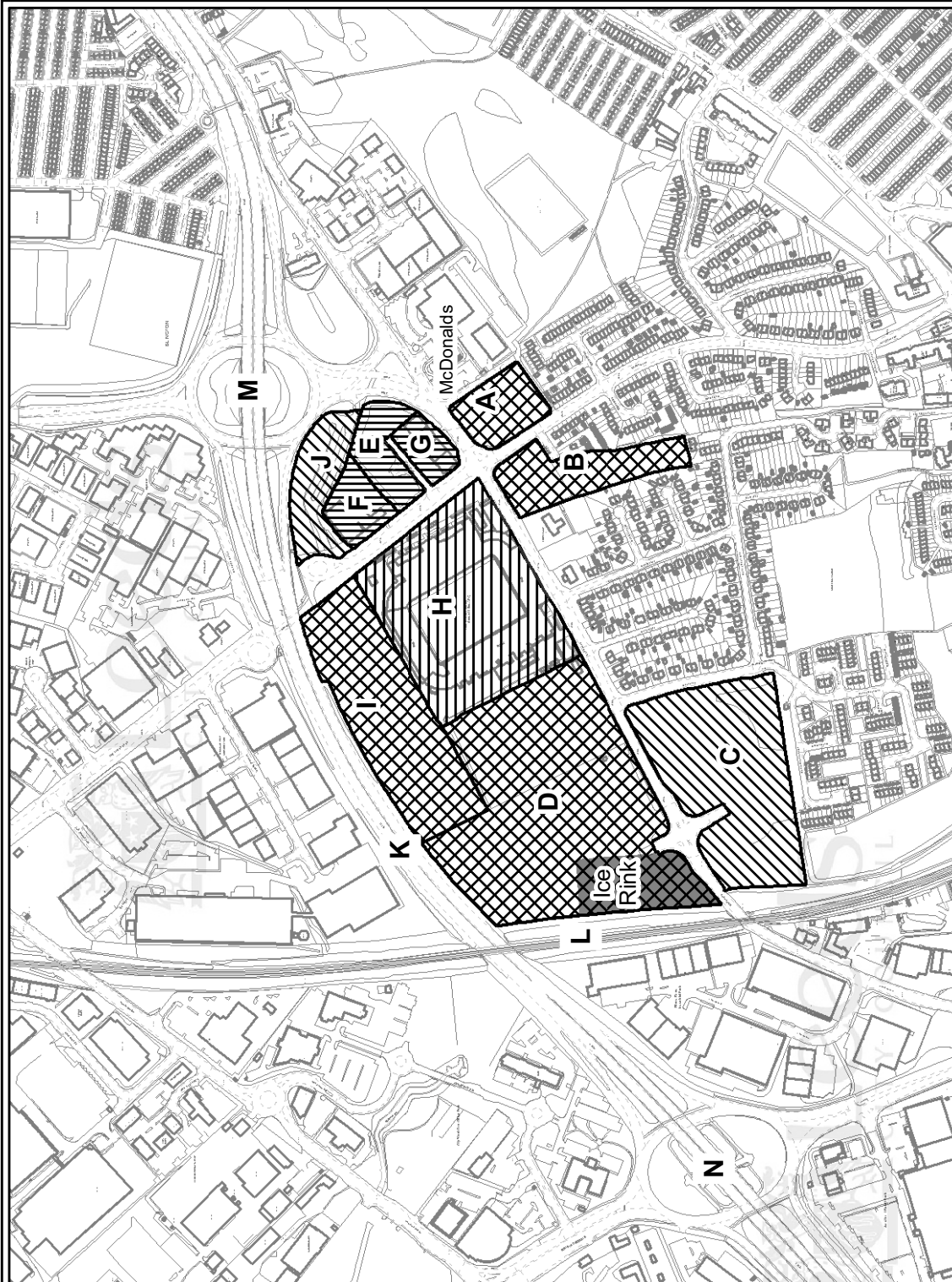
7.0 RECOMMENDATIONS

- 7.1 It is recommended that Executive Board:-
- (i) notes the continuing development of the Informal Planning Statement through the acquisition of the Castle Family land, the sale of the Greyhound Stadium to WYPA for their new divisional headquarters;
 - (ii) approves the revised Heads of Terms and additional 6 month exclusivity period to the ice rink operator as identified in the confidential appendix;
 - (iii) approves the injection of £500,000 from the Capital Programme as a contribution to the implementation of the masterplan allowing for the realignment of Lowfields Road on the terms identified in the confidential appendix.

8.0 BACKGROUND DOCUMENTS

- Executive Board report 22nd July 2009.
- Executive Board report 11th September 2007.

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PREP BY B. HAZELWOOD
 DATE 10/05/2011
 OS No SE2831SW
 Scale 1:7,500
PLAN No 10862/J

PLAN 1
ELLAND ROAD
OWNERSHIP PLAN
BEESTON, LEEDS LS11

Legend	
	Leeds City Council ownership
A	0.71 hectares 1.76 acres
B	1.17 hectares 2.90 acres
D	6.24 hectares 15.42 acres
I	2.83 hectares 7.00 acres
TOTAL	10.95 hectares 27.08 acres
	Buildings/Land leased or on licence From Leeds City Council
E	0.64 hectares 1.57 acres
F	0.50 hectares 1.25 acres
G	0.35 hectares 0.86 acres
TOTAL	1.49 hectares 3.68 acres
	Leased to Leeds United A.F.C.
H	4.32 hectares 10.67 acres
TOTAL	4.32 hectares 10.67 acres
	Other ownership
C	3.24 hectares 8.01 acres
J	0.92 hectares 2.29 acres
TOTAL	4.16 hectares 10.30 acres

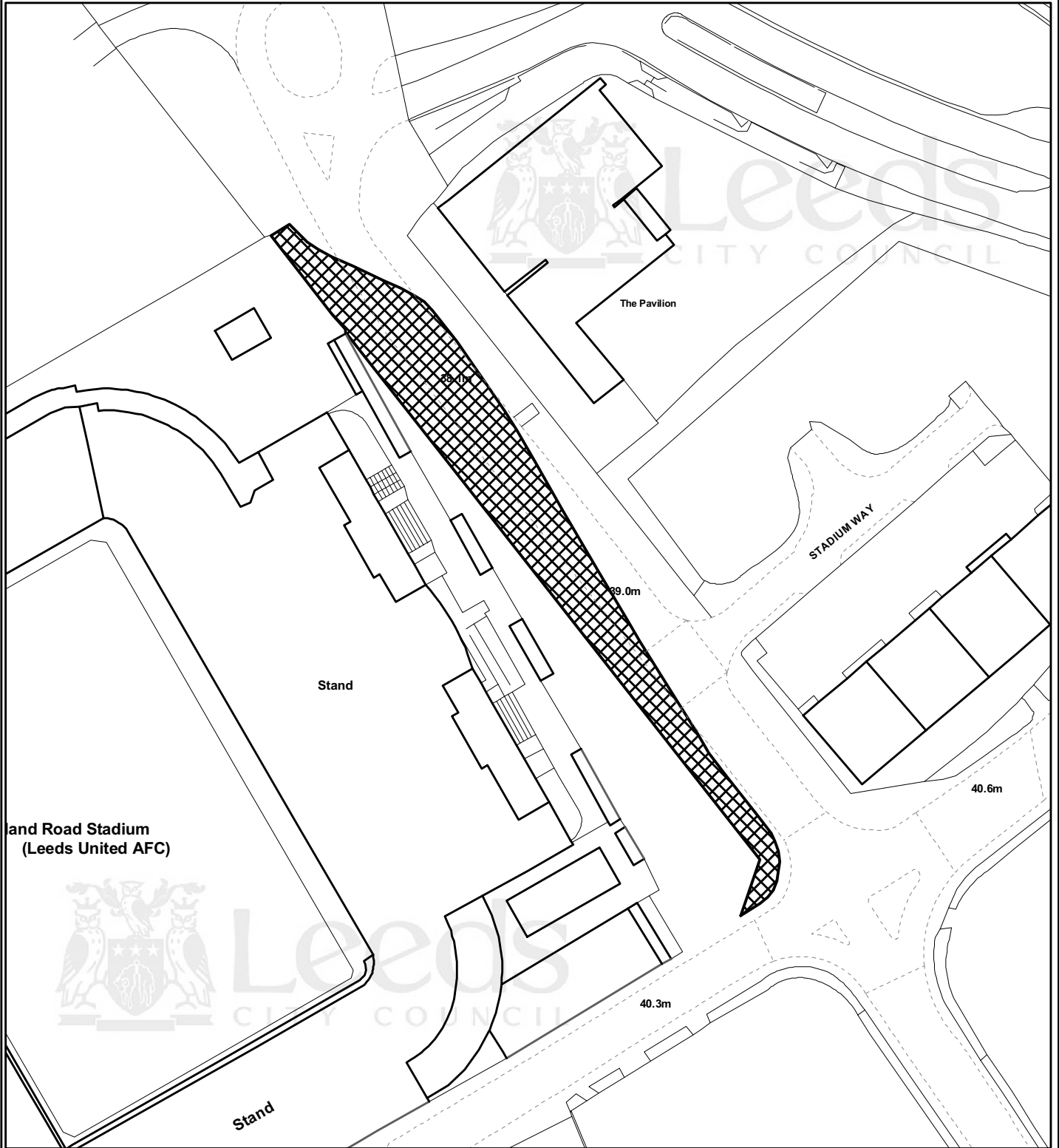
Leeds
CITY COUNCIL

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PLAN 2

**LAND TO BE SOLD TO LUFC UNDER LOWFIELDS ROAD
HOLBECK
LEEDS LS11**



and Road Stadium
(Leeds United AFC)



Leeds
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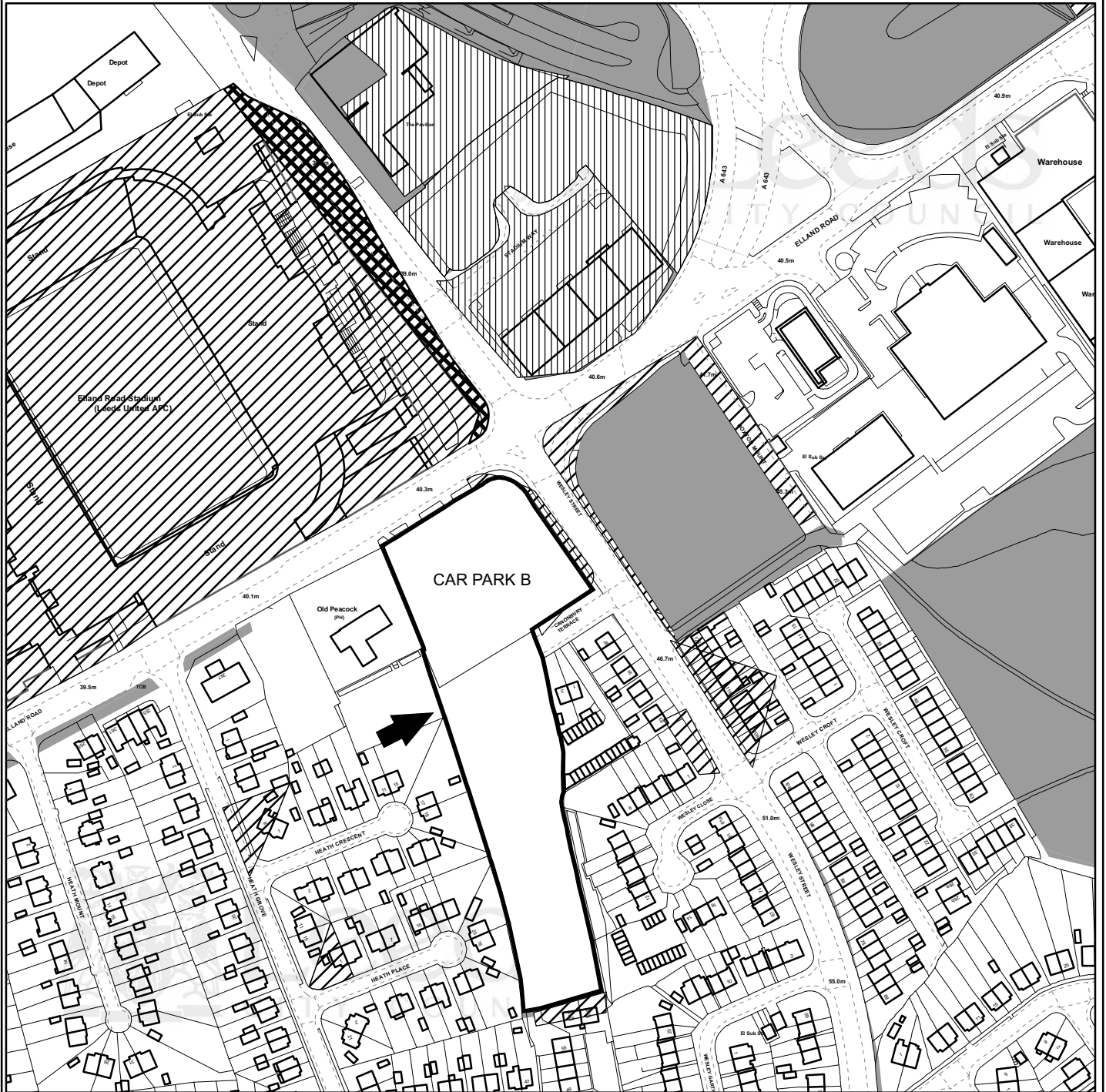
PREP BY B. HAZELWOOD
DATE 10/05/2011
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PLAN No 14453/P

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CAR PARK B & ADOPTED HIGHWAY LAND ON LOWFIELDS ROAD HOLBECK LEEDS LS11



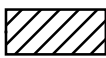
← SUBJECT SITE



LAND OWNED BY
LEEDS CITY COUNCIL



LAND LEASED OUT BY
LEEDS CITY COUNCIL



LAND SOLD BY
LEEDS CITY COUNCIL



LAND OWNED BY
APPLICANT



ADOPTED HIGHWAY LAND
ON LOWFIELDS ROAD



Leeds

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PREP BY M. CHRISTIAN

DATE 14/12/2010

OS No SE2831SW

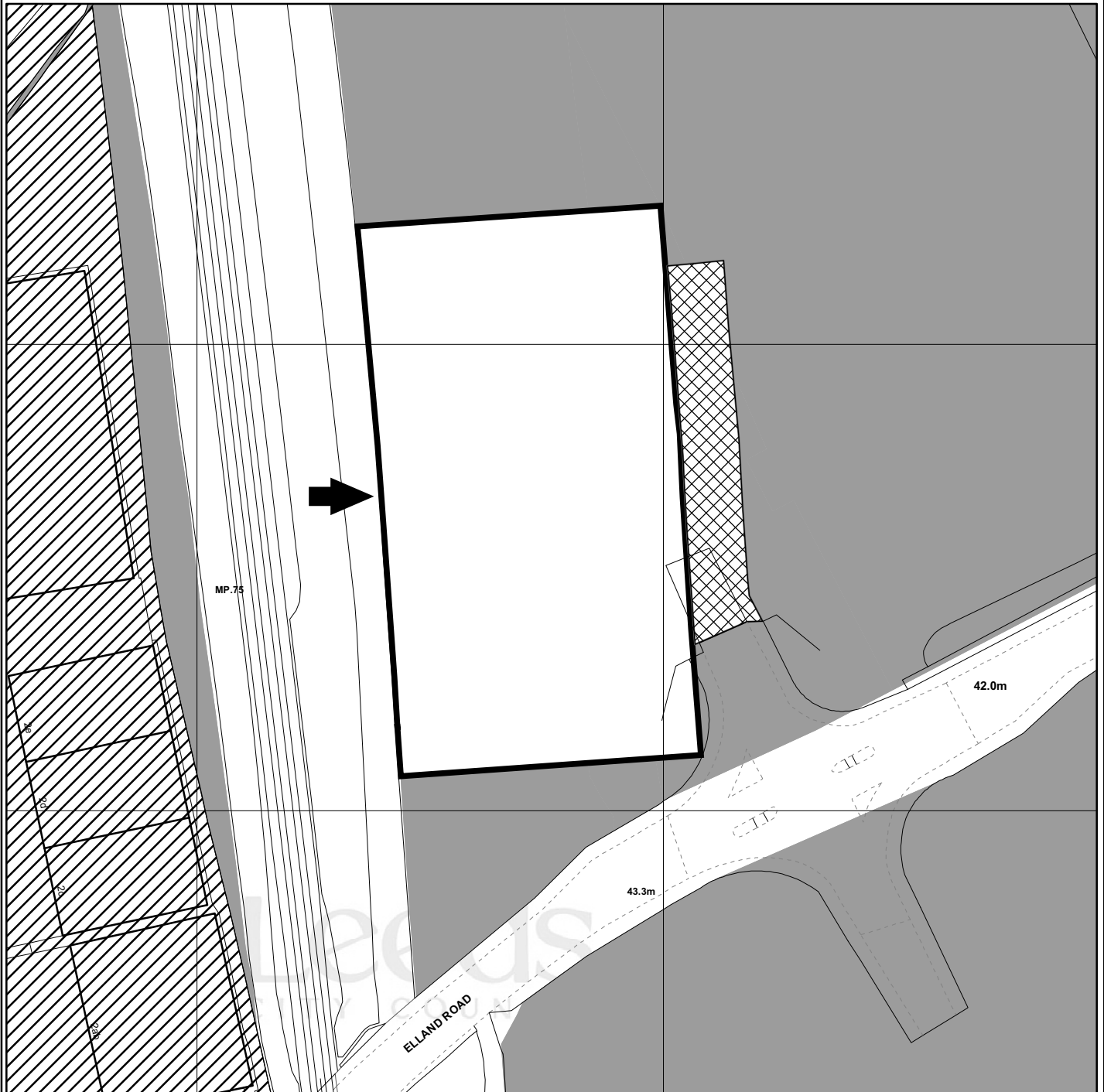
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PLAN No 14453/M

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**LEEDS ICE RINK
ELLAND ROAD
LEEDS LS10**



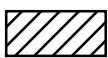
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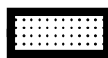
LAND OWNED BY
LEEDS CITY COUNCIL



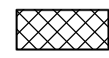
LAND LEASED OUT BY
LEEDS CITY COUNCIL



LAND SOLD BY
LEEDS CITY COUNCIL



LAND OWNED BY
APPLICANT



ACCESS AREA



Leeds
CITY COUNCIL

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PREP BY SUE HALLIDAY

DATE 07/12/2009

OS No SE2731SE

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PLAN No 13048/H

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**BEESTON : ELLAND ROAD
PROPOSED JUNCTION IMPROVEMENT**

This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally applied. It must not be copied, published or transmitted by any means to any third party without the express permission of the original author or reproduction of all or part of this drawing is strictly prohibited unless specifically requested or approved by the originator.

DRAWN BY	INITIALS	DATE	SCALE
AMC/DAD	AT	1/11	1:1000
CHECKED BY	AT	1/11	



DRAWING NUMBER:
SD/3027A/P/2A

DATE: **February 2011**

DATE CREATED BY: 09/30/76 DATE: 21/2/11

G:\SITE DEVELOPMENT\PLANS\3000-3999\3000-3049\3027A ELLAND ROAD JUNCTION IMPROVEMENT\DRAWINGS\SD-3027A-P-2A (18 FEB 2011).DWG

- NOTES**
- Existing Traffic Signals:
 a. Do not have controlled pedestrian facility.
 b. Nearside left turn movement from Elland Rd are not signal controlled.
- Proposed changes to traffic signals
 New Toucan crossing provision
 New pedestrian crossing provision

- Proposed access road
 6.00m carriageway
 3m footway
 0.6m splash strip

No waiting at any time parking restrictions on new access road.

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Originator: L Arnell

Tel: x75408

Report of the Acting Director of City Development

Executive Board

Date: 22 June 2011

Subject: Rugby League World Cup 2013

Electoral Wards Affected: All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. This report outlines how Leeds has the opportunity to submit a bid to be a Host City for the 2013 Rugby League World Cup (to be held in England and Wales). Rugby League is a major part of Leeds' heritage and hosting the World Cup could bring significant economic, cultural and health benefits to the city. Details of the benefits of hosting the event and the bidding process are outlined.
2. The deadline for the 'final bid' document is July 15th and within it there is a requirement for a 'consortium' made up of city partners to develop bid activity under the leadership of the Local Authority. A final decision on whether Leeds is successful in becoming a Host City is expected in November 2011. Executive Board support is sought to submit a bid to the Rugby Football League

1.0 Purpose Of This Report

1.1 This report brings to the attention of Members details of the 2013 Rugby League World Cup (RLWC), including benefits of hosting the Tournament. It details the bidding process for potential Host Cities. The report also seeks approval for the submission of a final bid and provides details on the role of a consortium who will lead RLWC activity.

2.0 Background Information

2.1 England and Wales have been selected as the host countries for the 2013 Rugby League World Cup

2.2 The event will see 14 international Rugby League sides compete in the sport's most prestigious tournament that will take place over four weeks from October 2013.

2.3 The Rugby Football League (RFL) is inviting cities and towns from across England and Wales to be hosting partners for the World Cup. Potential hosting partners have been invited to bid for three elements:

- (i) hosting rights for World Cup matches;
- (ii) rights to provide base camps for visiting teams and officials; and,
- (iii) rights to provide training camps for visiting World Cup teams.

2.4 Following consultation with the Executive Member for Leisure and the Leader of the Council, the Acting Director of City Development, under delegated powers, gave approval for officers to express Leeds' interest in bidding for rights and to submit an 'initial bid' on April 15th. This allowed Leeds to be considered as a hosting partner and allows the council to submit a final bid document.

2.5 The RFL is now inviting the submission of final bids on July 15th 2011. The timetable the RFL has outlined for selection of hosting partners is as follows:

Activity	Target Date
Inspection and Clarification Visits	9 th May – 1 st July
Submission of final bids	15 th July
Assessment of final bids	18 th – 29 th July
Commercial/ Contractual Meetings	1 st August – 31 st October
Announcement of Host Cities	November 2011

3.0 Main Issues

Why bid to be a Host City?

3.1 Leeds is known worldwide for its Rugby League pedigree and the city's most successful club, Leeds Rhinos, is arguably one of the most successful professional Rugby League clubs in the world. Leeds also has a one of the largest Rugby League fan bases in the country and a number of successful community and amateur clubs.

3.2 Being a Host City will also promote the 'Leeds offer' to the world. As the World Cup would take place over a four week period, supporters will visit and reside in the host country/ cities for a significant period of time. There will also be long stays from match officials, the teams and their entourages, international media, business

delegates and RFL officials. The hosting of the event provides a major tourism opportunity for the city.

- 3.3 The Tournament is expected to bring economic benefits to the UK of between £30m - £50m. Over 250,000 people will attend games and games will be broadcast in over 120 countries attracting an estimated 20 million viewers worldwide. Therefore, the leisure and business spend in the local economy could be significant if Leeds was to host the event.
- 3.4 In addition, with Trinity Leeds and the Leeds Arena both due to be completed and open in 2013, hosting of the RLWC could be part of a landmark year for Leeds.
- 3.5 There are also opportunities from hosting the event to improve Rugby League Development in the city and to improve local facilities. The hosting of major events can also: act as a catalyst for improving community cohesion; bring new audiences to the sport and increase the % of residents participating in healthy activity.

What is required to submit a final bid?

- 3.6 The RFL has set clear objectives for the tournament and bidding cities need to demonstrate how these objectives can be met in the bid. The objectives are:
- To deliver a profitable tournament to benefit development of the sport worldwide;
 - Establish the Rugby League World Cup as a premier global sporting event;
 - To leave a lasting legacy for the sport in the UK
- 3.7 The criteria that will be used to evaluate final bid submissions in line with these objectives are:
- **Hosting Concept** – each host city is required to outline a unique ‘host city concept’ and provide details on the host city including its relevant experience of hosting major events and the history of rugby league in the city.
 - **Rugby League Development** – this considers host city’s proposals on programmes and schemes that will develop Rugby League in the local area. This includes bringing Rugby League to new audiences and ensuring a suitable legacy from the games.
 - **Stadiums** – this criteria evaluates the stadia proposed by host cities to host matches.
 - **Facilities** – this evaluates the base camps (hotels) and training camps that host cities propose.
 - **Civic Pride and Community Engagement** – host cities are to outline events and activities that will help create a sense of civic pride and engage communities in the RLWC. Community support for the bid will also be evaluated.
 - **Marketing Support** – considers the marketing support host cities can provide in support of the World Cup to help maximise attendances at games and help promote the Tournament.
- 3.8 Leeds Rhinos and Leeds United have included Headingley Carnegie and Elland Road as potential stadiums and both have strong experience in hosting major events. Both stadia meet capacity requirements to host group games, quarter finals and semi-finals.

- 3.9 For base camps, Leeds will put forward a host of first class facilities from locations across the city. Facilities at Leeds Metropolitan University, John Charles Centre for Sport, Leeds Rugby Academy and Weetwood Sports Fields are proposed as Training Camps for visiting teams.
- 3.10 Organisations such as Northern Ballet, Phoenix Dance, West Yorkshire Archive, and the council's libraries, arts and heritage teams have outlined a range of cultural events and activities as part of civic pride and community engagement. Marketing Leeds is developing a range of activities to engage the business and wider communities in the RLWC.
- 3.11 Grassroot sporting clubs and organisations from across Leeds have also shown support for the bid with letters of support. The council's Rugby League Development Officers and community development managers at Leeds Rhinos are developing rugby development and participation plans as part of the bid.

Consortium Requirement

- 3.12 The RFL has made it a requirement of all potential Host Cities that a 'consortium' should be established with relevant partners to co-ordinate the bid and that the consortium should be led by the Local Authority. The RFL expect to see the following groups represented:
- Relevant Stadium owners/ operators
 - Team Base Camp and Team Training Site owners/ operators.
 - Local Rugby League Clubs (including professional and community clubs) and the Rugby League Community
 - Public administration bodies
 - Chambers of commerce
 - Hoteliers Groups
 - Education and health authorities
 - Community Groups
- 3.13 Accordingly, a Leeds 2013 consortium has been proposed to the RFL and will be led by the Executive Member for Leisure.
- 3.14 If Executive Board support is given to the bid, the consortium will take the strategic lead on RLWC bid activity. This includes the consortium having responsibility for: the content of the final bid; progressing commercial and contractual discussions with the RFL; agreeing key strategies; championing and promoting the bid; engaging with city partners; and ensuring the RFL's objectives and criteria are met and exceeded.
- 3.15 It is proposed that the consortium will regularly report to the Executive Board at key milestones and will seek approvals once the outcomes of contractual and commercial discussions are known. Day to day, the project will be managed by officers in City Development under leadership of the Chief Libraries, Arts and Heritage Officer. Officers will report to the consortium and engage with stakeholders, such as elected members and the Sustainable Economy and Culture Board, in progressing activities.

4.0 Implications For Council Policy And Governance

4.1 Risk management

4.1.1 Officers have undertaken a risk assessment of the bid process. The highest impact risks identified are:

- Leeds bidding for activity and not being selected as a Host City
- The Leeds bid not being able to agree contractual and commercial terms with the RFL
- The bid not having required support and input from partners and communities

4.1.2 Although there is no certainty that Leeds will be successful in this very competitive process, the risks of not being successful will be mitigated through a carefully co-ordinated bid that aims to exceed the RFL's objectives as well as a campaign to generate community and stakeholder support. An experienced team, led by the consortium, will support any negotiation on contractual and commercial terms.

4.1.3 If Executive Board is minded not to approve the submission of a bid, Leeds will not be a hosting partner for the World Cup, meaning Leeds missing out on benefits that could arise by hosting the RLWC.

4.2 Forward Plan

4.2.1 As submitting a bid could lead to Leeds hosting the 2013 Rugby League World Cup, with sporting, hotel and leisure facilities utilised across more than 2 wards in the city, the decisions required of Executive Board are classified as key decisions. Accordingly, in line with the procedure detailed in the Constitution, the proposed key decisions were placed onto the Forward Plan.

4.3 Scrutiny process: Call-In

4.3.1 Part 4 of the Constitution outlines how Scrutiny has the right to 'call-in' any decision of the Executive Board unless certain criteria are met meaning that exemption from call in would apply. Executive Board is advised that the key decisions required at today's meetings are exempt from call-in.

4.3.2 This is because, if Scrutiny call the decisions in and refer the matter back to Executive Board, the earliest Executive Board can re-consider the decisions would be July 27th. The deadline for submission of a final bid is July 15th; therefore there is a risk that the decisions being called in could stop Leeds submitting a bid. This would seriously prejudice the public's and council's interest and ability to secure benefits of hosting the World Cup. Due to the RFL's timescales for the process, this is the earliest the matter could have been considered by Executive Board in reporting cycles therefore an earlier decision was not possible.

4.4 Equality and Diversity and Cohesion and Integration

4.4.1 Officers have undertaken an Equality, Diversity and Cohesion and Integration Impact Assessment (EDCI) of the bid process and of Leeds hosting the event. This sought to identify where barriers may be in place for communities in participating in Rugby League related activities as well as how the RLWC could provide an opportunity to foster good relations in the city. Feedback from consultation, the RFL's own equity assessments and lessons learned from previous activities also formed part of the assessment.

4.4.2 Outcomes from the EDCI have influenced the contents of Leeds final bid. In particular there will be proposals in the Leeds Hosting Concept that seek to eliminate barriers on matters relating to race, sexual orientation, disability and gender – four areas where there are traditionally barriers to inclusion in Rugby League. In hosting the RLWC, Leeds will maximise opportunities to celebrate the diversity in Leeds and ensure a legacy accessible for all communities.

4.5 Council policies and City priorities

4.5.1 Hosting the RLWC aligns well with a number of city priorities and strategies. The Draft Vision for Leeds 2011-2030 outlines the city's aspiration to be recognised locally and internationally as the best city in the UK, with Leeds being:

- the best city for business where people enjoy high-quality culture, sport and entertainment;
- a place where local cultural and sporting activities are available to all
- a city that is fair, open and welcoming

4.5.2 Hosting high profile events, such as the RLWC – with significant economic and cultural impact and worldwide profile – can help Leeds achieve these particular aspirations.

4.5.3 The World Cup will also contribute to the achievement of the four year city priority plans, especially on themes of Sustainable Economy and Culture and Health and Well Being. Particular city priorities that hosting of the RLWC can help achieve include:

- More people get involved in the city's cultural opportunities
- Supporting the recovery of the Leeds economy
- More people will make healthy lifestyle choices
- Increase a sense of belonging that builds cohesive and harmonious communities

4.6 Consultation

4.6.2 Consultation has taken place with key partners such as Leeds Rhinos, Leeds United, community sporting clubs, Marketing Leeds, hotelier representatives, cultural organisations and other key partners in the city. Partners are supportive of proposals and are committed to bringing the RLWC to Leeds.

4.6.3 Furthermore, a 'back the bid' campaign was initiated in May 2011 that sought the support and views of Leeds communities. Feedback from this campaign and consultation will influence the final bid document and future plans.

5.0 Legal And Resource Implications

5.1 Executive Board has the power to approve the key decisions recommended in this report. At this stage of the bidding process, there are no legal implications and submitting a final bid does not contractually commit the council or the city to any activity.

5.2 Staffing resources from Asset Management are available to manage the process day to day, under leadership of the Chief Libraries, Arts and Heritage Officer.

- 5.3 Executive Board is advised that submitting a final bid does not require a financial commitment from the council. However, the bid team is aware that any commitments made within the bid document must be deliverable.
- 5.4 At this early stage, Executive Board is asked to note that there may be a budget pressure estimated at £25K in 2012/13 and £75K in 2013/14 as a consequence of the RLWC. However, the financial implications will be reported in more detail prior to any final commitment being made.
- 5.5 As noted above, the RFL will commence discussions on commercial and contractual matters from 1 August. Details of the RFL's requirements are unknown at this stage. It is therefore proposed that the consortium progress commercial discussions and report back to Executive Board with recommendations once details on financial implications are known, at which stage the Council can make a final decision on whether it wishes to participate.

6.0 Conclusions

- 6.1 Hosting of the RLWC in 2013 could bring significant economic, cultural and health benefits to the city and help meet a number of strategic objectives. If Executive Board give permission for the submission of a final bid, Leeds will be considered at the next stage of evaluation. Officers will report back Executive Board with details on commercial requirements and further details on cost prior to the conclusion of the bidding process.

7.0 Recommendations

- 7.1 Executive Board is requested to note the contents of the report and:
- give approval for Leeds to submit a bid to be a Host City for the Rugby League World Cup 2013 on July 15th 2011
 - note the requirement for the consortium to take responsibility for the Rugby League World Cup bid and subsequent World Cup related activity.
 - give approval for the consortium to progress contractual and commercial discussions with the Rugby Football League and for officers to report back to Executive Board with requirements once contractual and commercial details are known.

8.0 Background Papers

- Invitation to be selected as a Host Town or City for the Rugby League World Cup in 2013
- Rugby League World Cup 2013: Equality, Diversity, Cohesion and Integration Impact Assessment
- Notification of Key Decision for Forward Plan: Rugby League World Cup 2013
- Delegated Decision Notification – Rugby League World Cup 2013, (March 2011)
- Rugby League World Cup 2013: Risk Assessment

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Agenda Item:

Originator: M. Ireland

Tel: 3957154

Report of Director of Environment and Neighbourhoods

To Executive Board

Date: 22nd June 2011

Subject: Assistance to Vulnerable Households: the business case for unsupported borrowing to fund equity release loans to vulnerable households

Electoral Wards Affected:

City Wide

Specific Implications For:

Equality and Diversity	<input checked="" type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input checked="" type="checkbox"/>

Eligible for Call in

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

Executive Summary

In July 2003 Executive Board approved a Private Sector Housing Assistance Policy. This policy was in response to the enactment of the Regulatory Reform Order in 2002 and introduced the concept of making available equity release loans to vulnerable households. With the limitations on central government funding, future alternative ways of securing capital to maintain a programme of loan assistance have been investigated. This paper proposes a model where unsupported borrowing by the Council would provide the resources to allow new equity release loans to be made to assist private sector vulnerable households to undertake essential property repairs.

Purpose Of This Report

- 1.1 The purpose of this report is to agree a financial model to enable Leeds City Council to deliver unsupported borrowing to provide equity loans to vulnerable households.

2.0 Background Information

- 2.1 The introduction of the Regulatory Reform Order in 2002 enabled the Council to offer equity release loans to vulnerable households to assist them to maintain and renovate their homes. As part of the Housing Assistance Policy agreed by Executive Board in July 2003 LCC developed and implemented its own loan scheme supported by government funding allocated through the Regional Housing Board. Since 2004/5 the authority has issued loans totalling £1.48m to 104 vulnerable households. It was agreed by Executive Board in July 2003 that monies redeemed as part of the scheme would be recycled to allow further loans to vulnerable households to be provided. Since 2008 the authority has drawn funding from the Regional Loans Scheme run by Sheffield City Council. Over the last 2 years the Council has lent a further £958k drawn via the Regional Scheme assisting a further 72 vulnerable owners. Any loans repaid under the "Leeds" scheme will be retained by LCC, whereas repayments under the Regional scheme are repayable into that fund.
- 2.2 Equity release loans help support vulnerable owner occupiers to maintain their homes, to live independently and ensure their health and well being by having a warm, safe, healthy and secure home. This scheme contributes to reducing fuel poverty and could prevent early moves to residential care. Loans help to maintain the existing housing stock and allow individuals to live in decent homes. Individuals have used loans to top up the cost of schemes, allowing their completion, so assisting disabled individuals to remain in their homes with the support mechanism in place to allow them to maintain an independent lifestyle. The equity release loans are available city wide to any vulnerable owner occupier, however approximately 60% of all loans to date have been given in the inner city areas, with Leeds 7, 8, 9 and 11 being the areas to benefit the most from the schemes.
- 2.3 Examples include: retired customer with a disability was supported through the scheme to return home following the renovation of her home after being in residential care for 5 years; and in another case a property within a Group Repair scheme was found to have no internal bathroom or kitchen which were provided using the scheme, significantly improving the customer's quality of life.
- 2.4 To be eligible for an equity loan an owner must be able to demonstrate that they are unable to secure an equivalent commercial loan. Without access to a loan they would not be able to have the works done, or would have to borrow from a less favorable and probably undesirable money lending source.
- 2.5 The scheme helps vulnerable households access assistance. Each applicant undertakes a test of their financial resources. People identified as not in receipt of the correct financial benefits are helped to claim the correct amount so helping them to increase their income. Applicants identified as potentially benefitting from other schemes, such as Warm Front, are signposted to these schemes.
- 2.6 Poor housing is linked to poor health. Housing affects both physical and mental well being. Recent reports, such as the Marmot Review of 2010 and the Acheson Report

in 1998 both show the link between poor housing and ill health. By investing in housing it is possible to show savings to the local economy. A recent study commissioned by Leeds City Council shows that for every £1 invested in housing a saving of £2 will be generated as a saving to the local economy. This saving is based on the improvements to the well being of the individuals and the saving in the cost of treatment to the NHS due to ill health.

- 2.7 In 2010/11 the Regional Housing Board funding significantly reduced. This resulted in the scheme not being able to meet demand. When the funding was withdrawn Leeds potentially had £1m worth of work in the system without allocated funding. There are currently 90 potential vulnerable households who have asked to be informed if further funds become available.
- 2.8 Other than the resources from redeemed loans, no funding has been identified to enable the loans service to continue. It has been estimated that there is unlikely to be sufficient funds redeemed until 2013/14 at the very earliest to allow any further regional loans to be administered.
- 3.0 Proposed business model to allow unsupported borrowing for equity release loans**
- 3.1 The Council borrows money on the financial markets to support the everyday business of the authority. To borrow this money any service requires an appropriate business case and financial model that shows how the money is to be redeemed at a future date.
- 3.2 Under its own equity release scheme Leeds City Council has already lent a total of £1.48m in equity release loans. Up to the end of 2009/10 a total of £119k has been redeemed and has been incorporated in the private sector capital programme to support other schemes. In the 2010/11 financial year a further £30k has been redeemed. This leaves a further £1.33m of loans outstanding which will be repaid to Leeds City Council at some future date and could be used to service any borrowing.
- 3.3 It proposed is to use the money tied up in existing loans lent as part of the original Leeds Loan scheme to subsidise the cost of borrowing when they are repaid. The proposed new model would be linked to the potential increase in property prices with the minimum liability for an owner being the repayment of the loan at simple interest. The original Leeds Loan Scheme offered 2 repayment scenarios based on the percentage increase in the property value or the interest rate repayable on the loan over its period. The policy was that the lower of the two redemption values would be the amount repaid. It is proposed for this new scheme that the opposite be adopted to minimize the budgetary pressure on the Council from unsupported borrowing.
- 3.4 Assuming that on average households borrowed £10k over 10 years at 5.5% they would be liable to repay £15,500 based on simple interest. However the authority would be liable to pay £17,081 to redeem the initial £10,000 borrowed at the end of the 10 year term. This would leave a difference of £1581 per loan as a budget pressure. This difference would be repaid from redeemed loans.
- 3.5 Based on a 10 year average repayment on a £10k loan and unsupported borrowing of £500k per annum, this would create an annual budget pressure of £75k assuming all repayments are based solely on simple interest. Over the next 4 years this would mean £300k in subsidy would be required towards the scheme, funded from the repayment of existing loans. The value of the actual outstanding loans lent is £1.3m so there are sufficient funds to support this scheme based on assumptions regarding average repayment periods and interest rates.

3.6 This proposal would not require any additional funding from the Council's own finances. The amount returned on an annual basis is not sufficient in itself to support major capital investment in equity loans. Executive Board in July 2003 agreed the principle of recycling redeemed loans for further assistance to vulnerable households. Using these recycled loans to subsidise unsupported borrowing means that a greater number of loans can be offered thereby making the scheme viable and sustainable.

4.0 Legal And Resource Implications

4.1 If the authority agreed to unsupported borrowing to assist vulnerable households then there would be a need to reopen the Leeds Loan Scheme, in order to administer the loans. This would involve slight amendments to procedures and documents together with the need to arrange valuations and the necessary legal documentation including registering all the relevant charges against the property.

4.2 Currently there is the knowledge and expertise within Housing Services to deliver any potential equity release scheme if the above option is supported by the Council. Legal Services and Financial Development will also be able to assist with the administration of any revised scheme.

4.3 The loans are available to vulnerable households who have limited finances available and cannot service repayment loans available on the high street. There is always a risk when lending to such households. This risk is minimised by limiting the loan to £12k and all properties will have legal charges placed against them as per the current scheme. The use of legal charges is standard practice for all financial institutions when lending monies to provide the necessary safeguards. Most owners are equity rich and this will significantly reduce any potential loss due to the level of equity in the property being available to cover loan repayments.

4.4 As with any commercial loan there are risks with loan repayments (redemptions). The main risk is from reduced loan amounts where house values have gone down but this should only be relevant in the short term. Also there could be low risk from bankruptcies, although none have occurred to date. In addition there could be a risk from persons who move into residential care, or die, and their homes are not sold, by their representatives, in a timely manner. In the latter case there may be a need for legal action by the council to recover the debt.

4.5 The Council is required to make Minimum Revenue Provision within its Revenue Budget to meet the projected annual cost of all borrowing it undertakes. This annual financing requirement applies irrespective of the purpose for which the funds are borrowed. On the one hand therefore the Council will have to fund the annual borrowing costs on the monies it has borrowed in order to provide loans under the proposed scheme whilst the eventual repayment dates for the loans it has given are uncertain. Hence there will be a timing mismatch between the borrowing costs impacting on the Council's budget and the eventual full reimbursement of these costs at the redemption dates of the individual loans. This timing difference in the borrowing costs is an issue that will be managed corporately by the Director of Resources but should be noted as a financial consequence of progressing the proposed loans scheme.

4.6 An Equality, Diversity and Community Cohesion Impact (EDCI) screening form has been completed. The assessment demonstrates that the scheme is targeted at vulnerable households who are unable to secure commercial loans. The scheme demonstrates positive health and social care impacts and tackles fuel poverty and enables people with disabilities and older people retain and maintain their independence. Delivery of the loans have supported the delivery of housing

condition programmes i.e. group repair and therefore supported investment programmes in priority regeneration areas. A full assessment of the whole loans provision is currently being undertaken, which will include the provision of unsupported borrowing.

5.0 Conclusions

- 5.1 With the loss of the private sector renewal monies and the lack of funds in the Regional Scheme until 2013/4 there is a risk that vulnerable households will not be able to maintain their homes or else will have to borrow from undesirable sources at high levels of interest. This could affect people's ability to maintain their independence, health and well being due to poor housing conditions, a lack of thermal efficiency and appropriate security measures to their properties.
- 5.2 Many vulnerable owner occupiers are asset rich but cash poor, and unable to satisfy the requirements for or service traditional monthly repayment loans. Their money is locked up in the very property which needs investment to address deficiencies.
- 5.3 By considering the use of unsupported borrowing to assist vulnerable households monies can be made available in the short term to maintain the provision of financial support to households who can not obtain finance from high street institutions.
- 5.4 The financial model detailed above would allow unsupported borrowing to be made by the Council to assist vulnerable households maintain their homes. This would benefit the individual as they would have a warm weather tight home helping to maintain their independence, improving their health and well being.

6.0 Recommendations

- 6.1 Executive Board is asked to approve the proposal to introduce an equity release loans scheme for vulnerable home owners funded through unsupported borrowing, with the redeemed Leeds Loans used to subsidise costs, up to a limit of £500,000 per annum based on the model set out in this report for up to 4 years, subject to annual review of the scheme to minimize the risk to the Council.

7.0 Background Papers

- 7.1 Private Sector Housing Assistance Policy 2009
- 7.2 Executive Board report 9th July 2003 – Proposals for the Private Sector Housing Renewal Policy – The Regulatory Reform (Housing Assistance) Order 2002
- 7.3 EDCI screening form

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Report of the: Director of Environments and Neighbourhoods

Executive Board

Date: 22 June 2011

Subject: Reducing Reported Burglary in Leeds

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

EXECUTIVE SUMMARY

Leeds has had a longstanding burglary problem and to provide context, levels of recorded domestic burglary have reduced by almost 50% since its peak in 2002/03. This report provides the Executive Board with a summary of the current burglary position for Leeds, which despite the reductions, has the third highest burglary rate of any Crime and Disorder Reduction Partnership (CDRP) in England & Wales. This report highlights the complex issues that the city is trying to tackle in relation to the scale of the problem (particularly in specific areas of the city), the changing demographics of our communities, and offender behaviour and type.

In 2009/10, as a result of a joint Audit Commission / HMIC inspection, Leeds was awarded a “red flag”, which is the equivalent of unsatisfactory, in respect of levels of recorded domestic burglary and whilst recognising improvements had been made, the re-inspection report in 2010/11 still included a number of concerns and recommendations. In response, the Safer Leeds Executive has developed the Leeds Burglary Reduction Strategy, which sets out the vision for the city in relation to reducing recorded burglary over the next four years. The strategy provides the partnership with a framework through which all actions to tackle burglary will be delivered in order to achieve the vision. This report provides the Executive Board with details of the vision and an outline of the key strands of the strategy.

1.0 Purpose Of This Report

- 1.1 To provide an overview of the burglary problem in Leeds and outline the key drivers in relation to this offence.
- 1.2 To agree the Leeds Burglary Reduction Strategy.
- 1.3 To approve the allocation of £1.326m of resources made available through the Community Safety Fund to support the delivery of the Leeds Burglary Reduction Programme, which seeks to implement a more targeted and co-ordinated approach to tackling burglary across the city.
- 1.4 To request the Executive Board amend the annual funding allocations currently assigned to the Community Safety Fund for 2011/12 and 2012/13, to make this more evenly split across the two financial years and aligned to the Burglary Reduction Programme outlined in section 5 of this report.

2.0 Background and Context

- 2.1 Leeds has made good progress over the last three years towards 'creating safer environments by tackling crime' and the direction of travel shows improvement across a broad spectrum of crime related performance indicators. Overall, total recorded crime has reduced by 13.6% (11,699 fewer offences).
- 2.2 Leeds recorded its highest ever burglary figure of 16,937 in 2002/3. Significant reductions were subsequently achieved to the low of 7,670 burglaries in 2005/6. This period of reduction then reversed over the following four years until 2010/11 when Leeds again saw an approximate 7% reduction on the previous year, recording 8,869 crimes. Sustaining progress in reducing burglary has proved to be problematic.
- 2.3 Home Office recording rules dictate that burglary dwelling includes "full" offences, where an offender has successfully gained entry to a dwelling, and "attempts" where the offender has been unable to gain entry. In 2007/08, 15.6% of all burglary dwellings were attempts; this increased to 21.3% in 2010/11 (around 1 in 5 burglaries) suggesting crime prevention/reduction and awareness projects have proved effective.
- 2.4 Leeds has channelled significant resources to tackle domestic burglary across the city, particularly in identified strategic localities of concern. The figures of % reduction mask wide variations in performance between different parts of the city. The following wards have seen reductions in 2010/11 when compared with the previous year; Hyde Park & Woodhouse (38%), Headingley (28%), Gipton & Harehills (32%) and Beeston & Holbeck (45%). Key wards where offences have increased in 2010/11 include Armley (20%), Burmantofts & Richmond Hill (25%) and Chapel Allerton (28%).
- 2.5 The city is not alone in having longstanding issues with domestic burglary. All core cities have identified burglary as a problem, although trends and levels vary, with Leeds at the highest end of the range. The table below shows recorded burglary in Leeds in comparison with the other core cities in the 12 month period from March 2010 to February 2011.

Partnership	Offences/1000 Households	Actual Offences
Manchester	27.004	5538
Leeds	26.576	8902
Nottingham	22.639	2974
Bristol	21.027	3861
Birmingham	19.799	8202
Liverpool	17.998	3495
Sheffield	14.411	3327
Newcastle Upon Tyne	11.205	1337

Of note, both Manchester and Nottingham have seen larger reductions than Leeds whereas Birmingham has seen an increase in the last 12 month period (IQuanta). Notwithstanding this, the gap in burglary rates between Leeds and the rest of the country has widened.

3.0 Main Issues

3.1 Leeds shares many common issues in relation to burglary with the other core cities, however, it also has a number of specific issues which compound its vulnerability to this type of crime:

- a) Leeds has high numbers of privately rented Houses in Multiple Occupation (HMO's), which often have poor security measures in place and are therefore more susceptible to persistent burglary.
- b) Leeds has one of the largest student populations in the UK, many living in private rented accommodation and concentrated in particular in the Headingley, Hyde Park & Woodhouse areas.
- c) The city has more affluent areas that are often closely located to deprived areas, affording easy access for potential offenders.
- d) Leeds has a high number of young people entering the criminal justice system with burglary as their first offence or having moved up from involvement in anti-social behaviour. This is not typical of other large cities across the country. There is a need to improve our understanding of this issue and develop a longer term approach to tackle it.

3.2 The majority of burglaries are committed by people motivated by cash gain and unlike in other cities, there is an established social acceptance of burglary in a criminal subculture, where it is seen as a "crime of choice". In Leeds there are high numbers of burglars (both opportunistic and involved in organised crime groups). In 2010, over 1600 individuals were arrested for one or more burglary offences. Over the last four years the number arrested exceeds 4,000 individuals. Given recent public sector spending cuts and a greater government focus on rehabilitation in the community, it is recognised that even the most prolific offenders may not receive significant custodial sentences. Therefore, the challenge facing all those involved in reducing burglary and re-offending is to manage these individuals within communities, whilst minimising any adverse impact on local people.

3.3 The complex needs of individuals and high levels of persistent and prolific offenders create challenges for intervention, enforcement and diversionary work. Further work

needs to take place to develop more inter-agency work and better co-ordinate the city's approach to dealing with prolific offenders, for example greater flexibility to help secure and maintain employment, and support with housing related matters.

3.4 Like many cities, Leeds has also had to deal with significant funding cuts. Between 2010/11 and 2011/12 the Community Safety Unit will have managed budget reductions in excess of £1m. Similarly, the three West Yorkshire Police Divisions have collective savings of £9m to make over the next four year (to March 2014), which equate to 10.5% of the local force budget.

3.5 Other key partners involved in this important area of work such as Probation and Youth Offending Services, have all experienced significant funding reductions as a result of the Comprehensive Spending Review. With such large public sector cuts taking place over the next 3-4 years, we should not underestimate the challenges we face as a city to reduce burglary in such difficult financial times.

4.0 Burglary Reduction Strategy

4.1 The Burglary Reduction Strategy (2011 to 2015) sets out the ambition of the partnership to reduce recorded burglary. Central to this strategy is a desire to improve safety and security so that residents are safe and feel safer in their homes.

4.2 Clear milestones to mark the transition from sustainable to ambitious reductions have been set. The first milestone is to sustain improvements on the 2010/11 out-turn. The second milestone is then to move into a phase of ambition, bringing offence levels below the previous best performance (7,670 in 2005/06).

Year	Milestone / Ambition	Target
2010/11	baseline year	8,869
2011/12	7.5% reduction on 2010/11 baseline Average offences 685 per month	8,200
2012/13	14.5% reduction on 2010/11 baseline Average offences 635 per month	7,600
2013/15	Improve on national ranking	

4.3 West Yorkshire Police set a Leeds burglary reduction target of 8,459 for 2011/12 (4.6% reduction on the 2010/11 out-turn) and in recognition of the additional resources that have since been secured for Leeds Burglary Reduction Programme, the partnership has set a stretched improvement target of 8,200 for 2011/12.

4.4 Once offence levels have stabilised at 7,600 or fewer offences per year, the challenge is then to reduce comparative burglary rates to a level closer to the national average. The ambition for 2013/15 and beyond will be to move to a position outside the top 10% nationally with a rank lower than 40th highest (assuming that the number of partnerships remains around 360). Overtaking the best Core City, ranked 100 places below Leeds, would require a reduction in offences of more than one half (assuming rates of offences in other partnerships remain unchanged). The practicality of achieving this will be assessed in the coming year.

- 4.5 The high level actions outlined in the strategy are intended to control or prevent problems, increase public reassurance and confidence, or improve knowledge and understanding. Taking into account the recommendations from the recent joint Audit Commission and HMIC inspection, the action plan is constructed around six priority strands:
- Offender management and criminal justice
 - Reducing and disrupting the stolen goods market
 - Coordinated and targeted enforcement
 - Crime prevention and standards of security
 - The impact of burglary on vulnerable communities
 - Ensuring value for money in tackling burglary
- 4.6 Each strand has a named strategic district lead at a senior level. To ensure accountability, they will report back to the overall strategic lead (Chief Superintendent, North West Leeds Division) through the monthly partnership burglary tasking meetings. Through the delivery of the strategy, a more co-ordinated approach to tackling burglary will be developed, between key agencies and partners.
- 4.7 The strategy will specifically contribute to reductions in those strategic localities of concern, by providing a more targeted and intelligence led approach to dealing with burglary offenders. It will also support the delivery of the Safer and Stronger Partnerships Vision of establishing ‘Leeds as an attractive place to live, where people are safe and feel safe’.
- 4.8 In order to effectively deal with this issue in the longer term, there is a need for a more inclusive approach to be developed beyond those dealing with burglary on a day to day basis, involving all those who live and work in the city. It is important then that this issue is embedded in all the city’s major strategies and plans.

5.0 Community Safety Fund – Leeds Burglary Reduction Programme

- 5.1 A total of £1.326m funding has been allocated by the Executive Board from 1 June to 2011 to 31 March 2013 to deliver a programme of targeted activity that will significantly reduce domestic burglary across the city, and in particular in areas where levels of domestic burglary have increased such as Armley (20%), Burmantofts & Richmond Hill (25%) and Chapel Allerton (28%). This reflects the Safer Leeds Partnership’s vision to reduce burglary in Leeds to the lowest level it has experienced over the last decade and make people feel safer in their homes.
- 5.2 A commissioning specification was made available to potential deliverers on 21 April 2011 with a submission date of 16 May 2011. A total of 12 applications amounting to £3.175m were appraised by officers from the Environments and Neighbourhoods Commissioning and Finance teams against the stipulated criteria, which include fit with Leeds Burglary Strategy priorities and value for money.
- 5.3 After technical appraisal of the bids a shortlist of potential projects was drawn up. At this stage the bids totalled £1.7m, which is £374k more than funding available. At their meeting on the 25th May, the Safer Leeds Executive endorsed funding allocations against the various strands of the Burglary Reduction Strategy (value for money has been assessed against all applications), these are detailed in the table below.

Key theme	Year 1 £,000	Year 2 £,000	Total Allocation	Preferred Providers
Offender Management	£110k	£115k	£225k	Youth Offending Service, WY Probation Service
Burglary Task Force - Criminal Justice	£357k	£325k	£682k	Safer Leeds
Reducing and Disrupting the Stolen Goods Market	£ 37k	£34k	£71k	Safer Leeds
Coordinated and Targeted Work in Localities	£121k	£73.5k	£194.5k	Leeds University, Safer Leeds
Crime Prevention and Impact of Burglary on Vulnerable Communities	£65k	£78.5K	£143.5k	CASAC / Care & Repair, plus partners
Research	£10k		£10k	TBA
Grand Total	£ 700k	£626k	£1.326k	

5.4 Programme Activity

5.4.1 The delivery of the burglary reduction programme will bring together key organisations with a proven track record of reducing burglary and dealing with burglary offenders. Outlined below is a brief summary of the activity that will be delivered under each of the key themes:

5.4.2 Offender Management

Expanding the work of the Youth Offending Service (YOS) programme team to deliver tailored activity to the perpetrators of burglary, specifically the 'ThinkSmart' cognitive behaviour programme, which is an intensive programme of activity aimed at reducing the overall number of burglaries committed by young people aged between 10 – 17 years old. The project aims to support a minimum of 50 young offenders to successfully complete the programme over the lifetime of the project (to March 2013).

At present, only young people on Referral Orders, Reparative Orders and Intensive Supervision and Surveillance (ISS) are expected to undertake work with victims in the community. This strand of work will increase reparation and restorative work with young people who commit burglary offences. It will enable the YOS to increase its work with victims and burglary offenders, and integrate reparative and restorative programmes of work regardless of sentence, so that all young people sentenced for burglary offences receive a minimum of 4 hours reparation as part of their supervision plans. Young people would be assigned to a meaningful placement local to their home, enabling them to make amends constructively. Up to 400 hours of support, potentially assisting 100 young offenders would be supported through this strand of activity.

The Leeds YOS have an excellent track record of working with young offenders, and have been commended by Inspectors and the Youth Justice Board. In a recent Core Case Inspection carried out by the Criminal Justice Joint Inspection team (Jan 2011), it was noted that; *'There had been a reduction in the frequency of offending since the start of the sentence in just under two-thirds of cases, and a reduction in the seriousness of offending in over half of cases. In both instances this was better than the average performance of YOTs inspected to date'*. The Burglary programmes developed and delivered by YOS were presented with an award by the Howard League in July 2010.

The West Yorkshire Probation Service will deliver a desistance project, to reduce the number of younger burglars becoming more entrenched. This will involve targeting and tracking young burglars as they progress from supervision by the Youth Offending Service to the Probation Service during their so called 'Transition to Adulthood'. Young offenders aged between 18-21 will be targeted. By intervening more intensively with this age group, the number of burglary offences committed can be reduced.

The Probation caseload in Leeds is around 5,000 offenders, of this number only 532 cases are aged between 18-21 years. However, this is the peak age for burglary in Leeds, with 37% of offending attributed to this cohort. The project will enable greater targeting of this age group by offering specialist case management for offenders that are not already involved in other Probation programmes e.g. Deter Young Offenders (DYO), Persistent Prolific Offenders (PPO) and Integrated Offender Management (IOM). This project will address an identified weakness highlighted in the recent Audit Commission / HMIC burglary report, and add value to mainstream Intensive Offender Management programmes.

5.4.3 Burglary Task Force - Criminal Justice

Delivered through the Safer Leeds Partnership, the Burglary Task Force will work across Leeds to deliver practical measures to reduce domestic burglary. The team will involve staff from each of the three Basic Command Units and Safer Leeds, and incorporate a pro-active and re-active, intelligence led approach to dealing with localities of concern and emerging neighbourhoods at risk of burglary. The team will be tasked to respond rapidly to control, prevention and reassurance work and thereby reduce opportunities for re-offending. Key areas of work include:

- Identification of offenders causing harm
- Production of intelligence products to support the delivery of work in localities of concern
- Disruption and arrest of offenders
- Work with the Crown Prosecution Service to ensure appropriate outcomes for victims and communities
- Dealing with organised crime groups and higher level crime activities
- Disrupt and arrest activity

The project will specifically support the delivery of the vision of the Leeds Burglary Reduction Strategy 'to reduce recorded burglary, in the short to medium term, to the lowest recorded level in the last ten years and to continue to reduce those levels into the long term.'

The project is built upon previous successful crime initiatives that have been undertaken jointly by the Police and Partners such as the Street Crime Initiative which resulted in the lowest levels of robberies in 2005/06. It was commended by the Police

Standards Unit as evidence of good practice. The project will enable focused intensive tactical responses to be delivered through dedicated teams, increasing efficiency and decreasing replication of work, especially with SPOC's (Single Point of Contact) and dedicated intelligence support.

5.4.4 Reducing and Disrupting the Stolen Goods Market

This strand of the programme will focus specifically on targeting the stolen goods market through a combination of enforcement, i.e. warrants and arrests, prevention i.e. supported visits to potential handlers of stolen goods and the deployment of trackable assets that lead to detection and convictions. Delivered through the Safer Leeds Burglary Task Force, the project will aim to increase arrests for handling and stolen goods by 50% over the lifetime of the programme.

5.4.5 Coordinated and Targeted Work in Localities

The city's large student population are one of the most vulnerable victim groups for burglary. The Leeds University Union will expand their existing 'Knowledge Student Safety' project which aims to reduce the number of burglaries within insecure properties through innovative communication methods, increase the number of students involved in burglary prevention work, and work with private landlords to improve the security of rental properties. During previous delivery of this project, the level of insecure burglaries on student property fell by approx. 20% over a 9 month period. The project will work closely with other partners involved in the burglary reduction programme such as West Yorkshire Police and Safer Leeds.

Working with local delivery partners and residents, the Area based Community Safety Co-ordinators will develop burglary action plans in key burglary 'hot spots', such as Armley, Bramley, Burmantofts and Richmond Hill, Kirkstall, Hyde Park and Woodhouse, Chapel Allerton and Killingbeck and Seacroft, which aim to sustain reductions in burglary offences. Using intelligence from burglary statistics for 2010/11, the project will deliver practical actions at the very local level to address domestic burglary, embed good practice, develop closer working amongst key delivery partners and link across to other areas of work such as young people not attending school and not in education, employment or training (NEET).

This project will build on work in localities to sustain reductions in burglary. There is a track record in each area of partners working together to tackle community safety priorities and this project will provide a sharp focus for sustained interventions in particular localities with stubbornly high levels of burglary.

5.4.6 Crime Prevention and Impact of Burglary on Vulnerable Communities

Managed through the Burglary Task Force, this strand of the programme will work with trusted local delivery partners such as CASAC and Care & Repair, to deliver a targeted programme of crime prevention activity across key areas of the city. This will involve target hardening work in specific problem areas and/or vulnerable communities, and other crime prevention work such as home safety checks. Work will also take place to upgrade locks and install burglary alarms in ALMO managed properties (funded via ALMO funds), and with private sector landlords (initially licensed Houses of Multiple Occupation) to improve and increase security measures in the rental sector and develop more sustainable ways of delivering crime prevention activity in the longer term.

5.4.7 Research

Resource has been set aside to undertake detailed research to develop a better understanding of Leeds' specific issues in relation to long standing burglary issues,

and identify ways in which these might be addressed in the longer term. A number of options are currently being investigated to take this work forward, including work with the Universities through a two year graduate placement. The Safer Leeds Executive will be responsible for commissioning this work, following the development of a detailed research brief and further investigation into the best delivery method.

5.5 Next Steps

- 5.5.1 As it will not be possible to provide all the preferred providers with the full resource allocation they have requested, further work needs to take place with each of the providers to determine the most effective combination of activities and interventions, that will support the delivery of outcomes to achieve the Burglary Strategy Vision and provider value for money.
- 5.5.2 In total, the projects identified will provide an estimated £750k of match-funding in to the city, therefore adding value to the programme (final match funding amounts will be subject to funding allocations being agreed). It is envisaged that the delivery of the programme will commence early July 2011.
- 5.5.3 A dedicated Programme Board is to be established to oversee the delivery and performance monitoring of this initiative, which will be chaired by a WYP Chief Superintendent. The Programme Board will be accountable to the Safer Leeds Executive.

6.0 Implications For Council Policy And Governance

- 6.1 The 1998 Crime & Disorder Act provides a statutory obligation on Leeds City Council to tackle crime & disorder in partnership with certain other agencies.
- 6.2 Reducing recorded burglary will contribute to people feeling safer in their homes, which the people of Leeds have identified as their top priority.
- 6.3 Reducing burglary is identified as one of the city's main priorities. The newly established Safer and Stronger Board will oversee the strategic delivery of the Safer and Stronger City Priority Plan, which will feature high level targets and milestones to be delivered over the next four years in relation to burglary reduction.
- 6.4 The Safer Leeds Plan is owned by the Safer Leeds Executive and provides a framework for the delivery of the City's three Community Safety priorities: Reducing Burglary; dealing with Anti-Social Behaviour; and Improving Safeguarding and Reducing Vulnerability.
- 6.5 Leeds provides in excess of 60,000 places for students in full time education, at its universities and colleges. The students contribute to the local economy and cosmopolitan make up of Leeds, yet they are consistently the most burgled victim group.
- 6.6 Leeds needs to continue to be attractive to existing and new investors in its economy, but the adverse publicity surrounding high burglary rates may impact upon the potential to do this and also the willingness of those with the necessary skills to invest them in Leeds.

7.0 Legal And Resource Implications

- 7.1 The Home Office have allocated the Community Safety Fund over the next three years (to 2013/14). The funding allocation for the current financial year (2011/12) is £846,779 (net of £100k allocated to the VCFS hardship fund). However, this drops by almost 50% to £478,978 in 2012/13, and by a further 13.5% in 2013/14 to £415,403.
- 7.2 The Executive Board is asked to agree that the funding allocations for 2011/12 and 2012/13, be re-profiled to provide a more even split across the two years, and aligned to the allocations for the burglary reduction programme for which allocations have been outlined in section 5 of this report. Funding allocations for 2013/14 are at present subject to the Police Reform and Social Responsibility Bill, which is currently making its way through Parliament.
- 7.3 This will enable a more considered approach to be developed across the two years of the programme, rather than the partnership having to frontload activity in to the current financial year.

8.0 Recommendations

- 8.1 The Executive Board is asked to:
- 8.1.1 Agree the Leeds Burglary Reduction Strategy.
 - 8.1.2 Approve the allocation of £1.326m of resources made available through the Community Safety Fund, to support the delivery of the Leeds Burglary Reduction programme.
 - 8.1.3 Agree to amend the annual funding allocations currently assigned to the Community Safety Fund for 2011/12 and 2012/13, to make this more evenly split across the two financial years and aligned to the Burglary Reduction Programme outlined in section 5 of this report.
 - 8.1.4 Receive a further report on progress to reduce domestic burglary in a years time (June 2012).

9.0 Background documents

- 9.1 Leeds Partnership Burglary Reduction Strategy 2011 – 2015 – this is protectively marked as a confidential document under the Government Protective Marking Scheme and is not available to members of the public. The key themes of the strategy are found in section 3.12 of the main report.
- 9.2 Safer Leeds Plan 2011 (subject to approval)
- 9.3 Audit Commission / HMIC Burglary Inspection report 2009/10, 2010/11
- 9.4 Leeds Burglary Reduction Programme Commissioning Document