



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 24th April, 2013 at 1.00 pm

Councillors

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

MEMBERSHIP

S Golton

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 within the meaning of Section 100I of the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If the recommendation is accepted, to formally pass the following resolution:-</p> <p>RESOLVED – That, in accordance with Regulation 4 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of those parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information.</p>	

Item No K=Key Decision	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5			<p>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 13th March 2013.</p> <p><u>DEVELOPMENT & THE ECONOMY</u></p>	1 - 16

Item No K=Key Decision	Ward	Item Not Open		Page No
6 K	Beeston and Holbeck		<p>ELLAND ROAD MASTER PLAN UPDATE AND PARK AND RIDE SCHEME PROPOSALS</p> <p>To consider the report of the Director of City Development providing an update on the progress being made at Elland Road, in the context of the Masterplan adopted in 2007 to 'kickstart' the wider regeneration of the site. Specifically, this report details progress on the proposed development of an ice rink, the progress on the construction of the West Yorkshire Police Authority (WYPA) divisional headquarters on the former Greyhound Stadium site, the progress on the development of a Strategic Park and Ride facility on the site; the current position regarding acquisition of the Castle Family Trust Land and Leeds United's plans for the redevelopment of the East Stand.</p>	17 - 34
7 K	Burmantofts and Richmond Hill; Middleton Park		<p>WADE'S CHARITY: PROPOSED CONTRIBUTION AGREEMENT FOR THE USE OF FUTURE CAPITAL RECEIPTS</p> <p>To consider the report of the Director of City Development outlining a proposal from Wade's Charity for the equal sharing of any capital receipts received from the future disposal of assets owned by Wade's Charity and leased by Leeds City Council.</p>	35 - 56
8 K			<p>"WEST YORKSHIRE PLUS" TRANSPORT FUND</p> <p>To consider the report of the Director of City Development seeking support for the establishment of the "West Yorkshire Plus" Transport Fund and the associated, indicative levels of financial commitments subject to the satisfactory conclusion of the ongoing City Deal negotiations and an in principle agreement being made by all West Yorkshire Authorities</p>	57 - 86

Item No K=Key Decision	Ward	Item Not Open		Page No
9 K			<p>REVIEW OF GOVERNANCE ARRANGEMENTS IN WEST YORKSHIRE</p> <p>To consider the report of the Director of City Development on the progress made towards the establishment of the Leeds City Region Combined Authority, and seeking the views of Executive Board on the proposed draft Scheme of Governance for a Combined Authority, prior to consultation being undertaken with the public and stakeholders.</p> <p><u>NEIGHBOURHOODS, PLANNING & SUPPORT SERVICES</u></p>	87 - 156
10 K			<p>REDUCING REPORTED DOMESTIC BURGLARY IN LEEDS</p> <p>To consider the report of the Director of Environment & Neighbourhoods providing an update on the Leeds Burglary Reduction Programme and the implications of the changes to the Community Safety Fund which supports the initiative, which will come into effect in April 2013</p>	157 - 170
11 K	All Wards		<p>LETTINGS POLICY REVIEW 2013</p> <p>To consider the report of the Director of Environment and Neighbourhoods seeking approval of a revised Lettings Policy following public consultation on the proposals with relevant stakeholders and partners</p>	171 - 204

Item No K=Key Decision	Ward	Item Not Open		Page No
12 K	All Wards		<p>PROPOSED CHANGES TO THE RENT ARREARS RECOVERY PROCEDURES</p> <p>To consider the report of the Director of Environment and Neighbourhoods setting out changes to the Leeds City Council Rent Arrears Procedure, proposed in preparation for the welfare changes that are due to take effect from 1st April 2013. The report also provides information on the anticipated impact of Housing Benefit changes.</p>	205 - 218
13 K	All Wards		<p>DESIGN & COST REPORT FOR PROPERTY MAINTENANCE SOFTWARE PACKAGE</p> <p>To consider the report of the Director of Resources seeking to obtain approval for funding approval to incur expenditure in order to replace the existing Synergy ICT system used by the Property Maintenance section</p>	219 - 230
14 K	All Wards		<p>LEEDS CITY COUNCIL'S PROCUREMENT STRATEGY</p> <p>To consider the report of the Director of Resources seeking approval of the refreshed Council's Procurement Strategy.</p> <p><u>CHILDREN'S SERVICES</u></p>	231 - 252
15			<p>CORPORATE OFFER TO FOSTER CARERS AND CARE LEAVERS</p> <p>To consider the report of the Director of Children's Services setting out how the Council is working to make a "Corporate Offer" to both care leavers and foster carers</p>	253 - 266

Item No K=Key Decision	Ward	Item Not Open		Page No
16 K	All Wards		<p>REVIEW OF THE SCHOOL CLOTHING ALLOWANCE - OUTCOME OF CONSULTATION AND REQUEST TO CEASE WITH EFFECT FROM JUNE 2013</p> <p>To consider the report of the Director of Children's Services on the outcome of consultation undertaken on proposals to cease the discretionary school clothing allowance from 1st June 2013</p>	267 - 290
17 K	All Wards		<p>CITY LEARNING CENTRES</p> <p>To consider the report of the Director of Children's Services seeking approval for new arrangements regarding the funding and use of the City Learning Centres.</p>	291 - 310
18 K	Hyde Park and Woodhouse; Middleton Park; Otley and Yeadon		<p>PRIMARY BASIC NEED PROGRAMME - OUTCOME OF STATUTORY NOTICES FOR EXPANSION OF PRIMARY PROVISION FOR 2014.</p> <p>To consider the report of the Director of Children's Services seeking consideration of proposals for the expansion of school places for 2014 following completion of statutory consultation held between 10 September and 19 October 2012 and the statutory notice period which ran from 8 February to 8 March 2013. The consultation and notice period in respect of Little London Community School, Rufford Park Primary School, Sharp Lane Primary School and Tranmere Park Primary School involved the public, ward members and other stakeholders and the views they raised during the statutory notice period form the basis of the submitted report</p>	311 - 348

Item No K=Key Decision	Ward	Item Not Open		Page No
19 K	Ardsley and Robin Hood; Beeston and Holbeck; City and Hunslet; Middleton Park; Morley North; Morley South; Rothwell		<p>GOVERNANCE ARRANGEMENTS FOR THE SOUTH LEEDS YOUTH HUB (SLYH)</p> <p>To consider the report of the Director of Children’s Services seeking consideration of proposals for alternative governance arrangements for the South Leeds Youth Hub (SLYH) and permission to progress with a Community Asset Transfer for the SLYH</p>	349 - 366
20 K	All Wards		<p>LEISURE & SKILLS</p> <p>LEEDS LET'S GET ACTIVE</p> <p>To consider the joint report of the Director of City Development and the Director of Public Health providing further information and seeking support for the Leeds Let’s Get Active bid to the “Get into healthy, Get Into Sport” health pilot programme run by Sport England and seeking approval to accept a grant offer</p>	367 - 384
21			<p>ADULT SOCIAL CARE</p> <p>UPDATE - SHARED SERVICE PARTNERSHIP WITH CALDERDALE METROPOLITAN BOROUGH COUNCIL TO MEET ADULT SOCIAL CARE SYSTEM REQUIREMENTS</p> <p>To consider the report of the Director of Adult Social Services providing a six month update on the shared partnership arrangement established between Leeds City Council and Calderdale Metropolitan Borough Council in respect of the replacement of the ESCR case recording system</p>	385 - 396

Item No K=Key Decision	Ward	Item Not Open		Page No
22 K	All Wards		<p>CHARGES FOR NON-RESIDENTIAL ADULT SOCIAL CARE SERVICES</p> <p>To consider the report of the Director of Adult Social Services on the outcome of the consultation undertaken on charges for non-residential services and seeking approval for changes proposed to the charging and contributions policy framework and to service user contributions.</p> <p>Proposals for changes to charges for non-residential adult social care services have been the subject of extensive consultation. As the final stage of this process a working group of the Scrutiny Board (Health and Wellbeing and Adult Social Care) met on 12 April. The outcome of that meeting is to be signed off by all who attended, both Elected Members and service users. To allow the appropriate inclusion of their comments within the report it has been agreed that this report will be published as soon as possible and dealt with as a Late Item.</p>	397 - 398
23 K	All Wards		<p>ASSISTIVE TECHNOLOGY HUB FOR LEEDS - APPROVAL TO PROCEED</p> <p>To consider the report of the Director of Adult Social Services seeking approval to incur expenditure for the development of a site at Clarence Road in which LCC and partners can locate a range of assistive technology services in order to provide a range of specialist advice and services for service users and health and social care professionals</p> <p><u>RESOURCES & CORPORATE FUNCTIONS</u></p>	399 - 418

Item No K=Key Decision	Ward	Item Not Open		Page No
24 K	All Wards		<p>FINANCIAL HEALTH MONITORING 2012/13 - MONTH 11 REPORT</p> <p>To consider the report of the Director of Resources setting out the Council's projected financial health position for 2012/13 after eleven months of the financial year.</p>	419 - 442
25			<p>FARSLEY AND CALVERLEY CHARITIES</p> <p>To consider the joint report of the City Solicitor and the Director of Resources seeking approval to the restrictions on the use of capital monies being released in respect of both the Farsley Public Purposes Charity and the Calverley Charity – The Workhouse Allotment to enable the aims of both of the charities to be carried out more effectively and efficiently</p>	443 - 446
26			<p>EXTENSION OF DISCRETIONARY BUSINESS RATE RELIEF SCHEME</p> <p>To consider the report of the Director of Resources seeking approval to consult on proposals for the extension of the guidelines for the award of discretionary rate relief from 2013/14 to “for profit” organisations who meet agreed criteria, as now permitted under Section 69 of the Localism Act 2011.</p> <p><u>HEALTH & WELLBEING</u></p>	447 - 458

Item No K=Key Decision	Ward	Item Not Open		Page No
27			<p>THE HEALTH & SOCIAL CARE ACT - ESTABLISHMENT OF THE HEALTH AND WELLBEING BOARD</p> <p>To consider the joint report of the Director of Public Health the Director of Adult Social Services and the Director of Children’s Services on the establishment of the Leeds Health and Wellbeing Board.</p> <p><u>ENVIRONMENT</u></p>	459 - 478
28 K	All Wards		<p>WRAP UP LEEDS FINAL REPORT</p> <p>To consider the report of the Director of Environment & Neighbourhoods providing a summary of the achievements and lessons learnt from the “Wrap Up Leeds” initiative – undertaken to improve home insulation in Leeds</p>	479 - 492

EXECUTIVE BOARD

WEDNESDAY, 13TH MARCH, 2013

PRESENT: Councillor K Wakefield in the Chair

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

191 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (a) Appendix 1 to the report entitled, 'Acquisition of the Engine House, Giotto Tower, Verona Tower and Little Chimney at Tower Works, Globe Road, Holbeck, LS11 5QG', referred to in Minute No. 198 is exempt in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of Appendix 1 as exempt outweighs the public interest in disclosing the information. This report relates to a property transaction, which in some cases could be deemed to be highly sensitive where competing parties are involved. In this particular case there are no competing parties, but one item of information in appendix 1 could be considered to be exempt and should be treated as such (and the Homes and Communities Agency (HCA) has requested that it be dealt with in this way). This is that the sum of dowry, if available in the public domain, could have an adverse impact on other transactions which the HCA is proposing.

192 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared to the meeting, however:-

In relation to the item entitled, 'Housing Delivery', Councillor Golton drew the Board's attention to his membership of the Oulton and Woodlesford Neighbourhood Forum, which is involved in the Neighbourhood Plan process. (Minute No. 201 refers).

In relation to the item entitled, 'Local Welfare Scheme', Councillor A Carter drew the Board's attention to the fact that a family member was in receipt of Council Tax Benefit. (Minute No. 211 refers).

193 Minutes

RESOLVED – That the minutes of the meeting held on the 15th February 2013 be approved as a correct record, subject to the replacement of the words 'western route' with 'eastern route' within Minute No. 176, entitled, 'High Speed Rail Phase 2 (HS2) Announcement, 28 January 2013'.

DEVELOPMENT AND THE ECONOMY

194 Kirkgate Market Strategy

Further to Minute No. 42, 27th July 2011, the Director of City Development submitted a report setting out proposals for the redevelopment and refurbishment of Kirkgate Market, whilst also providing information on the short and longer term management arrangements for the Market.

With regard to proposals around the future management structure of the market, Members discussed the options for a future management model, considering the potential role which could be played by the traders. In conclusion, it was undertaken that a further report would be submitted to the Board in due course, in order to enable Members to consider this matter in more detail.

A Member reported the concerns that some traders had relayed to him in respect of how their leases may be affected by the proposals, and requested that contact was made with those traders in order to address such concerns.

RESOLVED –

- (a) That in principle agreement be given to the proposed improvements to the interior of the Market, as summarised within paragraph 5.1 of the submitted report, in order that the project can be progressed and a detailed planning application submitted (completion of RIBA Work Stage D – Design Development), and also to enable the introduction of the scheme into the Capital Programme.
- (b) That in principle agreement be given to progress the improvements to George Street, as outlined within paragraph 5.2 of the submitted report, as a separate project (approval from Executive Board will be sought subsequently to introduce this as a separate scheme into the Capital Programme).
- (c) That agreement be given to continue to hypothecate future years markets surplus, as detailed within the submitted report, in order to fund prudential borrowing, which in turn will fund the capital costs of the redevelopment and refurbishment proposals.
- (d) That in principle agreement be given to putting in place an alternative management structure within Leeds City Council, with a further report

being submitted to the Board in due course, in order to enable the Board to determine detailed proposals.

- (e) That approval be given to an injection of £1,615,000 into the Capital Programme and approval also be given to the incurring of expenditure of £1,615,000 for the first phase of backlog maintenance and upgrade works in the Market, to progress the scheme design proposals to RIBA Stage D for the proposed redevelopment and refurbishment of the Market and also for the developer procurement competition for the George Street frontage.

195 Submission of the Transport and Works Act Order Application for the New Generation Transport (NGT) Scheme

Further to Minute No. 93, 17th October 2012, the Director of City Development submitted a report which sought approval for the submission of the Transport and Works Act Order (TWAO) application and associated Planning and Highway applications for the New Generation Transport (NGT) Scheme. In addition, the report sought approval for the necessary authority to spend £19,200,000 from within the existing Capital Programme in order to meet the Council's share in the development costs to progress the scheme to the start of the construction phase. Finally, the report also sought authority for the Council to enter into a Joint Venture Agreement (JVA) with Metro for the development of NGT and also for the Director of City Development to be provided with the necessary authority enabling him to finalise the detail of the JVA.

The Board noted the proposals in place to undertake a range of further consultation exercises, together with the legislative procedures which needed to be concluded.

Responding to requests that all affected communities needed to have the opportunity to engage in clear and meaningful consultation on this issue, assurances were given that such opportunities would continue to be provided, with the Executive Member for Development and the Economy and the Chair of the West Yorkshire Integrated Transport Authority offering to discuss related matters with community groups as appropriate.

A Member highlighted the need to ensure that the project's business model continued to be reviewed in light of any demographic changes that continued to occur across the city.

With regard to future consultation exercises scheduled for Belle Isle, a request was made that such consultation covered a wider geographical area than just the Belle Isle community.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That approval be given for a report to be presented to Full Council recommending the submission of the required Transport and Works

Act Order (TWAO) and associated applications for NGT to the Secretary of State for Transport.

- (c) That expenditure of £19,200,000 from within the existing Capital Programme to meet the Council's share in the development costs to progress the scheme to the start of the construction phase be approved, subject to the Director of City Development and the Director of Resources receiving regular updates in relation to proposed expenditure throughout the development phase.
- (d) That approval be given for the Council to enter into a JVA with Metro for the development of NGT, and that the necessary authority be delegated to the Director of City Development in order to enable him to finalise the detail of the JVA in accordance with the Heads of Terms. In addition, and subject to the Council approving the submission of the TWAO, the necessary authority also be delegated to the Director of City Development in order to allow him to take all such steps as may be necessary or expedient to carry the Resolution into effect (including all those steps required for the Council to apply for and thereafter to promote the Order).

ENVIRONMENT

196 Deputation to Council - Leeds Children's Mayor regarding the Winning Manifesto: "Leeds Offers Fun, Free Fitness for the Family"

The Director of Environment and Neighbourhoods submitted a report setting out the Council's response to the deputation presented to full Council on 16th January 2013 in respect of the winning Manifesto from the Leeds Children's Mayor entitled, "Leeds Offers Fun, Free Fitness for the Family".

The Board paid tribute to Oliver Larking, Leeds Children's Mayor, for the proposals which made up his winning manifesto and for the enthusiastic and confident way in which he had delivered his deputation speech to the Council meeting.

Members highlighted the potential role of Ward Councillors in helping to deliver the proposals via the use of Section 106 contributions, whilst the Board welcomed the way in which the proposals cut across both the environmental and also the health and wellbeing agendas.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That the following actions be approved:-
- To include reference to health and fitness when carrying out consultation on relevant schemes; and
 - To promote the inclusion of outdoor fitness equipment as an important means to encourage people to enjoy the outdoor environment and get fit at the same time.

- (c) That a letter be forwarded to Oliver, thanking him for all of his efforts in respect of his winning manifesto and deputation to Council, whilst also advising him of the outcomes arising from the Council's response.

197 Tackling Fuel Poverty and Reducing CO2 Emissions: Home Energy Conservation Act Further Report 2013

The Director of Environment and Neighbourhoods submitted a report providing an update on the new Home Energy Conservation Act (HECA) requirements and also presenting the content of the Leeds City Council 'Further Report 2013' for approval, prior to its formal submission to the Secretary of State for Energy and Climate Change.

Members welcomed the positive work which continued to be undertaken in this area.

RESOLVED –

- (a) That the contents of the submitted report and the associated appendices be approved, with approval also being given for the relevant documents being published on the Council's website as the 'Leeds City Council Home Energy Conservation Act Further Report'.
- (b) That contracts be awarded to the 3 highest scoring bidders (assessed using a 50/50 price/quality split) to manage and deliver the interim Green Deal framework project.
- (c) That approval be given for £20,000 of the existing 'Wrap Up Leeds' budget being transferred from 2012-13 to 2013-14, in order to support the Green Deal framework.
- (d) That the necessary authority be delegated to the Director of Environment and Neighbourhoods which will enable him to take operational decisions to ensure that the Green Deal framework operates effectively.

DEVELOPMENT AND THE ECONOMY

198 Acquisition of the Engine House, Giotto Tower, Verona Tower and Little Chimney at Tower Works, Globe Road, Holbeck LS11 5QG

The Director of City Development submitted a report advising of a request received from the Homes and Communities Agency (HCA) that the Council accepted the transfer of four Listed Buildings into its ownership at Tower Works, Globe Road, Holbeck. The transfer of the buildings would be accompanied by a financial dowry funded by the Department of Communities and Local Government (DCLG) and would result in the Council and the HCA working in partnership to bring forward the redevelopment of the Tower Works and the wider Holbeck Urban Village. In addition, the report detailed the reasons and terms for the transfer and recommended that the Council accepted the freehold transfer of the buildings, and how the buildings should be managed in the future.

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

RESOLVED –

- (a) That approval be given for the Council to accept the freehold transfer of ownership from the HCA of buildings known as the Engine House, Giotto Tower, Verona Tower and Little Chimney at Tower Works, Globe Road, Holbeck, subject to the financial dowry offered by the HCA being of a sufficient sum and no less than the amount identified in exempt Appendix 1 to the submitted report.
- (b) That approval be given to the principle of the Giotto Tower, Verona Tower and Little Chimney being placed within a trust, established to maintain the buildings in perpetuity, with the Council acting as full trustee.
- (c) That in the context of paragraphs 6.1 and 6.2 of the submitted report, in the event that any matters require formal approval between Executive Board approval of the transaction and completion, then authority be given for these matters to be dealt with by the Director of City Development under the appropriate scheme of delegation, with the concurrence of the Executive Member for Development and the Economy and the Director of Resources.

(The matters referred to within this minute were not eligible for Call In as the HCA had requested that the buildings be transferred to the Council by the end of the 2012/13 financial year, this being 28th March 2013. The HCA had imposed this deadline as the dowry available from DCLG to accompany the transfer was only available until the end of the financial year. In the event of such decisions being Called In, then it would not be possible to meet the HCA deadline and the dowry would be lost. Therefore, this matter was deemed urgent, on the basis that any delay would seriously damage the Council's, or the public's interests).

NEIGHBOURHOODS, PLANNING AND SUPPORT SERVICES

199 Police Community Safety Officers (PCSOs) Service Level Agreement 2013/14

The Director of Environment and Neighbourhoods submitted a report which sought authority to enter into a Service Level Agreement (SLA) with the Office of the West Yorkshire Police and Crime Commissioner (OPCC) for 2013/14, and for this to be extended annually thereafter up to 31st March 2016, subject to Council budgets and an ongoing commitment from the OPCC to sustain current PCSO levels and local partnership arrangements.

Responding to a Member's enquiry, officers provided the Board with an update on the actions being taken to identify and tackle environmental crime.

RESOLVED –

- (a) That expenditure of up to £1,514,000 in 2013/14 be approved, in order to provide a 30% contribution towards the costs of 165 PCSO's (5 per Ward) across the city, by means of a Service Level Agreement (SLA) with the Office of the West Yorkshire Police and Crime Commissioner (OPCC).
- (b) That approval be given for this arrangement to be rolled forward on an annual basis for up to three years (to 31st March 2016), subject to annual Council budget approval and an ongoing commitment from the West Yorkshire Police and Crime Commissioner to maintain current PCSO levels and to continue to develop local partnership working.
- (c) That in moving forward, approval be given for an annual inflation increase being included as part of the budget setting process (budgets permitting) in order to maintain PCSO numbers.

200 Leeds Local Development Framework: Authority Monitoring Report 2012

Further to Minute No. 155, 14th December 2011, the Director of City Development submitted a report presenting for approval and for the purposes of publication on the Council's website, the 2012 Leeds Local Development Framework Authority Monitoring Report, pursuant to Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Members welcomed the robustness of the report and the fact that the Strategic Housing Land Availability Assessment (SHLAA) Partnership was to include a wider political representation.

RESOLVED – That the 2012 Leeds Local Development Framework Authority Monitoring Report, as appended to the submitted report, be approved for the purposes of publication on the Council's website, pursuant to Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

201 Housing Delivery

The Director of City Development submitted a report setting out proposals on how Leeds would improve its housing offer in terms of broadening its supply of land and promoting housing delivery. Within this overall context and in noting the conclusions drawn from the Authority Monitoring Report (AMR) 2012, the submitted report explored how Leeds' housing land portfolio and housing delivery could be enhanced, which included the establishment of criteria for the potential release of some Protected Area of Search (PAS) sites for development.

As part of the introduction to the report, the Executive Member for Neighbourhoods, Planning and Support Services emphasised the Council's commitment to ensuring the successful delivery of housing provision in Leeds, but in addition, provided assurances that the status of some PAS sites would be protected.

Following this, the Executive Member for Neighbourhoods, Planning and Support Services proposed the introduction of an addition to the policy criteria detailed within the submitted report, namely that when permission was granted to develop PAS sites, such permission be for a duration of 2 years, rather than the current 5 years, in order to avoid landbanking.

Further to the proposal above, a request was made for a second addition to be incorporated into the policy criteria, specifically, the insertion of a clause which would enable the Council to refuse permission to develop PAS sites for 'any other material planning reasons', in order to protect the interests of the Council and others.

Having considered the respective proposals to amend the policy criteria as detailed within the submitted report, it was

RESOLVED – That the policy criteria for the potential release of PAS sites, as detailed within paragraph 3.3 of the submitted report, be approved, subject to the inclusion of criteria which:

- (i) reduces from 5 years to 2 years the period by which any permission granted to develop PAS sites remains valid; and
- (ii) enables the Council to refuse permission to develop PAS sites for 'any other material planning reasons'.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton required it to be recorded that they both abstained from voting on the decisions referred to within this minute)

202 Proposal to Modernise Cottingley Springs

Further to Minute No. 69, 5th September 2012, the Director of Environment and Neighbourhoods submitted a report which sought approval to inject £1,116,000 into the Council's Capital Programme for the purposes of refurbishing Cottingley Springs, whilst the report also sought authority to spend the £1,116,000 sum, in order to progress the capital scheme.

RESOLVED –

- (a) That approval be given for the injection of this scheme, totalling £1,116,000, into the Capital Programme, to be funded from £890,000 of Homes and Communities Agency (HCA) grant, and £226,000 from prudential borrowing.
- (b) That authority to spend the £1,116,000 sum be approved, in order to progress the scheme detailed within the submitted report.

(The matters referred to within this minute were not eligible for Call In, because if such decisions were open for Call In and were subsequently Called In, then this would put at risk the timescales set by the HCA to start on site by 25th March 2013. The Call In process could not be concluded in time for the deadline and therefore the grant funding would be at risk. Therefore, this matter was deemed urgent, on the basis that any delay would seriously damage the Council's, or the public's interests).

CHILDREN'S SERVICES

203 Outcome of Annual consultation on school admissions arrangements for September 2014

The Director of Children's Services submitted a report which sought approval of the Local Authority School Admissions Policy and co-ordinated arrangements for September 2014, together with the arrangements for in-year applications.

The Executive Member for Children's Services highlighted the intention to undertake further work in order to ensure that better support was provided to young carers throughout the city.

RESOLVED – That the Local Authority Admissions Policy and co-ordinated arrangements for September 2014, together with the arrangements for in-year applications, be approved. Specifically:-

- (i) Approval be given to the clarifications around medical priority and infant and junior sibling links;
- (ii) Approval be given to the admissions arrangements for in-year applications, including the delegation of the power to convey offers and refusals to community and voluntary controlled schools with effect from September 2013;
- (iii) It be noted that further work will be undertaken to determine appropriate wording and definitions to provide better support for young carers in obtaining a place at an accessible school.

204 Update on Children's Services' Obsessions - Reducing the need for Children to be looked after (Help Children to live in safe and supportive families)

The Director of Children's Services submitted a report providing an update on the Children's Trust obsession to safely and appropriately reduce the need for children and young people to be in care. In addition, the report also provided an update and analysis upon the number of looked after children in the care of the Council, whilst outlining the progress made on the actions taken by Children's Services, with support from key partners, to safely and appropriately reduce the number of looked after children in Leeds.

The Executive Member for Children's Services highlighted the positive outcomes which were being achieved as a result of the work undertaken to recruit foster carers in the city. In addition, the Board noted that the Council had recently met all 7 of the Leading Improvements for Looked After Children (LILAC) standards.

Responding to a Member's comments regarding the Council's allowances framework for foster carers, officers undertook to provide the Member in question with further detail on this issue.

RESOLVED – That the approach outlined within the submitted report be endorsed, and that the progress made to safely and appropriately reduce the number of looked after children in Leeds be noted.

205 Proposal to Change the Status of Bramley CE (VC) Primary School from Voluntary Controlled to Voluntary Aided

The Director of Children's Services submitted a report which sought approval of the proposals published by the Governing Body of Bramley St. Peter's Church of England (VC) Primary School to change the school's status from Voluntary Controlled to Voluntary Aided.

RESOLVED – That the proposal published by the Governing Body of Bramley St. Peter's Church of England Primary School to change the school's status from Voluntary Controlled to Voluntary Aided, with an implementation date of 15th April 2013, be approved.

206 Investing in Young People: Future Direction for Youth Services in Leeds

The Director of Children's Services and the Director of City Development submitted a joint report proposing a fundamental redesign of youth provision in Leeds that affirmed the continuing key role of the youth service, strengthened the role of Area Committees and clusters, pulled together existing services through a co-ordinated approach and enabled the enhancement of universal, targeted and specialist youth services. In addition, the report sought approval for the proposed direction enabling the necessary restructuring to take place during 2013.

Members welcomed the proposals detailed within the report, specifically the continued role which could be played by the Breeze brand, the co-ordinated offer being proposed, the ringfencing of the budget proposed to be allocated to Area Committees and the involvement of young people in the associated decision making processes.

The Executive Member for Children's Services emphasised the active role intended to be played by Scrutiny Board (Children and Families) in monitoring the implementation of the changes to youth service provision.

RESOLVED –

- (a) That the comprehensive consultation and assessment work undertaken to develop a new vision for the 'youth offer' in Leeds be noted, and that the continuing commitment to youth services as a key strand of the child friendly Leeds ambitions be endorsed.
- (b) That the new 'youth offer', as outlined within the submitted report be approved, bringing together a more co-ordinated approach to universal services, improved targeted and specialist provision, through an enhanced role for Area Committees and clusters and a stronger use of the Breeze brand.

- (c) That the Director of Children's Services and the Director of City Development be delegated responsibility, in consultation with the relevant Executive Board Members, to implement the remodelling of Council run youth services and those provided by key partners, in order to deliver the new approach, with full staff and Union engagement also being ensured throughout this process.
- (d) That the proposal for discussions between the Executive Member for Children's Services and Area Committees about how to best enable the expenditure of £2,540,000 on targeted youth work across local areas in Leeds, be endorsed.
- (e) That a new allocation to the overall Area Committee budget of £250,000 in 2013/14 and £500,000 in 2014/15 be approved, which will be ringfenced for youth activities, with a clear expectation that young people will help to shape the decision making around the spending of this resource, against an agreed set of outcomes.

LEISURE AND SKILLS

207 Inspiring a Generation - A Sporting Legacy for Leeds: Progress Report

Further to Minute No. 70, 5th September 2012, the Director of City Development and the Director of Children's Services submitted a joint report outlining the progress which had been made in relation to the proposals for a sporting legacy for Leeds, building upon the successes of the London 2012 Olympic and Paralympic Games which were outlined within the report entitled, "Inspire a Generation", presented to Executive Board shortly after the conclusion of the 2012 Games.

Responding to a Member's enquiry, the Board noted the work which was being undertaken with cycling organisations as part of the initiative. In addition, the Board noted the intention for a report to be submitted to the April 2013 meeting with regard to the 'Leeds Let's Get Active' programme.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That the progress made within this field, as outlined within the submitted report, be noted.
- (c) That the principles for the allocation of grant funding for the "Inspire a Generation Legacy Fund" be approved.
- (d) That the extended rate relief proposals, as set out within Table 1 of the submitted report, be approved.
- (e) That the proposals for the 'Leeds Let's Get Active' initiative be noted and that a further report on this matter be submitted to the Board in April 2013.

- (f) That officers be requested to further explore the benefits of holding a focussed 'Sport and Business Summit', linking in to the 'Best City' initiative and the build up to the Tour de France Grand Depart in 2014.

ADULT SOCIAL CARE

208 Healthwatch Leeds

The Director of Adult Social Services, the Director of Children's Services and the Director of Public Health submitted a joint report providing information on the outcome of the Local Authority's procurement exercise to commission a local Healthwatch organisation and an NHS Complaints Advocacy service for Leeds. In addition, the report provided details of the progress made to date to develop local Healthwatch in Leeds, including the implementation of its key functions, roles and responsibilities in preparation for 1st April 2013. Finally, the report also provided assurances in respect of the development of the role of Healthwatch in conjunction with Scrutiny and the Health and Wellbeing Board.

The Executive Member for Adult Social Care paid tribute to the work which had been undertaken by all those involved in the Leeds Local Involvement Network (LINK).

In considering the report, a request was made that representatives from Healthwatch Leeds were periodically invited to attend future Executive Board meetings, as and when appropriate.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That the plans to develop the role of Healthwatch Leeds with specific reference to working with Scrutiny Boards (Health and Wellbeing and Adult Social Care) and (Children and Families), and the Health and Wellbeing Board, as recommended in the report to Scrutiny Board (Health and Wellbeing and Adult Social Care) on the 20th February 2013, be noted.

HEALTH AND WELLBEING

209 The Transfer of Public Health from the Primary Care Trust to Leeds City Council

The Director of Resources submitted a report providing an update on the transfer of public health functions, resources, assets and liabilities to the Council under the statutory process, as set out within the Health and Social Care Act 2012. In addition, the report sought approval to delegate decision making to the Chief Executive in respect of the approval of the final agreed list of resources, assets and liabilities transferring to the Council under the Health and Social Care Act 2012.

RESOLVED –

- (a) That the contents of the submitted report, together with the functions, budget, resources and assets and liabilities due to transfer on 1st April 2013 be noted.
- (b) That the relevant decision making authority be delegated to the Chief Executive, in order to enable him to approve:-
 - (i) the Transfer Scheme relating to staff; and
 - (ii) the Transfer Scheme relating to assets and liabilities.
- (c) That it be noted that the Council will award new contracts for existing services where they expire prior to 31st March 2013, which will be approved under the Officer Delegation Scheme.

RESOURCES AND CORPORATE FUNCTIONS

210 Financial Health Monitoring 2012/2013 - Month 10 Report

The Director of Resources submitted a report setting out the Council's projected financial health position for 2012/13 after ten months of the financial year.

RESOLVED - That the projected financial position of the authority after ten months of the financial year, be noted.

211 Local Welfare Scheme

Further to Minute No. 106, 17th November 2012, the Director of Resources submitted a report providing an update on the outcome of the consultation undertaken and the progress made towards establishing administrative arrangements to support a Local Welfare Scheme to provide support for families and vulnerable people faced with unforeseen difficulties or emergency situations. In addition, the report sought approval for a number of initiatives to be developed that were aimed at creating greater sustainability and increasing advice and support, with such initiatives to be funded from within the overall devolved funding for local schemes.

Responding to a Member's enquiry, the Board was provided with information around the expected provision of Food Banks across the city, and the potential role that the Council could play in respect of such provision alongside key partners.

In considering the submitted report, the Chair requested that the Board be provided with an evaluation of the scheme's performance at the appropriate time, once it was operational.

RESOLVED –

- (a) That the local welfare scheme, as set out within Appendix 1 to the submitted report, be approved.

- (b) That the development of initiatives, as set out within paragraph 3.15 of the submitted report, along with the earmarking of funds from the devolved funding to support the initiatives, be approved.
- (c) That a short pilot scheme which would see applicants referred for advice and support where this was felt beneficial, be approved.
- (d) That the necessary authority be delegated to the Director of Resources in order to enable him to:-
 - (i) Vary the earmarked funding based on data provided from the first 3 months operation of the local welfare scheme; and
 - (ii) Allocate funding to approved initiatives with a requirement that Executive Board receives reports evaluating the progress and outcomes from funded initiatives.

212 Regional Economic Intelligence Unit - Evaluation of Transfer

Further to Minute No. 261, 16th May 2012, the Assistant Chief Executive (Customer Access and Performance) submitted a report providing an update on the evaluation of the sustainable operational performance of the Regional Economic Intelligence Unit (REIU) in the eighteen month trading period following the formal transfer of the function from Yorkshire Forward to Leeds City Council on 1st November 2011. Specifically, the report provided an update on: the full year (2012/2013) funding position and revenue profile of the unit; the forecast 2013/2014 revenue profile of the unit, the contribution of the team to work across the Council; and, the future opportunities for developing the team's contribution further.

Responding to a Member's enquiry, the Board was provided with clarification around the Unit's initial eighteen month trading account, the sources of the work which had been undertaken by the Unit and how the Unit's resource would be determined by the future demand for its services.

In conclusion, it was requested that a further update report be provided to the Board evaluating the Unit's performance at the 6 month point of the financial year.

RESOLVED –

- (a) That the positive outcome which the REIU has delivered in balancing its revenue budget and delivering a small trading surplus be noted.
- (b) That the trading model which underpins the sustainability of the REIU's work, be noted.
- (c) That the Board notes and approves the arrangements in place to ensure that ongoing monitoring of the REIU will be undertaken via the Council's normal budget monitoring arrangements.
- (d) That a further update report be provided to the Board evaluating the Unit's performance at the 6 month point of the financial year.

DATE OF PUBLICATION: 15TH MARCH 2013

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 22ND MARCH 2013 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12.00 p.m. on 25th March 2013)

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Report author: Paul Foster
Tel: 0113 3952586

Report of Director of City Development

Report to Executive Board

Date: 24 April 2013

Subject: ELLAND ROAD MASTERPLAN UPDATE AND PARK AND RIDE SCHEME PROPOSALS

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

Summary of main issues

1. Progress is being made on various aspects of site development at Elland Road following the masterplan update reported in June 2011 and this report updates Members:-
 - i) in respect of the progress of the proposed ice rink on Elland Road;
 - ii) on progress in respect of the construction of the West Yorkshire Police Authority divisional headquarters, on the former Greyhound Stadium site;
 - iii) on proposals to take forward the further development of a Park and Ride scheme on Car Park D;
 - iv) the acquisition of the Castle Family Trust land and;
 - v) the plans for the redevelopment of the East Stand by Leeds United Football Club (LUFC) and the required realignment of Lowfields Road.

2. The development and delivery of a sound park and ride strategy in Leeds has been identified as essential to managing traffic growth in the city, given that 75% of car commuters going to the City Centre come from outside the Outer Ring Road and that many commuters presently have limited choices other than the car.

3. The major transport schemes which will provide new strategic Park and Ride capacity in the longer term are in development. In the meantime the basis for a long term parking strategy for the city centre has been put in place and as the next step in the process it would be desirable to pursue the early delivery of a Park and Ride sites to serve to improve city centre accessibility as new developments open. Such a site would also provide additional parking options for major events, potentially including the Tour de France in 2014.
4. After an extensive review of potential sites, the Council owned car parks at Elland Road were considered to offer the best opportunity for providing a viable park and ride scheme in the City, which is identified within the overall Elland Road site masterplan.
5. A review of the site suggests that the best location within the site for this facility is to the rear of Car Park D adjacent to the proposed Ice Rink. This fits with the Masterplan principles and allows for efficient use of parking space, including weekday matches.
6. The next steps in the process of establishing a Park and Ride site would be securing planning consent, further consultation, progressing detailed scheme design and the procurement process for a bus service including establishing any revenue support requirement for the bus service.
7. The scheme would be Leeds' first major bus-based park and ride scheme utilising existing parking capacity on land which is only used on 20-30 days a year. It would commence improvements to the car parks which are in a relatively poor state, thus improving the Council's asset and contributing to the Masterplan's ultimate aim of formally laid out match day parking across the entire site.

Recommendations

8. Executive Board is requested to:-
 - i) note the current position with regard to the proposed developments at Elland Road within the context of the Masterplan;
 - ii) agree in principle to the use of Elland Road for park and ride and, subject to negotiation, the terms of occupation of a site for park and ride use for up to five years in the first instance;
 - iii) approve the further development of a Park and Ride scheme including submission of a planning application; detailed design of the car park and public consultation; and further development of site and operational management proposals;
 - iv) further endorse the principle of income arising from parking activities being re-invested into the support of appropriate transport measures, specifically services relating to the Elland Road park and ride scheme; and.
 - v) agree a report back to Executive Board seeking detailed approval to the scheme once the above processes have been concluded.

1 Purpose of this report

1.1 The purpose of this report is to update Executive Board on the progress being made at Elland Road, in the context of the Masterplan adopted in 2007 to 'kickstart' the wider regeneration of the site. This report outlines the current position including:-

- progress on the proposed development of an ice rink;
- progress on the construction of the West Yorkshire Police Authority (WYPA) divisional headquarters on the former Greyhound Stadium site;
- progress on the development of a Strategic Park and Ride facility on the site;
- the acquisition of the Castle Family Trust Land;
- LUFC's plans for the redevelopment of the East Stand;

2 Background information

2.1 The background to this report is the previously approved Masterplan for the Elland Road site, contained within the Informal Planning Statement. This identified key opportunities for the Elland Road area around the existing stadium. The Masterplan aims to transform this area into a leisure quarter with a mix of activities serving Leeds and the wider City Region.

2.2 The Masterplan also aims to bring about regeneration benefits for this part of South Leeds and to improve access into and around the sites. As well as leisure and ancillary development the Masterplan also aims to provide a comprehensive transport and parking strategy with an identified need for 2,750 parking spaces, and this will all be tied together with quality design and landscaping principles.

2.3 Informal Planning Statement & Masterplan

2.3.1 A report to Executive Board on 22nd June 2011 provided an update to the progress made on the implementation of the Masterplan within the adopted 2007 Informal Planning Statement (IPS). The purpose of this report is to update Members on the progress made since the February 2012 Executive Board report.

2.3.2 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 Headquarters 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 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

2.4 Park and ride strategy and selection of Elland Road

2.4.1 Developing park and ride in Leeds has been identified as an essential component of managing traffic and travel in the city. The previous report to Executive Board in February 2012 explained the rationale behind the proposed strategy for park and ride. The previous report also demonstrated why Elland Road was recommended as the most appropriate 'quick win' park and ride scheme for Leeds.

2.4.2 The development of the park and ride strategy will occur in several stages including the capacity expected from the NGT scheme and ongoing developments by Metro and rail operators at rail stations. This will also sit within the overall context of parking policies and parking management for the city centre as set out in the reports to Executive Board in September 2011 and September 2012. To support this situation and provide longer term sustainable parking options and capacity for the City Centre to support development it is proposed to deliver a 'quick win' park and ride scheme to help accelerate delivery in conjunction with additional rail service capacity. It is intended to open the scheme in Winter 2014 subject to funding and due processes.

3 **Main issues**

3.1 The development and delivery of the Elland Road site Masterplan is being progressed on a number of fronts which will support the long term development and upgrading of the area.

3.2 Proposed Ice Rink

3.2.3 The Council exchanged conditional contracts with the Ice Rink operator summer 2012, a planning application has been submitted, and a detailed planning permission for the development is anticipated to be granted within the next few weeks. Subject to planning permission being granted, practical completion of the building is anticipated autumn 2014.

3.3 Leeds United Football Club (LUFC)

3.3.1 LUFC have obtained a detailed planning permission to develop 2 hotels, a night club, ancillary office space and covered circulation space. LUFC has also subsequently concluded an option agreement with the council to acquire car park B which will allow LUFC to implement their development once they are in a position to proceed.

3.4 Castle Family Trust land

3.4.1 The Council completed the acquisition of the 2.83 ha (7 acres) Castle Family Trust land to the immediate north of the football stadium in April 2011. There are no specific proposals for the site at the present 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 acquisition affords considerable control and flexibility to the Council on the future delivery of the Elland Road masterplan

3.5 West Yorkshire Police Authority (WYPA)

3.5.1 Construction has commenced of the West Yorkshire Police Authority (WYPA) divisional headquarters on the former greyhound stadium site, site C, with an anticipated practical completion due mid 2014.

3.6 Park and ride

3.6.1 The following sections provide a more detailed consideration of the issues associated with the proposals for taking forward the development of a Park and Ride scheme at Elland Road, covering:-

- the scheme specification;
- match days;
- proposed legal agreements; and
- traffic impact.

Scheme specification

3.6.2 The scheme will be delivered in partnership with Metro. The scheme comprises a bus-based park and ride site with 800 spaces and a dedicated express bus service between the site and the city centre. A drawing of the current scheme proposal is shown as Figure 1 in Appendix A.

3.6.3 The scheme would provide the following:-

- A permanent, high quality surface, drained and formally set out parking area for circa 450 car parking spaces;
- An overflow parking section with temporary surface works for the remainder of demand, to a total of 800 spaces.
- Bus facilities with raised kerbs, footway waiting area, shelter and bus turning area, on a link road giving shared access to the proposed ice rink a park and ride car parks;
- Lighting, fencing, signage, access gates and/or barrier, drainage, and CCTV; and
- Landscaping along frontage of site and link road to enhance the quality of the site and the visual amenity from the surrounding area.

- 3.6.4 The site is currently in a poor state of repair and is an unwelcoming environment used only on match days and special events. By developing the site with appropriate quality landscaping, and a greater degree of activity on a more frequent basis will transform the visual amenity of the site and reflect on the wider local area.
- 3.6.5 The bus service will initially operate with 3 buses to deliver a 15minute frequency service between the site and Boar Lane in the city centre. This level of service is considered to be the most suitable for the anticipated demand. The contract will include potential to step up the service as demand increases. The fare level will be determined on a commercial basis during the contract negotiations with operators. However, there will be a need to achieve a balance and set the fare at an appropriate level to reflect the fares on existing bus services and the level of parking fees in the city centre. The existing services on Elland Road could be used to allow destinations to the north of the city centre to be accessed.

Match day and other parking arrangements

- 3.6.6 The service is expected to operate Monday to Saturday. It is not proposed to run the park and ride service on Saturday match days. The hours of operation have yet to be determined.
- 3.6.7 A study has shown that the LCC car parks normally have spare capacity and match day parking in surrounding streets is not caused by lack of capacity in the car parks. On weekdays, most park and ride traffic is expected to have left the car park before 7pm allowing match traffic to use the spaces.
- 3.6.8 Parks and Countryside Service, which manages the match day parking, has indicated the potential for the park and ride operation to work satisfactorily alongside the parking arrangements for weekday match fixtures.
- 3.6.9 The park and ride service provides an opportunity to enhance links between the football stadium and the city centre. The additional capacity provided could be utilised to supplement match day special bus services.

Proposed legal agreements for park and ride

- 3.6.10 The project will be delivered in partnership with Metro and in due course the intention will be to enter into a memorandum of understanding outlining the respective roles and responsibilities, capital contributions and ongoing revenue sharing entered into. The details of this memorandum of understanding will be subject to negotiation and the appropriate approvals process.
- 3.6.11 Metro have taken the preliminary pre-qualification stage needed for the future procurement of a bus service for the Park and Ride scheme. This has shown interest from a number of operators in bidding to run a service. The next stage of procurement will be subject to approval to this request for further scheme development.
- 3.6.12 The fine detail of the management arrangements for using the Elland Road site will be established during the next stage of development, however it is envisaged that the preferred bus operator would enter into a lease/licensing agreement with Leeds City Council for the site's use in line with the contractual arrangements for

the proposed bus service. It will be necessary to guarantee sole exclusivity to operate from the site to the contracted bus operator and to provide for the Council's continued role in providing and operating match day and events parking as associated revenues as part of the overall Elland Road site management. As identified earlier the arrangements will need to reflect and be flexible to the football season calendar and other events, including any major events.. The proposed management arrangements will provide certainty to both operator, Metro and City Council in terms of the minimum period that park and ride would operate in terms of the significant investment required in vehicles, marketing and training. In due course it is intended that the terms of the site occupation will be delegated for approval by the Director of Development.

- 3.6.13 The scheme is being developed with a view to the long term. Metro has advised that the initial start up period a minimum 5 years would be required because of the scale of the initial investment and the time needed for service use to build up to long term sustainable levels. This is consistent with evidence of such sites operated elsewhere. It is likely any agreement in respect of the right to occupy the land would have a break option, say after 3 years, possibly with the option of either party being able to terminate the arrangement.

Traffic Impact

- 3.6.14 A detailed assessment of the demand, traffic and access implications of the site has been undertaken. Examination of origin destination data collected for the Leeds Transport Model shows the majority of potential customers currently travel to the city centre using the M621. It is estimated that the Park and ride Scheme will reduce traffic to the city centre by 600-900 vehicles per day. The designated signed routes to the site for M621 traffic will be via J1 M621, A6110 Ring Road then Elland Road.
- 3.6.15 In terms of traffic impacts the assessment indicates that in the morning and evening peak hours this will result in an increase of only 2% on base flows at M621, Junction1. Likewise an increase of only 3% is predicted at the A6110 / Elland Road Junction. This small increase in traffic flow is not forecast to cause any significant increase in delays or congestion at these junctions. The traffic generation is less than 10% at the shared park and ride / Police HQ junction on Elland Road. The Council's traffic model has been used to design the park and ride / Police HQ junction to accommodate this level of traffic generation.
- 3.6.16 This information will form part of the detailed Transport Assessment which will be needed with the proposed planning application for the scheme.

3.7 Masterplan update

- 3.7.1 An assessment of the current parking and site area has been undertaken with a view to illustrating the further development potential of the Elland Road area. In order to provide the overall 2750 match day space requirement within the Masterplan, with Car Park A (248 spaces) remaining as is, there is a requirement to supply circa 2500 spaces for match days on the remainder of the site.

- 3.7.2 With the ice rink and access road in place there is an area of 1 hectare which is not required for match day parking and therefore could be redeveloped in future for appropriate land uses as set out in the Masterplan. The exact location and shape of this developable area is flexible within the site area, however the frontage position on Elland Road would appear to be the most appropriate in terms of providing a high quality environment for residents and visitors.
- 3.7.3 Any further development of the site beyond this 1 hectare site would require replacement car parking for which a multi-storey or decked solution to maintain the 2750 match day spaces would be required. The cost of such solutions is significant and will have a major influence on the economic viability of any future large scale development of the site.
- 3.7.4 Similarly, in order to bring forward any stadium expansion for which the 2750 match day spaces would need to be maintained an area of decked parking would be required to replace the 488 spaces which would be displaced by such a development.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward Members have been briefed on several occasions regarding the proposals for a Park and Ride scheme as a part of the revised Elland Road site masterplan which was presented to Executive Board in June 2011.
- 4.1.2 Most recently Ward Members have been briefed on the Park and Ride scheme proposals in June 2012 and on the latest position in March 2013. The Members continue to have concerns about the use of the Elland Road site for park and ride purposes and has such have indicated they don't support the proposals. Their concerns relate to the cumulative impacts of various developments in Beeston Ward, and more specifically to the traffic and environmental, including health implications they consider a new park and ride to have for the area. An assessment of the anticipated traffic impacts is included elsewhere in this report. It is proposed to include landscaping of the site boundaries within the scheme and to undertake an Health Impact Assessment during the detail development; a Transport Assessment will form part of the Planning Application.
- 4.1.3 The proposals have been discussed with Leeds United Football Club who are supportive of park and ride in the location proposed on Car Park D. The proposal have also been presented to the Highways Agency who support the principle of park and ride subject to a detailed transport assessment which will be submitted as part of the planning application. West Yorkshire Police were consulted at a meeting on 19th March 2013 and they have no major concerns about the proposals. Metro have been working closely with the Council on this joint proposal which they support.
- 4.1.4 The principle of the proposals was also presented to the Beeston Forum in March 2012 which reflected many of the issues that have been raised by the Ward Members.

4.1.5 As part of the pre-planning application process a full public consultation exercise will be undertaken in May 2013, subject to the approval of this report.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been carried out on the proposals (appendix B) and has determined that an impact assessment is not required for the approvals requested.

4.3 Council Policies and City Priorities

4.3.1 The proposals are consistent with the strategy and policies set out in the West Yorkshire Local Transport Plan 2011-2016 and with the emerging Draft Leeds Local Implementation Plan.

4.3.2 Strategic park and ride measures are in accordance with the Leeds City Region Transport Strategy and with the Vision for Leeds and City Priorities for transport.

4.3.3 Establishing a Park and Ride site at Elland Road will mark a major step towards establishing a meaningful and comprehensive park and ride for the strategy building on the significant provision already made at West Yorkshire rail station and plans to develop this further and preparing the way for the Leeds New Generation Transport (NGT) scheme.

4.4 Resources and value for money

4.4.1 The current scheme estimate for the car park and link road works is circa £3m. A funding package for the scheme based on an agreed contribution of £275,000 towards the link road from the proposed Ice Rink; Section 106 public transport contributions totalling £175,000 and the balance of cost being met from the Local Transport Plan Integrated Transport budget.

4.4.2 Bus service patronage for the scheme has been modelled using the Leeds Transport Model under various scenarios and the transport benefits for uses have been calculated. This shows a usual central case benefit cost ratio (BCR) of 1.9 with more optimistic projections increasing that to 3.1. These BCR levels are considered good value for money for a public transport scheme and are comparable with other public transport schemes for example the recently completed A65 Quality Bus Corridor.

4.4.3 Experience elsewhere in the country indicates that it is the norm for park and ride schemes to require a level of revenue support to pump prime the bus service as patronage builds up to a financially sustainable level. The service procurement process will seek to reduce or eliminate the need for such support, for example Operators may opt to take on this risk depending on their view of likely returns over the whole contract period. However, it is recognised that there may be a need for Metro and the Council to make provision for initial service support costs as the whilst the service becomes established if the service realises its potential to exceed the break even point over the intended five year contract period.

- 4.4.4 In September 2012 Executive board approved the recommendations arising from a Review of City Centre Car Parking in Leeds, which included the recommendation that:

'The Council should continue to develop its Park and Ride proposals and income from car parking activities should be ring fenced to expenditure on the transport infrastructure, with additional income generated from parking activities re-invested into improving the transport infrastructure, including Park and Ride schemes.'

- 4.4.5 The procurement process which Metro is preparing to undertake will better inform the likely levels of this revenue risk and projections of future income and any financial implications relating to support for the service. These implications for the Council will be reported back to Executive Board in the final scheme approval report.
- 4.4.6 The proposals would sit alongside the Council's existing management of its wider Elland Road car parks for match days and other events which would continue, including the retention of the associated revenues. The detailed arrangements for securing this will be incorporated in the arrangements to be put in place with Metro and the selected bus operator as outlined elsewhere in this report.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Executive Board has the power to approve the Key Decisions recommended in this report. This report is eligible for call in.
- 4.5.1 The approvals requested in this report do not commit the Council to any legal agreements. Any legal implications will be addressed as the scheme develops, including the requirements for making the site available for the Park and Ride use.
- 4.5.2 There are no access to information issues.
- 4.5.3 The legal matters relating to the contractual arrangement for the use of the site by Metro's preferred bus operator and the establishment of a Memorandum of Understanding with Metro for the funding, planning, delivery and operation of the site will form part of the detailed development of the scheme proposals.

4.6 Risk Management / Options Analysis

- 4.6.1 This report has illustrated how the park and ride proposals can fit within the overall Masterplan and the risks associated with different development opportunities. It is recognised that a well established park and ride facility on the site could blight future major development opportunities however given the long term commitments for providing parking on the site this risk is judged to be small. It is further mitigated by the siting of the car park and the flexibility offered by the placing of the overspill parking arrangements..
- 4.6.2 There is a potential need for revenue support in the early years of the scheme, see 4.4.3 above. It is intended that the tender process allows a cost/profit sharing mechanism to be included in the contracted bus service and this will be used to minimise this risk.

- 4.6.3 For park and ride to be a success it must form part of a city wide management of parking supply. A stable and effective parking management policy as previously reported to and approved by Executive Board is an essential ingredient in achieving this, including the effective management and enforcement of temporary planning consents and unauthorised car parks.
- 4.6.4 Traffic impact has been identified by Ward Members as a significant concern. A detailed transport assessment will be submitted alongside the planning application to demonstrate the local highway network and access junction has capacity to accommodate the park and ride traffic. Although not a requirement of the planning process it is intended to conduct an Health Impact Assessment which will take on board air quality matters will be prepared for the scheme.

5 Conclusions

- 5.1 Progress is being made in developing schemes for the ice rink, West Yorkshire divisional police headquarters, LUFC's stadium redevelopment proposals for the East Stand and further work has been undertaken to develop a feasible proposition for a strategic Park and Ride facility on the site. Accommodating these developments on the site are feasible whilst maintaining the Masterplan requirements of 2,750 match day parking spaces and retaining the potential to deliver an additional 1 hectare of appropriate development on the site.
- 5.2 The provision of the Park and ride services have been identified as key element in Leeds' future transport strategy. Elland Road football stadium car parks owned by the Council are considered to offer the greatest potential for delivering a 'quick win' bus based site as the first stage in providing further complementary sites through the Leeds NGT scheme and as part of LTP proposals for rail based park and ride.
- 5.3 Ward Members have indicated that they do not presently support park and ride at the Elland Road site primarily on traffic and environmental grounds. These comments are being taken on board in terms of the process proposed to take forward the proposals including the provision of landscaping to the site and the preparation of an Health Impact Assessment. Leeds United Football Club are supportive of the park and ride proposals.
- 5.4 The next stages to deliver the scheme is to undertake public consultation and submit a planning application with all supporting information including a transport assessment. Further development of the scheme design and the site operational, service and supporting contractual arrangements is also required.

6 Recommendations

- 6.1 Executive Board is requested to:
- i) note the current position with regard to the proposed developments at Elland Road within the context of the Masterplan;

- ii) agree in principle to the use of Elland Road for park and ride and, subject to negotiation, the terms of occupation of a site for park and ride use for up to five years in the first instance;
- iii) approve the further development of a Park and Ride scheme including submission of a planning application, detailed design of the car park and public consultation; and further development of site and operational management proposals;
- iv) further endorse the principle of income arising from parking activities being re-invested into the support of appropriate transport measures, specifically services relating to the Elland Road park and ride scheme; and
- v) agree a report back to Executive Board seeking detailed approval to the scheme once the above processes have been concluded .

7 Background documents¹

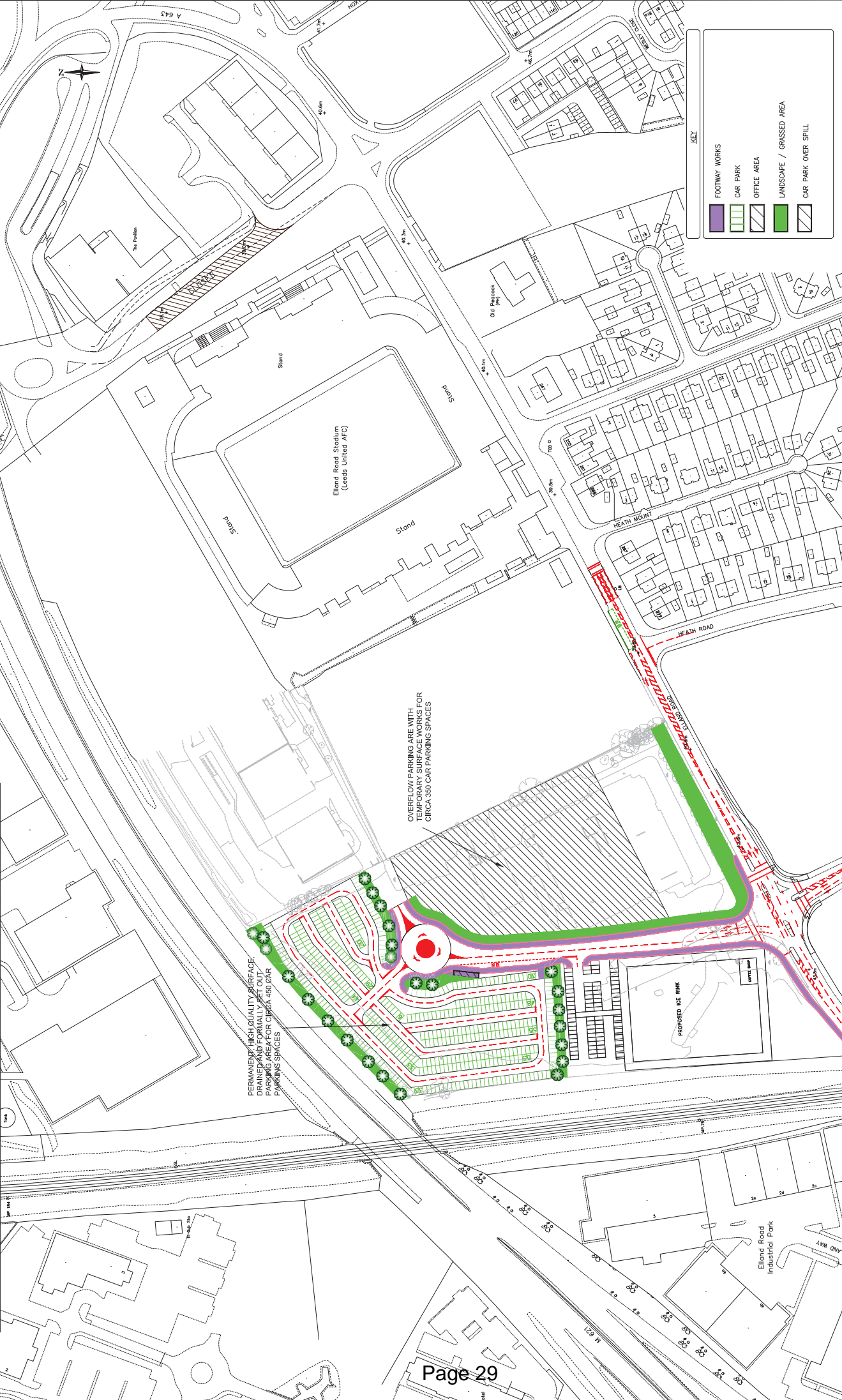
7.1 None

8 Appendices

Appendix A - Figure 1, Park and Ride Proposals

Appendix B - Equality Impact Assessment screening document, March 2013

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



KEY

- FOOTWAY WORKS
- CAR PARK
- OFFICE AREA
- LANDSCAPE / GRASSED AREA
- CAR PARK OVER SPILL

LEEDS CITY COUNCIL

FIGURE 1 PARK AND RIDE PROPOSALS

ELLAND ROAD PARK & RIDE GENERAL ARRANGEMENT

HDC/716289/MIS/06

Leeds CITY COUNCIL

HIGHWAYS AND TRANSPORTATION

DATE: **March 2013**

DRAWING NUMBER: **1:1000**

SCALE: **A1**

DRAFT

APPROVED	CHECKED	DESIGNED BY	DATE
INITIALS	INITIALS	INITIALS	DATE
PMH	PMH	PMH	07/13
DATE	DATE	DATE	DATE

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Equality, Diversity, Cohesion and Integration Screening



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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: City Development	Service area: Highways and Transportation
Lead person: Paul Foster	Contact number: 0113 3952586

1. Title: Elland Road Park and Ride Scheme Concept Development

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

Development of a new Park and Ride site at Elland Road. Current stage is concept design development and identification of funding requirements and options.

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

Leeds City Council is investigating the provision of a 'quick win' park and ride site which can be delivered in advance of the park and ride sites planned for the New Generation Transport (NGT) scheme. A review of sites showed that Elland Road football stadium car parks owned by LCC are currently the only viable locations to develop at this point in time.

It is also very likely that Metro would procure the bus service element of the scheme and Leeds CC would enter into a lease agreement with the bus operator selected to run the service. The bus service element will need to meet Metro's standard service standards including accessibility. The service is intended to be an additional bus service and does not involve the withdrawal or amendment of other bus services by Metro.

3. Relevance to equality, diversity, cohesion and integration

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

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

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

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

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

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

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

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

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

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

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

Ward Members were already aware that a park and ride scheme was under consideration from the revised Elland Road site masterplan presented to Executive Board in June 2011. They indicated last year that they were opposed to the scheme on the grounds of traffic impact and concerns of a further worsening of match day parking problems.

Ward Member briefings were held on Friday 6 January 2012 and 14/15th March 2013. Following the briefing, Ward Members concerns about park and ride in relation to parking supply seemed to be allayed; however, they were still opposed to the scheme on the grounds of traffic impact, particularly their perception of existing problems becoming worse at M621 J2 and on the A6110. The environmental effects of the additional traffic are also of concern. Ward Members expressed concern that a park and ride was one more impact on Beeston and Holbeck without the Ward getting any benefits.

An initial meeting with the Beeston Forum was held in April 2012, as part of the pre-planning application process a full public consultation exercise will be undertaken in May 2013.

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

The Park and Ride scheme includes dropped kerbs and tactile paving at crossing points; these assist those with mobility issues by providing a level surface without steps, and assist those with sight issues by identifying a safe place to cross. These measures also benefit carers supporting wheelchairs and pushchairs; people who are visually impaired, and disabled people.

The scheme potentially has a positive impact on disabled people as well as benefit carers supporting wheelchairs in that it will provide a new accessible bus service into the city centre, which is a viable alternative to finding a city centre parking space. This could be particularly beneficial for those who live further afield and for whom driving all the way is currently the only practical option.

The scheme has the potential to reduce the demand for city centre on-street parking (of both Blue Badge holders and general use) and in time make it easier for disabled drivers

to find a vacant on-street pay and display bay, or disabled bay.

Traffic impact has been identified by Ward Members as a significant concern, which could potentially have a negative impact in terms of community cohesion within the locality of the scheme. A detailed transport assessment will be submitted alongside the planning application to demonstrate the local highway network and access junction has capacity to accommodate the park & ride traffic.

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

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

Date to scope and plan your impact assessment:	n/a
Date to complete your impact assessment	n/a
Lead person for your impact assessment (Include name and job title)	n/a

6. Governance, ownership and approval

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

Name	Job title	Date
Andrew Hall	Head of Transport Policy	19 th March 2013

7. Publishing

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

Please send a copy to the Equality Team for publishing

Date screening completed	
Date sent to Equality Team	
Date published (To be completed by the Equality Team)	

Report of Director of City Development

Report to Executive Board

Date: 24th April 2013

Subject: Wade's Charity: Proposed Contribution Agreement for the use of Future Capital Receipts

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

Summary of main issues

1. This report seeks approval to the establishment of a Contribution Agreement between Wade's Charity and the Council about the use of future capital receipts from future sales of land leased by the Council from Wade's Charity.
2. This proposal has been put forward by Wade's Charity and seeks to adopt the principle of the equal allocation of funds from the potential disposal of their assets between themselves, and the Council and the earmarking of the receipts on the Council to future improvement projects to Wade's land or property that is leased by the Council, the majority of which is open space in community settings. The remainder of any receipts would be accrued to Wade's capital account from which Wade's draws the income to make grants to Leeds Charities. A fund created from these periodic Wade's asset sales could be the catalyst for match funding investment into land and property leased by the Council from Wade's Charity.
3. In addition Wade's are seeking agreement to terms for the division of sale proceeds for land at Cross Green Approach upon disposal. This would give Wade's a capital receipt of £222,500 before the equal division of any surplus between Wade's and the Council which would be at less than best consideration. This is to address the previous imbalance of funding Wade's contributed to the Middleton Park refurbishment project. Any disposal of this site however, would be subject ward member consultation.

4. Wade's Charity owns a significant amount of land and property in Leeds, including Middleton Park, Gott's Park, Snake Lane Recreation Ground, Woodhouse Square and Gott's Mansion.
5. The Council leases a number of these facilities on 999 year leases with managerial and maintenance responsibility. This partnership has been very successful for the city, particularly in meeting the Charity's primary objectives of providing and maintaining open spaces for the benefit and recreation or health of the inhabitants of Leeds.
6. However, whilst there has been significant investment to improve some of the facilities, notably Middleton Park improvements of over £1.8m through the Heritage Lottery Fund, a number of the properties will require investment now or in the future
7. Wade's would like to develop a list of potential priority schemes, that they would seek to develop in partnership with the Council, for the improvement/refurbishment of assets/sites owned by them and managed by Leeds City Council. Wade's proposes to allocate their capital receipts as a financial contribution or match funding to secure additional grant funding for the delivery of future projects, through a contribution agreement. In addition, higher than anticipated costs and lower than forecast receipts meant that Wade's needs to cover a shortfall of £225,000 on the Middleton scheme. This proposal could allow Wade's to cover this.
8. In current budget circumstances, managing and maintaining recreation sites and property is challenging. Securing grant funding, or funds in general for the improvement of assets for both the Council and Wade's is difficult. Greater co-operation and partnership working between the two organisations to deliver objectives provides an opportunity to increase the potential to improve well liked and important public facilities. Establishing a Contribution Agreement and developing an agreed list of priority projects will assist this.

Recommendations

1. Executive Board is recommended to approve:-
 - (i) equal sharing of any capital receipts received from the future disposal of assets owned by Wade's Charity;
 - (ii) that the Council's proportion of such receipts is earmarked to future projects to improve property and land leased by the Council, from Wade's;
 - (iii) the development of a priority list of projects between Wade's and the Council for which these receipts would be used;
 - (iv) the terms for the division of sale proceeds for land at Cross Green Approach upon disposal, subject ward member consultation, which gives Wade's a capital receipt of £222,500 before the equal division of any surplus between Wade's and the Council at less than best consideration.

1.0 Purpose of this Report

- 1.1 The purpose of this report is for Executive Board to consider a proposal from Wade's Charity for the equal sharing of any capital receipts received from the future disposal of assets owned by Wade's Charity and leased by Leeds City Council. The report seeks agreement to the proposal from Wade's that the Council's proportion of such receipts is earmarked to future projects to improve property and land leased by the Council, from Wade's. Wade's Charity will work with the Council to develop a priority list of projects between Wade's and the Council for which these receipts would be used.
- 1.2 The report also outlines a specific proposal from Wade's to dispose of land at Cross Green Approach, subject to ward member consultation, which gives Wade's a capital receipt of £222,500 before the equal division of any surplus between Wade's and the Council.

2.0 Background information

- 2.1 Wade's Charity is the working name of The Charities of Thomas Wade and Others, a charitable trust which provides grant funding for the benefit of the inhabitants of the inner city of Leeds. Wade's Charity arose from the will of Thomas Wade dated 4 February 1530, Alice Lodge, Henry Ambler, Richard Simpson and others. A fund is held in permanent endowment and income deriving from this fund is distributed in the form of monetary grants to registered charities fulfilling our charitable objectives.
- 2.2 They are members of the Association of Charitable Foundations and the Yorkshire Grant Makers' Forum.
- 2.3 Wade's has two primary charitable objectives and all grant applications must clearly fulfil at least one of these objectives:-
 - i) "providing and maintaining open spaces within the pre-1974 Leeds City boundary, for the benefit and recreation or health of the inhabitants of Leeds".
 - ii) "the provision of facilities for recreation, amusement, entertainment and general 'social intercourse' for citizens of every age of areas of population in the City of Leeds occupied in the main by the working classes including in any objects the establishment of what are commonly known as Community centres and Youth Centres".
- 2.4 The area of benefit is the pre-1974 city boundary of Leeds, this is covered very approximately by Leeds postal districts 1 to 17, but does not include areas that previously came within the jurisdiction of Wetherby Rural District Council.
- 2.5 In partnership with the Council, Wade's has assisted with several improvement projects, such as Middleton Park refurbishment using funds from the disposal of their property a contribution to the scheme and as match funding to grant providers such as the Heritage Lottery Fund. The disposal process requires that the Council would need to agree to surrender their 999 year lease on the Wade's site in question and the Council will then benefit from 50% of the capital receipt from its

sale. The proposal is that this receipt, and the Wade's share, is used to invest in Wade's assets in Leeds which are leased by the Council. As the Council has responsibility for maintenance of these assets the proposition from Wade's provides a potential opportunity to the Council in the future to access improvement funds from Wade's or other sources.

2.6 To illustrate the potential benefit with experience from a recent project. Middleton Park is operated and managed by Leeds City Council, with the majority of the Park being leased to the Council by way of a 999 year lease from Wade's Charity. Following a series of consultation events a scheme was submitted to the Heritage Lottery Fund for the refurbishment of the Park. The scheme, which has just reached Practical Completion, consisted of :-

- Extension of the visitor centre;
- Restoration of the paths and of the infrastructure;
- Development of historic trails and interpretation of the old mining remains;
- Improvement of the boundaries to the park and improvement of the entrances' appearance;
- The re-instatement of the historic band stand as a performance area.

2.7 To finance the project, two cottages in Middleton Park which had at one time been occupied by Council staff, had their leases surrendered by the Council and were sold on the open market by the Council on behalf of Wade's. Wade's Charity and the Council used this capital receipt, through a contribution agreement as match funding towards the £1.8m capital project for the refurbishment of the Park that was supported by the Friends of Middleton Park.

2.8 However the financial contributions towards the scheme from the receipt were disproportionate, with Wade's contributing £287k to the scheme and the Council's contribution being £125k.

2.9 Wade's Charity owns many sites across the city, that are managed on 999 term leases by the Council, expiring after the year 2900. These are listed in the table below. However, Wade's has indicated that its most pressing priority is Gott's Park. Using the Middleton Park project as a framework, Wade's Charity would like to consider, with the Council, a plan for the future reinvestment and maintenance of Gott's Park and Mansion.

Wade's Assets leased to the Council	Lease End
Land to West of Otley Road, Far Headingley	31/08/2955
Land at Middleton Park	03/09/2941
Open Space at Meadow Road	31/12/2919
Open Space at Gledhow	30/12/2927
Open Space at Marsh Street and York Lane	22/07/2907
King Georges Gardens, York Road	16/03/2937
Gott's Park and Mansion	
Open Space at Jack Lane	

Open Space at Seacroft	
Open Space at Abbey Road & Spen Lane	
Open Space at Adel	
Open Space at Holbeck	
Open Space at Lady Pit Lane (2 leases)	
Cricket ground to the rear of the Dog & Gun Inn, York Road	
Land at Throstle Lane Middleton	
Open Space at Woodhouse Square	
Open Space at Snake Lane	
Land to South of York Road	
Open Space at Becketts Park	
Smithies Garth Open Space Bow Street	
South ward Open Space, Clarence Road	
Holbeck Open Space	

3 Main issues

- 3.1 Wade's Charity has approached the Council with a proposal for how the allocation of funds and use of receipts from the disposal of their assets could be apportioned. The proposal involves the equal sharing, between Wade's Charity and Leeds City Council of any capital receipts received from the future disposal of assets owned by Wade's and that the Council's proportion of such receipts is earmarked to future projects to improve property and land leased by the Council, from Wade's Charity.
- 3.2 Currently, there is no approved approach to the sharing of receipts from the sale of Wades assets although an equal share principle is applied, generally each disposal is dealt with on a case by case basis. This in the past has led to unnecessary delay and additional legal costs being incurred by both parties.
- 3.3 Wade's Charity's view, is that by establishing a Contribution Agreement to cover any future use of receipts from the disposal of Wade's land and property. It is proposed that for any future sales, 50% of the net receipt will be used for a Council capital project on Wade's land. The remainder would be accrued to Wade's capital account from which Wade's draws the income to make grants to Leeds Charities. A fund created from periodic Wade's asset sales, could be the catalyst for match funding and project development funding delivered on a much shorter timescale.
- 3.5 Wade's Charity has identified two sites that it would like to consider for disposal to help fund future investment in the retained estate. These potential sites are:-
- the remaining cottages at Middleton Park – Middleton Park
 - Cross Green Approach – Burmantofts and Richmond Hill
- 3.6 Whilst Wade's would be the main decision maker in relation to their disposal however, the Council would need to be in agreement and be prepared to surrender the lease on these facilities. Their sale would come forward for disposal under the delegated powers of the Director of City Development, who has the authority to discharge any function of Executive Board in relation to the management of land and Asset Management.

3.7 Middleton Park Cottages

- 3.7.1 Following the disposal of two of the cottages in 2010, there are only 4 cottages remaining on site (Plan A). For some time these have been in poor repair, one housing a café that was closed some time ago and one housing a member of Council staff.
- 3.7.2 The cost of addressing backlog maintenance issues with these properties, probably outweigh their value, being that only 2 years ago the sale of the two cottages only generated £125k. Disposal of these properties would remove the maintenance liabilities for both the Council and Wade's.

3.8 Cross Green Approach – Burmantofts and Richmond Hill

- 3.8.1 Under discussion already is the site at Cross Green Approach is owned freehold by Wades Charity with LCC having a 999 year lease for use of the land as recreational space.
- 3.8.2 Cross Green Approach used to form the corner of Snake Lane Recreation Ground. Construction of the East Leeds Link cut this section off from the remainder of the open space at Snake Lane leaving it isolated as open space and cut of from Snake Lane Recreation Ground. However, the site is currently allocated as N1 green space in the UDP.
- 3.8.3 Internal discussions with planning highlight that it no longer functions as open space and is now more in keeping with the adjacent industrial / employment sites. In the Aire Valley Area Action Plan (not yet adopted) this site is designated as employment land (Plan B).
- 3.8.4 Wade's Charity would like to market this site, using their own agent, as employment land on the open market. This would require the Council to surrender its leasehold interest upon completion of a disposal. Wade's feel they need to bring this site forward at this time to address a funding issue that arose through the development of the Middleton Park scheme.
- 3.8.5 Wade's entered into a Contribution Agreement with the Council whereby they would contribute £287,500 into the park refurbishment works. As stated previously Middleton Park has had a large scale refurbishment, including a new visitor centre. To fund the scheme Heritage Lottery Funding was secured and 2 cottages owned by Wade's and leased by the Council were sold. The proceeds of £130k were divided equally between Wade's and the Council (£65k each).
- 3.8.6 Due to the terms of the Contribution Agreement, Wade's still needed to find funds of £222,500 for the project.
- 3.8.7 Wade's Charity has stated that they entered into the agreement to disproportionately fund the scheme at Middleton Park, on the proviso that the receipt for any disposal of land at Cross Green, is used to redress the balance of their contribution at Middleton Park.

- 3.8.8 The terms for this would be that upon disposal of the land at Cross Green, costs to market the site would be deducted from the gross receipt (1.5% of gross sale value plus advertising costs), then the first £225,000 would be transferred to Wade's Charity. Any surplus would be divided 50/50 between the Council and Wade's.
- 3.8.9 All other Wade's Charity disposals have been dealt with on an equal split of the gross receipt and hence this is seen as a less than best disposal. It is however, a windfall receipt, as the site does not appear on any Capital Receipts list and its sale was not anticipated by the Council. Wade's, as a charity, is obliged to achieve best consideration for the disposal of its assets and a sale on the open market will achieve this. It is the division of proceeds thereafter which the Council is identifying as a less than best disposal.
- 3.8.10 Without this redress to their financial position, following the Middleton Park scheme, Wade's has indicated that their ability to fund other projects across the city could be hindered.
- 3.8.11 Legal Services have advised that this split of proceeds should link directly to Middleton Park funding, in that from the initial £222,500 paid to Wade's, any outstanding monies for Middleton Park are deducted by the Council first.
- 3.9 In addition to the sites listed above, there are two other sites that may be considered for disposal at some future point in time. These are:-
- Dog & Gun site – Burmantofts and Richmond Hill
 - Throstle Recreation Ground – Middleton Park
- 3.10 It is not proposed to move forward with either of these until schemes have been worked up in greater detail, including addressing planning, and highways issues. Any proposal to dispose of, or improve sites would also be subject to Ward Member consultation at the appropriate time.
- 3.11 Proposal to develop an improvement scheme for Gott's Park**
- 3.11.1 The funds generated and accrued through any disposal of the sites listed above, or other future site disposals, have the potential to attract match funding and form part of a larger funding package for the improvement of other Wade's assets.
- 3.11.2 As stated in 2.9 using the Middleton Park project as a framework, Wade's Charity with the Council, would like to consider a plan for the future reinvestment and maintenance of Gott's Park and Mansion.
- 3.11.3 Gott's Park was designed by the famous landscape gardener Humphrey Repton. Located in west Leeds, sitting between Stanningley Road and the River Aire, the site is over 50 hectares of green space (Plan C). It consists of a large municipal golf course, tennis courts, playing pitches, a skate park, an old walled garden and places to walk and picnic. In addition it is also the site of Gott's Mansion and contains the golf shop, a private room for the golf club and a flat which is home to a member of staff for Parks and Countryside,

- 3.11.4 This Grade II listed building is now in poor condition and requires significant investment to prevent it from deteriorating further and to improve its condition in the long term. Wade's would like to address the condition of Gott's Mansion, dealing with backlog maintenance issues in the first instance but then exploring additional potential uses for the building. The Council continue to manage the site, however funding for improvements is difficult to secure and in isolation may not form part of a more holistic vision for Gott's Park. Therefore the development of an agreed vision or framework for the site will be a significant step forward to identifying the appropriate funding bodies that could support our combined aspirations.
- 3.11.5 The greenspace has received some investment to the play facilities, however the walled garden has been half grassed over following the loss of roses due to disease, which is now affecting the remaining roses. Wade's Charity, the Council and BTCV have been in discussions regarding potential opportunities for the redevelopment of the walled garden. BTCV Hollybush are considering developing a new project focused on a social enterprise around growing food and other produce could be developed in a modern day interpretation of the original purpose of the site.
- 3.11.6 All of these elements need to be brought together into a combined project for the improvement of Gott's Park. The project would seek to address issues with Gott's Mansion, formalise the use of the site by BTCV and the improvements to the rose garden, assess and identify the potential for other improvements to the park. In addition, the project will consider potential future uses for Gott's Mansion and how these could benefit the golf course.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This proposal has been discussed with the Leader of the Council and the Executive Member for Development and the Economy, both of whom are supportive of the proposal.
- 4.1.2 As individual proposals around individual disposals are developed, further consultations would be required with ward members, local community groups and end users. These will also require consultation through the planning process. These consultations at that point can be co-ordinated through forums, feedback documents and Talking Point.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality screening form has been completed for this proposal and is attached as an appendix. There were no specific equality issues raised around the proposed purpose of the report. However any specific individual proposals coming forward relating to the development of a specific site will require further screening and an Equality Impact Assessment.

4.3 Council Policies and City Priorities

4.3.1 The projects developed in partnership with Wades Charity will assist the Council in achieving several of its objectives, most notably:-

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.

The Council's new Vision 2010-2030

By 2030, Leeds will be internationally recognised as the best city in Britain – a city that is fair, open and welcoming with a prosperous and sustainable economy, a place where everyone can lead safe, healthy and successful lives.

4.4 Resources and Value for Money

4.4.1 In establishing the Contribution Agreement, Wade's Charity and the Council will streamline the process for disposal of assets, managed by the Council on behalf of Wade's. However, where there is the potential for any variation to this agreement, and there is a less-than-best consideration this will require consideration by Executive Board.

4.4.2 Funds generated by the Council from the sale of Wade's assets will be earmarked for use on Wade's assets as match funding against bids to grant funding bodies to help generate external finances towards projects.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The proposal is subject to call-in.

4.5.2 Legal Services have been consulted about the proposed Contribution Agreement and the principle around the equal sharing of receipts from the disposal of Wade's assets, managed by the Council. This approach did not raise any specific legal issues or comments.

4.5.3 Legal Services have advised that the split of proceeds, in relation to the disposal of Cross Green Approach should link directly to Middleton Park funding, in that from the initial £222,500 paid to Wade's, any outstanding monies for Middleton Park are deducted by the Council first.

4.5.4 Property services advise that the funds to be received by the Council, from the disposal of Cross Green Approach will be at less than best consideration. This is

because, although the site will be sold at open market value, as is the requirement for Wade's, the Council will not receive an equal share of the receipt.

4.6 Risk Management

- 4.6.1 The potential risk to the Council in agreeing this proposal are relatively minor and limited, as the assets already belong to Wade's themselves. The more comprehensive risk will relate to each individual project developed between Wade's and the Council. Risks for these will be managed through a risk register and managed by the specific Project Board/team set up for that individual project.

5 Conclusions

- 5.1 This report considers the potential establishment of a Contribution Agreement between Wade's Charity and the Council about the use of future capital receipts from sales of any land leased by the Council from Wade's Charity. This proposes the equal allocation of funds from the potential disposal of their assets between themselves and the Council and the restriction on the Council to only use their share of the funds on Wade's land.
- 5.2 In current budget circumstances, managing and maintaining recreation sites and property is challenging. Securing grant funding, or funds in general for the improvement of assets for both the Council and Wade's is difficult. Greater co-operation and partnership working between organisations to deliver objectives will be essential. Establishing a Contribution Agreement and developing an agreed list of priority projects be of benefit both organisations and Leeds' communities.
- 5.3 It is proposed that for any future sales, the Council's receipt will be earmarked through an agreed list, for the improvement of recreational facilities on Wade's land. A fund created from periodic Wade's asset sales, could be the catalyst for the release of match funding and project development funding for which funding may be difficult to secure.
- 5.4 The outcome of this could be the ongoing delivery of green space and property improvements across the city, by the Council and Wade's Charity, through internal and external funding.

6 Recommendations

- 6.1 Executive Board is recommended to approve:-
- (i) equal sharing of any capital receipts received from the future disposal of assets owned by Wade's Charity;
 - (ii) that the Council's proportion of such receipts is earmarked to future projects to improve property and land leased by the Council, from Wade's;
 - (iii) the development of a priority list of projects between Wade's and the Council for which these receipts would be used;

- (iv) the terms for the division of sale proceeds for land at Cross Green Approach upon disposal, subject ward member consultation, which gives Wade's a capital receipt of £222,500 before the equal division of any surplus between Wade's and the Council at less than best consideration.

7 Background documents¹

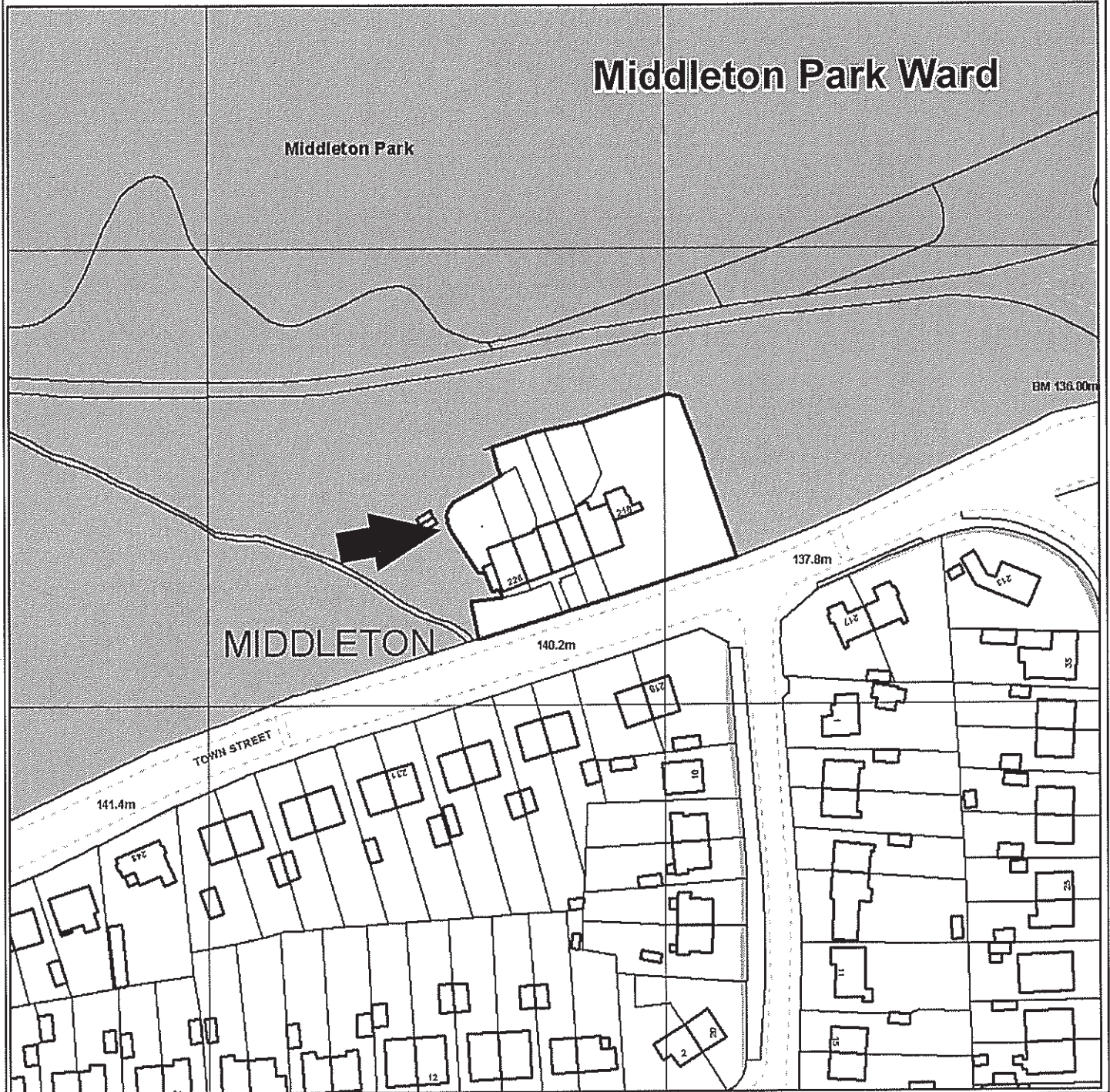
7.1 None

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

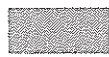
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218- 226 TOWN STREET
MIDDLETON PARK
LEEDS LS10

Plan A



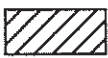
SUBJECT SITE



LAND OWNED BY
LEEDS CITY COUNCIL



LAND LEASED OUT BY
LEEDS CITY COUNCIL



LAND SOLD BY
LEEDS CITY COUNCIL



ROUTE OF
EASEMENT



WARD BOUNDARY



Leeds
CITY COUNCIL

PREP BY M Cordingley

DATE 28/03/2013

OS No SE2928SE

Scale 1:1,276



PLAN No 17130

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Ordnance Survey LA100019567

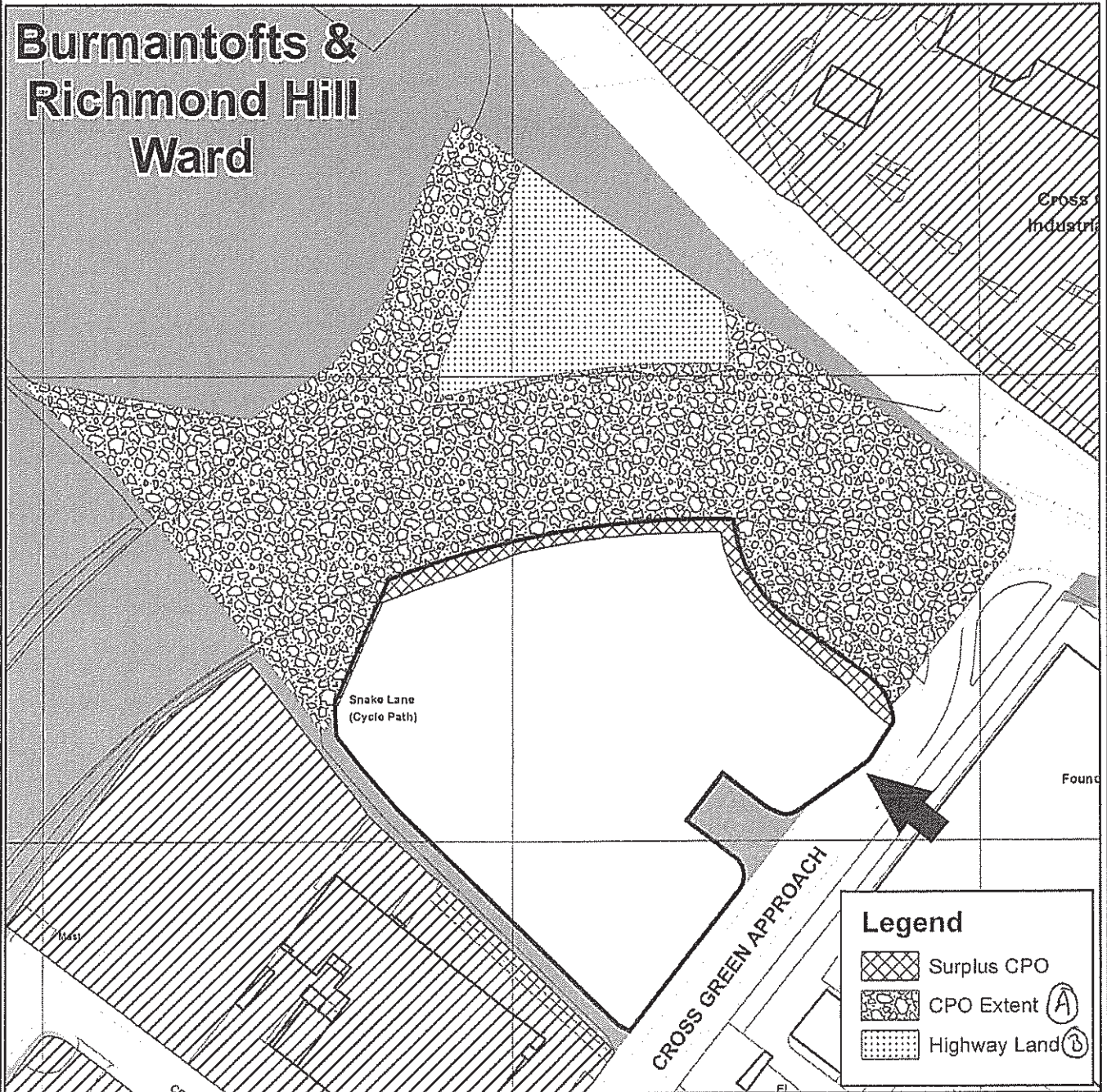
0 4 8 16 24 32
Metres

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LAND AT
CROSS GREEN APPROACH
CROSS GREEN
LEEDS LS9







Plan B

**Burmantofts &
Richmond Hill
Ward**



Legend

-  Surplus CPO
-  CPO Extent (A)
-  Highway Land (B)

 SUBJECT SITE	 LAND OWNED BY LEEDS CITY COUNCIL	 LAND LEASED OUT BY LEEDS CITY COUNCIL
 LAND SOLD BY LEEDS CITY COUNCIL	 HIGHWAY LAND	 WARD BOUNDARY



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Ordnance Survey LA100019567



PREP BY M. CHRISTIAN
DATE 12/04/2012
OS No SE3232NW
Scale 1:1,250



PLAN No 16244/G

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**GOTTS PARK
ARMLEY
LEEDS LS12**

Plan C



← SUBJECT SITE



LAND OWNED BY
LEEDS CITY COUNCIL



LAND LEASED OUT BY
LEEDS CITY COUNCIL



LAND SOLD BY
LEEDS CITY COUNCIL



ROUTE OF
EASEMENT



WARD BOUNDARY



Leeds
CITY COUNCIL

PREP BY M Cordingley

DATE 28/03/2013

OS No SE2634SW

Scale 1:7,927



PLAN No 17127

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Ordnance Survey LA100019567

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Metres

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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: City Development	Service area: Asset Management
Lead person: Jane Cash	Contact number: 43493

1. Title: Wade’s Charity: Proposed Contribution Agreement for the use of Future Capital Receipts

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

The screening considers the potential establishment of a Contribution Agreement between Wade’s Charity and the Council about the use of future capital receipts from future sales of land leased by the Council from Wade’s Charity. This seeks to adopt the principle of the equal allocation of funds from the potential disposal of their assets between themselves, and the Council and the earmarking of the receipts on the Council to future improvement projects to Wade’s land or property that is leased by the Council, the majority of which is open space in community settings.

3. Relevance to equality, diversity, cohesion and integration

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

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

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

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

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

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

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

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

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

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

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

This proposal that funds received from the disposal of any Wade's asset are shared equally between the council and Wade's. These funds are then to be used for the improvement of assets owned by Wade's but managed by the Council on their behalf.

Through the development of the improvement proposals for sites such as Gott's Park and others in the future, the Council will address issues such as access to sites, path conditions, sign posting and way marking, improving facilities that have fallen into

disrepair or are a health and safety issue and providing new facilities on these sites that have not been provided previously.

- **Key findings**

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

Any proposals developed will be subject to significant consultation with Friends of Groups, local users and ward members, to ensure that issues for user groups are taken account of and addressed, the safety and attractiveness of the site is improved thereby encouraging more users, site maintenance issues are highlighted and resolved as part of a targeted management plan and the long-term future of a grade II listed building is secured.

The following headings will form the basis of the approach to the project

Environmental Quality:-

Improvements to the site conditions and access important

Safety and Comfort of Users:-

Important to maintain separation between pedestrians and supporters on matchdays and provide active uses on non matchdays to provide some natural policing

Site Synergy to Maximise Benefits:-

Consideration to be given to design layouts and sustainability of any proposals.

Sense of Community Cohesion:-

Proposals seen as positively raising the profile and image of the local area which would have community benefits

Visitor Experience:-

Potential for this to be greatly enhanced following the implementation of the project

All of these headings are aimed to provide positive benefits to all users and will promote and improve positive relationships between groups, potential to bring groups/communities into increased contact with each other

- **Actions**

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

Through the development of project briefs for specific projects and consultation with users we will be able to identify local issues and develop design solutions for those in the scheme. By addressing these issues the scheme, the outcomes will improve conditions for users and have a positive impact on users.

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

Date to scope and plan your impact assessment:

Date to complete your impact assessment		
Lead person for your impact assessment (Include name and job title)		
6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Christine Addison	Acting Chief Asset Management Officer	
7. Publishing		
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.		
Please send a copy to the Equality Team for publishing		
Date screening completed	20 th March 2013	
Date sent to Equality Team		
Date published (To be completed by the Equality Team)		

Report of Chief Officer, Highways & Transportation

Report to Executive Board

Date: 24th April 2013

Subject: 'West Yorkshire Plus' Transport Fund

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

Summary of main issues

- 1 The purpose of this report is to:
 - Provide an update on progress made to date in developing a 'West Yorkshire Plus' Transport Fund;
 - Describe the schemes that could be delivered for circa £1 billion and their impacts across West Yorkshire and York;
 - Set out how these investments would be funded;
 - Demonstrate how this level of investment would support economic growth and describe how it will lead to a financially sustainable approach to further investments capable of transforming travel across West Yorkshire, York and the rest of the Leeds City Region; and
 - Set out the specific local benefits and impacts that the Fund would deliver in Leeds and the scale of funding commitments that the Council would need to commit to in order to support the creation of a £1 billion fund to invest in transport in West Yorkshire and York over the next decade.

Recommendations

2. Executive Board is requested to support the principle of establishing a £1 billion 'West Yorkshire Plus' Transport Fund and the associated, indicative levels of financial commitments, subject to:

- A satisfactory conclusion to on-going City Deal negotiations, specifically including securing clarity and agreement on an acceptable level of Earn Back funding from future additional business rates in West Yorkshire and York; and
 - An in-principle agreement being made by all West Yorkshire District Authorities.
3. That the Executive Board agrees in principle the scope of improvements to be included in the Fund, as referenced in the report and Appendix A, subject to appropriate on-going engagement and consultation with local Members and other relevant partners and communities during scheme design.

1 Purpose of this report

- 1.1. The purpose of this report is to provide an update on progress made to date in developing a 'West Yorkshire Plus' Transport Fund across West Yorkshire and York.

2 Background information

- 2.1 The Leeds City Region is the UK's largest economy and population centre outside London, generating 4% of national economic output and employing 1.3 million people. In July 2012, along with our regional partners, the Council agreed a 'City Deal' with Government to boost jobs and growth in the City Region. As well as a proposal to change governance arrangements (via a Combined Authority, which is the subject of a separate report to this Executive Board meeting) and rail devolution, it included a commitment to create a £1billion fund to invest in transport across West Yorkshire over the next decade.
- 2.2 The City Deal gives the partner Councils greater control and powers to act quickly to stimulate economic growth, create more jobs and work more efficiently across the whole region.
- 2.3 Whilst the current transport network in West Yorkshire and York does support a significant volume of passenger and freight movement, decades of under-investment means that the capability of the network has not kept pace with economic and population growth leading to problems of delays, congestion and overcrowding which threaten to hamper future economic growth unless they are addressed.
- 2.4 It is demonstrated in this report that major investment in transport can help create an environment where economic growth can occur. The Fund will deliver schemes that will directly enhance transport connectivity in a way that will support employment growth that will benefit not just our residents, but also those from neighbouring Districts; it will also unlock significant housing developments for the District's growing population.
- 2.5 Three complementary packages of schemes funded from a proposed 'West Yorkshire Plus' Transport Fund have been identified. Further details of all the projects in the three categories are given later in this report:

- Transformational Projects – those that are primarily focussed on external connectivity and will require significant further assessment and development to determine the optimum intervention
- Core Projects – those which are the catalysts and enablers of change, have the greatest direct short term economic impact (in terms of jobs supported per £ invested), and generate funding to reinvest in more transformational projects
- Gateway Projects - which are intended to enhance the traveller experience on entry to cities and towns and will often involve significant partner investment.

2.6 The transformational projects will require significant detailed work on business cases to ensure that the case can be made for bringing forward substantial funding allocations to deliver projects at the earliest feasible opportunity. Subject to the satisfactory outcome of further City Deal negotiations with the Government there will be the potential to use significant levels of ‘Earn Back’ funds, generated from the economic performance of the Core Projects as described later in this report, in conjunction with other potential funding streams to provide funding streams for these larger scale projects. It should be noted that some of these schemes will be supported in whole or in part by partner organisations including the Highways Agency and Network Rail.

2.7 To date, the transformational schemes that have been identified for further development and investment during and beyond the first ten year period are:

- Electrification and upgrade of all core rail routes such as CalderVale (Leeds, Bradford, Halifax and Manchester) and Hallam (Leeds, Castleford, Pontefract, Wakefield and Sheffield)
- Rail or tram train connections between Leeds and Bradford to Leeds Bradford International Airport
- Enhancing the quality of the local rail network through the outputs of the Yorkshire Rail Network Study
- Preparing the local rail network for High Speed Rail
- Expansion of the initial NGT trolleybus network to provide a core ‘rapid transit’ network for West Yorkshire
- Full upgrade of the strategic motorway network to benefit towns and cities that are served by the M606, M62, M1 and M621

2.8 These schemes support many of the strategic transport investment priorities identified in the Leeds City Region Transport Strategy and the current Local Transport Plan.

2.9 They also build upon a number of major transport schemes which have been progressed in recent years and/or are at various stages of development and/or integration. The schemes already planned include:

- Northern Hub

- Trans Pennine Electrification
- East Coast Main Line Enhancements
- High Speed Rail
- Rail Infrastructure and Capacity Improvements
- New Rail Stations at Low Moor, Apperley Bridge and Kirkstall Forge
- Leeds City Station Southern Entrance
- M62 and M1 Improvements
- Smart Ticketing on the bus network
- Bus Quality Contracts / Quality Partnerships
- NGT Trolleybus in Leeds
- Access York Phase 1

2.10 These schemes provide building blocks for further investment and wherever possible the proposals to be delivered from the proposed 'West Yorkshire Plus' Transport Fund described in this report will seek to build on these commitments.

2.11 The Core Projects and Gateway schemes (shown in Appendix A) have been identified as being deliverable within the 10 year period of the fund. Through their demonstrated ability to generate GVA through housing and employment growth, and subject to a satisfactory outcome of continuing City Deal discussions, these schemes will be able create a new funding stream (Earn Back) which would come on line during the 10 year period and continue beyond. This funding stream will, along with other potential funding sources, enable the Transformational Projects to be delivered.

2.12 The report describes the objectives set for the Fund and the methodology used to appraise schemes for inclusion in the list of Core Projects. Analysis has demonstrated that the Core Projects could deliver:

- An additional increase in employment of around 8% above what would happen without the Fund (helping to create around 20,000 new jobs by around 10 -12 years after the Core Projects are fully delivered);
- A corresponding increase in the gross value (GVA) of West Yorkshire's and York's economy of over £1.35 billion per year;
- Around 7,500 jobs in construction during the delivery of schemes;
- Support for a year on year increase in employment across West Yorkshire and York because of improved connectivity and business productivity;
- Improved accessibility to employment from 'deprived wards' - forecast to be greater than the West Yorkshire average (by a factor of +7%)
- All Districts would benefit from improved accessibility greater than half the West Yorkshire average
- A decrease in carbon emissions (yet to be fully assessed)

- 2.13 The specific local impacts of the Core projects are described in detail in the report and particular attention is given to the benefits that would be brought to the Leeds District through their implementation.
- 2.14 The cost of the Core Projects, when combined with the Gateway Projects and the development of transformational schemes amount to a sum in the region of between £850 million to £1,150 million depending on the level of optimism bias assumed. The funds required to secure the capital investment to deliver this package are described in detail in the report and would be comprised of a combination of an escalating increase in the ITA levy, a 40% top slice of Local Transport Plan Integrated Transport block funding and devolved Department for Transport Major Scheme Funding.

3 Main Issues

- 3.1 The Council has previously considered an interim report on the development of a Transport Fund for West Yorkshire and York. The remainder of this report sets out the conclusions from the forecasting and analysis that has taken place in regard to:
- Identifying what investments should be prioritised to maximise the impact of the Fund on the economic objective of supporting economic growth;
 - The impact of those investments in supporting employment growth and increased economic activity; and
 - The scale of their impacts, and the match with objectives. How a Fund would be established.
- 3.2 That previous report set out the objectives that the Fund would need to deliver. The primary objective to be met in West Yorkshire and York is:
- An increase in employment and productivity growth by the completion of transport schemes across West Yorkshire and York, irrespective of boundaries
- 3.3 In West Yorkshire, further objectives were put into place to ensure an equitable distribution between Districts and communities. Against the primary objective of supporting the maximum possible impact on GVA and employment two accessibility minima are proposed:
- A better than average improvement in employment accessibility for residents in the most deprived 25% of West Yorkshire communities and;
 - Every West Yorkshire district to gain an average improvement in employment accessibility no less than half the average across West Yorkshire
- 3.4 In terms of environmental impacts, a further objective was established as follows
- The overall impact of the Fund's interventions would be carbon neutral at the package level

- 3.5 Evidence gathered shows that a ‘West Yorkshire Plus’ Transport Fund (WY+TF) of circa £1 billion has the potential to:
- Generate significant additional economic investment that would deliver jobs - up to around 20,000 new jobs in West Yorkshire and York;
 - Support the development and delivery of transformational transport schemes;
 - Bring specific local benefits to residents, businesses and communities by improvements in the West Yorkshire and York transport networks
 - Unlock key employment and housing growth sites in West Yorkshire in the city/town centres and Local Plan growth points;
 - Substantially reduce dependence on central funding, giving local communities and businesses surety over a 10 year programme of Major Transport Schemes; and
 - Create a further significant income stream (the ‘Earn Back Deal’) of ‘new’ money likely to be available after 5-7 years of commencing the Fund, i.e. around 2020 – subject to the right level of agreement on the City Deal being in place. This could potentially generate up to £400m during the life of the fund and then would then continue beyond that period. This would assist in the delivery of the transformational schemes identified earlier in this report
 - A further potential funding stream would be created as a number of the Core Projects would lead to a significant increase in public transport patronage and a corresponding increase in net revenues through fare income. With a quality contract or partnership agreement in place this extra revenue stream could support further borrowing to allow additional capital expenditure. At this stage it is difficult to put a precise figure on the borrowing potential this could create but it could be significant.
- 3.6 The Fund would therefore start to deliver immediate improvements to the transport network, some of which would address decades of underinvestment, and others which would start to transform how the network works.
- 3.7 Establishing the Fund would also improve the way transport investment is prioritised, planned and funded in future. It would enable the West Yorkshire and York authorities to combine their resources and finances to maximise the cross boundary impacts of transport investment.
- 3.8 The Fund, supported by new external funding via the ‘Earn Back’ deal, would enable more joined up planning and a more successful approach to longer term and more complex transformational schemes, some of which will also be dependent upon third party delivery or financial support.
- 3.9 The analysis has provided clear evidence supporting the belief that without significant and well-targeted investment in the transport network in West Yorkshire and York the opportunities for economic growth will be severely constrained. This will be a result of increasing levels of congestion, rising costs of motoring and public transport and reduce the ability to recruit a workforce, interact with other businesses or transport goods and services to people and business that need them. Significant investment in transport is therefore needed:

- To enable existing, and new, businesses to become more productive (through reducing lost time caused by congestion);
- To expand the size of the workforce, particularly in major growth locations (such as Aire Valley(Leeds), Canal Road (Bradford), East Wakefield, Cooper Bridge (Kirklees) and York Central for example);
- To expand the numbers and types of employment opportunities that can be reached from existing communities, and new housing sites, to improve the opportunities available to the existing and the future workforce.

Impact of West Yorkshire and York Core Projects on the Fund’s Objectives

3.10 The following paragraphs describe the impacts on the objectives that were set for the Fund. It should be noted that the figures below do not include the impact of the more transformational schemes that could be delivered through the life of the Fund as these are harder to define but are likely to be significant. In summary the forecasting work suggests that the Fund would deliver:

- An additional increase in employment of around 8% above that which would happen without the Fund (helping to create around 20,000 new jobs by around 10 -12 years after the Core Projects are fully delivered);
- A corresponding increase in the gross value (GVA) of West Yorkshire’s and York’s economy of over £1.35 billion per year;
- Around 7,500 jobs in construction during the delivery of schemes
- Support for a year on year increase in employment across West Yorkshire and York because of improved connectivity and business productivity

3.11 Across West Yorkshire and York the expenditure of circa £1billion is forecast to deliver significant economic benefits. The tables below set out the key headline impacts in West Yorkshire and York:

WEST YORKSHIRE	Year	2024	2030	2036
Additional employment		12,500	15,800	18,200
Additional GVA (per year)		£810m	£1,100m	£1,230m
Additional WY residents in employment		10,700	13,000	14,700

YORK	Year	2024	2030	2036
Additional employment		1,200	1,800	2,000
Additional GVA (per year)		£70m	£110m	£130m
Additional York residents in employment		750	900	1,200

3.12 The Core Projects would also deliver against the secondary accessibility criteria set to ensure equitable distribution between the West Yorkshire Districts:

- Improved accessibility to employment from ‘deprived wards’ is forecast to be greater than the West Yorkshire average (by a factor of +7%)
- It is forecast that all Districts would benefit from improved accessibility greater than half the West Yorkshire average

- 3.13 Because of the strategic nature of the modelling carried out to date it is not yet possible to accurately predict the overall impact of the Core Projects on carbon. The initial estimate is for an increase of around 1% but this analysis excludes significant benefits of decongestion, which is expected to result in a net decrease.
- 3.14 A better understanding of the impact on carbon will be obtained at the detailed design and business case stage for each project. It will be possible to set more ambitious targets for carbon as part of the design specification, or as add-on's to scheme designs which could attract additional funding or third party contributions which could facilitate the following types of intervention:
- Further improvements in bus technology such as an increased rate of conversion to hybrid vehicles
 - Inclusion of electric charging points as part of rail station/bus park and ride schemes
 - Cycle and walk schemes being incorporated within key corridor and town centre improvement designs
- 3.15 It should be noted that compared to the baseline forecast the Core Projects will support an 8% increase in commuting (because of an 8% increase in employment) but would see an overall reduction in the number of car commuting trips of around 2%.
- 3.16 The forecasting to date does not attempt to provide a detailed analysis of the additional benefits that would accrue to non-work related travel. However an initial analysis suggests the benefit to cost ratio (BCR) of between at 3 and 5 would be likely. The DfT suggest a BCR of 2.0 would be a 'strong' score. This clearly suggests the Core Projects will deliver significant benefits for all transport users.
- 3.17 The identification of the most immediately effective investments in West Yorkshire and York suggests that in the short and medium term (within 10 years) there would be two largely discrete programmes of schemes developed in West Yorkshire and York which are independent of each other. In time, and once the Earn Back deal starts to create a 'new' future income stream capable of supporting longer term investments, the West Yorkshire and York Authorities would support and / or develop mutually beneficial and overlapping schemes: for example a transformation of the Leeds-Harrogate-York rail line.
- 3.18 There will be a need to engage with external Authorities (such as North Yorkshire) to ensure they can make appropriate funding contributions to those schemes which have cross boundary impacts.

Impact of the West Yorkshire Core Projects on the Fund's Objectives in Leeds

- 3.19 Whilst some 36% of the Fund would be spent on schemes within Leeds District, there is additional value for Leeds residents and businesses by connecting the District to employment opportunities and business markets across West Yorkshire.
- 3.20 The Core Programme is forecast to deliver, in Leeds District:
- 32% of West Yorkshire's additional employment growth;

- 33% of West Yorkshire’s additional GVA growth; and
- 38% of West Yorkshire’s additional residents in employment.

3.21 The Core Programme would also significantly increase the number of jobs that would be accessible to residents in Leeds: they would rise by 21% once the Core Programme was implemented.

3.22 In absolute numbers terms this equates to the following impacts:

LEEDS	Year	2024	2030	2036
Additional employment jobs in Leeds		4,200	5,400	5,900
Additional GVA (per year)		£285m	£380m	£420m
Additional WY residents in employment		3,200	4,600	5,100

Again the figures above do not take account of the impacts of the more transformational schemes referred to earlier in this report

Core Projects

3.23 The evidence has shown that although schemes can be located in one particular District, the impacts of them may be felt across West Yorkshire, or wider into the Leeds City Region. Many of the schemes which have been prioritised through the agreed appraisal process run across the District boundaries reflecting the cross-boundary demands of commuters and business.

3.24 This report therefore sets out the list of schemes that score best against the appraisal methodology and that the £1 billion Fund could deliver at a West Yorkshire level. That list is shown in **Appendix A**. It should be noted that a significant number of other schemes were tested for their effectiveness in meeting the primary objective of raising GVA. These did not perform as well when the scale of benefits was compared against cost. These schemes will, however, remain on a list to be considered again in any future funding scenario. The details of the schemes in Appendix A are not presented as final, but have been subject to a consistent costing and feasibility check. Subsequent design work and consultation would result in adjustments and improvements, aimed at reducing costs and improving impacts and benefits.

3.25 These schemes have been developed using a forecasting model which was used to predict the scale and distribution of locations where future employment growth would be constrained because of rising transport costs such as public transport fares, highway congestion and rail crowding, which would lead to:

- A reduction in the size of labour pools for employers in West Yorkshire to recruit from (an average reduction of 23% in 2026);
- A reduction in the number of accessible jobs for commuters in West Yorkshire (an average reduction in accessible jobs of 18% in 2026, but 20% for commuters from the most deprived communities); and
- Rising costs and reduced productivity for business.

3.26 The Core Projects includes those schemes which are forecast to be the most effective in supporting growth that would otherwise be constrained.

Leeds Core Programme

- 3.27 In Leeds the use of the Fund will follow a similar strategic approach as that identified across West Yorkshire, and it will support the spatial aspirations for the District in a number of key areas.
- 3.28 It will deliver schemes that will directly unlock housing developments for the District's growing population and enhance connectivity in a way that will support employment growth that will benefit not just Leeds residents, but also those who will have increasing opportunities to commute into Leeds from neighbouring Districts.
- 3.29 A growth in city centre (employment) would be encouraged by widening the accessible labour pool to attract new employees from a wider catchment, including not just Leeds, but from all the surrounding Districts.
- 3.30 There would be a significant enhancement in the capacity of rail, bus and NGT commuting into the city centre, assisted by the relocation of non-essential traffic out of the city centre onto the ring road. The Fund would be used to support the longer term introduction of HS2, such that the Leeds city centre station could be accessed easily and quickly from both the M621 and M1 corridors and the existing station. In partnership with Network Rail the existing station and its environs would be transformed to create a station with the capacity and quality to attract significant numbers of new users.
- 3.31 An expansion of employment and housing growth in the Aire Valley Local Enterprise Zone (LEZ) would be facilitated by improving the quality, network and speed of public transport access from Leeds city centre. It is proposed this would be a new line on the planned NGT network. This would enable residents across west and north Leeds, as well as those from Bradford, Huddersfield and Calderdale to access new employment. The NGT would also service a new park and ride on East Leeds Link near to the M1, junction 45, providing access into the city centre and the LEZ. This would enable residents from Wakefield and York better access to the LEZ. Business would benefit from the improved connectivity offered by a new orbital route and river crossing connecting the A61 and A64, which would also enhance access to jobs for local residents of east and south and provide new opportunities for expanding the local bus network.
- 3.32 There would be an improvement in the capacity and legibility of the Leeds outer ring road (A6110 and A6120), enabling significant new housing growth (in north east Leeds) while supporting longer distance commuters and business activity to gain access to the motorway network (at M1 junction 45 and M621 junction 2) without the need to use congested routes, particularly through the city centre. Armley Gyratory would be upgraded as part of a package to improve traffic movement on the Inner Ring Road.
- 3.33 The highway improvement package would also extend to improving highway links to the Airport from the strategic network, address local congestion and air quality and safety issues and cater for longer distance commuting and business needs around the city.
- 3.34 The enhancements to the Caldervale line will enable Bradford and Calderdale residents being better placed to access employment growth in Leeds. Planned expansion in rail capacity being delivered by Network Rail will also provide the

additional future work force capable of supporting significant levels of employment growth in the city centre and the adjacent areas: Aire Valley, University, Kirkstall Road and St James Hospital areas without the need to commute by car.

- 3.35 Leeds residents will also benefit from enhanced access to the rail network by the expansion of rail station parking at the following locations, in Leeds:
- Morley
 - Garforth
 - New Pudsey
- 3.36 Employment growth in Leeds would be supported, and accessed, by non-Leeds residents through the provision of expanded rail park and ride at:
- Steeton and Silsden
 - South Elmsall
 - A car Park in N Yorkshire on the Harrogate line
 - Shipley
 - Fitzwilliam
 - Knottingley
 - Menston
 - Mytholmroyd
 - Ben Rhydding
 - Mirfield
 - Normanton
 - Brighouse
 - Horsforth
 - Sowerby Bridge
 - Pontefract Monkhill
 - Glasshoughton
 - Hebden Bridge
- 3.37 A wide scale package of improvements across the Leeds road network including localised highway works, increases in bus frequency and the opportunity to reduce bus fares through reducing bus operating costs will expand the catchment of the urban centres and support increased commuting by bus (delivering reduced bus fares would be dependent upon the framework within which bus services are delivered).
- 3.38 The Fund will deliver schemes outside the Leeds District which will also enable increased numbers of Leeds residents to access employment outside the District.
- 3.39 36% of the West Yorkshire expenditure in the Core Package would be spent in Leeds District. This compares reasonably with 2010 figures which show that 35% of the WY population live in Leeds, and 41% of the WY jobs are in Leeds.
- 3.40 Leeds residents would see a 21% increase in the number of 'accessible jobs' because of the Core package.

- 3.41 Despite an increase in employment (5,900 or 6% above the baseline increase) there is forecast to be a 5% reduction in car trips because of an increase in the use of other modes (specifically for trips into the city centre).

Investment in Rail Station Gateway Improvements

- 3.42 The Fund would also include a sum (provisionally set at £50m) to promote and accelerate the co-funding and delivery of rail station gateway schemes, such as Leeds and Bradford city centre stations. This would be used to accelerate Network Rail investments through co-funding and enabling works. This was the approach adopted in Greater Manchester.

Investment in longer term transformational schemes

- 3.43 As described earlier, the Fund would also provide finances to support the production of robust evidence, lobbying material, development and detailed design associated with longer term and more complex transformational schemes which will need to be developed and delivered in partnership, and may involve re-shaping longer term land use reallocation to generate sufficient demand to establish a strong business case. It is likely this development work could be set initially at circa £25million but this figure would need to be flexible in order to permit the delivery of any of the more transformational schemes that prove to be feasible in the shorter term. As work on the Fund progresses it is likely that some funding headroom will appear to accommodate this flexibility due to the optimum bias that is incorporated in all scheme costs and also because of potential scheme slippage due to delays in development proposals associated with them.

Fund Costs

- 3.44 The cost estimates of the Core Projects, when combined with the Gateway Projects and the development of transformational schemes amount to a sum in the region of between £850 million to £1,150 million depending on the level of optimism bias assumed. These costs will be refined during the detailed development of schemes. However the working assumption is that a Fund of £1 billion is an appropriate level. It should be noted that some schemes have been included as Core Projects based on assumptions that each District has made on the level of third party contributions which could be gained from Section 106 payments. The assumption is that each District would be responsible for ensuring that level of third party contribution would be secured, and would not be met from the Fund.
- 3.45 The delivery of schemes that could benefit specific private enterprises will be reviewed during detailed design works to ensure that 'State Aid' guidelines are met.

Connectivity Benefits in West Yorkshire and York

West Yorkshire

- 3.46 The West Yorkshire package of Core Projects will provide the following improvements that will deliver a step change to in the way the transport network functions and will most effectively support employment growth. The types of schemes that have been prioritised are:

- Radial improvements to allow more people to travel into and out of urban centres, more quickly, more cheaply and more comfortably. This would allow improved connectivity into the urban centres from the each District, the rest of West Yorkshire, the Leeds City Region and to and from key cities such as Manchester and Sheffield. These improvements would include a transformed (and more affordable) bus network and services, and, where appropriate, high capacity public transport services such as park and ride, NGT and rail services;
- Orbital (ring road) highway improvements that can allow the efficient movement of goods and services around the urban centres, so reducing traffic into and through the centre and supporting essential longer distance traffic movements;
- Schemes that enable the transformation of key development areas such as the Aire Valley (Leeds), Canal Road (Bradford), Cooper Bridge (Kirklees) or East Wakefield where land is available for expansion, but access into it from local communities and the rest of West Yorkshire and the rest of the Leeds City Region is currently constrained by congestion and/or a lack of roads and/or public transport;
- Strategic road links that provide faster and more convenient access to/from the motorway network, specifically for freight and commercial traffic but also for commuters using the motorway who could switch to park and ride or car share for parts of their journey; and
- Capacity, quality, speed and reliability improvements between major centres such as Leeds and Bradford, Halifax and Huddersfield etc, to ensure high capacity, modern, fast and attractive opportunities to connect the key centres across West Yorkshire.

3.47 The schemes identified, whilst often located in specific Districts, work together to enhance cross boundary opportunities and extend the catchments and opportunities for all West Yorkshire residents and businesses. Housing growth in one District can be supported by improving access across District boundaries to employment opportunities in other Districts. Employment growth at a District growth centre will be best supported by expanding access not just from the local area, but further afield from other Districts.

3.48 To achieve this level of seamless cross boundary connectivity requires significant and often transformational improvements in West Yorkshire transport network.

3.49 The Fund will improve public transport accessibility, though increased capacity, frequency, speeds, reliability and value for money and this is particularly critical for commuting into the main urban centres and accommodating future growth sustainability.

3.50 The Fund will also improve highway accessibility through increased capacity, faster and more reliable speeds and joining up disconnected parts of the network. To accommodate a growth in employment and housing this will be delivered across the entire network, but with a specific and localised focus on:

- Access to the M62/M1 corridors;

- Access to key growth sites; and
- Longer distance commuting and business trips that are not centre to centre

- 3.51 The Fund will deliver schemes to improve centre to centre connectivity, building on the back of committed rail improvements, but also plugging gaps and enhancing the corridors between the centres such as between:
- Leeds and Bradford
 - Leeds and Wakefield
 - Bradford and Huddersfield
 - Halifax and Huddersfield
 - Dewsbury and Leeds
 - Dewsbury and Huddersfield
- 3.52 Connectivity into and out of West Yorkshire will also be improved by building on committed improvements by Network Rail and the Highways Agency. Further improvements to the Caldervale line, enhancements to the main gateway rails stations in the urban centres and the opportunity to use park and ride (by rail and bus) will enhance connectivity into West Yorkshire.
- 3.53 Whilst the Fund focuses on economic growth, the West Yorkshire Local Transport Plan will be refocused to address particular local issues relating to safety, cycling and walking for example.

York

- 3.54 The inclusion of York strengthens the Fund through increased growth, improved connectivity and the alignment of transport and economic interventions across the West Yorkshire and York area. A broader geographic base provides the foundation for building a bigger fund and provides the opportunity to maximise the benefits of the Leeds City Region Deal.
- 3.55 The York transport package shares the same objectives as the West Yorkshire package - namely the delivery of the maximum net increases in GVA and improving access to employment.
- 3.56 By adopting a similar strategic approach as that used in West Yorkshire it is proposed that York's overall funding contribution and its per capita allocation of major scheme funding is spent either on schemes with a mutual benefit to West Yorkshire and York (and potentially other Local Transport Bodies) or on schemes of benefit to York and its hinterland.
- 3.57 Similarly the Fund prioritisation methods have been used to select the schemes that make up the York package focusing on the delivery of the maximum net increases in GVA and jobs within the York context.
- 3.58 The prioritised package of schemes in York follows a similar balanced approach as in West Yorkshire by offering additional highway capacity around York, while enabling sustainable growth (by bus, rail, walk and cycle) for access to new employment opportunities in the city centre.

- 3.59 The short to medium term package will deliver the following:
- Full Park & Ride coverage of the city
 - Junction upgrades on the northern sections of the York outer ring road
 - Provide new access and bus interchange within the York Central development
 - Support priorities for bus, cycle and walking access within and to the city centre
- 3.60 Overall the Fund would support significant levels of employment growth without any increase in the volume of car commuting traffic. The increase in employment within York would be met by increased employment opportunities for York residents and an increase in inward commuting from North Yorkshire. This enables growth to occur in areas where it is needed and can be sustainably accommodated.
- 3.61 Addressing existing points of congestion and delay on the highway and public transport networks will benefit all transport users. Quicker and more reliable journey times are provided for strategic (through) traffic enhancing strategic connectivity to the A1(M). These will be complemented by city centre measures that will result in quicker, more reliable public transport into the heart of the historic city areas.
- 3.62 The committed improvements to the Trans-Pennine train services will improve connectivity between York, Leeds and beyond but further improvements (some potentially funded through Earn Back) will address connectivity between York and Castleford/Wakefield, the Airport, and Bradford and Halifax via the CalderVale line. The fund will support the development of proposals to upgrade the Harrogate line.
- 3.63 There are key opportunities to share delivery expertise between York and West Yorkshire authorities and efficiencies to be gained through a partnership approach to feasibility studies, business case development, project management and delivery. As the Fund develops, and as Earn Back starts to create a 'new' funding stream in the future, the York and West Yorkshire partners will develop an approach to jointly developing, delivering and funding mutually beneficial schemes.

4. Corporate Considerations

4.1 Strategic Consultation and Engagement

- 4.1.1 The technical work has been carried out under the direction of the West Yorkshire Transport Portfolio Holders with the support of an Officers' Steering Group made up of Metro, the five West Yorkshire Districts and York. A number of well attended workshops have been held and individual meetings with the District Councils to clarify scheme proposals and priorities.
- 4.1.2 The management of the technical work has been carried out within Metro with support from external consultants KPMG, Aecom and SDG.
- 4.1.3 Regular reports have been submitted to the West Yorkshire Integrated Transport Authority and to AWYA.

4.1.4 A communication plan for the 'West Yorkshire Plus' Transport Fund is being prepared by the Council and partners to ensure timely and consistent communication with stakeholders.

4.1.5 Public consultation on individual schemes will be carried out as they are developed.

4.2 Equality Diversity / Cohesion and Integration

4.2.1 It is currently not applicable to carry out an Equality, Diversity, Cohesion and Integration Screening/Impact Assessment at this time, due to the strategic level of this report. However, as the proposals are developed, due regard to equality will be undertaken at the planning and design stages of each scheme as appropriate.

4.3 Resources and value for Money.

4.3.1 It is envisaged that the creation of £1bn of capital spending power for the West Yorkshire "Plus" Transport Fund would be achieved from three main sources of direct contributions into the Fund, with the 'buying power' attributable to each element being as follows:

- Revenue Budget Contributions from the Districts (£749m)
- Top-slice of 40% of Local Transport Plan Capital Allocations (£101m)
- Department for Transport local major scheme funding (£150m)
- Total Fund of £1bn (*This may be increased once the implications of the recent announcement on devolved major scheme funding has been assessed - WY and York have been informed they will receive £182m over 10 years, which is above the £150m initial assumption*)

4.3.2 In time and during detailed development of the fund and the phasing of fund projects, the size of the Fund and the scale of the expenditure will need to be matched more precisely. The figures in this report represent an indicative approach to this income and expenditure balance, which is considered appropriate at this stage. On this basis the mechanism for creating £1 billion of capital spending power is considered appropriate and the report reflects this potential.

4.3.3 A Finance Working Group (made up of Strategic Finance Managers from the five West Yorkshire Districts, York and Metro) has been established to progress and ratify the financial modelling.

4.3.4 To build up the £749 million **capital** element of the Fund, District **revenue** contributions would start in 2014/15 and increase (through extra levy) year on year up to a maximum in 2022/23. That additional contribution would then need to be maintained for a period of 30 years. Since the indicative district contributions were calculated, however, it has been agreed that a contribution will be made to the Transport Fund in 2013/14 through a 2% increase in the ITA levy. These resources will be ring-fenced to the Transport Fund bringing the total amount available in the Fund in 2013/14 to £6m.

4.3.5 The table below sets out the District contributions that would be required in future

years and the actual contributions which have been agreed for 2013/14. Contributions are based on June 2011 population figures.

	2013/14	2014/15	2015/16	2016/17	2017/18		2022/23
Leeds	656	1,061	3,433	5,148	6,866	and ramping up year on year to	15,448
Bradford	461	735	2,392	3,589	4,785		10,766
Wakefield	299	447	1,493	2,239	2,986		6,718
Calderdale	176	291	934	1,401	1,867		4,202
Kirklees	359	967	1,934	2,902	3,869		8,705
York		452	905	1,357	1,809		4,070
Total	1,951	3,953	11,091	16,636	22,182		49,909
Per head of population	£0.80	£1.63	£4.57	£6.86	£9.15		£20.58
Per week per head (pence)	1.5p	3.1p	8.8p	13.2p	17.6p	39.6p	

District contributions are in £000's

- 4.3.6 Authority Direct Contributions for 2013/14 and 2014/15 reflect positions in the District Medium Term Financial Plans. As indicated earlier in the report, the main source of creating a £1bn capital transport fund is from **revenue budget contributions** from the Districts. These contributions would start in 2014/15 and increase year on year up to a maximum annual amount by 2022/23. That maximum annual contribution would then need to be maintained for a period of 30 years. Revenue contributions from the Districts would be shared out on a population basis which may vary each year. By 2022/23 the annual contribution from all the Districts is projected as £49.9m.
- 4.3.7 It should be stressed that this level is indicative and not presented as definitive figures. The profile of contributions will adjust to the development and delivery profile once further detailed work is undertaken to assess the phasing of scheme development, and the phasing of borrowing requirements. In addition the contributions will need to reflect the amounts already committed to the Fund and whether the districts would like to see a different phasing of the contributions in the early years. The table does however demonstrate the scale of contributions which would be required over a 40 year period if the objective of a £1bn Transport Fund is to be achieved.
- 4.3.8 It should be noted that the districts' contributions may need to be amended subject to options for a medium term review and will always be subject to existing DCLG guidance and overall Local Government Powers for raising finance locally.
- 4.3.9 In addition to the revenue budget contributions, the Fund structure assumes that each district will contribute 40% of their Local Transport Plan capital allocations from 2014/15. Whilst these do not represent an additional cost to the districts, the extent of local priority schemes which can be accommodated within the remaining resources in each district will clearly reduce. There will however be a significant increase in the funds spent on transport because of the Fund. *40% of the Local*

Transport Plan capital allocations for Leeds represents a contribution of approximately £2.6m in 2014/15, and is likely to be similar in subsequent years.

4.4. Legal Implications, Access to Information and Call In.

4.4.1 There are no specific legal implications arising from this report. If the transport fund is established legal officers from the participating authorities will need to ensure that the arrangements that govern the administration of the fund are compliant with legislation and individual authority requirements. Legal officers from the City Region are meeting on a regular basis to ensure advice is provided on a timely basis to assist in delivery of these initiatives.

4.5 Risk Management / Options Analysis

4.5.1 The first key risk is that a lack of support for and progress of the 'West Yorkshire Plus' Transport Fund from all the partner authorities will undermine the basis of the City Deal with Government resulting in the devolved powers not being secured. A decision not to progress the further development of the fund would seriously damage relationships with other partner authorities and jeopardise the opportunity to secure significant levels of funding to deliver transformational transport change in the District and across West Yorkshire. This is being managed through ongoing engagement with all partners to facilitate the establishment of the 'West Yorkshire Plus' Transport Fund, subject to a satisfactory conclusion to ongoing City Deal negotiations.

4.5.2 The second risk relates to the need to make early progress on the delivery of schemes to build confidence in the improvements that can be delivered through the Fund. The development phase of the fund is being managed through existing staff resources from the District Councils and Metro. It is anticipated that a Combined Authority would be established by April 2014. It is also assumed that the Combined Authority would oversee the development and delivery of schemes from the Fund. Should a positive decision on the fund be taken it is anticipated there will be significant pressure to make substantial and quick progress on scheme delivery.

4.5.3 A risk around communications has been identified. Accordingly a communication group consisting of relevant officers from each authority has been set up. This will provide a single point of contact and Media protocols have been designed to ensure that all partnership activity around the Fund is communicated in an effective, joined-up and timely way.

5.0 Conclusion

5.1 Conclusions continue to be made in developing the fund with good progress and joint working across all the partner authorities involved. There are significant associated challenges, not least financial, but the potential transformational element of the change involved and the devolved powers is ensuring progress is being maintained.

6.0 Recommendations

6.1 Executive Board is requested to support the principle of establishing a £1 billion 'West Yorkshire Plus' Transport Fund and the associated, indicative levels of financial commitments, subject to:

- A satisfactory conclusion to on-going City Deal negotiations, specifically including securing clarity and agreement on an acceptable level of Earn Back funding from future additional business rates in West Yorkshire and York; and
- An in-principle agreement being made by all West Yorkshire District Authorities.

6.2 That the Executive Board agrees in principle the scope of improvements to be included in the Fund, as referenced in the report and Appendix A, subject to appropriate on-going engagement and consultation with local Members and other relevant partners and communities during scheme design.

7. Appendices

7.1.1 Appendix A – 'West Yorkshire Plus' Transport Fund – Scheme List

8. Background Documents¹

8.1 None.

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

‘WEST YORKSHIRE PLUS’ TRANSPORT FUND – SCHEME LIST

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
DEVELOPMENT OF TRANSFORMATIONAL SCHEMES			
	<p>These include</p> <ul style="list-style-type: none"> • Electrification and upgrade of all core rail routes. • Heavy Rail or Tram-Train connections between Bradford and LBIA, and between Leeds and LBIA • Delivery of essential improvements including those identified in the Yorkshire Rail Network Study and the reinstatement of the Wortley Curve to provide direct access from Bradford to the East Coast Main Line and direct links to Wakefield and Sheffield • Preparing the local rail network for High Speed Rail • Expansion of the NGT network, e.g. west to Bradford • Full upgrade of the motorway network in West Yorkshire 	<p>These transformational (and generally more expensive) schemes are expected to have the potential to have a significant impact on West Yorkshire’s (and beyond into the City Region) economic geography and economic performance. Other schemes could be considered depending on future opportunities and needs.</p>	<p>Likely to have a very significant and long term employment impact</p>
RAIL STATION GATEWAYS			

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
	Enhancement of rail stations in the main urban areas to make them more welcoming gateways and facilitate interchange. Stations likely to include Leeds, Bradford Interchange, Bradford Forster Square, York, Halifax, Huddersfield and Castleford	Supports other schemes including all rail enhancement schemes.	Likely to have a significant employment impact, in parallel with other improvements
LEEDS SCHEMES			
New Rail Park and Ride Station East of Leeds	A strategic park and ride station at Micklefield complementing Network Rail's proposed investment in a turn-back facility. The station will be located on rail routes to Leeds, Selby and York close to the A656, the A1(M), M1 and A64. There will be 500-750 additional park and ride spaces.	Supports sustainable employment growth, particularly in Leeds City Centre, by making Leeds more accessible to areas of North Yorkshire and York. It will help reduce highway congestion in east Leeds and on the A64.	600+
East Leeds Orbital and Outer Ring Road	A scheme to facilitate economic development including new orbital highway route from the M1 Junction 46 to west of the A58. Upgrade of the A61 and King Lane roundabouts to traffic light controlled junctions. Includes a link road between Manston Lane (MLLR) and M1 Junction 46 and East Leeds Orbital Route (ELOR) from Manston Lane to the west of the A58.	Facilitates significant housing and employment growth. Provides significant journey time savings across the orbital northern route around Leeds, reducing business costs and expanding commuter catchments to employment sites such as Thorpe Park. Assists the uptake of public transport, by reducing congestion. Supporting significant levels of housing growth will provide the labour pool needed to support employment growth in Leeds	+1700

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
Aire Valley Enterprise Zone Package	A new Link road and river bridge to connect East Leeds Link Road to Pontefract Road. Strategic Park and Ride site on East Leeds Link Road with an express bus service to Leeds City Centre and connecting services to local communities. This scheme will pave the way for the proposed NGT extension into the area.	Significant improvements in access to and through the Enterprise Zone facilitating the expansion of businesses and employment opportunities in Leeds and adjacent districts, particularly Wakefield, Castleford/Pontefract and Dewsbury. Better access for deprived communities to around 40,000 new jobs.	+400
New Generation Transport (NGT) Trolleybus Line 3 to Aire Valley (Leeds)	Follow-on from lines 1 and 2 to link the Aire Valley Enterprise Zone with Leeds City Centre and the rail station. Connections and enhancements to the planned Park and Ride site accessed via Junction 45 of the M1. The scheme is complementary to the proposed Aire Valley Integrated Transport Scheme.	Supports sustainable employment growth in the Aire Valley by providing better access to this important growth area from across the City Region, and particularly from the rest of Leeds, Bradford, Wakefield and Dewsbury.	1100+
New Access Road to Leeds Bradford Airport	A new single carriageway road linking to the airport with new junctions on the A65 and A658 with upgrade to the A65 to provide bus priority measures including at the A65/A6120 junction..	Improves highway access to Leeds Bradford International Airport and enables future employment growth. Supports improvements in express bus links between the Airport and the centres of Leeds and Bradford. Reduces congestion on the A65 and A658 through Rawdon & Yeadon.	200+
Leeds A6110 Outer Ring Improvement	Highway improvements package for the A6110 from M621 J1 to the A647 Stanningley Bypass. Includes enhanced pedestrian and cycling facilities as well as junction improvements at key intersections along the route. Complements measures planned elsewhere on the Leeds Outer Ring Road.	Reduces business costs and expands labour markets by addressing significant congestion on the Ring Road through Farnely and Wortley. Improves the performance of radial bus movements and significantly improves access to the M621 from East Bradford and West Leeds.	200+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
Leeds City Centre Package	A city centre traffic management package that reduces through traffic in and around Leeds City Station (enhancing it as a pedestrian gateway), and improves bus, rail and taxi interchange. The scheme includes measures at City Square, improving Armley Gyratory junction, enhancements to the M621 corridor, new signage, 'active' traffic management on the Inner Ring Road, revised traffic circulation south of the river and the provision of additional bus facilities.	This scheme and benefits are still being refined, particularly in light of the recent High Speed Rail announcement. A key outcome of the scheme will be improved public realm and a more pedestrian friendly central area. Supports significant employment growth in the city centre.	Likely to be significant
BRADFORD SCHEMES			
Tong Street - Westgate Hill Street – Laisterdyke New Link including Bowling Back Lane highway link	A new highway link from the A650 to the A6177 in South East Bradford. The route will link to the A651 to North Kirklees and A650 Westgate Hill roundabout. The scheme also involves improving Bowling Back Lane between the A650 roundabout and Sticker Lane. This will provide an alternative route for traffic between Bradford City Centre and Thornbury Gyratory.	Facilitates housing growth in Bradford and improves access to the Holme Wood area. The Bowling Back Lane component provides additional highway capacity between Bradford and Leeds, and enables the transformation of Leeds Road to address local issues and upgrade the Route 72 Hyperlink bus service. Significant increases in accessible labour markets support the new job growth, particularly in Bradford	1200+
Bradford - Shipley Corridor Improvement	Capacity enhancement and bus priority including the dualling of sections of Canal Road. Highway improvements at the A6038 Otley Road/A650 Bradford Road and the A6038 Otley Road/A6037 Valley Road junctions will be undertaken to encourage through traffic to use Canal Road rather than the A650 corridor which will improve bus operating conditions on the A650 corridor.	Supports employment and housing growth along Canal Road by removing significant levels of congestion along the corridor. Also supports improved access into the Bradford City Centre and south Bradford (and the M62) from Shipley, Airedale and beyond.	960+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
A650 Bradford to Keighley Corridor	Highway improvements to allow for easier access to Keighley and movement of traffic and pedestrians within Keighley Town Centre. This scheme includes measures designed to enable the regeneration of Keighley town centre and address congestion issues. A650 Hard Ings Road will be upgraded to a dual carriageway to increase the road capacity and remove some traffic from Keighley town centre.	Reduce congestion on the road network in and around Keighley. Reduces commuting times and business costs for longer distance traffic from North West Bradford (and Skipton) along Airedale and to the motorway network.	170+
A650 Tong Street	Highway widening on the A650 to increase capacity at junctions and allow for either a bus lane or a High Occupancy Vehicle Lane from the A650/A651 Westgate Hill Street to Knowles Lane. There are also provisions for an inbound priority lane on Westgate Hill Street east of the A651.	Supports sustainable housing growth in South East Bradford by providing faster and more reliable bus access into the city centre. Addresses poor local traffic and environmental conditions, congestion and improves the strategic links between Dewsbury and Bradford, and Wakefield and Bradford	160+
Harrogate Road/New Line Junction	All of the approaches to this junction would be improved to relieve the heavy congestion which currently afflicts the junction at peak hours. Pedestrian and cycling facilities will also be provided at the junction, where none currently exist.	This scheme would address a heavily congested junction in north Bradford and by providing improved high way access would create increased housing and employment opportunities in the area and enhance connectivity into Bradford from the Airport, access to the new Apperley Bridge rail station and highway access between Leeds and north Bradford and Airedale.	30+
CROSS BOUNDARY SCHEMES			
CalderVale Line Enhancements (Leeds-Bradford-Halifax- Manchester)	Short term enhancements designed to assist the case for electrification. Includes an increase in frequency of services to/from Manchester and improvements to rolling stock. The scheme complements the planned Low Moor Station and Network Rail's Northern Hub improvements.	The scheme will make it easier to access employment opportunities (particularly in Manchester, Halifax, Bradford and Leeds) for communities living along the route along the route.	300+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
A641 Bradford to Huddersfield Corridor	Town centre improvement works in Brighouse to improve pedestrian and cycle access, bus speeds and the urban realm. A new bypass, around Brighouse to the east and south. Road space reallocation generally within the existing highway boundary to provide lanes for priority vehicles. Junction improvements to increase capacity and targeted at priority vehicles	Supports employment and housing growth along the Bradford-Huddersfield corridor and across East Calderdale, including east and south Brighouse. Improves access to the M62, Cooper Bridge, and tackles significant congestion around Brighouse. Further benefits when implemented with the M62 junction 24a proposal	590+
WEST YORKSHIRE WIDE SCHEMES			
Rail Park and Ride Package	Nearly 2,000 additional Park and Ride spaces at existing rail stations to accompany Department for Transport investment in additional train capacity.	The scheme is designed to support sustainable employment growth in the main urban centres and will particularly benefit commuters, but also support more travel into the urban centres by rail	150+
Core Bus and Road Network Upgrade	A comprehensive and substantial upgrade of all 'core' routes across West Yorkshire to reduce congestion, improve reliability and speed up journey times. Route-by-route, a mix of measures will be applied to tackle congestion hotspots, improve junctions, manage parking better whilst improving conditions for pedestrians, cyclists and local businesses and communities. The bus element is targeted at reducing operating costs by reducing journey times, converting the bus fleet to low carbon and improving passenger information	Outcomes will include an 8% average reduction in journey times for all traffic and a 40% increase in reliability. The bus element would deliver a further 4% improvement in journey times, a 7% increase in bus frequencies and a reduction in fares (by reducing the overall costs of the operation). Substantial reductions in the cost to businesses and better accesses to employment opportunities will support the job increases and improve productivity	2560+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
Highway Network Efficiency Programme)	This scheme tackles congestion across West Yorkshire with improvements to traffic control systems and integration of traffic management and traffic signal control centres. This will facilitate the creation of management plans for specific corridors tailored to reduce congestion and delays. It will also provide better resilience to extreme weather events.	Congestion and delays will be reduced at hotspots across West Yorkshire meaning more reliable journeys for commuters, freight users and bus passengers. It will provide valuable evidence and data on where further improvements would bring even more benefits to commuters, businesses and local communities	400+
OTHER CROSS BOUNDARY SCHEMES			
A653 Leeds - Dewsbury Corridor	Corridor improvement incorporating bus reliability, capacity enhancements, Park and Ride facilities and highway capacity improvements at key junctions. Includes developing express bus services between Leeds City Centre and Dewsbury (with stops at key locations such as business parks, park and ride sites, and shopping centres), creation of bus lanes, bus priority schemes, and highway, junction and traffic light improvements	Supports housing and employment growth in north Dewsbury (Chidswell) while providing existing and new residents with faster access (by car and bus) to Leeds city centre, White Rose, Aire Valley and the M62 corridor. It addresses local congestion issues, helps cyclist and pedestrian movement and provides better access to Leeds city centre, thereby helping to accommodate further city centre and local employment growth.	700+
Halifax - Huddersfield A629 Corridor	Traffic light priority and major and minor junction improvements for access into Huddersfield and Halifax including an additional lane at Salter Hebble junction facilitating easier vehicle movements to Copley and Sowerby Bridge and a reconfiguration of the Ainley Top roundabout to reduce delays. This scheme includes road space and junction reorganisation, signals optimisation, park and ride sites including at Ainley Top, an	This scheme would help transform Halifax town centre and support the city centre action plan. It would open up new employment land to the east of the centre, while also providing a faster more sustainable and reliable route to north Halifax and Huddersfield from the M62. It would support faster two way bus commuting between Halifax and Huddersfield, as well as sustainable (bus based) access to the two	1350+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
	express bus service, and gating along the corridor to control access to bottlenecks and to give priority to HGVs and LGVs with a more direct route provided to the A58. Halifax town centre would benefit from improvements to the public realm, a major rail station upgrade, a bus box and pedestrianised zone creating a gateway to Piece Hall and the town centre. Bus priority, including bus gates and mini bus terminus to support bus-rail interchange in Halifax,	centres to/from the M62. This would support employment growth. Businesses in Calderdale and Kirklees would become better connected to labour markets across WY. There would be significant improvements for access to Copley and Sowerby Bridge with the removal of several congested junctions on the A629 corridor while addressing key air quality problem locations and improving safer cycle access to the Route 66 cycle network.	
KIRKLEES SCHEMES			
New Motorway Junction 24a on the M62	A new motorway junction to tackle regular delays and queuing vehicles backing up on the M62. A new restricted access grade separated motorway junction with east facing slip roads (to allow vehicles to access the M62 in the eastbound direction and to exit from the M62 westbound).	Provides better access to the M62 for residents and businesses in North Huddersfield and East Calderdale, reducing congestion at Cooper Bridge and junctions 24 and 25. Supports the growth of Cooper Bridge employment site.	370+
A62 Huddersfield to Heckmondwike & A644 Dewsbury to M62 including Cooper Bridge	Highway work to deal with congestion in and around the Cooper Bridge Gyratory junction to the east of Huddersfield and facilitate access to the development site. Includes road widening, junction improvements and a new relief road around Ravensthorpe. Where feasible, road space will be provided for 'priority' vehicles	Supports employment growth in the Cooper Bridge area by providing better access from existing and new housing in Dewsbury, Huddersfield and parts of Calderdale. Improved access to the M62 provides wider connectivity improvements. Also supports housing growth in South Dewsbury and addresses local air quality and congestion issues	500+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
WAKEFIELD SCHEMES			
Wakefield Eastern Relief Road	The Wakefield Eastern Relief Road is between the A638 (Doncaster Road) to the east and A642 (Aberford Road) to the north. The road crosses the River Calder and the Wakefield – Normanton – Castleford rail line. A Park and Ride site of 300+ spaces is included close to the A642 near to Pinderfields General Hospital. Bus priority measures on the A642 and/or the A638 towards and including Wakefield City Centre are also included.	Substantial job creation through providing direct access into the East Wakefield employment growth area for residents across Wakefield. The road acts as a bypass to the City Centre and therefore reduces congestion and increases accessibility. The Park and Ride aspect locks in the public transport benefits.	1700+
Wakefield City Centre Package	Integrated Transport improvements in Wakefield City Centre to ease congestion and improve bus, cycle and pedestrian movements. Includes a new gyratory system using Ings Road, Denby Dale Road and Charlesworth Way. Also includes a major junction improvement at the junction of Marsh Way, Peterson Road and Kirkgate and southbound bus lane on Kirkgate.	Employment benefits by reducing congestion and improving accessibility to Wakefield City Centre. Support sustainable growth in the city and provide the necessary highway infrastructure to facilitate the regeneration of Kirkgate and Ings Road. Delivers improved pedestrian connectivity, safety/security and air quality.	190+
Glasshoughton Southern Link Road	A new highway link from Cutsyke Road through to Whistler Drive aimed at cutting congestion. It includes upgrading footpaths and bridleway facilities around the roundabout on Cutsyke Road	Supports employment growth in Glasshoughton and facilitates the access to it from the M62, Castleford and other parts of West Yorkshire.	130+
Pontefract Northern Bypass	A new section of highway on the northern extent of the old Prince of Wales Colliery site from Park Road (with a new traffic light controlled junction) to Skinner Lane	Reduce congestion between Pontefract and the M62 and enables housing growth with Pontefract. Increases the labour catchment area for new employment opportunities in the area and in the Aire Valley.	50+

Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional WY employment after 10 years of completing the Fund
Castleford Northern Bypass	A regeneration scheme involving a new 5km single carriageway to the north of Castleford and north of the River Aire. The new road is situated between Cinder Lane, Lock Lane and Wheldon Road. Includes a new roundabout at the A6032 Methley Road, Cinder Lane junction.	A key component of the Castleford Growth Plan which seeks to increase employment, facilitate the regeneration of the river front and cater for the housing growth. Widens the labour market catchment area for new employment and provides local people with better access to employment	350+

YORK SCHEMES			
Scheme Name	Outline Scheme Description	Summary of Scheme Impacts	Additional York employment after 10 years of completing the Fund
A19 Corridor, York	Provision of bus priorities and improved access to the Designer Outlet Park and Ride facility to the south of York city centre.	Reduces journey times and provides enhanced access to employment opportunities. Highway works will improve flood defences in the area boosting network resilience.	50+
Clifton Moor Park and Ride & Corridor, York	New Park and Ride at Clifton Moor to the north of the city and enhancements to the corridor linking it to the City Centre including bus priority lanes	Improves access to employment in central York, and improved public transport services to York Hospital building on York's successful Park and Ride strategy	50+
York City Centre Public Transport Infrastructure	Substantial enhancements to the public transport infrastructure and public transport priority measures across the central York historic core. Includes a new bus interchange adjacent to the railway station	Improves accessibility to employment in central York and widens accessible labour market. Likely to improve bus journey times and service reliability.	20+

York Central Access	New transport links to provide access to the York Central development site adjacent to York station. Likely to include new means of pedestrian access to the station and sustainable links to neighbouring areas.	Provides enhanced access for all modes of transport to this major development site and facilitates the creation of over 1300 jobs and GVA of more than £92m per year	1300+
York Outer Ring Road Enhancements	Improvements along the northern section of the A1237 York Outer Ring Road to tackle this significant congestion hotspot and remove existing pinch points, through the targeted upgrade of existing junctions and approaches.	Improves journey times and reliability for businesses, commuters and leisure travellers. Will improve access from York and the wider county of North Yorkshire to the Strategic Road Network at the A1 and will benefit road users travelling from Harrogate – Malton – Scarborough and Selby – Harrogate.	100+

Report of **Chief Economic Development Officer**

Report to **Executive Board**

Date: **24th April 2013**

Subject: **Review of Governance Arrangements in West Yorkshire**

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

Summary of main issues

1. The purpose of this report is to provide an update on the Review of governance arrangements in West Yorkshire, and the proposed next steps towards establishing a West Yorkshire Combined Authority.

2. The Leeds City Region City Deal was agreed with national Government in July 2012. This secured for Leeds City Region genuine freedoms and flexibilities to raise funding and to invest in transport and economic infrastructure, alongside measures to improve skills, and to promote trade and investment. There is now a need to ensure the right governance arrangements are in place to oversee and manage the investment resulting from city deal, and to help secure further devolution from Whitehall of powers and funding to promote economic growth.

3. The City Deal included a commitment towards establishing a Combined Authority for West Yorkshire. A draft statutory Review of governance arrangements in West Yorkshire has now been undertaken. This was required legally to encompass economic development and regeneration, as well as transport. Consideration has also been given as to how York could be included in a potential Combined Authority.

4. The conclusions of the draft Review are that there is a strong case for a Combined Authority to secure further funding and devolved powers. The proposed main focus of a Combined Authority is on transport, with it also having general power of competence on economic well-being matters of cross-boundary significance. A draft

governance Scheme has been produced to set out the proposed roles and structure of a Combined Authority.

5. This report seeks the views of Executive Board/Cabinet on:
 - The draft Review (which is contained at Appendix A) which finds that a Combined Authority is the most appropriate option for the area of West Yorkshire.
 - The draft consultation Scheme for a West Yorkshire Combined Authority (at Appendix B).
6. Subject to authorisation of Executive Board, it is proposed that a consultation and engagement exercise with partners and stakeholders is undertaken on the draft Review and the draft Scheme. Following this exercise, it is proposed that Executive Board and Council receive a report by July 2013 to consider a final review and draft Scheme for submission to the Secretary of State.

Recommendations

7. It is recommended that Executive Board:
8. Consider and comment on the draft Review of governance arrangements relating to transport, economic development and regeneration, pursuant to Section 108 of the Local Democracy Economic Development and Construction Act 2009 and Section 82 of the Local Transport Act 2008, which concludes that for the area of West Yorkshire, the Integrated Transport Authority should be dissolved and a Combined Authority created, both as the best option for the area going forward in terms of delivering the City Deal and because it would be likely to improve:
 - the exercise of statutory functions relating to economic development, regeneration and transport in the area;
 - the effectiveness and efficiency of transport; and
 - the economic conditions in the area.
9. Consider and comment on a draft Scheme for the establishment of a Combined Authority for West Yorkshire to form the basis for public and stakeholder consultation by the individual West Yorkshire District authorities and the Integrated Transport Authority.
10. Authorise the partner and stakeholder consultation exercise outlined in Section 4.1 to test the findings of the draft Review and to seek views on the provisional proposals contained in the draft Scheme for a Combined Authority, including in terms of how it will interact with these organisations and to refer the Review and Scheme to the Resources Scrutiny Board.
11. Receive a further report by June 2013 advising members of the outcome of the consultation and having regard to the responses received, proposing a final Review and draft Scheme for a Combined Authority, for endorsement by members and recommendation to Council to approve for submission to the Secretary of State in July 2013.

1 Purpose of this report

1.2 This report provides an update on the Review of governance arrangements in West Yorkshire, and the proposed next steps towards establishing a West Yorkshire Combined Authority.

1.3 This purpose of this report is to:

- Seek the views of Executive Board on a draft statutory Review of transport and economic governance arrangements in West Yorkshire, including on its finding that a Combined Authority would be the most beneficial option for the area;
- Seek the views of Executive Board draft governance Scheme, setting out the role and governance arrangements for the proposed Combined Authority;
- Request authorisation from Executive Board to consult on the draft Review and Scheme with partners and stakeholders; and
- Seek agreement for a further report to be prepared for consideration by Executive Board and Council, including a final Review and final draft Scheme of governance for a Combined Authority.

2 Background information

2.1 The Leeds City Region has a population of around 3 million, and 1.3 million jobs. The case for powers and funding to be devolved from Whitehall is based on the size and significant of Leeds City Region and its importance to the national economy.

2.2 The Leeds City Region City Deal, concluded in July 2012, includes the offer of significant devolved powers and funding. As a condition, the Government's requirement is that West Yorkshire Local Authorities covering Calderdale, Bradford, Kirklees, Leeds and Wakefield put in place a Combined Authority for their area by spring 2014.

2.3 In order to secure Government approval for a Combined Authority, the West Yorkshire Local Authorities, including the Integrated Transport Authority, have been required to undertake a statutory Review of strategic economic and transport functions, under the provisions of the Local Democracy Economic Development and Construction Act 2009. The purpose of the Review has been to ensure the governance arrangements are sufficiently visible, stable and accountable at the West Yorkshire level, and to consider whether a Combined Authority for West Yorkshire would be appropriate.

2.4 Executive Board received a report in October 2012 on the proposal to undertake the Review of governance arrangements. Executive Board noted the following points.

- As a condition of the City Deal, the Government's requirement is that West Yorkshire's Local Authorities of Calderdale, Bradford, Kirklees, Leeds and Wakefield put in place a Combined Authority for the area by spring 2014.
- A Combined Authority is a statutory body which takes on the roles of Local Transport Authority and Economic Prosperity Board for an area. A Combined Authority can only be established by the agreement of the constituent Local Authorities, including the Integrated Transport Authority, and with Government.

- The constituent Local Authorities, including the West Yorkshire Integrated Transport Authority which would need to be dissolved with the introduction of a Combined Authority, will be required to undertake a statutory Review of strategic economic and transport functions. The Review is to ensure that the governance arrangements for these are sufficiently visible, stable and accountable and to test whether a Combined Authority for the area would be the most appropriate future governance model.
- A governance Scheme would be needed which would include: the area of the Combined Authority; its proposed membership; voting arrangements; its proposed functions (to be exercised by the Combined Authority concurrently with the constituent District authorities); the way in which it will be funded; and any practical arrangements, including staffing, property transfer, and supporting structures.

2.5 Executive Board agreed that:

- The Council should be party, together with other West Yorkshire Authorities (including the West Yorkshire Integrated Transport Authority), to a Review of governance arrangements relating to transport, economic development and regeneration in West Yorkshire pursuant to Section 108 of the Local Democracy, Economic Development and Construction Act 2009 and Section 82 of the Local Transport Act 2008;
- For the Chief Executive, in consultation with the Leader, to commission the preparation of the Review, in consultation with the other West Yorkshire Authorities; and
- For the Chief Executive, in consultation with the Leader, to commission the preparation (in consultation with the other West Yorkshire Authorities) of a draft Scheme for a Combined Authority for consideration by Executive Board and Council, if the Review recommends that a Combined Authority would be the most beneficial option for West Yorkshire.

2.6 As authorised by Executive Board, a review of governance was commissioned. The draft Review recommends that a Combined Authority would be the most beneficial option for West Yorkshire. Therefore the Chief Executive has, in consultation with the Leader and the other West Yorkshire Authorities, commissioned the preparation of a draft Scheme for a Combined Authority.

3 Main Issues

3.1 Statutory Review

3.1.1 The draft Review covers how statutory transport and economic investment functions are managed currently in West Yorkshire and assesses whether having better decision making arrangements could lead to improvement in the delivery of these statutory functions to support economic growth. The Review, which is included at Appendix A, covers:

- the evidence that West Yorkshire (and the wider City Region) economy are not performing to their full potential;

- the opportunities and commitments related to securing devolved powers and funding through the City Deal which could address these issues;
- an overview of the current West Yorkshire and wider City Region governance arrangements;
- an appraisal of the options for improving West Yorkshire governance against the relevant statutory test and their comparative ability to support delivery of the City Deal; and
- conclusions.

3.1.2 The draft Review concludes that the economy of West Yorkshire (and the wider City Region), is not doing as well as it should when compared to other areas, nationally and internationally. It concludes that for West Yorkshire to do better, its Local Authorities should work more closely together on transport and economic investment.

3.1.3 The draft Review considers the alternative options of: retaining the current arrangements; improving existing arrangements incrementally; creating an Economic Prosperity Board; and establishing a Combined Authority. It concludes that the current arrangements would not enable Leeds City Region to draw down significant powers and funding on offer through the City Deal and that, for the following reasons, the best option would be to create a Combined Authority.

- There is currently no single strategic transport and economic development decision making body at the West Yorkshire level.
- There is evidence of fragmentation and lack of integration in decision making, which will be an impediment to delivering proposals to establish a £1bn West Yorkshire Plus Transport Fund.
- Current governance arrangements not being optimal is one of the reasons why the West Yorkshire and wider City Region economy is underperforming.
- The existing governance arrangements in West Yorkshire can be improved upon.
- Various options have been considered, including leaving arrangements unchanged, strengthening or restructuring existing governance arrangements, and establishing a Combined Authority.
- A Combined Authority would be able to bring together key decision making powers into a single body.
- A strong Combined Authority, exercising appropriate strategic transport and economic functions, would provide a visible, stable and statutory body, it could for example act as the accountable body for a city region Single Capital Pot proposed in the Heseltine Review, building on the proposed Leeds City Region £400m Economic Investment Fund.
- A Combined Authority would attract greater devolved powers and funding, which would otherwise be controlled by Whitehall.
- With appropriate wider representation, including e.g. Local Enterprise Partnership and York associate membership, a West Yorkshire Combined Authority would also streamline the relationship between the individual authorities and the Leeds City Region Local Enterprise Partnership and Leeds City Region Leaders Board.

- A Combined Authority would help in engagement with national agencies and create the opportunity for various types of collaborative effort with adjoining and other Combined Authorities in the north of England to put in place a much needed counter-balance to London and to Scotland e.g. for devolving the power to let rail franchises at the pan regional level.
- The economic conditions of West Yorkshire and the wider City Region would be improved by putting in place a Combined Authority.

The main issues for Leeds City Council relate to the scope of the Combined Authority. The Combined Authority will replace the Integrated Transport Authority. The principle of pooling transport powers is accepted widely and already established. Beyond transport, there has been concern that a Combined Authority could cut across the strategic roles of Leeds City Council in areas such as economic development, regeneration and spatial planning.

The main conclusion from the Review of governance is that beyond transport, the proposed remit of the Combined Authority would be fairly limited. It is proposed that it would oversee economic investment, and would provide a mechanism for drawing down from national Government additional funding powers, for instance through a second City Deal, and in the context of the Government's response to the Heseltine Review.

These proposed powers are fairly limited given the potential scope of a Combined Authority. The main focus is on securing devolution of powers and funding down from Whitehall rather than pooling together what are currently local responsibilities. The proposals are in line with the principle of subsidiarity. The proposed general power of competence of the Combined Authority to promote economic well-being will be held concurrently with the Districts. The proposed powers of the Combined Authority are less extensive than those of the Greater Manchester Combined Authority.

3.2 Draft Consultation Scheme

3.2.1 If a Combined Authority is to be created in line with the Leeds City Region City Deal Implementation Plan, there is a legal requirement to prepare and publish a 'Scheme' which will be the basis for the creation of the new body. The Scheme must contain certain prescribed information which will then be included in the statutory order that is needed to create the new body. This information includes details of the area of the Combined Authority, its proposed membership, voting, its proposed functions (to be exercised by the Combined Authority or with the constituent District Local Authorities), and the way in which it will be funded. Other details to consider include any practical arrangements, including staffing, property transfer, and supporting structures. This would have to be submitted to Government by July 2013 and if the Secretary of State agreed, he or she would then propose the new arrangement to Parliament for approval. If Parliament agreed, a Combined Authority could be created in April 2014.

3.2.2 The draft consultation Scheme at Appendix B proposes that a Combined Authority should be created under Section 103 of the Local Democracy Economic Development and Construction Act 2009 covering the five West Yorkshire District

authorities. The creation of the Combined Authority would require the West Yorkshire Integrated Transport Authority to be dissolved, pursuant to Section 91 of the Local Transport Act 2008. The Combined Authority would not be a directly elected body. It is proposed that District authority Leaders represent directly their individual councils on the Combined Authority, in the best long term interest of the local economy, to include other political representatives from opposition groups.

- 3.2.3 West Yorkshire and York Leaders have written to the Minister for Cities to confirm their ambition to include York in the Combined Authority. This would raise some technical issues which it might be possible to resolve by a legislative change at a later date. In the short term, it is proposed York should be invited to become an associate member, as should a representative from the Local Enterprise Partnership.
- 3.2.4 It is proposed that a Combined Authority would have power to act for economic investment and transport. This would allow many of the benefits of the City Deal to be gained. A Combined Authority could control powers and funding that would otherwise be managed from Whitehall.
- 3.2.5 The draft Scheme sets out a proposed Governance structure for a Combined Authority. It is proposed a Combined Authority would comprise the five West Yorkshire Authority Leaders, the Leader of York, three opposition Members from across West Yorkshire, and the Chair of the Leeds City Region Local Enterprise Partnership. The proposed sub-structures are yet to be determined, but it is envisaged these will provide opportunities for the involvement of a wider range of elected Members.
- 3.2.6 For those areas of activity which a Combined Authority would have power to act directly it could become the employer of officers delivering those activities. The final Scheme would need to consider whether it required additional committees to oversee the delivery of its activities.
- 3.2.7 Further work is to be undertaken to consider the staffing structures to support the Combined Authority.

4. Corporate Considerations

4.1 Strategic Consultation and Engagement

- 4.1.1 The Government's consultation on draft statutory guidance for establishing a Combined Authority states that relevant authorities will need to engage partners and stakeholders very closely both to receive their input into the design of the new body and to determine how the new body will interact with these organisations. Whilst there is no legal requirement to carry out a formal public consultation the authorities may wish to consider doing so, and the Secretary of State will wish to see evidence that the views of stakeholders have been sought and taken into account when preparing the Scheme. The Scheme or accompanying documents should therefore make clear what consultation has been carried out and provide a summary of the views received.

4.1.2 Whilst it is not proposed to carry out a formal public consultation exercise, it is proposed that the draft Review and Combined Authority Scheme are published subject to Executive Board. The following organisations and businesses will be directly consulted during April and May 2013:

- Leeds City Region Local Enterprise Partnership;
- Other City Region Local Authorities (York, Craven, Selby, Harrogate, North Yorkshire County Council and Barnsley);
- Chambers of Commerce (Bradford Chamber of Commerce, Mid Yorkshire Chamber of Commerce, and Leeds and York and North Yorkshire Chamber of Commerce);
- Confederation of British Industry (CBI);
- Institute of Directors;
- Federation of Small Businesses;
- Sector organisations such as: the Calderdale and Kirklees Manufacturing Association; EEF (the manufacturers' organisation for UK manufacturing); Institute of Chartered Accountants in England and Wales (ICAEW); National Federation of Builders; Print Yorkshire; and Royal Institute of Chartered Surveyors;
- Local key employers and business businesses including HE and FE providers;
- Yorkshire MPs and Peers;
- Government Departments, including DfT, DECC, DCLG, BIS, and the Cabinet Office;
- Government agencies, such as HCA, Highways Agency and Network Rail; and
- Infrastructure providers and operators, eg Utility companies, Bus Operators and Rail Operators.

4.1.3 In addition, Executive Board are recommended to refer the proposals to the relevant Scrutiny Board (Resources).

4.1.4 The proposed Consultation questions are shown at Appendix C, which seek to prompt views of the above partners and stakeholders along with members of the public.

4.1.5 It is proposed that the consultation exercise is commissioned by the West Yorkshire Chief Executives and the Clerk to West Yorkshire Integrated Transport Authority, and supported by the officer task group established to undertake the Review and prepare the Scheme.

4.2 Equality Diversity / Cohesion and Integration

4.2.1 As the proposals for the Combined Authority are developed, due regard will be given to equality, diversity, cohesion, and integration matters.

4.3 Resources and value for Money

4.3.1 The draft Review continues that:

- As a strategic body for West Yorkshire, a Combined Authority has potential to be cost neutral, subject to the creation of no significant new staffing structures and by utilising existing capacity within the constituent District authorities and, in the case of statutory transport duties, the Passenger Transport Executive;
- There is no proposal to create an additional layer of bureaucracy; the Integrated Transport Authority would be dissolved upon the creation of a Combined Authority, which would assume all of its transport powers duties and functions; and
- Prior to submission to the Secretary of State, it is proposed that any governance Scheme would need to be tested as far as possible for financial efficiency and impact.

4.4. Legal Implications, Access to Information and Call In

4.4.1 There are no specific legal implications arising from this report. If a Combined Authority is established in due course this will have a separate legal identity from the Council and the other constituent authorities and will have separate statutory powers and duties.

4.5 Risk Management / Options Analysis

4.5.1 The devolution in relation to powers and funding on transport contained in the LCR City Deal are contingent upon the establishment of a Combined Authority. Failure to establish a Combined Authority may therefore constitute a risk to the pace and scale of future growth in the Leeds City Region.

4.5.2 The process for establishing a Combined Authority is not fully under the Council's control and its establishment by April 2014 in line with the City Deal implementation Plan is subject to approval by the other West Yorkshire Authorities, including the Integrated Transport Authority, and also by Parliament.

4.5.3 The recommendations contained in the final Review and Scheme should be consistent with the Council's commitment to accountability and decision making at the local level and this will be an important element to consider to achieve an appropriate balance between sub-regional and local need.

5.0 Conclusion

5.1 The draft Review of governance has concluded that a West Yorkshire Combined Authority is the best option to ensure the delivery of the existing Leeds City Region City Deal, and to secure from Whitehall further devolution of powers and funding to support economic growth. The draft Scheme sets out the proposed role and structure of a Combined Authority. It is proposed that a Combined Authority would have extensive transport powers, and would take on the functions of the Integrated Transport Authority (which would be dissolved). It would also have powers to oversee economic investment, and a general power of competence to support economic well-being which would be held concurrently with the District Authorities. Consultation is proposed on the draft Review and the draft Scheme, and it is proposed that the final proposals will be considered by Executive Board in June, to

make a recommendation to Council to approve for submission to the Secretary of State in July 2013.

6. Recommendations

6.1 It is recommended that Executive Board:

6.2 Consider and comment on the draft Review of governance arrangements relating to transport, economic development and regeneration, pursuant to Section 108 of the Local Democracy Economic Development and Construction Act 2009 and Section 82 of the Local Transport Act 2008, which concludes that for the area of West Yorkshire, the Integrated Transport Authority should be dissolved and a Combined Authority created, both as the best option for the area going forward in terms of delivering the City Deal and because it would be likely to improve:

- the exercise of statutory functions relating to economic development, regeneration and transport in the area;
- the effectiveness and efficiency of transport; and
- the economic conditions in the area.

6.3 Consider and comment on a draft Scheme for the establishment of a Combined Authority for West Yorkshire to form the basis for public and stakeholder consultation by the individual West Yorkshire District authorities and the Integrated Transport Authority.

6.4 Authorise the partner and stakeholder consultation exercise outlined in Section 4.1 to test the findings of the draft Review and to seek views on the provisional proposals contained in the draft Scheme for a Combined Authority, including in terms of how it will interact with these organisations and to refer the Review and Scheme to the Resources Scrutiny Board.

6.5 Receive a further report by June 2013 advising members of the outcome of the consultation and having regard to the responses received, proposing a final Review and draft Scheme for a Combined Authority, for endorsement by members and recommendation to Council to approve for submission to the Secretary of State in July 2013.

7 Background documents¹

None

8 Appendices

8.1 Appendix A: The draft Review of Governance in West Yorkshire.

8.2 Appendix B: The draft consultation Scheme for a West Yorkshire Combined Authority

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

8.3 Appendix C: Proposed questions for the consultation on the draft consultation Scheme for a West Yorkshire Combined Authority

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Draft

Local Democracy Economic Development and Construction Act 2009 and Local Transport Act 2008 West Yorkshire Authorities Statutory Review

Executive Summary

1 The economic situation is challenging and is likely to remain so for some time to come. Leeds City Region, its LEP and the constituent local authorities, has been and will continue to be an engine for growth in the North. But not all parts of the City Region have benefited from that prosperity. Despite our successes we are still a net spender of UK tax revenues, and there is not enough local control over the policies which affect our economy.

2 Our City Deal, agreed with Government in July 2012, is the key to change that – based on a ‘coalition of the willing’ model to become more self-reliant and unlock our economic potential, ensuring we become a net contributor to the UK tax base by delivering our shared ambitions for growth, jobs and lasting prosperity. To do this we need to drive productivity growth by investing in infrastructure, skills and business trade and investment. Different economic times require different interventions: the partner councils, working with the Local Enterprise Partnership, are best placed to take the tough decisions about where to focus these interventions, drive delivery and be accountable for the results. The Leeds City Region Partnership has therefore developed a long term vision to build “a world-leading dynamic and sustainable low carbon economy that balances economic growth with a high quality of life for everyone”.

3 The City Deal offers devolved powers and greater freedom over funding provided it can show that the way it is all managed is fit for purpose. Government has therefore invited the West Yorkshire councils of Leeds, Bradford, Wakefield, Calderdale and Kirklees to consider whether collaborating more formally in what is called a “Combined Authority” might be a better way of improving delivery and of stimulating local economic growth across the City Region, and exercising greater local control.

4 If a Combined Authority were to be created, it would require a proposal (legally called a “scheme”) to be written and given to the Secretary of State for approval. A scheme has to include the area of the Combined Authority, its proposed membership, voting, its proposed functions (to be exercised by the Combined Authority or with the constituent District authorities), the way in which it will be funded, and any practical arrangements, including staffing, property transfer, and supporting structures. This would have to be done by July 2013 and if the Secretary of State agreed, he would then propose the new arrangement to Parliament for approval. If Parliament agreed, a Combined Authority could be created in April 2014.

5 Government have said that if the West Yorkshire local authorities wish to do this the Government will give them more money and more power to do what they think is right in their area. But first it is a legal requirement that there must be a

review of the existing arrangements to make sure that the case for change is a good one. Local authorities will also consult with partners before moving forward with any change.

6 The leaders of the five West Yorkshire councils, together with the Chair of the Integrated Transport Authority, have asked their Chief Executives to conduct this statutory review. The Review must cover how transport, economic development and regeneration are managed now. The main priority is whether having better arrangements could improve the delivery of statutory transport and economic functions and therefore stimulate economic growth. The leaders believe that economic development should be handled by most local administrative level possible. They have also agreed that the City of York council must do their own review running side by side with the one in West Yorkshire. The council leaders and the Chair of the Integrated Transport Authority have also asked their officers to prepare for a consultation on the idea of a Combined Authority.

7 The idea of authorities working together on some activities is not new. In West Yorkshire for example, there is already joint work the West Yorkshire local plan for transport (LTP). Archives and Archaeology and Emergency Services are further examples of this joint working. In the Combined Authority proposal, the review has looked at statutory economic development and transport functions as defined by the legislation covering the establishment of a Combined Authority. The review concludes that West Yorkshire is not doing as well economically as it should when compared to others, particularly nationally and internationally. It also concludes that for West Yorkshire to do better the five councils plus York should work together on economic investment and transport and that the best way to do this would be to create a Combined Authority covering these activities.

8 Putting some economic investment and transport functions together in a Combined Authority would bring responsibility for funding pots such as the proposed £1bn West Yorkshire Plus Transport Fund. Government have said in the City Deal that such a development would lead to a ten year deal for funding major transport schemes, with local freedom to decide priorities without further reference to Whitehall. Such an arrangement could also be accountable for the bringing together of a series of economic investment funding streams across the City Region into a Single Pot worth £400m. A Combined Authority would also help to clarify the respective roles and improve the relationship between the councils and the Local Enterprise Partnership (LEP).

9 It is proposed that the “scheme” (see paragraph 4 above) confirms that a Combined Authority should for now just cover the five West Yorkshire District authorities. The Combined Authority would not be a directly elected body. The leaders wish to directly represent their individual councils on the Combined Authority, and the leaders believe it would be in the best long term interest of the local economy to include other political representatives from opposition groups to ensure there is stability over time.

10 Including York in the Combined Authority area raises some technical issues which it might be possible to resolve by a legislative change at a later date. In the meantime, it is proposed York should be invited to become a partner member, as

should a representative from the LEP, with door being left open for other partner members over time.

11 The current thinking is that the Combined Authority would have power to act on its own for economic investment and transport as this would allow many of the benefits of the City Deal to be gained. It would enable the control over powers and funding which would otherwise be managed from Whitehall. There is also the possibility that the Combined Authority could take on other responsibilities in the future if its member Councils decide that this would be a good idea. These, together with any Economic and Transport functions would be specified in the "Scheme". All other functions not mentioned would remain the direct responsibility of individual District authorities.

12 For those areas of activity which the Combined Authority would have power to act on directly it could become the employer of the people delivering those activities should that be determined subsequently as the best delivery mechanism. In addition, the Scheme would need to consider whether it required additional committees to oversee the delivery of its key activities.

1. Introduction

Context

- 1.1 The economic climate remains challenging. Recovery has been slow and hesitant and particular sectors remain at well below capacity (e.g. construction). And whilst the Leeds City Region (LCR) has been relatively successful in making the transition from a predominantly industrial to a more diverse economy there remain challenges, including in the West Yorkshire area of the City Region in terms of labour market participation, skills and levels of economic activity. Without co-ordinated and well-targeted locally determined investment, these issues will remain unaddressed.

Vision

- 1.2 The Leeds City Region Partnership has therefore put in place long-term vision to build **'a world-leading dynamic and sustainable low carbon economy that balances economic growth with a high quality of life for everyone.'**
- 1.3 In 2011 the LCR Partnership launched an economic Plan, outlining its priorities and strategy to help achieve this vision. There are three key targets:
- to accelerate output growth to an average 2.6% per year to 2030
 - to create 60,000 new jobs by 2016
 - to achieve a substantial reduction in City Region carbon emissions

City Deal

- 1.4 The LCR City Deal, agreed with Government in 2012, is a coherent package to help these targets to be achieved. Taken together, its propositions to improve skills, increase exports and deliver much higher levels of investment in transport and other infrastructure – followed by further discussions with Government on business friendly planning and low carbon – will remove many of the barriers that are currently preventing the City Region from realising its full economic potential.
- 1.5 If these proposals are implemented, a big step will have been taken towards a faster-growing City Region and a start made towards generating extra tax revenues for the national purse. For example, a 10% reduction in LCR unemployment will generate an extra £1.3bn for the Exchequer over the next decade as a result of the extra taxes received and lower benefit spending by Government. What is asked from Government is that Departments work with local partners to devolve the freedoms and flexibilities that will enable us to fulfil our ambitions for Leeds City Region and play our full part in the UK's economic recovery.
- 1.6 Delivery of the City Deal is through a sub regional 'coalition of the willing' model, based on the principles of self-help such as active resource pooling and investment in those assets and infrastructure which will do the most to correct market failures. For example, road congestion and rail over-crowding

leading to poor connectivity and access to jobs within and between Districts and to markets, has been holding back our economic prosperity. This is being addressed via the commitment to establish a £1bn Transport Fund between WY and York, which includes as part of the City Deal a devolved 10 year allocation of £182m from DfT's major transport scheme budget. It is anticipated that prioritising £1bn of investment against a Single Appraisal Framework and in line with the LCR Plan will create uplift in GVA of 2% (£1bn p.a.) and increasing permanent jobs by some 20,000 in the medium term.

Requirement for a Statutory Review

1.7 As a result of the substantial package of devolved funding and powers on offer, in particular in relation to Transport, the City Deal also commits the West Yorkshire authorities to formally reviewing the governance arrangements for their area of the City Region¹. Going forward, this is to ensure that these arrangements are fit for the purpose of delivering the ambition of the City Deal. This Review is to test the proposition that a Combined Authority (CA) is the best governance option against the Statutory test under Part 6 of the Local Democracy, Economic Development and Construction Act, 2009 (LDEDC) by and s82 of the Local Transport Act 2008 being likely to improve:

- the exercise of statutory functions relating to transport, economic development and regeneration;
- the effectiveness and efficiency of transport; and
- the economic conditions of the area.

1.8 Therefore in addition to the Review required under the LDEDC Act 2009, a further review is required under the Local Transport Act 2008. The LTA review is required to look specifically at benefits of the transfer of the current functions of the ITA to a CA and the abolition of the ITA thereafter. These matters are inextricably linked with the LDEDC review, and this Review proposes to deal with both matters at the same time.

Key steps

1.9 Subject to the outcome of the Review, the City Deal commits West Yorkshire partners to preparing a draft Scheme for consideration by the Secretary of State by July 2013. The Secretary of State would consult, including with the Authorities concerned, and if he concludes a CA will reflect the interests of local communities and secure effective and convenient local government, a draft Order would then need to be approved by both Houses of Parliament to

¹ West Yorkshire covers the local authority districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield and also the West Yorkshire Integrated Transport Authority, which is the Local Transport Authority for the area. Subject to the legislation and agreement by each local authority, others would also have the opportunity to join the Combined Authority, so in the future this could expand to cover the whole LCR LEP area including York and potentially the North Yorkshire Districts of Selby, Craven and Harrogate. There are separate proposals for Barnsley, which is also part of LCR, to be part of an adjoining Sheffield City Region CA.

bring the new body into being by April 2014, in line with the City Deal Implementation Plan.

- 1.10 A key point to note is that the creation of a CA will necessitate the transfer to the CA of all the transport powers, functions and duties of the current local transport authority, WYITA. The WYITA would then be dissolved.
- 1.11 By November 2012 the five WY District authorities and the ITA had therefore individually agreed to:
- be party to a Review of governance arrangements relating to transport, economic development and regeneration in WY pursuant to Section 108 of the LDEDC Act 2009 and Section 82 of the Local Transport Act 2008;
 - authorise Chief Executives in consultation with Leaders to prepare the Review including a consultation draft Scheme for a CA, subject to the findings of the Review;
 - note the provisional timetable for delivering the City Deal commitment to establishing a CA by April 2014, in order to be in a position to receive significant devolved powers and funding via the City Deal (this would require a final Scheme of governance to be submitted to the Secretary of State by July 2013); and
 - also, along with York, the ITA have agreed to a WY and York geography for the devolution of post 2014 major transport Scheme funding.
- 1.12 WY Chief Executives have progressed with the preparation of this Review in line with the Government's consultation on draft statutory guidance through an officer task group chaired by the Hon Secretary of the Association of West Yorkshire Authorities (AWYA) and drawn from the District authorities including York and the ITA².

A note on the CA Model

As the areas covered by functional economic market areas (illustrated by, for example, travel to work areas) are typically significantly larger than the areas of individual local authorities, there is considered to be scope for improvements to be made to economic outcomes through joint decision making and close coordination of delivery activity across these economic areas.

- 1.13 A CA is statutory body which takes on the combined role of Local Transport Authority and Economic Prosperity Board (EPB) for an area by agreement with the constituent District authorities and Government. In an area which already has an ITA as the Local Transport Authority, the ITA would need to

² The draft Review has drawn upon the views of key external stakeholders, including the LCR LEP, and also an independent panel of experts chaired by John Jarvis, former Director of Transport for the Northern Way, and including Jim Steer, founding Director of Steer Davies Gleave, Professor Peter Mackie, University of Leeds Institute of Transport Studies, and Professor Mike Campbell, former Director of Research and Policy of the UK Commission for Employment and Skills.

resolve to be dissolved so that its functions could be transferred to the CA. The constituent District authorities need not cede any functions to the CA, such as highways or economic development functions, although they may choose to do so or to share appropriate functions with the CA, where this would demonstrably improve economic conditions. The CA provides an opportunity to take on powers and funding which would otherwise be managed from Whitehall.

- 1.14 The CA model therefore allows groups of relevant Authorities to work closely together on a voluntary basis to provide a framework to deliver improvements in transport across their sub-regions and appropriate economic investment activity. They are intended to support improved strategic decision making on these issues.
- 1.15 By establishing a CA, a group of relevant Authorities is able to create a sub-regional 'body corporate' with legal personality that can act across their combined area in conjunction with the constituent authorities. This body would be able to take on agreed transport and economic investment functions providing a mechanism for governing and managing these activities at a strategic and integrated level across the sub-region. As a Combined Authority has a separate legal identity from the constituent authorities it is able to hold budgets, employ staff and enter into contracts (e.g. to act as accountable body for funding distributed by Government) and to collaborate with local authorities within the wider LCR functional economy. The activities of the CA are governed by its members, a majority of whom must be elected members of the constituent local authorities, ensuring its local democratic mandate. A CA makes the delivery of strategic decisions more streamlined and efficient, e.g. by removing the requirement for each district authority to ratify the same decision separately.

The Review document

- 1.16 The remaining sections of this document cover:
- the evidence that WY (and the wider City Region) economy are not performing to their full potential;
 - the opportunities and commitments related to securing devolved powers and funding through the City Deal which could address these issues;
 - an overview of the current WY and wider City Region governance arrangements;
 - an appraisal of the options for improving WY governance against the relevant statutory test and their comparative ability to deliver the City Deal; and
 - conclusions.

2. Evidence that the WY economy is not performing to its full potential

LCR context

2.1 Leeds City Region, of which West Yorkshire forms a key sub area, has a diverse and resilient economy³ that possesses a combination of economic heft and unique assets which create an inherent critical mass and potential for economic growth:

- the largest recognised City Region in the country outside London, with a population of 3 million;
- generates 5% of English economic output with annual GVA of £52bn;
- the largest number of manufacturing workers anywhere in the UK and the largest number in financial and business services outside the capital;
- possesses nationally and internationally competitive clusters in
 - **health and life sciences** – particularly biotechnology, advanced surgical instrumentation, pharmaceuticals, regenerative medicine and telehealth
 - **low carbon industries** – home to: substantial renewable and low carbon energy capacity in on-shore wind, biomass, energy-from-waste and micro-generation; leading manufacturers in the low carbon supply chain and strong environmental consultancy expertise
 - **digital and creative industries** – including the Airedale digital cluster, whose turnover is on a par with that of Cambridge
 - nationally and regionally significant hubs of activity in **financial & business services** (notably finance and legal services) and **manufacturing** (notably textiles, food & drink, aerospace components, automotive engineering, printing & publishing and construction fabrication) but based on a core of precision engineering;
- quality of life is outstanding, from the internationally renowned landscape of the Yorkshire Dales to world-class cultural assets that include being the home of modern British sculpture;
- a location at the heart of national railway and motorway networks provides easy access to global markets and means LCR is ideally placed as a location for the logistics industry; and
- innovation assets of the highest quality including
 - one of the largest concentrations of higher education in Europe, with 8 institutions producing 36,000 graduates each year
 - 2 universities in the world's top 100
 - 36% of combined LCR university research is ranked as world-class, and 10% is world-leading in fields such as business & management, medical & healthcare technologies, pharmaceuticals and biotechnology, nano-technology, advanced engineering and advanced textile technology
 - 15 FE colleges teaching 110,000 students and

³ *Index of Economic Resilience*. Report by Ekosgen for Yorkshire Cities, 2011.

- 11 centres for industrial collaboration, a variety of specialist research institutes and 23 knowledge transfer partnerships.

2.2 Like all areas, the City Region economy faces challenges in achieving its full growth potential. These include:

- skill levels in the workforce that have improved, but remain below average;
- a national and international profile that is not strong enough in comparison with competitor City Regions, which has hampered our ability to attract new inward investment in recent years⁴ ;
- below-average export rates - recent business survey data shows that only 10% of firms in the City Region export outside the UK.⁵;
- business start-up, survival and growth rates that lag behind the national average;
- smaller-than-average private sectors in some parts of the City Region; and
- low levels of public sector investment in some sectors, which have left the supply of infrastructure lagging behind what is needed to support a world-leading economy⁶

2.3 As a result, although productivity levels match those of most of the core City Regions, they are still not improving overall economic performance relative to national or international competitors. Since the start of the recession the City Region has lost jobs twice as fast as the national average.

WY economic performance

2.4 Although LCR is the area's recognised functional economic market area, West Yorkshire represents its core, and in its own right evidences strong elements of economic self-containment but with clear linkages and interdependency with the wider City Region economic footprint in terms of a wider labour and housing market area⁷:

- 96% of WY's working residents work inside the West Yorkshire area;
- the proportion of the workforce residing inside West Yorkshire is 91%;
- 36% of those WY residents working outside of the area work in the rest of LCR, with some 7% working in York; and
- 40% of the WY workforce residing outside of WY lives in the rest of LCR.

2.5 The headline economic data shown in the table below indicates that for a sub region of its scale and demographic composition (2.2m population with a fast

⁴ A recent report by fDi Intelligence, part of the *Financial Times*, found that West Yorkshire ranked 15th in the country for inward investment, behind Birmingham, Manchester, Tees Valley and Newcastle.

⁵ *Leeds City Region Business Survey*. Yorkshire Cities, 2011.

⁶ For example, public sector investment in housing in Yorkshire & Humber has consistently seen the lowest allocation per capita of any region, while investment in transport has remained at much lower levels than in London and the South East for many years.

⁷ Data supplied by Javelin Group 2013

growing younger age group than nationally), WY is not punching at its weight and is falling behind.

ECONOMIC INDICATOR	WY PERFORMANCE
GVA	<ul style="list-style-type: none"> • WY GVA per person stood at £17,600 in 2009 • This has grown by 46% since 1997 (making no allowance for inflation) – against UK growth of 60% • GVA per person in relation to the UK average has dropped from 96% of the average in 1997 to 88% in 2009
EMPLOYMENT	<ul style="list-style-type: none"> • The WY employment rate fell from 72% to 67% between 2005-2012 • The UK employment rate fell from 72.5% to 70% over the same period • i.e. West Yorkshire was close to the UK average in 2005, and is now well below
UNEMPLOYMENT	<ul style="list-style-type: none"> • The WY unemployment rate rose from less than 5% to over 10% between 2005-12 • The UK unemployment rate rose from less than 5% to 8% over the same period • i.e. West Yorkshire was in line with the UK average in 2005, and is now much higher
EARNINGS	<ul style="list-style-type: none"> • Average earnings of those living in West Yorkshire in 2012 were 94% of the UK average • Average earnings of those working in West Yorkshire in 2012 were 97% of the UK average
SKILLS	<ul style="list-style-type: none"> • West Yorkshire skills levels are improving: more people have degrees; fewer with no qualifications • But the WY still lags behind UK and hasn't closed the gap: <ul style="list-style-type: none"> ○ 27% with degrees in 2011, compared to 33% in UK ○ 13% with no qualifications in 2011, compared to 13% in UK

Realising economic potential

2.6 To improve productivity and jobs in those urban areas with several centres, such as WY, there is a need to better connect the key towns and cities to reduce congestion, reduce journey times (shrink distances) between places,

and improve freight transfer⁸. In contrast, the same study finds that in urban areas with a dominant single centre such as London, there should be a focus on connecting the centre with its suburbs, also connecting it with more distant urban centres. For all types of urban area, there is also an economic case for improving Airports links to boost international trading and GDP.

2.7 The LCR City Links report⁹ finds that more complementary economic relationships between our towns and cities, supported by improvements in transport connectivity, would generate higher levels of sustainable economic growth and development. It finds that neighbouring cities and towns can maximise economic benefits by focusing on how their distinctive assets affect their links. Another conclusion is that policy priorities should vary according to place. For West Yorkshire, the priorities should be an integrated approach of:

- improving transport links to ensure residents can access and benefit from economic opportunities e.g. the LCR Enterprise Zone (EZ), city centre and Local Development Framework (LDF) employment sites; and
- and up-skilling programmes for local residents.

2.8 In a major international comparative study into the determining factors encouraging and holding back local economic prosperity, the OECD¹⁰ has identified room for improving not just internal connectivity in LCR such as between York and West Yorkshire, but also connectivity to other City Regions in particular to the Manchester and Sheffield City Regions, and across the wider regional territory for both passengers and freight.

The case for governance and institutional reform

2.9 A compelling case for reform is made by the same study. The region's ability to pull everybody together is seen by the OECD to be affected by its polycentricity, geographic dispersion, and institutional complexity, with a large number of Unitary and District authorities covered by the LCR territory. It is noted these factors have made it harder to generate effective communication, strong co-ordination and a common sense of purpose. There is also a developing thought, as yet unfulfilled, dialogue about the potential of stronger integration between the relatively close economies of Leeds, Manchester and Sheffield City Regions which has yet to be fully explored, despite evidence showing that stronger linkages could be beneficial to the City Regional, regional and national economies. Another study¹¹ has found that the level of commuting between Leeds and Manchester is about 40% less than would be expected given the physical distance between them, and that this is a significant constraint on economic prosperity.

⁸ EU DG for Regional Policy, 2012

⁹ Northern Way, 2009

¹⁰ Promoting Growth in All Regions, OECD, 2012

¹¹ See Northern Way report: Strengthening Economic Links between Leeds and Manchester, SERC/LSE, November 2009

2.10 The OECD concludes that LCR would benefit from strengthened and more established local governance arrangements, with the lack of effective mobilisation of all key stakeholders currently acting as an important barrier to growth and that:

“Institutional factors are crucial in ensuring successful consultation and co-ordinating among stakeholders within regions, with other regions and central government... Thus, governance matters.”

3. Devolution through the City Deal

- 3.1 The City Deal builds on the Multi-Area Agreement (2008) and City Region Pilot status (2009), which recognised the importance of the LCR economy to the North and that, without an ambitious package of devolution and local governance reform with particular reference to transport, skills and economic development, its full potential would not be realised.
- 3.2 A step change in progress has recently been made in agreeing the basis of and terms for the devolution of powers from Government to LCR through the City Deal. The detailed project plan for delivering the agreement was signed off by the Deputy Prime Minister and the Cities Minister and LCR partners on 19th September 2012).
- 3.3 The signing of the City Deal recognised the role which the City Region plays in the national economy and its potential to rebalance the economy. The City Deal contains ground breaking powers and responsibilities with regard to skills, transport, creating a low carbon economy, planning, trade and investment, and infrastructure investment, empowering the City Region as a driver of national growth. In summary, the outcomes the City Deal will deliver are as follows:

Transport

- Government will grant unprecedented freedoms to build, manage and sustain a local £1bn WY Plus Transport Fund to drive economic growth, subject to establishing WY CA governance arrangements to oversee the operation of the Fund. The freedoms and funding will include:
 - a ten year £182.8m post 2014 major transport scheme funding allocation devolved to WY and York as part of the £1bn WYTF, and in return for dealing with DfT's compliance requirements (Local Transport Body - LTB);
 - consideration by HMT in the next Spending Review of an additional programme of strategic local schemes;
 - revenue funding as part of the ten year allocation, enabling a broader range of high profile sub regional social and economic issues to be tackled, including subsidising travel to help NEETs and disabled people into employment, education and training;
 - devolved funding paid in advance of incurring costs locally, creating flexibility in sequencing delivery of WYTF schemes;
 - working with HMT to increase the associated local share of public spending for re-investment to create a self-sustaining Fund; and
 - locally determined prioritisation based on a 'Green Book' compliant Strategic Appraisal Framework.
- Ministers are considering the WY, GM and SY expression of interest submitted for local areas to take on the Northern and Trans Pennine rail franchises in 2014. In addition to transforming local accountability, the devolved operation of these franchises would deliver a step change in the economic impact, service quality, and efficiency of rail operations in the North. Putting in place sufficiently strong, stable and visible local governance such as a CA is considered a prerequisite to forming a credible and accountable pan Northern franchising counterparty.
- A compact will be put in place, for example, with the Highways Agency and DfT Rail to ensure that the national strategic transport network, including the Motorways and rail network, support rather than stifle, local productivity growth.

LCR Economic Investment Fund

LCR partners (including WY, York and Harrogate) will create a £400m Economic Investment Fund backed by £200m of pooled local resources, including CIL, retained Business Rates, EU, RGF, GPF and EZ receipts. Investments in scope will include economic infrastructure to promote housing growth, low carbon and flood alleviation, based on a shared investment strategy and the proposed Single Appraisal Framework. Key features of this fund will also include:

- a shared investment programme with the HCA, and conclude discussions about how their assets can contribute to the Investment Fund;
- a Single Capital Pot from central Government in the next Spending Review – this is a key proposal within the Heseltine Review; and
- working with HMT to increase the associated local share of public income for re-investment to create a self-sustaining Fund.

Trade and Investment

The City Deal seeks to close the LCR Balance of Payments gap. This will be achieved through a joint City Region Trade and Investment Plan committing LCR and UKTI to form a new joint Board which is backed by enhanced delivery capacity drawn from local and national resources.

Skills and Worklessness

LCR will offer a Guarantee to the Young, supporting its long term ambition to become 'NEET free'. New initiatives will include a 14-24 Academy and Apprenticeship Hubs. As part of the City Deal, LCR will also take on a leadership role on skills more generally in order to align the skills investments of Government, employers and individuals with real growth sectors in the LCR economy.

Business friendly planning

Local commitment to delivering an effective and business friendly planning system that promotes and accelerates e.g. housing and employment site development and growth, whilst safeguarding the area's natural assets (as per the Planning Charter).

Local Carbon

LCR will deliver the Low Carbon Pioneers programme in collaboration with DECC, alongside a range of other steps to deliver a low carbon built environment.

- 3.4 As a result of the above substantial package of devolved funding and powers on offer, in particular in relation to Transport, the City Deal also commits West Yorkshire authorities to formally reviewing the governance arrangements for their area of the City Region going forward, to ensure that these arrangements are fit for the purpose of delivering the ambition of the City Deal. The next Section considers the existing governance arrangements for West Yorkshire and the wider City Region arrangements.

4. Current governance arrangements

The Association of West Yorkshire Authorities (AWYA)

- 4.1 Collaboration between District authorities at the West Yorkshire level is well established through the Association of West Yorkshire Authorities (AWYA) which has been in existence for almost 20 years. Its Council group, which consists of the Leaders of the five member Authorities, meet every six weeks. In recognition of the strong economic links to West Yorkshire, the City of York Council has recently become an associate member of the AWYA.
- 4.2 The role of the AWYA is to:
- Consider matters which are of West Yorkshire-wide significance. Recent issues have included: transport funding; shared services, including highways and transportation; capacity building; City Regional issues; community cohesion; community safety and policing, and waste management.
 - Monitor the budgets of all joint West Yorkshire Authorities and offices, including, the WYITA, the WY Police and Crime Commissioner (WY PCC), the Fire Authority (WYFA) and Joint Services (WYJS), and make nominations to the Boards of the Authorities.
- 4.3 In response to the financial crisis and recession, a focus of the AWYA over the past two years has been on driving local economic growth by for example putting in place, in partnership with the WY Integrated Transport Authority (ITA), a £1bn West Yorkshire Plus Transport Fund to transform the sub regional transport system. This ambition, which is central to delivering the City Deal, will inevitably involve local partners taking robust decisions on assembling a fund of sufficient scale to make an impact and deciding between competing investments. However as is set out in the City Deal, the prize is great: ***KPMG has estimated that £1bn of well-targeted investment in major improvements to the WY transport network will create in the medium term more than 20,000 new jobs in the sub region adding £1bn of economic output per year which is equivalent to an uplift in GVA of 2%.***

Metro

- 4.4 Currently in West Yorkshire, a range of duties, powers and functions for transport and highways is split between the West Yorkshire Integrated Transport Authority (WYITA), the West Yorkshire Passenger Transport Executive (WYPTE), and the five District authorities. The WYITA and WYPTE (collectively known as “Metro” in WY) are both statutory bodies created under the Transport Act 1968 to secure public transport services and facilities required for WY. Under the Transport Act 1985 Metro is also responsible for procuring public passenger transport services following the de-regulation of the bus market. Metro has a duty as the Local Transport Authority to ‘secure or promote the provision of a system of public transport which meets the needs of the area’.

- 4.5 The membership of the WYITA is currently comprised of 22 elected members drawn proportionately from each of the WY District authorities, and based on the legal requirement for politically balanced representation. In 2011, in order to streamline decision making, the ITA created a politically balanced Executive sub-committee with delegated power to carry out all the functions of the full ITA that it was lawfully possible to delegate. It replaced 22 working groups with four functional committees to:
- scrutinise passenger services and integrated transport
 - cover audit and governance issues; and
 - manage the Local Transport Plan (LTP)
- 4.6 The role of ITAs was further strengthened with the Local Transport Act 2008 which introduced their sole role for developing integrated transport strategies for their areas. In West Yorkshire, this includes producing key transport strategy documents:
- The Statutory Local Transport Plan and management of the transport allocation from DfT
 - WY Freight Plan
 - Network Management Plan
 - Rail Plan; and
 - Cycle Plan
 - Transport Asset Management Plan (TAMP)
- 4.7 The District authorities retain control of highways functions including highways maintenance and traffic management. The WYITA is also:
- empowered to create bus franchising schemes and bus services strategy
 - responsible for administering the English National Concessionary Travel Scheme for subsidising public transport;
 - party to rail franchise agreements;
 - responsible for reviewing rail passenger services and advising DfT under the Railways Acts.
 - Responsible for delivering passenger transport information and facilities
- 4.8 The WYITA funds the WYPTE which, as its statutory executive body, has the responsibility of implementing WYITA policies. WYITA is funded by
- the levy on the District Authorities.
 - DfT rail and other grants
 - DfT major scheme grant funds

LCR Partnership

- 4.9 At the wider functional economic market area level of the City Region¹², the eleven participating District authorities, including the 5 WY District authorities and the ITA have been collaborating on the economic growth agenda for almost a decade. This has been on the basis of the City Region being one of the most economically self-contained functional economic areas in the country (having some 95% of people working in LCR residing in its boundaries).
- 4.10 In April 2011, the LCR Local Enterprise Partnership (LEP)¹³ was established as one of the first in the country. And later that year the LEP Board and Leaders Board launched their jointly agreed Plan. Work is currently being undertaken to develop an overarching Strategic Appraisal Framework to provide the basis for transparent assessment of transport and economic investment. Further back, the LCR partnership became formalised as legally constituted Joint Committee of Leaders in 2007 (the LCR Leaders' Board). Under Section 2 of the Local Government Act 2000, the Leaders Board is empowered to discharge, on behalf of the member Councils, the promotion and improvement of the economic wellbeing and competitiveness of the City Region.

LEP

- 4.11 In addition to working with the Leaders Board, the LCR LEP's additional key areas of focus and interest include delivery of the Growing Places Fund, Inward Investment, Skills, and Low Carbon. These agendas are supported through the LCR Employment and Skills Board, the Business Innovation and Growth Panel, and the Green Economy Panel respectively.
- 4.12 Further, DfT has stated that LEPs are expected to play a key role in transport:
- via membership of the Local Transport Body (LTB) which is required by DfT to prioritise and allocate devolved post 2014 major scheme funding (under the LCR City Deal, DfT has confirmed a ten year allocation of £182.8m to the non-contiguous geography of WY and York);
 - to inform national decision making e.g. on the Highways Agency and DfT Pinch Point Fund programmes; and
 - with Leaders, to support the case for national infrastructure investment, e.g. HS2.

Leaders Board

- 4.13 The LCR Leaders' Board has a number of specific roles:

¹² Leeds City Region's geography comprises the local authority areas of West Yorkshire, plus Barnsley, York, and the North Yorkshire District areas of Selby, Craven and Harrogate.

¹³ LCR has three LEPs covering all or part of its area: LCR, Sheffield City Region (which includes Barnsley) and the York and North Yorkshire LEP (which includes York and the North Yorkshire Districts of Selby, Craven and Harrogate)

- To work with the LCR (LEP) on the delivery of the LCR Plan objectives (Section 1.4 above refers).
- To prepare, review and oversee delivery of other key City Region policy and strategies, including:
 - LCR Transport Strategy (LCR Transport Panel, 2009);
 - LCR Employment and Skills Strategy (LCR Employment and Skills Board, 2010);
 - LCR Housing and Regeneration Strategy (LCR HCA Board, 2010);
 - LCR Innovation Capital Programme (LCR Business Innovation and Growth Panel, 2010); and
 - Green Infrastructure Strategy (LCR Green Economy Panel, 2010)
- To work with other key partners
 - to seek to promote housing growth and aligning investment via the advisory HCA LCR Board and
 - to advise Leaders on issues, such as HS2 and the evidence base, such as the Yorkshire Rail Network Study, via an Advisory Transport Panel which includes relevant membership including the ITA, Businesses, Network Rail and the Highways Agency.
- Alongside the LCR LEP, to make the case for significant devolved powers and funding from Government, including the City Deal.

4.14 Having outlined the City Region's economic conditions, its vision and objectives, the opportunity presented by the City Deal, and existing governance arrangements, the remainder of this Review considers the appropriateness of the governance for the WY area going forward against other possible options, including a Combined Authority, in terms of delivering the ambition of City Deal and the LCR Plan.

5. Option assessment criteria

5.1 The key driver for reviewing West Yorkshire's governance arrangements is to ensure that the significant powers and funding on offer via the City Deal, which would otherwise remain under the control of Whitehall, and that will create local benefit in terms of economic prosperity, can be drawn down in full. The focus of the City Deal is on overseeing effective delivery, such as the proposed £1bn WY Plus Transport Fund, and also the £400m LCR Economic Investment Fund.

5.2 Leaders and the LEP have agreed with Government that the primary focus on delivery does however raise questions about the on-going appropriateness and accountability of current sub regional governance arrangements. This Section therefore considers if there are more appropriate arrangements for WY going forward, including a Combined Authority model. The assessment therefore considers the extent to which the options could fulfil local ambitions to:

- add value to the wider LCR partnership's delivery of the economic outcomes contained in the Plan by making working between local government and the LEP clearer and more transparent;
- enable control over funding and powers which would otherwise be managed from Whitehall, such as in the current and future City Deals;
- work more effectively in partnership with others:
 - at WY level, e.g. in creating and managing a £1bn Transport Fund
 - at City Region level e.g. to put in place and manage a £400m Economic Infrastructure Fund; andacross the North of England, for example on the Rail Devolution agenda for the Northern and Trans-Pennine Franchises;
- apply the core principle that strategic decisions on economic investment and transport should be made at the most appropriate administrative and geographic level; and
- enable where appropriate efficiency savings to be realised;

5.3 To ensure compliance with the relevant LDEDC and Local Transport Act legislation in order to consider creating a CA for West Yorkshire, a formal governance Review is needed to establish if a CA would likely bring about an improvement in the area in the following:

- the exercise of statutory functions relating to "economic development, regeneration and transport" in the area;
- the effectiveness and efficiency of transport; and
- the economic conditions in the area.

5.4 DfT has also confirmed they are looking for partners to address the following headline issues in formulating governance arrangements:

- effective alignment between decision making on transport and decisions on other areas of policy such as land use, economic development and wider regeneration.
 - robust and streamlined decision making arrangements which allow necessary decisions to be taken on complex and difficult issues in a timely and transparent manner.
 - a real enhancement of delivery capability and capacity by taking a coherent and integrated approach to managing currently fragmented transport planning and delivery skills and capacity.
- 5.5 The Review will also consider the above statutory test against the options, noting that whilst the Government's guidance on governance reviews under the Local Transport Act has been available for some time, guidance under the LDEDC Act was only published in consultation draft form and no clear definition has been provided of 'economic development and regeneration'.
- 5.6 This Review also respects there are limits to comparisons between the options, in particular between potential options and the status quo. The existing governance arrangements are context specific and a known quantity, and the alternative potential options are considered at a high level in the abstract and would inevitably require further development in due course in order to quantify, for example, their potential impact on efficiency savings.
- 5.7 It is recognised also that creating appropriate governance structures alone is unlikely to achieve in full the ambitious vision for the City Region. The importance of issues of policy design, culture and values is also key. The optimal governance model needs also to:
- confront the need for evidence and vision;
 - create the capacity for experts to talk to politicians and business and vice versa and for clear agreement to be reached on the most challenging strategic issues; and
 - create the space for debates that national politicians find difficult to manage and thereby demonstrate the capacity for greater devolution of responsibility in future.

6. Option Assessment

6.1 This Section examines the effectiveness of existing governance structures at the West Yorkshire level and considers their appropriateness against that of other possible governance models. Analysis of the following options is provided:

- leaving existing WY governance unchanged (status quo);
- strengthening the existing governance arrangements;
- establishing an Economic Prosperity Board (EPB); and
- creating a CA.

Status quo

6.2 The governance status quo at is described in Section 4; at WY level the arrangements have proved durable for the following reasons¹⁴:

- the District authorities and the ITA have generally developed sound transport strategies and programmes under LTP;
- the current range of powers at local authority level is generally understood and able to ensure that local interests are served in a flexible and broadly accountable way, with a direct political mandate and legitimacy from the electorate;
- the local authorities have progressively modernised their constitutions and have proved increasingly able to balance their own local needs with the wider economic and social interests of the City Region;
- likewise, there are instances where the local authorities already accept the political, practical or efficiency arguments for cross-boundary co-operation and pooling of resources, such as between WY Authorities on procurement and, via the City Deal, in developing the WY Plus Transport Fund; and
- comparative experience from elsewhere in the UK and overseas does not generally support the case for radical structural reform and major re-distribution of powers, and tends more towards “evolution” rather than “revolution.”

6.3 The existing strategic bodies for which consider arrangements for the District authorities are the AWYA and the LEP. AWYA has no strategic transport remit, as this rests with the ITA. Neither AWYA nor the LEP are statutory bodies, and they have no legal personality; they can therefore hold no functions or funding in their own right. They are not able to take on the devolved powers and funding on offer via the City Deal.

6.4 Economic development functions remain within the District authorities, and transport functions sit with the ITA and the PTE.) There is currently no single streamlined and accountable body in place across WY to make decisions, manage risk, set strategy, manage delivery, assess performance and report on progress in relation to the City Deal.

¹⁴ See also the Review of Transport Governance in Leeds City Region, Atkins, 2008

6.5 The following are some illustrative examples of the strategic fragmentation which currently exists and why the status quo is sub optimal in terms improving economic outcomes in line with the LCR Plan and the statutory test:

- As part of the City Deal, DfT has announced a working ten year post 2014 devolved major transport scheme funding allocation of £182m for WY and York. Unless governance is reformed this funding will be split between the two local transport authorities – WYITA and City of York Council. This funding will however form a key part of the proposed £1bn WY Plus Transport Fund, which is being driven by the economic agenda led by AWYA and the District authorities.
- Prior to the Local Transport Act 2008, the preparation of the LTP had been a joint responsibility of WYITA and the five WY District authorities. The ITA is now solely responsible for formulating and delivering the LTP, in consultation with the Districts. Delivery of highways schemes and implementation of schemes within the Districts still requires the approval of the relevant Districts. Creation of a CA could dispense with the need for this extra layer of reporting and ratification.
- The fragmentation of strategic transport and economic development responsibilities has also resulted in some significant delivery lead times. The WYTF process has called for debate and buy-in to shift from a strongly local focus to agreeing to pool funding at the sub regional level and to invest to maximise net jobs and growth at the sub regional level. Each key stage of agreement (fund objectives, appraisal methodology, and schemes in scope for prioritisation) has needed individual authorisation from the five WY District authorities and the ITA, with each in turn operating to different timescales. Although transparent and democratically accountable, the approach to strategic decision making has been complex, fragmented and cumbersome. It is also wasteful of resource as it requires six separate individual, but largely identical, reporting streams, in addition to steering discussion by AWYA Council. As the Fund moves towards launch and delivery, the status quo approach to sub regional decision making will only become a bigger barrier to effective Fund prioritisation, delivery and management.
- It is anticipated that some similar barriers will be encountered in establishing the proposed £400m Economic Investment Fund. Moreover, there will be a specific challenge of taking on accountable body status in respect of Government's proposals to devolve a single pot from Whitehall and also EU funding in the absence of a single statutory Economic Development body either at the WY or City Region level.
- Freight is an illustrative example of a major cross boundary issue for West Yorkshire because road congestion has increased uncertainty and transport costs for our businesses, and this is undoubtedly deterring investment. The WY Freight Plan, prepared by Metro, identifies some of the potential solutions, for example improving the management of the WY road network, and also seeks to encourage supportive LDF policies

on land use planning. However, the relevant strategic functions and duties, e.g. to assess road traffic conditions and manage the local network, are vested not within Metro but instead at the District highway authority level and with the Highways Agency in respect of major trunk roads and motorways. Despite proposals to develop protocols with the Highways Agency as part of our City Deal, this fragmentation of roles still presents a practical barrier to regional co-ordination, e.g. progressing a LEP level dialogue with the Highways Agency to improve regional freight connectivity by better linking the productive capacity of LCR with access to European markets afforded by the Humber.

- 6.6 It can be concluded that the status quo option is sub optimal because relevant transport and economic development functions and roles are currently fragmented and there is no single accountable body to take strategic decisions, therefore opportunities will almost certainly continue to be missed across the whole area and beyond for:
- investment in major improvements to transport and economic infrastructure;
 - securing business investment; and
 - drawing down funding and devolved powers to enhance the economy which would otherwise be controlled by Whitehall.

Strengthening the existing governance arrangements

- 6.7 Some of the strategic fragmentation issues described above could be partially addressed through the option of more formalised partnership arrangements, such as putting in place a Joint Committee of WY District authorities and the WITA (Under Section 101 of the Local Government Act 1972) in order to jointly oversee for example the WY Transport Fund, and to address specific issues, such as freight across the sub region. However there are a number of drawbacks associated with this option.
- 6.8 The functions, duties and powers which the constituent members are able to delegate to a Joint Committee are limited. Where key decisions are needed, a Joint Committee would in many cases be required to refer the decision back to the Districts to authorise. For example, under current legislation, the ITA would not be able to delegate its levy raising powers, which are key to financing and operating the WYTF.
- 6.9 Further, a Joint Committee would not be a body corporate with legal personality. It would exist only for so long as the constituent members wished, and consequently would not have the permanence and accountability that Whitehall requires to devolve the ten year allocation of major scheme transport funding agreed in the City Deal, or potentially to agree to an arrangement that would grant local areas access to a greater share of fiscal growth.
- 6.10 Rather than enabling partners to respond to the drivers for change outlined in Section 5, strengthening existing governance arrangements, such as via the

creation of a Joint Committee, would effectively add, rather than remove, another layer of bureaucracy, and is not therefore considered an optimal option.

Economic Prosperity Board

- 6.11 A third option is to put in place an Economic Prosperity Board (EPB) under the 2009 LDEDC Act for the area of West Yorkshire. As a statutory body it would share many of the features of a Combined Authority in that it would have legal personality and would provide a strong basis for taking on devolved powers and funding relating to economic development and regeneration, e.g. accountable body status for an economic development single pot or EU funding. The ITA would however remain as a separate body responsible for transport. Because the EPB could not raise a levy, nor have borrowing powers to fund investment, it would not provide an appropriate governance arrangement for the creation and management of the proposed WY Transport Fund, which is a key driver for governance reform. Further, fragmented strategic transport and economic development governance at WY level would not provide a convincing proposition to Government for taking on with others, including Sheffield and Manchester, the devolved northern Rail franchises.
- 6.12 The consultation on draft statutory guidance for establishing EPBs and CAs similarly concludes:

“ITAs and EPBs can coexist without forming a combined authority, but, as there are obvious benefits to be gained from a coordinated approach to economic development, regeneration and transport, and to avoid the proliferation of different structures at the sub-regional level, it is likely that a combined authority will be more appropriate than separate ITAs and EPBs in the same area. This means that where there is already an ITA in an area, relevant authorities that have concluded that similar arrangements would be appropriate for economic development and regeneration functions (which may include the ITA itself) should expect to establish a combined authority that incorporates the ITA, rather than establishing an EPB in the same area.”

Combined Authority

- 6.13 The above options of: status quo; improving existing arrangements; and creating an EPB have considerable strategic weaknesses, in particular their fitness for the purpose going forward of supporting the ambition of the City Deal and the LCR Plan. The fourth option considered is for the establishment of a Combined Authority for the area of West Yorkshire. As described above, a CA model brings together the functions of an EPB and strategic transport, and in WY this would therefore necessitate the abolition of the ITA. Consideration is given below to the extent to which a CA model could address the weaknesses of the other options and the benefits that would be delivered.

- A CA would provide a visible, stable and streamlined body corporate to which Government can be confident in devolving powers and funding, such as via the City Deal, which would otherwise be controlled by Whitehall. It would for example be ideally placed to act as the accountable body for:
 - a 10 year £182m allocation of post 2014 devolved major transport scheme funding agreed in the City Deal (LTB);
 - the accountable body for a City Region single capital pot of £400m for economic infrastructure which, because they are not statutory bodies, neither the Leaders Board nor the LEP could take on this role; and
 - in the longer term, to be accountable for an agreed share of the fiscal uplift created by locally driven economic growth.
- It would significantly reduce the negative impact on growth stemming from role ambiguity and fragmentation in relation to strategic transport and economic investment. An effective CA would create the opportunity for various types of collaborative effort:
 - as WY represents a significant (and as the evidence shows in Section 2, an economically self-contained) part of the Leeds City Region, a CA for the area would bring a much more authoritative position on transport and the economy to the table for debate and agreement with the LCR Leaders Board and LEP and drive delivery of the LCR Plan;
 - fostering a stronger shared sense of purpose which would bring a clearer focus on key regional issues, such as on improving the flow of freight in conjunction with national agencies City Regions/LEPs; and
 - with other northern Combined Authorities, putting in place a much needed counter-balance to London and to Scotland, to drive forward a long term rail strategy for the north and to take on the devolved administration of northern rail franchises, which would otherwise be managed by DfT.
- By combining the role of strategic transport planning with an equivalent role for economic investment, a CA for the area would have the power to directly implement decisions to target the £1bn WY Transport Fund at maximising jobs and GVA, without going back to the districts to, in effect, ratify those same decisions again.
- Although the consultation draft statutory guidance states that CAs are not primarily aimed at producing efficiency, it is recognised that they need to operate in an environment of reducing public sector budgets. That is the financial reality in which a West Yorkshire Combined Authority would be established. As a strategic body for WY, a CA has potential to be cost neutral, subject to the creation of no significant new staffing structures and by utilising existing capacity within the constituent District authorities and, in the case of statutory transport duties, the PTE. Certainly, there is no proposal to create an additional layer of bureaucracy: the ITA would be dissolved upon the creation of the CA, which would assume all of its transport powers duties and functions. There may however be a need to prioritise some transitional costs if the step-change set out in governance and the delivery of an

ambitious vision for growth, jobs and connectivity is to be achieved, for example identifying the most effective transport priorities in support of accelerating economic growth. Prior to submission to the Secretary of State, it is proposed that any governance Scheme would need to be tested as far as possible for financial efficiency and impact.

- 6.14 The above overall assessment strongly suggests that a CA would present the optimal option for WY and the wider City Region, subject to the key issues of CA representation, scope and support structures being explicitly considered as part its detailed design and constitution, as considered below.
- 6.15 The current complexity of the geography of the City Region is acknowledged. For the time being, it is accepted the boundaries of a CA will not be coterminous with the Functioning Economic Market Area (FEMA) as a whole - the Leeds City Region. This is because a CA can only be based on voluntary arrangements. Also, its area must be contiguous, therefore a CA for the area of York and WY, which would better reflect the FEMA, cannot be created without legislative change. In resolving some of the complexity, representation is considered key to ensuring there is a clear and productive relationship between any CA, the District authorities and the City Region partnership:
- Leader level representation on the CA would ensure local democratic accountability and strategic links to the LCR Leader Board, LEP and WY District authorities;
 - York's partner (non-constituent) membership of any WY CA, with voting rights granted by the constituent members as appropriate. Other associate District authority members could join to more closely match the geography with that of the City Region. In this way, the CA may be in due course able to absorb the function of the LCR Leaders Board.
 - There should also be LEP partner member representation on the CA to ensure the voice of business is heard and to make working between local government and the LEP clearer and more transparent in the delivery of the LCR Plan; and
 - Opposition representation would help provide continuity necessary for delivering 10 year + commitment to strategic transport and economic investment set out in the City Deal.
- 6.16 The Scheme will need to include the specific functions necessary for the delivery of the City Deal and will need to be sufficiently broad to anticipate further devolved powers under future City Deals. It is therefore proposed that inclusion of any functions over and above strategic transport and economic investment, be subject to a robust and open comparison. Alternatives can then be appraised with one of the factors taken into account being a risk assessment to ensure that decision making powers that are performed most effectively at a district or neighbourhood level remain at that level. Once established, there is also a further risk that will need to be considered: namely

that the Combined Authority does not become a convenient repository for responsibilities that distract it from its key strategic objectives and goals.

- 6.17 Sub-structures for a Combined Authority will also need to be given consideration in terms of the powers that will be reserved to the Combined Authority and those that were delegated e.g. to joint committees with a specific remit agreed by the five WY Districts authorities. At the outset, it is likely there will need to be such a committee to continue many of the statutory duties of the ITA.

26th March 2013

7. Conclusions

7.1 The following can be drawn from the above options assessment:

- There is no single strategic transport and economic development decision making body at the West Yorkshire level.
- There is evidence of fragmentation and lack of integration in decision making which will be an impediment to delivering proposals to establish a £1bn West Yorkshire Plus Transport Fund.
- Current governance arrangements not being optimal is one of the reasons why the WY and wider City Region economy is underperforming.
- The existing governance arrangements in WY can be improved upon.
- Various options have been considered, including leaving arrangements unchanged, strengthening or restructuring existing governance arrangements, and establishing a CA.
- A Combined Authority would be able to bring together key decision making powers into a single body.
- A strong Combined Authority, exercising appropriate strategic transport and economic functions, would provide a visible, stable and statutory body and could for example act as the accountable body for the LCR Single Capital Pot proposed in the Heseltine Review, as part of the proposed LCR £400m Economic Investment Fund.
- Such a body will attract greater devolved powers and funding, which would otherwise be controlled by Whitehall.
- With appropriate representation, including e.g. LEP and York partner membership, a WY Combined Authority would also streamline the relationship between the individual authorities and the LEP and Leaders Board.
- A strong CA would help in engagement with national agencies and create the opportunity for various types of collaborative effort with adjoining and other northern Combined Authorities to put in place a much needed counter-balance to London and to Scotland e.g. for devolving the power to let rail franchises at the pan regional level.
- The economic conditions of WY and the wider City Region would as a result likely be improved by putting in place a CA.

7.2 It can therefore be concluded that for the area of West Yorkshire, the ITA should be dissolved and a CA created both as the best option for the area and because it would be likely to improve:

- the exercise of statutory functions relating to economic development, regeneration and transport in the area;
- the effectiveness and efficiency of transport; and
- the economic conditions in the area.

Adrian Lythgo

Hon. Secretary, AWYA Council

Glossary of Terms

AWYA:	Association of West Yorkshire Authorities.
CIL:	Community Infrastructure Levy
City Deal:	An agreement between Government and one or more Local Authorities to stimulate Economic growth.
Combined Authority/CA:	A statutory body which is formed following the abolition of the WYITA which takes on the combined role of Local Transport Authority and EPB for an area by agreement with the constituent District authorities, the ITA and Government.
CX:	Chief Executive.
DECC:	Department for Energy and Climate Change.
DfT:	Department for Transport.
ED:	Economic Development.
EIF:	Economic Investment Fund.
ENCTS:	English National Concessionary Travel Scheme
EPB:	Economic Prosperity Board
EU:	European Union.
EZ:	Enterprise Zone.
FEMA:	Functional Economic Market Area.
GLA:	Greater London Authority.
GM:	Greater Manchester.
GPF:	Growing Places Fund
GVA:	Gross Value Added. A measure of economic performance
HCA:	Homes and Communities Agency.
HMT:	Her Majesty's Treasury.
HS2:	High Speed Rail link.
ITA:	Integrated Transport Authority.
LCR:	Leeds City Region. A grouping of a number of Local Authorities centring on Leeds.
LDEDC:	Local Democracy, Economic Development and Construction Act 2009
LEP:	Local Enterprise Partnership. A gathering of business interests and Councils to drive economic growth across a functional economic area.

LSE:	London School of Economics.
LTA:	Local Transport Authority
LTB:	Local Transport Body.
LTP:	Local Transport Plan.
MAA:	Multi Area Agreement.
METRO:	Trading name of WYITA and WYPTE working together.
NEETs:	Young people who are not in education, employment or training.
OECD:	Organisation for Economic Cooperation and Development.
PCC:	Police and Crime Commissioner.
PTE:	Passenger Transport Executive.
RGF:	Regional Growth Fund.
SERC:	Science and Engineering Research Council.
SY:	South Yorkshire.
TBC:	To be confirmed.
TfGM:	Transport for Greater Manchester.
UK:	United Kingdom.
UKTI:	United Kingdom Trade and Investment.
WY:	West Yorkshire
WYFA:	West Yorkshire Fire Authority.
WYITA:	West Yorkshire Integrated Transport Authority.
WYJS:	West Yorkshire Joint Services.
WYPTE:	West Yorkshire Passenger Transport Executive.
WYTF:	West Yorkshire Transport Fund.
WYTF:	West Yorkshire plus Transport Fund.

Draft

Consultation Scheme for the Establishment of a Combined Authority for West Yorkshire

Background

The interim findings of the Review¹ of governance arrangements relating to transport, economic development and regeneration, pursuant to Section 108 of the Local Democracy, Economic Development and Construction Act 2009 (LDEDC) and Section 82 of the Local Transport Act 2008, are that for the area of West Yorkshire, the ITA should be dissolved and a Combined Authority (CA) created both as the best option for the area going forward in terms of delivering the City Deal and because it would be likely to improve:

- the exercise of statutory functions relating to economic development, regeneration and transport in the area;
- the effectiveness and efficiency of transport; and
- the economic conditions in the area.

Subject to the five WY District authorities and the ITA endorsing the findings of the Draft Review, the purpose of the proposed draft consultation Scheme set out below is to form the basis for public and stakeholder consultation by the individual WY District authorities and the ITA, prior to the submission of a draft statutory Scheme to the Secretary of State by July 2013, in line with the timeline agreed within the City Deal Implementation Plan.

In preparing the draft Scheme, regard must be had to the requirements of the LDEDC Act 2009 and the Local Transport Act 2008 as well as any guidance published by the Government relating to both pieces of legislation.

Any draft CA scheme submitted to the Secretary of State in July for his consideration will be required to cover the following which will then be included in the statutory order:

- the area of the CA, its proposed membership, voting and any other constitutional arrangements;
- its proposed functions (to be exercised by the CA or shared with the constituent District authorities);
- the way in which it will be funded, including for example the transport levy and prudential borrowing powers for transport; and any property, rights and liabilities that will be transferred to the CA The name of the CA

In addition to this information, there are a number of other practical issues that need to be considered but may not need to be included in the statutory order eg. staffing, internal structures including any committees and advisory groups, and ensuring transparency, eg via scrutiny arrangements.

¹ The Review was authorised by the five WY District authorities and the ITA in November 2012.

Draft consultation Scheme

The draft consultation Scheme sets out the overall framework for the powers, duties and functions in relation to those currently exercised by the ITA and PTE and those required to deliver the City Deal (including managing the West Yorkshire Plus Transport Fund, devolved rail franchising and the LCR Economic Infrastructure Fund), whilst seeking to leave the door open as appropriate to discharge further public functions and use other public funds yet to be devolved via future City Deals (eg City Deal 2).

The key components for the scheme are therefore as follows:

Establishment of Authority

That a Combined Authority for West Yorkshire shall be established pursuant to Section 103 of the Local Democracy Economic Development and Construction Act 2009 (LDEDC).

Dissolution of West Yorkshire Integrated Transport Authority (WYITA)

The West Yorkshire Integrated Transport Authority (WYITA) shall be dissolved, pursuant to Section 91 of the Local Transport Act 2008 (LTA).

Area

It is proposed that the area of the CA will be the whole area of each of the five WY District authorities of:

- City of Bradford Metropolitan District Council
- Borough Council of Calderdale
- Kirklees Metropolitan Council
- Leeds City Council
- City of Wakefield Metropolitan District Council

An area also covering York would be more representative of the City Region functional economic market area (FEMA), however for the reasons discussed in the Review, this is not legally deliverable in the short term. Nevertheless, the evidence suggests that WY represents a self-contained FEMA in its own right and that there would likely be an improvement in economic prosperity should a CA for the area of West Yorkshire be established.

Membership

Ahead of any legislative change which would enable York to become a constituent member, there is a strong case for including York in the meantime as a non-constituent (partner) member of the CA, and making provision for including other City Region authorities in due course. Also there is clear benefit in LCR LEP Chair becoming a partner member in order to bring in broader City Region business perspectives.

It is proposed that the membership arrangements are as follows:

- Constituent members:
 - **Five West Yorkshire District** authorities to be represented by one member per authority who shall be the Leader.
 - Chair and Vice Chair shall be Leaders of the constituent authorities.
 - **Three WY Opposition group leaders** to be selected to provide cross party political representation, and which provides flexibility to adjust to the prevailing political representation across WY.²

- Partner/ non-constituent memberships:
 - **York** – represented by one member who shall be the leader in order to recognise a wider economic footprint, and where permitted by legislation, to take joint decisions on pooled transport and economic investment funds.
 - **The LEP Chair** to provide the private sector link to the LCR Plan, provide a business voice e.g. on CA funding prioritisation and to satisfy DfT's compliance (LTB) requirements for a devolved funding.
 - Other partner members who may be appointed by the CA, eg from neighbouring City Region authorities.

The constituent and non-constituent councils shall each appoint another of its elected members to act as a member of the CA in the absence of the member appointed in accordance with the terms above.

A council may at any time terminate the appointment of a member or a substitute member appointed by it to the CA.

Where a member or a substitute member of the CA ceases (for whatever reason) to be a member of the council that appointed them, the member shall cease to be a member of the CA, and the relevant council shall appoint a replacement as soon as practicable.

All appointments shall be for a one year term.

It is also proposed that no remuneration shall be payable by the CA to its members other than standard allowances for travel and subsistence.

The CA once established may decide to appoint future members to the CA provided that any non-local authority members remain in a minority. In addition, the CA may co-opt additional, non-voting representatives onto the CA. Any decision to change the membership or co-opt representatives must be a decision taken by the CA itself.

² Based on the current political balance and proportionality across WY this would equate in addition to the five leaders above, to two further appointees drawn from Conservative Group members and one additional Liberal Democrat member.

Voting

It is proposed that the following voting arrangements will be applied:

- Un-weighted voting, based on one member one vote, with no casting vote for the Chair or Vice Chair.
- Non-constituent members would initially be non-voting (a requirement of S85(4) of the LTA 2008) but could individually be given a vote on some or all issues voted upon, subject to agreement of the constituent members (in accordance with s85(5) of the LTA 2008).
- Simple majority voting would apply eg:
 - West Yorkshire Plus Transport Fund and any Economic Investment Fund decisions;
 - accepting devolved powers from Government e.g. under future City Deals;
 - setting the transport levy and CA budget;
 - agreeing levels of borrowing; and
 - signing off the Local Transport Plan.

Executive Arrangements

Executive Arrangements (within the meaning of the Local Government Act 2000) shall not apply to the CA. However, the discharge of the functions of the CA will be subject to the scrutiny arrangements set out in this scheme.

Name

There is no legal restriction on naming the CA. The suggestion is that it be named the West Yorkshire Combined Authority

Passenger Transport Executive

When the ITA is dissolved and the CA becomes the Local Transport Authority (LTA), the statutory duties and functions of the PTE still need to continue to be delivered.

There are 2 broad options for the delivery of the PTE functions:

- Option 1 –transfer the PTE to the CA and the CA then delivers the functions.
- Option 2 - the PTE delivers the functions for the CA as a separate body reporting directly up to the CA.

Both options have the same objective but entail different governance arrangements. Whilst both options require further development during the consultation stage, Option 1 will require development of a transfer scheme. Stakeholder views will therefore be sought on the above, and any other proposed options, to inform proposals within any Scheme submitted to the Secretary of State. Appraisal of options will consider the relative costs, benefits and deliverability of the available options.

Scrutiny arrangements

The requirement to ensure accountability and transparency will in part be satisfied by including Opposition members on the CA. It is also proposed that the CA will also be subject to scrutiny by the individual District authorities in respect of the CA's activities, including on LTP, WYTF, major transport policies, Economic Investment, budget and levy. There is a case, on grounds of efficiency and accountability, for putting in place sub regional scrutiny arrangements. One option is to establish a 'joint scrutiny committee' comprised of non-executive members from each council. This could for example reflect the size of the combined authority membership or a slightly increased membership could be considered e.g. 3 non-executive members from each council which would provide some greater flexibility and would permit politically balanced representation.

However until such time as the government introduces the necessary regulations this option does not have a statutory basis and would rely upon appropriate standing orders for the Combined Authority and the Joint Scrutiny Committee operating by agreement between the authorities and voluntary cooperation. It is therefore requested as part of this Scheme that the Secretary of State bring forward the introduction of the necessary regulations pursuant to section 123 of the Local Government and Public Involvement in Health Act 2007 (as amended by the LDEDC 2009).

Functions, Powers and Duties

There are a number of ways in which the functions of the CA can be exercised:

- **exclusively**, such as by assuming existing ITA and PTE functions; and
- **concurrently** between the CA and the constituent District authorities, to be governed by convention or formal protocol.

In addition, functions can be retained by the District authorities and either:

- **delegated** on a voluntary basis by the District authorities to the CA; or
- **exercised jointly by the District authorities** via a Joint Committee arrangement between the constituent District authorities and the CA.

The functions in scope for the CA, exclusively or to be shared with District authorities, have been informed by the following considerations:

- the ambition to develop a CA with a clear, ambitious focus in order to deliver the LCR Plan;
- the requirement for the CA to take on the ITA's duties, functions and powers;
- the opportunity to take on those functions needed to deliver the City Deal; and
- whilst City Deal 2 discussions have yet to formally commence, there is also an opportunity to consider leaving the door open for the CA to take on additional powers and funding devolved from government by ensuring that the CA is established with the appropriate legal powers, duties and functions.

Therefore, the following proposed duties, powers, functions and activities to be undertaken by the CA are identified:

- By virtue of sections 99 and 102A of the Local Transport Act 2008, the CA will have broad well-being powers to promote economic prosperity, which can be exercised together with general ancillary powers granted by section 113A of the LDEDC Act 2009 (as amended by the Localism Act 2011) . It is proposed that the CA will be focussed on strategic economic development issues such as:
 - co-designing with the LEP the LCR Plan;
 - setting and reviewing the objectives for strategic investment, such as the £1bn West Yorkshire Plus Transport Fund and £400m LCR Economic Investment Fund;
 - making decisions with regard to the WYTF and EIF; and
 - acting as the accountable body, eg for devolved major transport scheme funding (£182m over ten years) and the single pot for economic investment, including EU funds.
- There may be further advantages in also securing the use of the General Power of Competence under section 1 of the Localism Act 2011 which may potentially be helpful in enabling the CA to engage on the strategic economic agenda with York and the wider City Region partnership, and also in terms of any future joint accountability for devolved North of England rail franchises. Outside the scope of Local Transport Authority functions, this would only be exercised concurrently with the District authorities, and governed by protocol agreed by the Executive of the District authorities in terms of the extent of its use.
- The functions powers and duties of the **WYITA** shall be transferred to the CA (see Annex A).
- The primary focus of the CA is to manage a significant programme of investment in transport and economic infrastructure, and to influence and align with government investment, in order to boost economic growth. The related interventions will have differential spatial impacts across the CA area but should aid delivery of key growth projects in the emerging and future local plans of constituent councils. Having regard to the duty to co-operate, effective alignment between decision making on transport and decisions on other areas of policy such as land use, economic development and wider regeneration will be a key aim.

Funding

The CA shall be the levying body in relation to transport in the area covered by the constituent authorities, and apportioned on a per capita basis. The City Deal makes provision for the Government to consider proposals for the CA to assume precepting powers, to replace the transport levy.

The costs attributable to the CA in exercise of its functions relating to economic development and regeneration including economic investment (such as the Single Pot and European Funding) (together with any start up costs) will be apportioned between the constituent authorities (and non-constituent authorities where appropriate) on a per capita basis.

Transfer of property, rights and liabilities

All property, rights and liabilities of the WYITA existing at the transfer date shall be transferred to the CA, including any rights and liabilities (if any) in relation to contracts of employment.

Sub structures

The CA will act as a strategic decision making body. Therefore in order to fulfil the significant range of operational duties, powers and functions transferred which are currently delivered by the ITA and PTE (see Appendix A), consideration should be given to putting in place fit for purpose sub structures. For example, a Joint Committee of the CA and constituent councils could be put in place (under section 101(5) of the Local Government Act 1972) to support the CA with the following tasks:

- to carry out operational transport functions;
- advise the CA on: the annual budget and transport levy, borrowing limits, major transport policies, LTP, and WYTF operation; and
- any functions delegated by District authorities, e.g. Local Transport Body functions; management of urban traffic control systems; management of the road network to improve the flow of freight across the area.

Additionally, a separate Joint Committee may be required to include wider LCR District authorities, such as Harrogate, in relation to investments in Economic Infrastructure.

Local Enterprise Partnership (LEP)

The Review sets out the importance of a strong LEP which effectively brings together the private and public sector in driving the economic prosperity of the City Region.

By making provision for direct LEP representation on the CA, as well as working to a common Single Appraisal Framework and shared LCR Plan, investment decisions taken by the CA, for example major transport decisions, will fully reflect business views. These views, both in terms of shaping prioritisation and scheme design, will ensure that public investment is targeted to maximise business benefit which is key to economic growth. The CA will also directly support the LEP, and LCR Leaders Board, by:

- making recommendations on the LCR Plan; and
- acting as the accountable body for funding, for example:
 - Single capital pot funding
 - European funding
 - RGF and GPF
 - Any Future Skills Investment Fund
 - HCA funding

The outline schematic diagram at Annex B shows the intended functional relationship between the CA and the LCR partnership, and their related supporting functions and structures.

26th March 2013

Annex A

STATUTORY DUTIES OF THE ITA:-

These are duties (the ITA must do them) common to Local Transport Authorities. The ITA is the LTA throughout West Yorkshire.

- To procure that the public passenger transport requirements of the people of West Yorkshire are met, which would not otherwise be met, and in so doing:
 - to take any action to promote the availability of transport services and the convenience of the public;
 - have regard to the advice of the PTE; and
 - consider the requirements of the elderly and the disabled.
- To develop policies for the promotion of safe integrated efficient and economic transport to meet the needs of the people living, working and travelling through their areas, and the transport of freight.

NB – the ITA is the sole body responsible for procuring public transport services in West Yorkshire. Principally, this relates to buses, but ALL forms of transport are covered by this duty, subject to other legislation dealing with rail and air services and inland waterways.

- To take such steps as the Authority considers practicable and desirable to promote:-
 - research into matters affecting or arising out of the exercise of their functions, and
 - Turning the results of that research to account
- In relation to any expenditure on passenger transport, in the interests of the ratepayers of West Yorkshire, to secure the best value for money from its expenditure as a whole and to work with other Authorities where possible to achieve this. In relation to subsidised transport services:
 - to have regard to economy, efficiency and effectiveness;
 - the reduction of or limitation of traffic congestion, noise and air pollution;
- not to inhibit competition between providers of transport services.

NB – The ITA is the sole body in West Yorkshire that can tender for the provision of public transport services. In relation to school transport, there is significant overlap with the duties of education authorities, with whom Metro works closely, to deliver and assess eligibility for home to school services.

- To prepare and publish the Local Transport Plan for West Yorkshire in consultation with all appropriate authorities and bodies in accordance with guidance. The ITA receives and is responsible for the transport allocation from DfT.
- To implement and enforce the statutory concessionary travel scheme (ENCTS) and make payments to operators providing concessionary travel.
- To prepare an annual report, together with the PTE, on the expenditure and performance of the ITA.
- To set the levy payable by the District Councils of West Yorkshire.
- To provide information to the public in relation to public transport.

SIGNIFICANT POWERS OF THE ITA – Matters that the ITA may decide to do:-

- To develop policies for the promotion and encouragement of safe integrated and economic transport facilities and services to, from and within West Yorkshire, to meet the needs of people living and working within it, pedestrians and the movement of freight. In so doing,
 - to have regard to Government Policy and Guidelines in respect of adaptation to and mitigation of climate change or improvement of the environment.
- To establish, enforce and publicise travel concession schemes (in addition to the statutory ENCTS) which may benefit the elderly, disabled, school children amongst other categories of travelling public.
- To direct a rail network operator to provide a new rail facility, with the consent of the Secretary of State
- To make grants for the provision of vehicles, facilities and transport services.
- To make Quality Partnership Schemes and Quality Contract Schemes in accordance with the Transport Act 2000 and the Local Transport Act 2008.
- To take any action the Authority determines is likely to achieve the promotion or improvement of the economy, social and environmental **well being** (Local transport Act 2008) of its area or the people resident or passing to or through it.
- Jointly with eligible traffic authorities, to make a road-user charging scheme within or partly within the area of the ITA.

- To procure transport services without tender to meet unexpected transport needs without delay.
- To secure certain information from bus operators relevant to service provision.
- To lend money to the PTE.

SIGNIFICANT FUNCTIONS OF THE ITA – roles that the ITA carries out:-

- To approve any change to the basic level of charging for transport services or to the terms of any concessionary travel scheme.
- To approve any substantial capital expenditure by the PTE.
- To approve any substantial amendment to rail franchise agreements.
- To direct the PTE to take appropriate steps to reorganise its functions to be most efficient or to approve any such proposal by the PTE.
- To appoint the Director General of the PTE, and between 2 and 8 other directors of the PTE
- To approve the carrying out by the PTE of most of its significant functions.
- To approve borrowing by the PTE.

STATUTORY DUTIES OF THE PTE

Transport Acts 1968, 1985, 2000 and LTA 2008; Railways Acts

- To secure the provision of the public passenger transport services that the ITA considers should be provided to meet the needs of the public in West Yorkshire, which would not otherwise be provided.
- To ensure the delivery of the general policies of the ITA relating to the availability of public passenger transport services and the convenience to the public of those services.
- To give advice to the ITA on the nature of public passenger transport services that it would be appropriate to provide in the ITA area.
- Not to inhibit competition between parties providing or seeking to provide public passenger transport services and to have regard to combination of efficiency effectiveness and economy.
- To tender for all public passenger transport services that are required in accordance with the Transport Act 1985 and associated regulations.
- To have regard to the needs of the elderly and the disabled when exercising their functions under the transport act 1968.
- To keep under review the railway passenger services provided within its area by passenger service operators.
- To give advice to the Secretary of State, on request, on any matter relating to railways and rail services.
- Make proper charges to revenue account, particularly in respect of depreciation, and to capital account in respect of interest on expenditure of a capital nature
- To provide the Authority at the request of the Authority with accounts and information regarding its operations and planned capital and revenue expenditure.

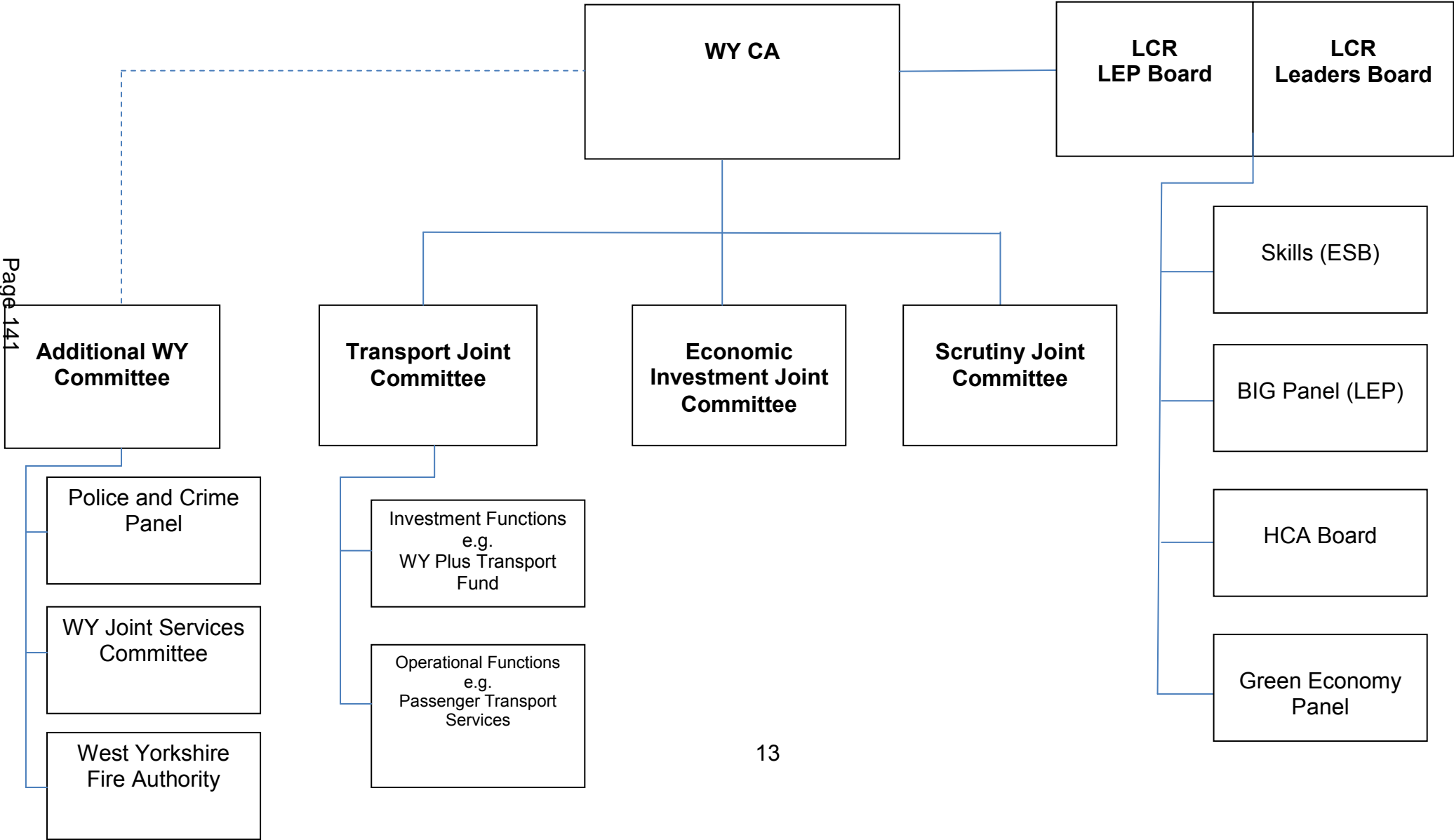
Powers and Functions of the PTE

- To carry out any of the actions set out in Section 10 of the Transport Act 1968 including, by way of examples:
 - Carrying passengers.
 - The letting of passenger vehicles and rolling stock.
 - Provision of amenities for the travelling public.

- Acquiring land and developing it for the business of the Authority.
 - Lending money to third parties for the purposes of the Business of the Authority.
 - Laying or opposing a Bill before Parliament.
 - Making anything required for the purposes of its business.
 - operate ferries under the Ferries Act.
 - borrow monies with the approval of the ITA.
 - Acquire interests in land via compulsory purchase.
- To provide bus stations and associated facilities within or in the vicinity of their area and to operate and maintain them.
 - Power to provide and maintain on any public highway, on a public service vehicle route, bus shelters or other accommodation for passengers, and to erect signs and barriers for the regulation of passengers.
 - Power to make grants to persons providing, maintaining or improving vehicles, facilities and equipment for facilitating travel by disabled persons.
 - To enter into agreements with the Secretary of State to pay for the provision of rail passenger services and facilities. With the consent of the Secretary of State, to be party to rail franchise agreements.
 - To establish, publicise and pay for travel concessions schemes (in addition to the Statutory ENCTS).
 - Subject to any restrictions in other legislation, To do anything that the PTE considers appropriate for carrying out any of its functional purposes or incidental to those purposes, whether directly or indirectly, and for commercial purposes.
 - Well-Being Powers under the Local Transport Act 2008
 - To keep specific and general reserves, which shall be spent only for the purposes of the PTE.

LCR Plan and Single Appraisal Framework

Annex B



Review of Governance Arrangements in West Yorkshire

Summary of main issues

1. Executive Board/Cabinet received a report in October/November 2012 which set out that the Leeds City Region (LCR) 'City Deal', which had been concluded with the Government in July 2012, includes significant devolved powers and funding covering: transport; an economic infrastructure investment fund; trade and inward investment; and skills and worklessness.
2. Executive Board/Cabinet members have noted that:
 - As a condition of the City Deal, the Government's requirement is that West Yorkshire's Local Authorities of Calderdale, Bradford, Kirklees, Leeds and Wakefield put in place a Combined Authority for the area by spring 2014.
 - A Combined Authority is a statutory body which takes on the roles of Local Transport Authority and Economic Prosperity Board for an area, which can only be established by the agreement of the constituent Local Authorities, including the Integrated Transport Authority (where there is an ITA operating in the area), and with Government.
 - The constituent Local Authorities, including the WYITA which would need to be dissolved with the introduction of a Combined Authority, will be required to undertake a statutory Review of strategic economic and transport functions. The Review is to ensure that the governance arrangements for these are sufficiently visible, stable and accountable and to test whether a Combined Authority for the area would be the most appropriate governance model moving forward.
 - A governance Scheme would be needed which would include: the area of the Combined Authority; its proposed membership; voting arrangements; its proposed functions (to be exercised by the Combined Authority or with the constituent District authorities); the way in which it will be funded; and any practical arrangements, including staffing, property transfer, and supporting structures.
3. Executive Board/Cabinet members agreed that:
 - The Council should be party, together with other West Yorkshire Authorities (including the ITA), to a Review of governance arrangements relating to transport, economic development and

regeneration in West Yorkshire pursuant to S108 of the Local Democracy, Economic Development and Construction Act 2009 and Sec 82 of the Local Transport Act 2008.

- For the Chief Executive, in consultation with the Leader, to commission the preparation of the Review, in consultation with the other West Yorkshire Authorities.
- For the Chief Executive, in consultation with the Leader, to commission the preparation (in consultation with the other West Yorkshire Authorities) of a draft Scheme for a Combined Authority for consideration by Executive Board/Cabinet and Council, if the Review recommends that a Combined Authority would be the most beneficial option for West Yorkshire.

4. This report seeks the views of Executive Board/Cabinet on:

- The draft Review (which is contained at Annex A) which finds that a Combined Authority is the most appropriate option for the area of West Yorkshire.
- The draft consultation Scheme for a West Yorkshire Combined Authority (at Annex B).

5. Subject to authorisation of Executive Board/Cabinet, it is proposed that a consultation and engagement exercise with partners and stakeholders is undertaken on the draft Review and the draft Scheme. Following this exercise, it is proposed that Executive Board/Cabinet and Council receive a report by July 2013 to consider a final review and draft Scheme for submission to the Secretary of State.

Recommendations

It is recommended that Executive Board/Cabinet

1. Consider and comment on the draft Review of governance arrangements relating to transport, economic development and regeneration, pursuant to Section 108 of the LDEDC Act 2009 and Section 82 of the Local Transport Act 2008, which concludes that for the area of West Yorkshire, the ITA should be dissolved and a Combined Authority created, both as the best option for the area going forward in terms of delivering the City Deal and because it would be likely to improve:
 - the exercise of statutory functions relating to economic development, regeneration and transport in the area;
 - the effectiveness and efficiency of transport; and

- the economic conditions in the area.
2. Consider and comment on a draft Scheme for the establishment of a Combined Authority for West Yorkshire to form the basis for public and stakeholder consultation by the individual WY District authorities and the ITA.
 3. Authorise the partner and stakeholder consultation exercise outlined in Section XX to test the findings of the draft Review and to seek views on the provisional proposals contained in the draft Scheme for the Combined Authority, including in terms of how it will interact with these organisations and to refer the Review and Scheme to the Resources Scrutiny Board.
 4. Receive a further report by June 2013 advising members of the outcome of the consultation and having regard to the responses received, proposing a final Review and draft Scheme for a Combined Authority, for endorsement by members and recommendation to Council to approve for submission to the Secretary of State in July 2013.

1. Purpose of this report

This purpose of this report is to:

- Seek the views of Executive Board/Cabinet on a draft statutory Review of transport and economic governance arrangements in West Yorkshire, including on its finding that a Combined Authority would be the most beneficial option for the area.
- Views are sought on a draft governance Scheme.
- Authorisation is requested to consult on the draft Review and Scheme with partners and stakeholders.
- Finally, agreement is requested for a further report to be prepared for consideration by Executive Board/Cabinet and Council, including a final Review and final draft Scheme of governance for a Combined Authority.

2. Background information

The Leeds City Region (LCR) City Deal, concluded in July 2012, includes the offer of significant devolved powers and funding. As a condition, the Government's requirement is that West Yorkshire Local Authorities covering Calderdale, Bradford, Kirklees, Leeds and Wakefield put in place a Combined Authority for their area by spring 2014.

In order to secure Government approval for a Combined Authority, the West Yorkshire Local Authorities, including the Integrated Transport Authority (ITA), are required to undertake a statutory Review of strategic economic and transport functions to ensure these are sufficiently visible, stable and accountable at the West Yorkshire level and also to consider whether a Combined Authority for West Yorkshire would be the most appropriate governance model moving forward.

Following agreement by Executive Board/Cabinet in October/November 2012, the Council has been party, together with the other West Yorkshire Authorities (including the ITA), to a Review of governance arrangements relating to transport, economic development and regeneration in West Yorkshire pursuant to S108 of the Local Democracy, Economic Development and Construction Act 2009 and Sec 82 of the Local Transport Act 2008.

As authorised by Executive Board/Cabinet, that Review has been commissioned by the Chief Executive in consultation with the Leader and the other West Yorkshire Authorities. Also, because the draft Review recommends that a Combined Authority would be the most beneficial option for West Yorkshire, the Chief Executive has, in

consultation with the Leader the other West Yorkshire Authorities, commissioned the preparation of a draft Scheme for a Combined Authority.

3. Main issues

3.1 Statutory Review

The draft Review covers how statutory transport and economic investment functions are currently managed in West Yorkshire and assesses whether having better decision making arrangements could lead to an improvement in the delivery of these statutory functions and therefore stimulate economic growth. The Review, which is included at Annex A, covers the following:

- the evidence that WY (and the wider City Region) economy are not performing to their full potential;
- the opportunities and commitments related to securing devolved powers and funding through the City Deal which could address these issues;
- an overview of the current WY and wider City Region governance arrangements;
- an appraisal of the options for improving WY governance against the relevant statutory test and their comparative ability to deliver the City Deal; and
- conclusions.

The draft Review concludes that although it is a functioning economic market area in its own right, the economy of West Yorkshire (and the wider City Region), is not doing as well as it should when compared to others, particularly nationally and internationally. It also concludes that for West Yorkshire to do better, its Local Authorities should work more closely together on economic investment and transport.

The draft Review considers the alternative options of: retaining the status quo; improving existing arrangements incrementally; creating an Economic Prosperity Board; and establishing a Combined Authority. It concludes that going forward the status quo option would not enable LCR to draw down significant powers and funding on offer via the City Deal and that, for the following reasons, the best option would be to create a Combined Authority:

- There is currently no single strategic transport and economic development decision making body at the West Yorkshire level.
- There is evidence of fragmentation and lack of integration in decision making, which will be an impediment to delivering proposals to establish a £1bn West Yorkshire Plus Transport Fund.

- Current governance arrangements not being optimal is one of the reasons why the WY and wider City Region economy is underperforming.
- The existing governance arrangements in WY can be improved upon.
- Various options have been considered, including leaving arrangements unchanged, strengthening or restructuring existing governance arrangements, and establishing a Combined Authority.
- A Combined Authority would be able to bring together key decision making powers into a single body.
- A strong Combined Authority, exercising appropriate strategic transport and economic functions, would provide a visible, stable and statutory body, and could for example act as the accountable body for the LCR Single Capital Pot proposed in the Heseltine Review, as part of the proposed LCR £400m Economic Investment Fund.
- Such a body will attract greater devolved powers and funding, which would otherwise be controlled by Whitehall.
- With appropriate wider representation, including e.g. LEP and York associate membership, a WY Combined Authority would also streamline the relationship between the individual authorities and the LCR LEP and LCR Leaders Board.
- A strong Combined Authority would help in engagement with national agencies and create the opportunity for various types of collaborative effort with adjoining and other northern Combined Authorities to put in place a much needed counter-balance to London and to Scotland e.g. for devolving the power to let rail franchises at the pan regional level.
- The economic conditions of WY and the wider City Region would as a result likely be improved by putting in place a Combined Authority.

3.2 Draft Consultation Scheme

If a Combined Authority were to be created in line with the LCR City Deal Implementation Plan, it would require a proposal (legally called a “Scheme”) to be written and given to the Secretary of State for approval. A Scheme has to include the area of the Combined Authority, its proposed membership, voting, its proposed functions (to be exercised by the Combined Authority or with the constituent District authorities), the way in which it will be funded, and any practical arrangements, including staffing, property transfer, and supporting structures. This would have to be submitted to Government by July 2013 and if the Secretary of State agreed, he would then propose the new arrangement to Parliament for approval. If Parliament agreed, a Combined Authority could be created in April 2014.

The draft consultation Scheme shown at Annex B confirms that a Combined Authority should be created under Section 2013 of the LDEDC Act 2009, and for the time being that it should just cover the five West Yorkshire District authorities. The creation of the Combined Authority would require the WYITA to be dissolved, pursuant to Section 91 of the Local Transport Act 2008. The Combined Authority would not be a directly elected body. It is proposed that District authority Leaders directly represent their individual councils on the Combined Authority, in the best

long term interest of the local economy, to include other political representatives from opposition groups to ensure there is stability over time.

West Yorkshire and York Leaders have written to the Minister for Cities to confirm their ambition to include York in the Combined Authority area but this raises some technical issues which it might be possible to resolve by a legislative change at a later date. In the meantime, it is proposed York should be invited to become an associate member, as should a representative from the LEP, with door being left open for other associate members over time.

The current thinking is that the Combined Authority would have power to act on its own for economic investment and transport as this would allow many of the benefits of the City Deal to be gained. It would enable the control over powers and funding which would otherwise be managed from Whitehall. There is also the possibility that the Combined Authority could take on other responsibilities in the future if its member Councils decide that this would be a good idea. These, together with any Economic and Transport functions are specified in the "Scheme". All other functions not mentioned would remain the direct responsibility of individual District authorities.

For those areas of activity which the Combined Authority would have power to act on directly it could become the employer of the people delivering those activities, should that be determined subsequently as the best delivery mechanism. In addition, the final Scheme would need to consider whether it required additional committees to oversee the delivery of its key activities.

3.3 Partner and Stakeholder Consultation

The Governments consultation on draft statutory guidance for establishing a Combined Authority notes that relevant authorities will need to engage partners and stakeholders very closely both to receive their input into the design of the new body and to determine how the new body will interact with these organisations. Whilst there is no legal requirement to carry out a formal public consultation the authorities may wish to consider doing so, and the Secretary of State will wish to see evidence that the views of stakeholders have been sought and taken into account when preparing the Scheme. The Scheme or accompanying documents should therefore make clear what consultation has been carried out and provide a summary of the views received.

Whilst it is not proposed to carry out a formal public consultation exercise, it is proposed that the draft Review and Combined Authority Scheme are published subject to Executive Board/Cabinet approval, and that following organisations and businesses will be directly consulted during April and May 2013:

- LCR Local Enterprise Partnership

- Other City Region Local Authorities (York, Craven, Selby, Harrogate, North Yorkshire County Council and Barnsley)
- Chambers of Commerce (Bradford Chamber of Commerce, Mid Yorkshire Chamber of Commerce and Leeds and York and North Yorkshire Chamber of Commerce)
- Confederation of British Industry (CBI)
- Institute of Directors
- Federation of Small Businesses
- Sector organisations such as: the Calderdale and Kirklees Manufacturing Association; EEF (the manufacturers' organisation for UK manufacturing); Institute of Chartered Accountants in England and Wales (ICAEW); National Federation of Builders; Print Yorkshire; and Royal Institute of Chartered Surveyors
- Local key employers and business businesses including HE and FE providers
- Yorkshire MPs and Lords
- Government Departments, including DfT, DECC, DCLG, BIS, and the Cabinet Office
- Government agencies, such as HCA, Highways Agency and Network Rail.
- Infrastructure providers and operators, eg Utility companies, Bus Operators and Rail Operators.

In addition, Executive Board/ Cabinet are recommended to refer the proposals to the [Resources] Scrutiny board.

The proposed Consultation questions are shown at Annex C, which seek to prompt views the above partners and stakeholders along with members of the public.

It is proposed that the consultation exercise is commissioned by the West Yorkshire Chief Executives and the Clerk to WYITA, and supported by the officer task group established to undertake the Review and prepare the Scheme.

4. Corporate Considerations

4.1 Consultation and Engagement

As outlined above.

4.2 Equality and Diversity / Cohesion and Integration

4.3 Council Policies and City Priorities

E.g. for Leeds:

The 'City Deal' will bring powers and resources that will support the Vision for Leeds; Children and Young Peoples City Priority Plan; Sustainable Economy and Culture City Priority Plan; the Housing and Regeneration City Priority Plan; and the Leeds Growth Strategy. Also the LCR Transport Strategy and WY Local Transport Plan.

4.4 Resources and value for money

Although the consultation draft statutory guidance states that Combined Authorities are not primarily aimed at producing efficiency, it is recognised that they need to operate in an environment of reducing public sector budgets. The draft Review recognises that is the financial reality in which a West Yorkshire Combined Authority would be established. The draft Review continues that:

- As a strategic body for West Yorkshire, a Combined Authority has potential to be cost neutral, subject to the creation of no significant new staffing structures and by utilising existing capacity within the constituent District authorities and, in the case of statutory transport duties, the PTE.
- There is no proposal to create an additional layer of bureaucracy: the ITA would be dissolved upon the creation of the CA, which would assume all of its transport powers duties and functions.
- There may however be a need to prioritise some transitional costs if the step-change set out in governance and the delivery of an ambitious vision for growth, jobs and connectivity is to be achieved, for example identifying the most effective transport priorities in support of accelerating economic growth.
- Prior to submission to the Secretary of State, it is proposed that any governance Scheme would need to be tested as far as possible for financial efficiency and impact.

4.5 Legal Implications, Access to Information and Call IN

There are no specific legal implications arising from this report. If, however, a Combined Authority is established in due course this will have a separate legal identity from the Council and the other constituent authorities and will have separate statutory powers and duties.

4.6 Risk Management

The devolution in relation to powers and funding on transport contained in the LCR City Deal are contingent upon the establishment of a Combined Authority. Failure to establish a Combined Authority may therefore constitute a risk to the economic recovery of the City Region.

In addition, the process for establishing a Combined Authority is not fully under this Council's control and its establishment by April 2014 in line with the City Deal

implementation Plan is subject to approval by the other West Yorkshire Authorities, including the ITA, and also by both Houses of Parliament.

The recommendations contained in the final Review and Scheme should be consistent with the Council's commitment to accountability and decision making at the local level and this will be an important element to consider to achieve an appropriate balance between sub-regional and local need.

5. Conclusions

6. Recommendations

It is recommended that Executive Board/Cabinet

- Consider and comment on the draft Review of governance arrangements relating to transport, economic development and regeneration, pursuant to Section 108 of the LDEDC Act 2009 and Section 82 of the Local Transport Act 2008, which concludes that for the area of West Yorkshire, the ITA should be dissolved and a Combined Authority created, both as the best option for the area going forward in terms of delivering the City Deal and because it would be likely to improve:
 - the exercise of statutory functions relating to economic development, regeneration and transport in the area;
 - the effectiveness and efficiency of transport; and
 - the economic conditions in the area.

- Consider and comment on a draft Scheme for the establishment of a Combined Authority for West Yorkshire to form the basis for public and stakeholder consultation by the individual WY District authorities and the ITA.

- Authorise the partner and stakeholder consultation exercise outlined in Section XX to test the findings of the draft Review and to seek views on the provisional proposals contained in the draft Scheme for the Combined Authority, including in terms of how it will interact with these organisations, and to refer the Review and Scheme to the Resources Scrutiny Board

- Receive a further report by June 2013 advising members of the outcome of the consultation and having regard to the responses received, proposing a final Review and draft Scheme for a Combined Authority, for endorsement by

members and recommendation to Council to approve for submission to the Secretary of State in July 2013.

Background documents

Appendix C

Proposed questions for the consultation on the draft Review of Governance in West Yorkshire, and the draft consultation Scheme for a West Yorkshire Combined Authority

Draft West Yorkshire Governance Review

- In recognition of the challenging economic context, do you believe that securing devolved powers and greater freedom over funding through the City Deal is a positive step forward for West Yorkshire?
- Does the evidence presented in the draft Review enable you to arrive at the conclusion that a Combined Authority for West Yorkshire would improve:
 - The exercise of statutory functions relating to economic development, regeneration and transport in the area?
 - The effectiveness and efficiency of transport? and
 - The economic conditions in the area?

Combined Authority Scheme

- Do you think the draft Scheme supports the economic rationale for Bradford, Calderdale, Kirklees, Leeds, Wakefield to come together to drive the competitiveness of West Yorkshire and the wider City Region?
- Can you support the establishment of a Combined Authority which has a primary focus on economic investment and transport?
- Are there any key functions which you feel the Combined Authority should be exercising, either exclusively or concurrently, which are not mentioned in the Scheme?
- Is the 'West Yorkshire Combined Authority' the most appropriate name for the new Statutory Authority should it be established?
- Based on the proposed membership of the Combined Authority, which includes partner membership of City of York Council and the LEP, will it be

able to exercise strong strategic leadership to drive economic growth in West Yorkshire and York?

- Do you believe that a 'joint scrutiny committee', will ensure the Combined Authority is held to account for its actions and that it will promote transparency in its decision making?

- Do you feel the proposed supporting sub-structures for the Combined Authority are generally appropriate? In terms of delivering the proposed transport and economic investment functions is there anything missing or is anything included which shouldn't be?

- The role of the existing passenger transport executive will need to be considered, what do you feel are the advantages and disadvantages of the following options:
 - Option 1 –transfer the PTE to the CA and the CA then delivers the functions.
 - Option 2 - the PTE delivers the functions for the CA as a separate body reporting directly up to the CA.

- Do you feel the proposed links between the Combined Authority and the Local Enterprise Partnership would be strong enough? If not, how do you think this relationship should be further strengthened?

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Report of : Director of Environments and Neighbourhoods

Report to: Executive Board

Date: 24th April 2013

Subject: Reducing Reported Domestic Burglary in Leeds

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): The Burglary Reduction Programme, operates across the city. However, focused activity takes place in priority Wards. At present these include: Burmantofts & Richmond Hill, Chapel Allerton, Armley, Kirkstall, Bramley & Stanningley, Hyde Park & Woodhouse, Headingley and Killingbeck and Seacroft.		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of the Main Issues

1. Leeds has had a longstanding burglary problem. To address this issue, in June 2011 Executive Board approved expenditure of £1.326m from the Community Safety Fund to support the delivery of the Leeds Burglary Reduction Programme, which aims to deliver a targeted and co-ordinated approach to tackling domestic burglary across the city.
2. This report provides Executive Board with an update on the impact of the Burglary Reduction programme since delivery commenced in September 2011. Key achievements include:
 - The establishment of the Leeds Burglary Taskforce has brought together key agencies such as West Yorkshire Police, Probation Services, Youth Offending Service and Signpost, to improve information sharing and more robustly deal with burglary offenders.
 - The delivery of Operation Optimal in North West Leeds, has contributed to a 40% reduction in burglary across the division.
 - The use of new and innovative tactical options such as 24 hour GPS tracking devices, to manage offenders on release from prison is showing a reduction in re-offenders.
 - Closer working with the Crown Prosecution Service is resulting in the increased sentencing of prolific burglary offenders.

- Tailored work with young burglary offenders and their families through the Youth Offending Service, is beginning to produce good results, and work is also taking place with young people at risk of becoming involved in burglary.
 - Work to target cross border Organised Crime Groups (OCG's) has resulted in a number of successful prosecutions for conspiracy to commit burglary.
 - The Probation service's Transition Protocol has been quoted as good practice in the National Transitions Framework document.
 - The Knowledge project is working with the student population, one of the city's most vulnerable communities in relation to burglary, to provide security advice and develop student led support schemes for victims.
 - The Families First programme is now linked in to the Burglary Programme with more work planned throughout 2013/14 to develop this further.
 - A key focus of the programme during 2013/14, will be to undertake more work in schools through the Safer Schools Partnership.
3. It also seeks Executive Board's approval to extend the existing programme of activity for a further 12 months, to 31st March 2014. Funding to extend the programme has been secured through the Office of the West Yorkshire Police and Crime Commissioner as part of his one year Community Safety Fund.

Recommendation

Executive Board is asked to:

4. Approve expenditure of up to £484,000 to 31st March 2014, to enable the existing programme of activity to reduce domestic burglary to continue for a further year, and thereby support ongoing work to embed good practice and sustain reductions in domestic burglary in the future.

1 Purpose of this report

- 1.1 This report provides the Executive Board with a position statement on the delivery of the city's multi-agency Burglary Reduction Programme, which commenced in September 2011.
- 1.2 Seeks approval from the Council's Executive Board, to extend the current programme of activity for a further 12 months using funding allocated to the City by the West Yorkshire Police and Crime Commissioner.

2 Background information

- 2.1 In 2005/06, following a number of years of falls, from a high of over 16,000, Leeds recorded an out-turn of 7,670 domestic burglaries. Unfortunately, this trend reversed over the next four successive years (2006/07 to 2009/10) leading to a high of 9,500 recorded offences. Since then however, recorded offences have fallen by 7% in 2010/11 and 14% in 2011/12. These reductions have been further improved on and in the 12 months to February 2013, there were 5,501 recorded offences, down 30% (2,353 fewer offences) on the previous 12 month period.
- 2.2 The Home Office (2010/11) have estimated the average social and economic costs of a burglary to be £3,925. In 2012, the cost to Leeds was equivalent to £22.1m compared with £33.3m in 2011 around £11.2m reduction in cost.
- 2.3 Achieving sustained reductions in domestic burglary offences has, in the past, proved to be challenging and in April 2011 the Safer Leeds Executive (the City's statutory Community Safety Partnership) set out, in the Leeds Burglary Reduction Strategy (2011 to 2015), a clear ambition to reduce recorded burglary over the next four years. The partnerships' desired outcome being ~ *Residents of Leeds are safe and feel safer in their homes* is central to the strategy.
- 2.4 The strategy identified clear milestones marking the transition from sustainable to ambitious reduction in offences. The first milestone was to sustain the improvement achieved in 2010/11. The second milestone marks the move into a phase of ambition, bringing offence levels below the previous best performance (2005/06). Having improved upon the previous best performance, the challenge is then to reduce comparative burglary rates to a level closer to the national average.

3. Performance

- 3.1 Table 1 shows the actual number of offences recorded on a monthly basis over the last three years. Of note, improvements since the Burglary Reduction Programme commenced in September 2011 have been sustained. Importantly, the expected seasonal increase in offences during autumn and winter months has been minimised in both 2011 and 2012.

(1) Table showing monthly comparative figures for Leeds

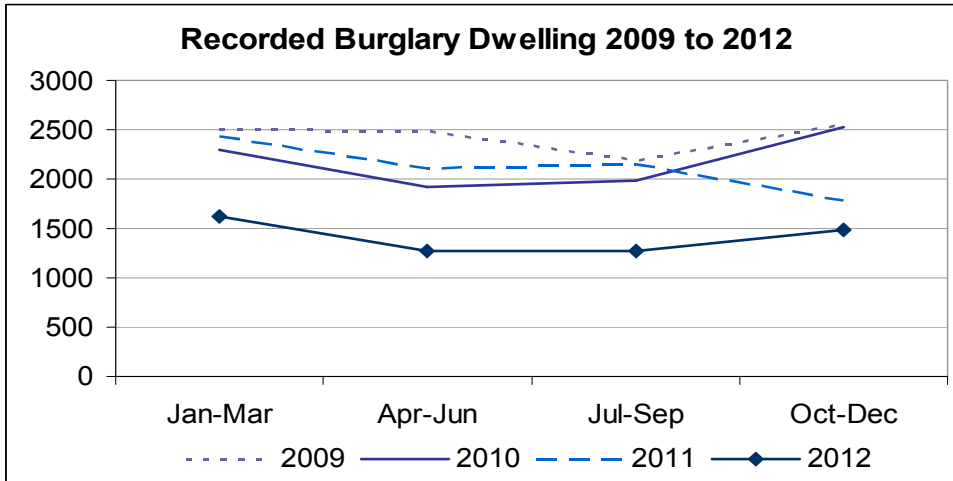
Month	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Total*	Var
2010/11	779	653	570	690	634	689	668	841	946	744	941	747	8902	
2011/12	740	708	762	642	767	773	603	678	601	511	635	434	7854	-1,048
2012/13	548	497	391	378	442	406	417	518	518	445	533	408	5501	-2,353

The Burglary Reduction Programme has run through the shaded months.

*Full year totals based on the 12 month periods from March to February.

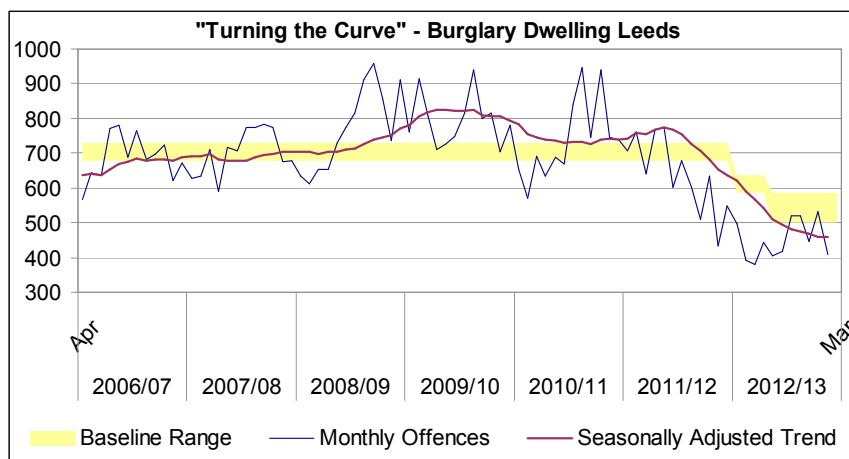
3.2 Chart 2 shows a sustained improvement since September 2011. There is a seasonal increase in offences in the final quarter of 2012; however, this is lower than expected as can be seen in comparison to the 2009 and 2010 October to December quarters.

(2) Chart showing quarterly offences for Leeds



3.3 Chart 3 shows how performance has improved against the baseline range set in 2010/11. The first milestone was to sustain the improvement achieved in 2010/11. The second milestone marks the move into a phase of ambition, bringing offence levels below the previous best performance (2005/06). Both, these milestones were reached by April 2012. The twelve month rolling total at the end of February 2013, was 5,501 offences which show progress to exceed the target of 5,999 offences.

(3) Chart showing progress against milestones



3.4 Table 4 shows the actual number of recorded offences in the last 12 months by ward by volume and the percentage change. Of the 33 wards, 31 have seen reductions compared with the previous year, the strategic localities of concern (previously the highest ranking by volume) have all see reductions with two (Chapel Allerton and Bramley & Stanningley) falling out of the top nine.

(4) Table showing ward ranking by volume of offences

Ward	Mar-12	Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	12 Month Total	12 Month % Change	3 Month Change	Colour Key
Hyde Park & Woodhouse	Very High Concern	Very High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	342	-43.1%	-53.4%	Very High Concern
Burmantofts & Richmond Hill	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	320	-19.6%	-10.4%	High Concern
Gipton & Harehills	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	292	-24.4%	-5.3%	High Concern
Armley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	267	-35.8%	1.6%	High Concern
Headingley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	240	-43.7%	-38.6%	High Concern
Middleton Park	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	235	31.3%	5.7%	High Concern
Roundhay	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	221	-11.6%	-43.2%	High Concern
Killingbeck & Seacroft	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	219	-42.8%	4.6%	High Concern
Kirkstall	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	210	-46.0%	40.5%	High Concern
Beeston & Holbeck	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	201	-6.1%	-25.4%	High Concern
Weetwood	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	194	-23.0%	-14.8%	High Concern
Cross Gates & Whinmoor	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	187	-36.4%	-19.4%	High Concern
Bramley & Stanningley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	184	-58.8%	176.7%	High Concern
City & Hunslet	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	179	-13.5%	50.0%	High Concern
Farnley & Wortley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	178	-42.9%	-9.3%	High Concern
Chapel Allerton	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	177	-41.8%	-19.6%	High Concern
Temple Newsam	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	176	-35.5%	0.0%	High Concern
Calverley & Farsley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	174	-30.1%	-29.0%	High Concern
Pudsey	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	172	-30.9%	108.1%	High Concern
Moortown	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	163	-31.2%	-27.7%	High Concern
Alwoodley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	151	0.0%	-43.6%	High Concern
Horsforth	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	136	-21.8%	9.4%	High Concern
Morley North	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	123	-10.9%	120.0%	High Concern
Adel & Wharfedale	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	108	-34.1%	-3.8%	High Concern
Rothwell	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	97	10.2%	181.8%	High Concern
Harewood	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	95	8.0%	0.0%	High Concern
Morley South	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	85	-22.7%	-16.7%	High Concern
Otley & Yeadon	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	72	-24.2%	-23.8%	High Concern
Wetherby	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	72	5.9%	36.4%	High Concern
Ardsley & Robin Hood	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	67	-8.2%	38.5%	High Concern
Garforth & Swillington	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	60	-40.0%	50.0%	High Concern
Guiselley & Rawdon	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	53	-42.4%	23.1%	High Concern
Kippax & Methley	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	High Concern	47	-41.3%	-40.0%	High Concern

3.6 Table 5 outlines how Leeds compares with other Core Cities by volume of offences per 1,000 households, with Leeds now having a lower rate of offences than both Manchester and Sheffield and being substantially closer to Nottingham. The improvement in position for Leeds, being the greatest % improvement of all the Core Cities, demonstrates the progress being made.

(5) Table showing Core Cities by volume of offences

Core City	Households	Domestic Burglary ‰ Households (Volume)		% Change
		April 2010-March 2011	12 Months to end Feb 2013	
Manchester	205,000	23.7 (4864)	23 (4714)	-3.1
Sheffield	229,900	16.2 (3733)	18.1 (4159)	11.4
Leeds	320,600	24.5 (7854)	17.2 (5501)	-30.0
Nottingham	126,100	17.2 (2170)	16.5 (2084)	-4.0
Liverpool	206,500	18.1 (3747)	15.5 (3206)	-14.4
Birmingham	410,700	16.2 (6659)	14 (5730)	-14.0
Bristol	182,700	15.6 (2858)	13.7 (2511)	-12.1
Newcastle Upon Tyne	117,200	10.8 (1264)	8.8 (1028)	-18.7

4.0 Leeds Burglary Reduction Programme

4.1 The Burglary Reduction Programme commenced in September 2011. It brought together key partners from the city's main crime reduction and prevention agencies in to one, focused city wide team. The team currently involves:

- The Leeds Burglary Taskforce - West Yorkshire Police
- The Desistance Project - West Yorkshire Probation Trust
- Targeted Work with Young Burglars and their Families - Youth Offending Service (YOS)
- Addressing Burglary in Priority Locations - Safer Leeds
- Knowledge Project - Leeds University Union

Further information on each of the projects funded through the Burglary Reduction Programme can be found at appendix 1.

4.2 In addition to the projects outlined above, the programme also works with the Signpost Family Intervention project, West Yorkshire Police's Integrated Offender Management team, and HMP Leeds to help reduce re-offending and support individuals and families to change behaviours and move away from criminality.

4.3 The programme has focused on a number of key issues known to be associated with the Leeds burglary problem, all of which aim to stop offending, and deal more robustly with those who choose to persist in criminal behaviour.

4.3.1 Operation Optimal was implemented in North West Leeds Division, which has historically seen the highest incidence of burglary in the Force and one of the highest nationally, some 12 months ago. Comparing the 54 weeks of Optimal to the 54 weeks prior to Optimal commencing, there is a 40% reduction from 3,987 to 2,381.

4.3.2 There can be no doubt that Optimal has significantly contributed to the excellent performance across Leeds this year and it has now been adopted in other areas as well. Building on this, the principles are now being examined in North West Leeds to see if they can be applied to other community safety priorities such as anti-social behaviour, with a view to reducing demand.

4.3.3 Operation Anchor, seeks to improve offender management through closer working between key agencies, such as the Police and the West Yorkshire Probation Trust. Targeting the most prolific burglary offenders, the initiative uses new and innovative tactical options, for example 24 hour GPS tracking devices, to stop re-offending. Evidence shows a reduction re-offending through this initiative

4.3.4 Multi agency work is taking place alongside the Leeds Burglary Task Force at Killingbeck. This multi-agency approach with the Youth Offending Service , Signpost Intensive Family Intervention project, the Persistent Prolific Offenders (PPO) burglary team, and Police Integrated Offender Management (IOM) teams, ensures collaboration and information sharing between the project and Neighbourhood Policing Teams and IOM officers who manage burgling offenders within their districts. Over the last 12 months the Probation case manager has worked with an average of 30 cases per month and completed approximately 2 Court reports per week where offenders have been identified by the above means.

- 4.3.5 Focused work targeting Organised Crime Groups (OCG's), who are in effect, travelling offenders know to cross divisional boundaries within Leeds committing burglary dwelling crimes, with their main aim being to steal motor vehicles, has been taking place. Leeds has experienced a significant volume of this type of offence over recent years, committed both by burglars residing within the Leeds district, and also OCG cross-border offenders. Work to dismantle and disrupt these organised groups has been successful and resulted in a number of successful prosecutions for conspiracy to commit burglary.
- 4.3.6 A dedicated Crown Prosecution Solicitor has been working alongside the Burglary Taskforce to provide lifetime advice to officers dealing with prolific burglars. Supported by the judiciary, who upon being briefed on the extent of the Leeds burglary problem, have been routinely increasing sentencing for convicted burglars inline with Home Office guidance. This approach has been widely publicised in local media which in itself, is proving to be an excellent deterrent.
- 4.3.7 Scheduled intelligence led, covert and overt multi agency operations have been used to target the receivers of stolen goods linked to burglary.
- 4.3.8 Transitions Protocol for young offenders moving to Probation is firmly in place, and Leeds has been quoted as an area of good practice in the National Transitions Framework document.
- 4.3.9 The Youth Offending Service (YOS), have designed the ReConnect programme, involving family group conferencing to engage families in designing a plan to support young people on release from custody or at serious risk of custody. Early indications for this programme are very positive.
- 4.3.10 Furthermore, through the YOS a more flexible, responsive service working not only with young people subject to statutory orders but those at risk of offending has evolved, with officers now working with young people on a voluntary basis, referred via the newly established Stainbeck Youth Custody suit or via cluster arrangements.
- 4.3.11 Through the Knowledge project, which seeks to promote student safety by providing community safety messages to all of the Leeds Student population, 220 volunteer hours have been provided by student Neighbourhood Watch Coordinators to visit properties in the Headingley and Hyde Park Wards (and other student communities) to provide safety information in burglary hot spots. This has included working with West Yorkshire Police to promote Immobilise and Computrace property marking systems.
- 4.3.12 Knowledge are also in the process of establishing a partnership project with Victim Support to develop a student led support group. Over 170 students applied to be part of the scheme and 30 have now been trained and accredited. A weekly drop-in session is held at the University of Leeds, with appointments available to all students.

4.3.13 Work is also taking place to link the burglary programme to other initiatives working with offenders such as the Families First programme, via the Signpost Intensive Family Intervention programme.

4.4 This multi-agency approach ensures collaboration between agencies who manage burglary cases across the Leeds district. Bi-Monthly strategic partnership meetings and weekly tactical meetings take place to ensure that all activity is co-ordinated and targeted at those areas and individuals, which cause the greatest harm. The delivery of the Burglary Reduction Programme has played a critical role in securing the year on year reductions that have been delivered over the past two years in the city.

4.5 Recent research carried out by the Safer Leeds Executive, has highlighted the need to undertake more targeted work within in schools. In 2013/14, a more focused approach will be undertaken within schools, working with children and teachers to provide better education on the consequences and impact of burglary on families and individuals. Primarily, this work will be undertaken through the existing Safer Schools partnerships.

5.0 Allocation of Police and Crime Commissioners Community Safety Fund 2013/14

5.1 From April 2013, direct funding from the Home Office to Community Safety Partnerships ceased. In 2013/14, there will be a temporary Police and Crime Commissioner (PCC) Safety Fund (CSF), to enable a smooth transition to 2014/15, after which time, the CSF will be rolled into the PCC Home Office Police Main Grant.

5.2 Community Safety related funding programmes will now be pooled within the Police and Crime Commissioner's budget. In 2013/14 it includes the following funding programmes:

- Community Safety Fund (CSF) – Tackling crime and disorder
- Drug Intervention Programme (DIP) – Reducing substance abuse
- DIP Drug testing – Awarded directly to West Yorkshire Police
- Youth Crime and Substance Misuse Prevention – Awarded directly to the YOS via
- Positive Futures programme – City Development Department (Sports and Leisure)

5.3 In total, £5.29m has been allocated to the West Yorkshire Police and Crime Commissioner CSF, a reduction of around 15% compared with the amounts partners received from the Home Office for 2012/13. The Leeds allocation has been confirmed at £1,937,398.

5.4 Allocations have been determined by taking the amount of grant awarded in 2012/13 for each programme, less the 15% reduction applied by the Government to the PCC's overall allocation.

5.5 Throughout March and April 2013, the PCC has been liaising with partners about the projects that each district would like to see funded via the CSF. The PCC has advised districts that the CSF must be used to support the delivery of activity which contributes to the PCC's Community Outcome Framework.

- 5.7 Reducing domestic burglary remains a priority for the Safer Leeds Partnership, and though significant progress has been made since the burglary reduction programme commenced, there is still more work to do to embed good practice and ensure that reductions in domestic burglary continue to reduce in the future.
- 5.8 Given the priority that the Safer Leeds partnership has placed on reducing domestic burglary, and the opportunity provided through the one year allocation of CSF by the Office of the Police and Crime Commissioner, Executive Board is asked to approve an extension of the existing programme of activity for a further 12 months, albeit with a reduced allocation. This will enable further work to take place to embed new ways of working within mainstream budgets (where this is possible), and provide a lasting legacy to the city which supports sustained reductions in domestic burglary moving forward.
- 5.9 Further discussion is taking place with partners and the Office of the Police and Crime Commissioner to determine the final Burglary Reduction Programme for 2013/14, however, it is proposed that a budget allocation of up to £484,000 is ring fenced from the £1,937,398 made available to Leeds, to extend the current programme of delivery outlined in this report.
- 5.10 The £484,000 allocation represents a reduction of approx. 31% compared to the 2012/13 budget allocation for the Burglary Reduction Programme, which totalled approx. £699k.
- 5.11 Subject to Executive Board approval, a more detailed programme of activity will be submitted to the Safer Leeds Executive in May 2013, to ratify the final budget allocation.

6. Engagement with the Media and Public Awareness

- 6.1 Media and Marketing resources from both LCC and WYP have been collaborating and a relocation of WYP resources into Leeds Community Safety has enabled a co-produced plan to be formulated to deliver a co-ordinated strategy to address media needs on a rolling 12 month basis.

7. Corporate Considerations

7.1 Consultation and Engagement

- 7.1.1 Regular meetings have been taking place via weekly and bi-monthly tasking meetings with all the partners involved in the delivery of the overall burglary programme.
- 7.1.2 Local partners, including Ward Members and key local agencies, such as ALMO's, have been invited to the Outcome Based Accountability (OBA) sessions that Safer Leeds staff have been delivering across priority areas. These have been followed up with individual meetings and briefings with Ward Members to update them on the action plans that have been developed as a result of the sessions. Further briefing sessions on the Burglary Reduction Programme and other Community Safety priorities have been scheduled for early 2013/14.
- 7.1.3 A number of briefing session has been held with the Safer and Stronger Scrutiny Board which all members were invited to attend.

7.2 Equality and Diversity / Cohesion and Integration

7.2.1 An EIA screening will be undertaken as and when appropriate to ensure that due regard is given to issues raised in the report as the work progresses’.

7.3 Council policies and City Priorities

7.3.1 The 1998 Crime & Disorder Act provides a statutory obligation on Leeds City Council to tackle crime & disorder in partnership with certain other agencies.

7.3.2 Reducing recorded burglary will contribute to people feeling safer in their homes, which the people of Leeds have identified as their top priority.

7.3.3 Reducing burglary is identified as one of the city’s main priorities. The 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.

7.3.4 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.

7.3.5 The Burglary Reduction programme is linking to other priority programmes of activity such as the Families First Initiative via the Signpost Project, Integrated Offender Management (IOM) programmes delivered from Mabgate Mills and initiatives delivered from HMP Leeds targeted at prolific burglary offenders prior to release from prison.

7.4 Resources and value for money

7.4.1 From 2013/14, Home Office funding allocations previously awarded to Community Safety Partnerships now sit with the West Yorkshire Police and Crime Commissioner (PCC). The PCC is now responsible for the allocation of all crime reduction funding, this includes the Community Safety Fund which has until recently supported the delivery of the Burglary Reduction Programme.

7.4.2 The proposed maximum allocation of up to £484,000 for 2013/14, represents approx. 25% of the total budget allocated to Leeds by the West Yorkshire Police and Crime Commissioner (PCC). The PCC has indicated in his recently published Police and Crime Plan, that reducing domestic burglary is key priority.

7.4.3 Beyond 2013/14, further work needs to take place to link the Burglary Programme to the Council’s and partners financial planning framework.

7.5 Legal Implications, Access to Information and Call In

7.5.1 There are no legal, access to information issues associated with the contents of this report.

7.5.2 This report is subject to call in arrangements.

7.6 Risk Management

- 7.6.1 The overall delivery of the Burglary Reduction Programme, is managed through local tasking arrangements, overseen by the North West Leeds Divisional Commander.
- 7.6.2 All projects are required to submit quarterly performance management reports which are verified by the Environments and Neighbourhood Commissioning and Strategy and Resources services.
- 7.6.3 This overall approach enables risks to be managed effectively, and where appropriate escalated to the appropriate level to agree actions to mitigate and manage risks in a transparent and effective manner.
- 7.6.4 Police budgets will continue to be under significant pressures in the medium term (at least to 2015). Safer Leeds are working closely with the city's Divisional Commanders to minimise any potential implications on the Burglary Reduction Programme and thereby sustain improvements in the level of domestic burglary over this period.

8. Recommendations

8.1 Executive Board is asked to:

- 8.1.1 Approve expenditure of up to £484,000 to 31st March 2014, to enable the existing programme of activity to reduce domestic burglary to continue for a further year, and thereby support further work to embed good practice and leave a lasting legacy in relation to burglary reduction for the future.

9. Background documents¹

- 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 in Accordance with Access to Information Procedure Rule 10.4(7).

¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

Burglary Reduction Programme ~ Project Deliverables

An overview of the five projects receiving funding through the programme is outlined here.

1. West Yorkshire Police – Burglary Taskforce

The Burglary Task Force works across Leeds to deliver practical measures to help reduce domestic burglary. The team consists of staff from the Police, Probation, Crown Prosecution Service, Youth Offending, Signpost and Safer Leeds. The team have adopted an intelligence led approach to dealing with prolific offenders in localities of concern; adding value to the existing Integrated Offender Management Model. Work strands include:

- Identification and disruption of offenders causing the most harm
- Production of intelligence assessments to direct and support the delivery of work in localities of concern
- Work with the CPS to ensure appropriate outcomes for victims and communities and
- Dealing with organised crime groups and higher level crime activities

The team have specifically focused on investigating travelling Organised Crime Groups (OCGs) with the aim of disrupting and ultimately dismantling them through a combination of control measures including bail conditions, licence conditions, management of prison releases, overt and covert policing activity, prosecution and imprisonment

2. Youth Offending Service (YOS) – Targeted Work with Young Burglars and their Families

The YOS have been commissioned 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).

3. West Yorkshire Probation Service - Desistance Project

The West Yorkshire Probation Trust's project aims to reduce the number of younger burglars aged between 18-21 years, becoming more entrenched offenders. 18-21 year olds form the majority of burglars on the probation caseload in Leeds

This targeted approach tracks young burglars as they progress from supervision by the Youth Offending Service to the Probation Service. By intervening more intensively with this age group, the number of burglary offences committed can be reduced by offering interventions to deter them embarking into a burgling career.

4. Safer Leeds - Addressing Burglary in Priority Locations

Working in targeted Wards with over 400 burglary dwelling offences in the previous year, the Addressing Burglary in Priority Locations, provides a renewed focus on local partnership work, using outcomes based accountability (OBA) methodology has been

undertaken, with turning the curve exercises with local partners. Using intelligence assessments, tailored locality action plans have been compiled, progressed and reviewed monthly. These include turning the curve data and milestones, clear actions that have been prioritised and that add value to existing core work, with named lead officers, who are accountable to the overall action plan sponsors. Partnership actions have been supported by an allocation from the burglary reduction programme (typically £7,500 per locality) plus partnership match funding e.g. ALMOs, Area Committees.

The project aims to deliver practical actions at a very local level to address domestic burglary, embed good practice, and develop closer working amongst key delivery partners and link across to other areas of work such as young people not attending school and those not in education, employment or training (NEET).

5. Leeds University Union – Knowledge Project

The city's large student population are one of the most vulnerable victim groups for burglary. The Leeds University Union have expanded 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. The project is working closely with other partners involved in the burglary reduction programme such as West Yorkshire Police and Safer Leeds.

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Report of Director, Environment and Neighbourhoods

Report to Executive Board

Date: 27 April 2013

Subject: Approval of new Council Lettings Policy 2013

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

Summary of main issues

1. The Council needs to update its Lettings Policy (allocation of council housing) to respond to changes set out in the 2011 Localism Act and revised government guidance on allocations. Updating the Lettings Policy provides an opportunity to respond to public and member concerns regarding the allocation of council housing and to mitigate the impact of welfare changes.

2. The Lettings Policy sets out how and to whom the Council will let the 4,500 – 5,000 council homes which become vacant each year. The Lettings Policy must be set within the wider context of housing management and customer choice; the policy can never be wholly prescriptive and requires a degree of interpretation to enable intelligent lettings to ensure sustainable tenancies, communities and best use of the housing available. Letting of a council home needs to be set within the context of a social contract where the tenant has rights and responsibilities which are governed by effective housing management.

3. The Choice Based Letting system is the mechanism for advertising what homes are available in the City and enables customer choice in identifying homes they would like to be considered for. The policy enables a degree of flexibility to ensure lettings are considered within the context of sustainable communities and neighbourhoods.

4. To ensure greater consistency of approach in relation to housing needs assessment and the implementation of the Lettings Policy, it is proposed that all housing needs assessments and Lettings Policy training are centralised and undertaken by the Housing Support Group within the Council’s Statutory Housing Service. The

practicalities of the function transfer will be determined by Statutory Housing Services, the Leeds ALMOs and BITMO.

5. The Lettings Policy is governed by legislation and a Code of Guidance that establishes which groups of people the council must consider and give preference to; and includes the flexibility to meet local needs and priorities.
6. Following extensive public and member consultation, the following changes are proposed:
 - 6.1 To update the existing provisions for excluding housing applicants from the allocation of council housing on the grounds of 'poor behaviour'. Examples of such behaviour could include accumulation of rent arrears, anti-social behaviour, criminal activity and damage to property. A key consideration will be whether the applicant has made significant steps to modify their behaviour.
 - 6.2 To maintain the current percentage of council houses allocated through the 'Date of Registration Quota' at 25%. The remaining 75% of available council homes will be allocated to those with the highest level of housing need.
 - 6.3 Sheltered housing and bungalows will be excluded from the 'Date of Registration Quota' and allocated to applicants with the highest level of housing need.
 - 6.4 The Local Connection criteria for properties let through the Date of Registration Quota will be based on the Council Ward rather than local housing office area.
 - 6.5 Owner occupiers with a Band C award (those with no assessed housing need) will still be potentially eligible to apply for council housing; but a maximum of 6 month application registration time will be taken into account in the allocation process for all offers of accommodation.
 - 6.6 It is not proposed to apply a household income cap to the allocation of council housing at this time, given the small number of applicants/tenants that it would affect and the disproportionate impact on staffing resources required to assess each applicant's income.
 - 6.7 It is not proposed to specifically ring fence a percentage of available council houses to those tenants affected by welfare changes but rather to focus on a series of measures to assist such tenants; including stimulating mutual exchanges between tenants who are under-occupying and those that are over crowded and, through individual assessment of housing need, make priority awards for re-housing to tenants who are under-occupying.
 - 6.8 Tenants with no assessed housing need who damage their council homes, subject to individual assessment and safeguarding considerations, will potentially be excluded from transfer opportunities.
 - 6.9 The priority period will be extended from 120 to 180 days.

6.10 Applicants with a Band C award who refuse a 'reasonable' offer of council housing will have their date of registration reset to the date when the offer was made.

Recommendations

1. Executive Board notes the contents of this report.
2. Executive Board consider the options outlined in section 6 and approve a revised lettings policy to be implemented from May 2013.
3. Executive Board approve a new approach to centralising the assessment of housing need and training programme for officers involved in lettings issues.

1. Purpose of this report

- 1.1 To provide Executive Board with the detail of the review, the consultation carried out with the public and Members and the proposals to be included in the updated Lettings Policy.
- 1.2 To seek approval to implement the updated Lettings Policy from May 2013.
- 1.3 To seek approval for centralising to Statutory Housing Services the assessment of housing need and training programme for officers involved in lettings issues.

2. Background information

- 2.1. The Housing Act 1996 requires every local housing authority to have an allocation scheme for determining which customers are prioritised for housing, and the procedure to be followed in allocating housing. This covers lettings of council tenancies made by the Leeds Arms Length Management Organisations (ALMOs) and the Belle Isle Tenant Management Organisation (BITMO). The lettings policy would apply to any other organisation chosen to manage council housing following the review of housing management services in Leeds and to other tenant management organisations.
- 2.2. The current Leeds City Council lettings policy was approved by Executive Board in October 2010 and was implemented on 5th January 2011.
- 2.3. The lettings policy needs to be revised in order to comply with the Localism Act 2011 and the revised Department of Communities and Local Government (DCLG) Code of Guidance on Allocations of Accommodation 2012. The Code replaces the three previous Codes, and provides guidance to local authorities on implementing changes made by the Localism Act 2011. The government has also issued statutory regulations on re-housing members of the Armed Forces which the council must implement.
- 2.4. The policy also needs to be reviewed in light of the Welfare Reform Act, specifically the reductions in housing benefit paid to working age under occupying social housing tenants, introduced by the Department for Work and Pensions in April 2013.
- 2.5. The council must also comply with the Homes and Community Agency's Tenancy Standard in relation to allocations. The lettings policy also has regard to the council's Tenancy Strategy published in January 2013.
- 2.6. In December 2012, Executive Board recommended the council consult on proposals to review the lettings policy in light of these changes and to ensure the lettings policy responds to the challenges brought about by Welfare Reform.
- 2.7. The Council has consulted on the proposed lettings policy changes with the Leeds Arms Length Management Organisations (ALMOs) and the Belle Isle Tenant Management Organisation (BITMO), Registered Social Landlords which operate in Leeds, Supporting People providers, Leeds Tenants' Federation, Leeds Housing

Partnership members and customers on the Leeds Homes Register. An open session was held with elected members, and a cross party members' working group was held in March to feedback on the consultation responses.

3. Main Issues

3.1. Introduction

- 3.1.1. The purpose of the Lettings Policy is to ensure that council housing is let according to set provisions, in an equitable, transparent and accountable way. The Lettings Policy contributes to the Council being able to fulfil its legal duties relating to meeting housing need.
- 3.1.2. The Lettings Policy sets out how and to whom the Council will let the 4,500 – 5,000 council homes which become vacant each year. The Lettings Policy must be set within the wider context of housing management and customer choice; the policy can never be wholly prescriptive and requires a degree of interpretation to enable intelligent lettings to ensure sustainable tenancies, communities and best use of the housing available. Letting of a council home needs to be set within the context of a social contract where the tenant has rights and responsibilities which are governed by effective housing management. The Lettings Policy is aligned to the tenancy agreement of Leeds City Council, housing management practice adopted by the ALMOs and BITMO and the work of other key services such as Leeds Anti-Social Behaviour Team (LASBT). Examples of the relationship between the lettings policy and tenancy agreement include the Qualification Criteria that allows the council to remove customers from the housing waiting list if they are guilty of perpetrating antisocial behaviour which would constitute a breach of the tenancy agreement; and the new proposal to introduce a pre-transfer approval process which will enable the council to refuse a transfer request where the tenant has not kept to their tenancy agreement.
- 3.1.3. The application of the Lettings Policy by officers to housing applicants is a key priority. One issue that consistently emerges from discussion with applicants and members is the belief that applicants have to bid three times per week or they will lose their priority status. This belief leads to applicants bidding for properties that they do not want with accepted tenancies breaking down or applicants refusing offers and potentially losing their priority status. A programme of training, led by officers from Statutory Housing Services, will be carried out to ensure the Lettings Policy is effectively and consistently applied. This will be achieved by specified officers undertaking assessments and making decisions on lettings within the flexibility allowed by the Lettings Policy to improve confidence and outcomes for individuals and communities. Only officers who have completed the relevant training will be able to undertake lettings related work.
- 3.1.4. Councils are legally obliged to give housing applicants 'a choice of housing accommodation' or 'the opportunity to express preferences about the housing accommodation to be allocated to them'. Leeds has therefore predominantly let available council housing through a Choice Based Letting system. This is the mechanism for advertising homes available in the City and enables customer choice in identifying homes they would like to be considered for. The policy

enables a degree of flexibility to ensure lettings are considered within the context of sustainable communities and neighbourhoods. Many applicants, are frustrated with the choice based lettings systems; their concerns are understood but it is evident that no lettings policy or system can resolve the disparity between demand and supply of council housing. The advantage of a choice based lettings system is the transparency that it generates in the lettings process for applicants. A high level of transparency in the lettings process will be even more important given the increased demand and pressures on council housing supply that will be generated by welfare change. The policy and system does enable sensitive lettings to be made to address local issues and concerns.

3.2. Consultation

- 3.2.1 Extensive consultation was carried out with members of the public: a survey was posted on the Council's 'Talking Point' portal and included within the Leeds Homes paper flyer; face to face surveys were also conducted with customers at the Council's One Stop Centres and housing offices across the city.
- 3.2.2 1459 survey responses were received: 1288 online, 53 paper responses, 118 face to face and 5 from agencies.
- 3.2.3 The findings of the survey consultation are appended to this report and are referred to in this report.
- 3.2.4 Member views have shaped the proposals set out in the report. An open Members session was held in February 2013 followed by a cross party working group in March 2013 to discuss the findings of the consultation.

3.3. Qualification Criteria: behaviour

- 3.3.1. The Localism Act gives the council greater powers to decide which other customer groups qualify to appear on the housing waiting list. Households can be excluded from the potential allocation of council housing on the grounds of their behaviour. This could relate to accumulation of rent arrears, anti-social behaviour, criminal activity or damage to property.
- 3.3.2. The consultation asked whether certain groups should be excluded from applying for council housing on the basis of their behaviour. The criteria would apply to all household members seeking to be re-housed with the main applicant, including partners and children.
- 3.3.3. The consultation highlighted a strong support for excluding people on the grounds of significant rent arrears and damage to property (both 74%): please see Consultation Appendix 1.
- 3.3.4. It is important to stress that each applicant would need to have an individual assessment of their circumstances to determine whether they should be excluded. This assessment would need to consider the seriousness of the behaviour,

whether there has been any modification in behaviour and whether there are any extenuating circumstances such as vulnerability or safeguarding considerations.

- 3.3.5. Households to be excluded from the allocation of council housing will be notified in writing of the decision, setting out the reasons for the exclusion, and their right to review (contest) this decision.

3.4. Qualification Criteria – Leeds’ residence

- 3.4.1. The consultation asked whether households who are not ordinarily living in the Common Travel Area (UK, Channel Islands, Isle of Man and the Republic of Ireland) or those without a local connection to the Leeds area should be allowed to apply for council housing. 72% of respondents stated that those living outside the Common Travel Area should not be permitted to do so. 50% of respondents stated that households without a local connection should not be permitted to apply for council housing in Leeds.
- 3.4.2. There are currently 10 applicants who are currently living outside the Common Travel Area and approximately 2,000 applicants who are registered at an address without a Leeds’ postcode – this does not equate to not having a local connection.
- 3.4.3. On balance, it would not be appropriate to exclude households who are not resident in the Common Travel Area or without a local connection to Leeds. There is a potential conflict with the ambition to make Leeds a ‘welcoming city’.
- 3.4.4. Members of the Armed Forces can not be excluded from the allocation of council housing on the grounds of residence or local connection.

3.5. Qualification Criteria: Financial Resources

- 3.5.1. The consultation asked whether customers with no housing need (in Band C of the Leeds Homes Register) who own their own home and customers with a joint yearly income of over £80,000 should be able to register on the waiting list.
- 3.5.2. 64% of respondents to the consultation agreed that owner occupiers with no housing need, and 66% agreed that customers with a joint income of £80,000 per annum should not be allowed to register on the waiting list.
- 3.5.3. Whilst there is strong support for such a proposal, officers believe that, given the small number of affected applicants, it would not be the best use of resources to make the requisite assessment.

3.6. Date of Registration Quota

- 3.6.1. Since January 2011, up to 25% of available council homes should be let, not to the applicant with the highest priority award for re-housing, but to the applicant who has had a housing application registered for the longest period of time.
- 3.6.2. The date of registration quota was introduced in January 2011 following member and customer concern that the lettings policy based solely on housing need and therefore failed to assist long standing applicants with a need to remain in or move to a particular area.
- 3.6.3. The original proposal to introduce the date of registration quota was strongly supported by 86% of respondents to the 2011 consultation.
- 3.6.4. The quota aims to enhance community cohesion by giving customers with a long-standing housing application greater opportunity to secure rehousing in an area they have a strong connection to.
- 3.6.5. One in every four properties are selected to be advertised through the date of registration in the order they become available to let. This ensures a representative sample of property types and sizes across the city are let this way. Customers still have to meet the general criteria for the property.
- 3.6.6. Before making an offer through the date of registration quota, it is confirmed that the customer can establish a connection to the area, for example, through residence, employment, close family members living in the area or other reason. This is in line with the statutory definition of local connection.
- 3.6.7. The current consultation considered four changes to the date of registration quota: reviewing the proportion of properties let through the quota, the types of property let through the quota, the definition of the local area and making offers to owner occupiers who are in no housing need.
- 3.6.8. 62% of respondents said the proportion of properties let through date of registration should remain unchanged at 25%.
- 3.6.9. 65% of respondents said that sheltered housing and bungalows should be omitted from the date of registration quota.
- 3.6.10. 52% of respondents stated that the local connection criteria relating to date of registration lets should relate to Ward rather than local housing office area. Officers acknowledge that there is no definitive option for determining local connection but feel that Ward boundaries are better understood by the public than housing office catchment area. Examples of this include the Chapeltown area being covered by Meanwood housing office and Harehills being covered by three housing offices.
- 3.6.11. 59% of respondents stated that home owners, with no housing need, should not be able to accrue more than six months waiting time through date of registration. This means that owner occupiers will still be able to apply for council housing

but there are limitations placed on their capacity to secure the scarce council housing resource.

3.7. Helping tenants affected by welfare change

- 3.7.1. The programme of welfare changes has been comprehensively detailed in previous reports to Executive Board. This report gives consideration to how the Lettings Policy should be amended to mitigate the effects of welfare change.
- 3.7.2. Officers do not believe that a specific quota of properties should be ring fenced for tenants affected by welfare changes such as housing benefit under occupancy rules. The Council has to find a balance between addressing all forms of housing need including homelessness and urgent medical needs. There is also the issue that releasing a property occupied by a tenant affected by welfare reform could result in a letting to another applicant who would be equally affected.
- 3.7.3. Officers are proposing to stimulate interest in mutual exchanges between tenants who are under occupying and those who are overcrowded. Priority awards for re-housing can also be made if it is considered that the accommodation is no longer 'reasonable' for the occupant to live in. Each case will be considered on its individual merits under the current policy, which allows a priority to be awarded where the move would achieve best use of stock and the property released by the move can be relet at full occupancy.

3.8. Re-housing council tenants in Band C

- 3.8.1. 80% of consultation respondents stated that council tenants, with no assessed housing need, should only be re-housed if they have adhered to their tenancy agreements.
- 3.8.2. There is significant merit in this proposal, there were some concerns regarding vulnerable tenants but it is assumed generally that they will be assessed to have some level of housing need.
- 3.8.3. Each application for transfer would need to be assessed on its individual merits and tenants would need to be notified in writing, setting out the reasons for the decision, and their right to review (contest) this decision.
- 3.8.4. This proposal will be linked to Housing Management Services provided through the ALMO's and the BITMO undertaking the annual tenancy visits to identify and discuss any possible breaches of the tenancy agreement with the tenant.

3.9. Length of Priority Awards

- 3.9.1. 75% of survey respondents stated that the priority period should be extended from 120 to 180 days. This is a positive proposal and should encourage applicants to bid only for properties that they want to live in without worrying that their priority period will expire.

3.10. Refusal of offers by applicants in Band C

- 3.10.1 If an applicant in a priority band refuses an offer of suitable accommodation, the council can remove their priority. At present there is no comparable provision for customers in Band C who refuse a reasonable offer of a suitable property.
- 3.10.2 62% of survey respondents agreed that applicants in Band C who refuse a reasonable offer should have their date of application reset to the date of the offer being made.

3.11. British Armed and Reserve Forces personnel

- 3.11.1 In November 2012, the government issued regulations about giving additional preference to Armed and Reserve Forces personnel in urgent housing need. The council will amend the wording of the lettings policy to reflect the final regulations. Housing Services and the ALMOs are working with agencies across the city as part the Leeds Armed Forces Community Covenant group to improve access to services for former Armed Forces personnel.

4.1 Direct Let categories

- 4.1.1 The Council is developing an Accessible Housing Register which will enable better matching of adapted properties and improve the rehousing service for disabled people. In addition to using the choice based lettings scheme to secure re-housing, the council will be able to make direct offers of accommodation to disabled customers who require the specific adaptations. To facilitate this, the council will expand the current direct let category for disabled people to all customers assessed by the council's Health and Housing Service or Occupational Therapy Teams.
- 4.1.2 The direct lets for National Asylum Support Service and Supporting People providers is no longer required. Tenancies are no longer offered to support providers, but to individual customers. Customers living in Supporting People accommodation will be continue to be supported to find permanent housing options through awarding priority.

4.2 Sensitive / Intelligent lettings

- 4.2.1 Selection of a prospective tenant depends on the lettings criteria for the particular property, for example, there may be a local lettings policy which gives preference to particular groups of customers. The first stage of short listing for a property is completed when the computer system filters out applications from customers who require a different size of property, then ranks customers either in order of their application date or priority.
- 4.2.2 Within the policy there is flexibility for Housing Managers to take a range of circumstances into account, including issues relating to the property and to the customer. For example, if the previous tenant left the property due to anti-social behaviour and the successful customer to bid was awarded their priority to move due to fleeing harassment, the Housing manager can determine if the offer

would not be suitable to meet the customer's assessed housing need, and make alternative arrangements to rehouse the customer.

- 4.2.3 All decisions to bypass a customer who has bid for a property must be supported by evidence to justify the decision, and the bypass must fall into one of the reasons set out in the lettings policy to ensure transparency in the lettings process. Examples include where the applicant has committed anti-social behaviour previously in that locality, or where a customer with a medical housing need bids for an adapted property, the offer must be checked by an Occupational Therapist to ensure the property will be suitable for the customer's assessed medical needs.
- 4.2.4 The training will include effective use of the bypass provisions and ensure sustainability through intelligent lettings.

4.3 Housing applications from customers age 16 and 17 years old

- 4.3.1 There are approximately 300 16 and 17 year olds registered on the housing waiting list, with around 100 in a priority band.
- 4.3.2 In order to improve the offer made to this customer group, the Council will ensure the needs of young people are assessed under the protocol in place between Children's Services and Leeds Housing Options Service. This will ensure adequate support is in place, over and above the requirement to have a responsible adult act as a tenancy trustee.
- 4.3.3 In order to ensure consistency in applying the protocol, the Council will assess all housing applications made by young people at the Leeds Housing Options. This includes referrals for housing for young care leavers made by Children's Services under the housing protocol.
- 4.3.4 The Council will assess each case individually, but an independent council tenancy will not generally be the preferred option for young people. The Council will support young people to remain at home and make a planned move where appropriate, for example by referring to the Youth Mediation Scheme and other support agencies. Other options for young people include referral to a supported housing provider prior to more independent living.

4.4 Housing Needs Assessment

- 4.4.1 Currently, the housing needs assessment function, which determines legal duties relating to re-housing and the appropriate priority awards to be made, is split between Statutory Housing Services (Housing Support section), the ALMOs and BITMO. The Housing Support section carries out all homeless assessments, medical re-housing assessments and additional needs assessments relating to overcrowding, poor housing conditions, child welfare, domestic violence, access to support networks and hospital discharge. The ALMOs and BITMO carry out other additional needs assessments.

- 4.4.2 It is proposed that in future all housing need assessments will be carried out by the Housing Support Group. This is to ensure greater consistency in approach, reflects the point that housing need assessment is part of the Housing Support section's core business and that the Council holds the legal duties, such as temporary accommodation placement, which stem from housing need assessment. The proposal will better enable the ALMOs/BITMO to focus on the housing management functions of letting, collecting rent and carrying out repairs.
- 4.4.3 Officers believe that this proposal will lead to swifter and more holistic decision making that should prevent housing need being exacerbated, with accompanying pressures on temporary accommodation placements.
- 4.4.4 Officers from Statutory Housing Services will, if the proposal is agreed, work with the ALMOs and BITMO to implement the transfer of the housing needs function, including applicable staff transfer to Statutory Housing Services.

4.5 Lettings Policy Training

- 4.5.1 Members have consistently expressed concerns regarding the application of the Lettings Policy. This issue has been set out in paragraph 3.1.3. Officers have committed to carrying out a rolling programme of training on the application of the lettings policy focusing on issues such as the requirement for applicants to bid only for properties where they want to live. This training will be carried out by officers from the Housing Support Group. Such officers will be available to give on going advice to ALMO/BITMO staff as required.

5 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 Extensive consultation was carried out with members of the public, this is detailed in Paragraph 3.2

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 Officers have undertaken an Equality Diversity Cohesion and Integration Assessment of the proposed Lettings Policy changes.
- 5.2.2 The updated Lettings Policy needs to be framed so that the Council can fulfil its legal duties and can best respond to all forms of housing need. It also needs to ensure that the allocation of council housing is equitable, transparent and that ALMO/BITMO/Council officers are accountable for decision making relating to lettings.
- 5.2.3 The updated Lettings Policy also needs to reflect and respond to the challenges associated with welfare change.
- 5.2.4 The full findings of Equality Diversity Cohesion and Integration Assessment are appended to this report in Appendix 2.

5.3 Council policies and City Priorities

5.3.1 The Lettings Policy contributes to a number of strategic priorities including contributing to Leeds being 'fair, open and welcoming' and 'All Leeds' communities will be successful'. It will contribute to Leeds being the 'Best City... to live' in terms of helping to deliver houses to rent that meet the needs of people at different stages of their lives. The Lettings Policy will also contribute to the 'Best City... for health and wellbeing' in terms of promoting the capacity of people to live independently and 'Best City...for children' as access to good housing is a cornerstone of being a 'child-friendly city'.

5.4 Resources and value for money

5.4.1 An effective Lettings Policy is an integral element of the Council's response to addressing housing need in the city. It can help to reduce associated costs such as temporary accommodation for homeless households and social care placements for vulnerable adults and children.

5.4.2 A lettings process, working to optimum capacity, will reduce costs associated with properties being empty such as rent loss. The Lettings Policy will also help to mitigate the cost challenges associated with welfare change such as reduced rental income.

5.5 Legal Implications, Access to Information and Call In

5.5.1 The Council has a legal duty to develop a 'scheme' (Lettings Policy) for determining priority groups for re-housing and procedures to be followed in allocating council housing. The Council must have regard for relevant government guidance in respect of developing its Lettings Policy.

5.5.2 The Lettings Policy must be developed with regard to the Council's Homelessness Strategy and Tenancy Strategy.

5.5.3 The Council is obliged to consult with locally operating housing associations and others who are likely to be affected by policy changes. This consultation is set out in more detail in Appendix 1.

5.5.4 The Council must develop its lettings policy in line with the Housing Act 1996, Part 6, as amended. The council must, overall, give preference for allocations to customers in the statutory 'reasonable preference' groups set out in s.166A(3). This includes homeless customers, people with a medical housing need, people living in poor housing conditions or who need to move for other welfare reasons.

5.5.5 However, the legislative framework does allow the council to take local priorities into account in its lettings policy alongside the statutory reasonable preference categories. This is set out in the revised Code of Guidance on Allocations issued in July 2012. Furthermore, the House of Lords have stated that giving customers reasonable preference 'does not require that they should be given absolute priority over everyone else'.

- 5.5.6 The Guidance encourages authorities to consider how to use this flexibility to meet local needs and local priorities. Examples include awarding priority to under occupying tenants and to foster carers, both of which are already included in the Leeds scheme.
- 5.5.7 The House of Lords also made clear that, where an allocation scheme complies with the reasonable preference requirements and any other statutory requirements, the courts should be very slow to interfere on the ground of alleged irrationality.

5.6 Risk Management

- 5.6.1 The council has a duty to publish a lettings policy. The council must also review its lettings policy to ensure compliance with new and statutory guidance. In addition to approving a new policy, this report recommends actions to ensure the policy is implemented consistently across the city.
- 5.6.2 The changes to housing benefit rules have the potential to result in increased rent arrears which could jeopardise the Council's ability to meet its stock investment plans. There is also a risk of increased repossessions, homelessness and use of temporary accommodation as well as an increase in transfers and associated void costs.
- 5.6.3 The lettings policy will be implemented on a phased basis from May 2013. A number of amendments will be required to the council housing IT system, staff will be briefed on the changes and information published to inform customers of the changes. Depending on the final Qualification Criteria approved by Executive Board, the Council will write to customers who are non-qualifying to advise them they can no longer be considered for re-housing with the council and of alternative options.

6 Conclusions

- 6.1 The Council needs to update its Lettings Policy (allocation of council housing) to respond to changes set out in the 2011 Localism Act and revised government guidance on allocations. Updating the Lettings Policy also provides an opportunity to respond to public and Member concerns regarding the allocation of council housing and to mitigate the impact of welfare changes. Following extensive public and Member consultation, the following changes are proposed:
- 6.1.1 To update the existing provisions for excluding housing applicants from the allocation of council housing on the grounds of 'poor behaviour'. Examples of such behaviour could include accumulation of rent arrears, anti-social behaviour, criminal activity and damage to property. A key consideration will be whether the applicant has made significant steps to modify such behaviour.
- 6.1.2 To maintain the current percentage of council houses allocated through the 'Date of Registration Quota' at 25%. The remaining 75% of available council houses will be allocated to those with the highest level of housing need.

- 6.1.3 Sheltered housing and bungalows will be excluded from the 'Date of Registration Quota' and allocated to applicants with the highest level of housing need.
- 6.1.4 The Local Connection criteria for date of registration properties will be based on residence in Council Ward rather than local housing office area.
- 6.1.5 Owner occupiers with no assessed housing need will still be potentially eligible to apply for council housing but a maximum of 6 month application registration time will be taken into account in the allocation process for all offers of accommodation.
- 6.1.6 It is not proposed to apply a household income cap to the allocation of council housing given the small number of applicants/tenants that it would affect and the disproportionate impact on staffing resources required to assess each applicant's income.
- 6.1.7 It is not proposed to apply a residence or local connection test to any applicants such as having to reside within the Common Travel Area or have a local connection to Leeds.
- 6.1.8 It is not proposed to ring fence a percentage of available council houses to those tenants affected by welfare changes but rather to focus on a series of measures to assist such tenants, including stimulating mutual exchanges between tenants who are under-occupying and those that are over crowded and, through individual assessment of housing need, make priority awards for re-housing to tenants who are under-occupying.
- 6.1.9 Tenants in Band C who damage their council homes, subject to individual assessment and safeguarding considerations, will potentially be excluded from transfer opportunities.
- 6.1.10 The priority period will be extended from 120 to 180 days.
- 6.1.11 Applicants with a Band C award who refuse a 'reasonable' offer of council housing will have their date of registration reset to the date when the offer was made.

7 Recommendations

- 7.1 Executive Board notes the contents of this report.
- 7.2 Executive Board consider the options outlined in section 6 and approves the revised lettings policy to be implemented from May 2013.
- 7.3 Executive Board approves the new approach to centralising the assessment of housing need and the training programme for officers involved in lettings issues.

8 Background documents¹

8.1 None

9 Appendices

9.1 Summary of consultation responses to Lettings Policy Review, March 2013

9.2 Equality Impact Assessment, March 2013

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

Appendix 1

Results of the lettings policy consultation 2013

1. The council has greater power to decide who can apply to the waiting list for rehousing. Should the following groups be allowed to apply to the waiting list?

1464 responses (multiple response)	No.	%
People with serious rent arrears or a recent history of anti-social behaviour	1081	74
People who have caused damage to their home	1084	74
People living outside the UK, Channel Islands, Isle of Man and Republic of Ireland (except British Armed Forces)	1057	72
People without a local connection to Leeds (except British Armed Forces and homeless people)	726	50
People with no housing need (Band C) who own their own home	936	64
People with a joint yearly income of over £80,000	967	66

2. Reducing the date of registration quota. We advertise up to 25% of council properties to the person who has been on the waiting list for the longest with a local connection to the housing office area. We are proposing to reduce the number of properties advertised in this way so we can let more properties to people in housing need.

Response	No.	%
Stay the same at 25%	833	62
Reduce to 20%	124	9
Reduce to 15%	94	7
Reduce to 10%	98	7
Reduce to 5%	92	7
Other amount	109	8
Total	1350	100
Blank	114	-

3. Changes to the local connection for the date of registration quota. We are proposing to change the local connection area from housing office to council ward. Do you agree?

Response	No.	%
Yes	668	52
No	161	12
Don't know	465	36
Total	1294	100
Blank	169	-

4. Removing sheltered properties and bungalows from the date of registration quota. We propose to let all sheltered properties and bungalows to people in housing need rather than through the date of registration quota. Do you agree?

Response	No.	%
Yes	827	65
No	277	22
Don't know	168	13
Total	1272	100
Blank	192	-

5. Owner occupiers with no housing need. We propose that owner occupiers with no housing need (Band C) will have their waiting time capped at 6 months.

Response	No.	%
Yes	751	59
No	314	25
Don't know	196	16
Total	1261	100
Blank	202	-

6. Helping under occupying tenants affected by the new housing benefit rules. New rules mean some under occupying council and housing association tenants will not receive enough housing benefit to pay their rent. We are proposing to 'ring fence' some properties for tenants who need to move to a smaller property. Do you agree?

Response	No.	%
Yes	818	65
No	256	21
Don't know	171	14
Total	1245	100
Blank	219	-

7. Increasing the priority given to overcrowded council and housing association tenants. We are proposing to give higher priority to overcrowded tenants. This will help free up smaller properties for people affected by the new housing benefit rules. Do you agree?

Response	No.	%
Yes	901	73
No	199	16
Don't know	132	11
Total	1232	100
Blank	231	-

8. Housing applications from council tenants in Band C. We are proposing that council tenants in Band C will not be rehoused unless they have kept to their tenancy agreement, for example, haven't caused damage to their property. Do you agree?

Response	No.	%
Yes	975	80
No	135	11
Don't know	114	9
Total	1224	100
Blank	238	-

9. Priority Awards. We are proposing extending the time a priority is awarded from 120 to 180 days. Do you agree?

Response	No.	%
Yes	915	76
No	224	18
Don't know	77	6
Total	1216	100
Blank	247	-

10. Penalties for offer refusals. We propose to reset the date of registration for customers in Band C who refuse a reasonable offer of a property. The date would be reset to the date of the offer. Do you agree?

Response	No.	%
Yes	743	63
No	329	28
Don't know	136	9
Total	1290	100
Blank	263	-

Equality information from respondents to Talking Point consultation

1. What is your gender?

Response	No.	%
Female	748	74
Male	228	23
Prefer not to say	27	3
Total	1003	100
Blank	456	-

2. How old are you?

Response	No.	%
16-19 years	25	2
20-29 years	246	24
30-39 years	279	29
40-49 years	208	21
50-59 years	143	14
60-69 years	63	6
70-79 years	20	2
80+ years	3	0
Prefer not to say	19	2
Total	1006	100
Blank	453	-

3. What is your ethnicity

Response	No.	%
White British	771	78
White other	56	6
Asian or Asian British	22	2
Black or Black British	68	7
Mixed ethnicity	41	4
Other	33	3
Total	991	100
Blank	468	-

4. Do you consider yourself to be disabled or have a long standing impairment?

Response	No.	%
Yes	202	20
No	747	73
Prefer not to say	57	7
Total	1006	100
Blank	453	-

5. What type of impairment do you have? Please tick all that apply.

Response	No.	%
Learning disability	13	7
Long term illness or health condition	134	67
Mental health condition	66	33
Physical impairment	84	42
Sensory impairment	14	7
Other	10	5
Prefer not to say	45	23
Total (contains multiple responses)	199	
Blank	3	-

6. What is your sexual orientation?

Response	No.	%
Heterosexual	840	86
Gay man	16	2
Lesbian / gay woman	4	0
Bisexual	16	2
Prefer not to say	102	10
Total	978	100
Blank	481	-

7. What is your marital status?

Response	No.	%
Married	237	24
Civil Partnership	19	2
Co-habiting	136	14
Single	470	47
Other	59	6
Prefer not to say	66	7
Total	987	100
Blank	472	--

8. What is your faith or religion?

Response	No.	%
Buddhist	2	0
Christian	449	46
Hindu	1	0
Jewish	2	0
Muslim	37	4
Sikh	2	0
No religion	376	39
Other	31	3
Prefer not to say	79	8

Total	979	100
Blank	480	-

9. What is your postcode

Response	No.	%
LS1	6	1
LS2	5	1
LS3	3	0
LS4	9	1
LS5	7	1
LS6	30	3
LS7	49	5
LS8	59	6
LS9	56	6
LS10	69	7
LS11	51	5
LS12	59	6
LS13	70	7
LS14	74	8
LS15	20	2
LS16	36	4
LS17	27	3
LS18	12	1
LS19	20	2
LS20	9	1
LS21	11	1
LS22	4	0
LS23	5	1
LS24	0	0
LS25	21	2
LS26	32	3
LS27	42	4
LS28	27	3
LS29	1	0
Outside Leeds	67	7
Prefer not to say	78	9
Total	959	100
Blanks	500	-

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: Environment and Neighbourhoods	Service area: Housing Support
Lead person: Kathryn Bramall	Contact number: 22 43296
Date of the equality, diversity, cohesion and integration impact assessment:	

1. Title: Lettings Policy Review 2013
Is this a:
<input checked="" type="checkbox"/> Strategy /Policy <input type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Kathryn Bramall	Leeds City Council	Housing Support, Leeds Homes Policy Manager
Catriona Purdy	Leeds City Council	Housing Support, Development Officer

3. Summary of strategy, policy, service or function that was assessed:

All housing authorities must publish an allocations policy in accordance with the Housing Act 1996, as amended.

The lettings policy sets out how offers of council accommodation are made, how the housing register is operated and which groups of customers are given preference for lettings of accommodation. It applies to the letting of all Leeds City Council properties.

The lettings policy is being reviewed in response to the legislative changes in the Localism Act 2011 and the subsequent Code of Guidance issued in June 2012, the regulations on the Armed Forces issued in July and November 2012 and the housing benefit changes to be introduced in April 2013.

4. Scope of the equality, diversity, cohesion and integration impact assessment

(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan

(please tick the appropriate box below)

The vision and themes, objectives or outcomes

The vision and themes, objectives or outcomes and the supporting guidance

A specific section within the strategy, policy or plan

Please provide detail:

4b. Service, function, event

please tick the appropriate box below

The whole service
(including service provision and employment)

A specific part of the service
(including service provision or employment or a specific section of the service)

Procuring of a service
(by contract or grant)

(please see equality assurance in procurement)	
Please provide detail:	

5. Fact finding – what do we already know
 Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

- Equality monitoring information and profiling data of customers on the Leeds Homes Register
- Equality monitoring information of customers who have been rehoused by Leeds City Council
- Data on overcrowded households
- Data on under occupying tenants who will be affected by the housing benefit changes
- Customer consultation undertaken on the proposed changes, including the equality profile of the respondents
- Consultation on the proposed changes with other stakeholders
- Leeds City Council Executive Board report on the lettings policy, December 2012
- Leeds City Council’s Tenancy Strategy and Policy
- Department of Communities and Local Government’s Code of Guidance - Allocation of accommodation: Guidance for local housing authorities in England. This statutory guidance on social housing allocations for local authorities in England aims to assist them to take advantage of the provisions in the Localism Act 2011. It also encourages authorities to make use of the existing flexibilities within the allocation legislation to ensure that social homes go to people who need and deserve them the most, such as hard working families and members of the Armed Forces.

Are there any gaps in equality and diversity information
Please provide detail:
 Some equality information on the Leeds Homes Register is incomplete. This is more common in earlier applications. This has been addressed by the introduction of an enhanced application registration system in which equality information is mandatory.

Action required:
 Ongoing reminders to officers of the importance of accurately recording equality information for new applications and of collecting information which is missing on older applications.

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No
-------------------------------------	------------	--------------------------	-----------

Please provide detail:

In December 2012, the council's Executive Board authorised Housing Policy to begin consultation on the proposed changes to the lettings policy. The consultation ran from 19 December 2012 to 22 February 2013.

Housing Policy wanted to obtain feedback from members of the public, particularly those seeking social housing in Leeds. This was done through placing a survey on the council's online 'Talking Point' consultation portal, including a copy of the survey in the Leeds Homes paper flyer and undertaking face to face surveys with customers in One Stop Centres and housing offices throughout the city. Customers were signposted from the Leeds Homes Flyer and website (where vacant council, RSL and private rented properties are advertised), by a press release and from the 'carousel' feature on the Leeds City Council website. Customers could respond to the survey through the post or by email.

Key stakeholders such as RSLs and support providers were invited to give their views, either via the online survey or with separate written responses.

The main proposals consulted on were:

1. The 'Qualification Criteria' – which groups can apply to the Leeds Homes Register
2. Reviewing the proportion of properties let under the Date of Registration Quota
3. Changing the local connection area from housing office to Ward area for properties advertised through the Date of Registration Quota
4. Removing sheltered properties and bungalows from the Date of Registration Quota
5. Capping the effective date of registration for owner occupiers with no housing need
6. Ring fencing a proportion of properties for under occupying tenants affected by housing benefit changes
7. Increasing the priority for overcrowded social housing tenants to free up smaller properties
8. Introducing pre-transfer checks for council tenants in Band C
9. Increasing the time a priority is awarded to 180 days
10. Resetting the date of application for customers in Band C who refuse a reasonable offer of accommodation.

Other changes which were not part of the consultation were;

- British Armed Forces – new statutory regulations for Armed Forces personnel in urgent housing need
- People assessed as lacking capacity – procedures to be updated in conjunction with Leeds Social Care
- 16 and 17 year olds to be assessed by Children's Services prior to being rehoused.
- New direct let category for customers requiring adapted properties in preparation for Accessible Housing Register
- Remove direct let category – NASS and supporting people direct lets
- Centralising housing needs assessments to the council, and implementing a revised training programme for lettings staff

Action required:

The results of the consultation to be taken into account in making recommendations to the council's Executive Board, and a summary of the response to be included as an appendix to the lettings policy report

7. Who may be affected by this activity?

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify: Low income households, vulnerable customers

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify: Current council tenants and customers on the Leeds Homes Register

Potential barriers.

Built environment

Location of premises and services

**Information
and communication**

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

Please specify: Demand for social housing outstrips supply; the lettings policy outlines which customer groups are given preference for lettings of council properties and for particular property types to achieve best use of stock. Scarcity of social housing (and of particular types and sizes) can lead to a public perception that the lettings policy is unfair and that preference is given to particular customer groups.

8. Positive and negative impact

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

1. Qualification criteria

- The council will consider all cases individually before making a decision that the customer is non-qualifying to join the housing waiting list.
- The 'qualification criteria' will not be applied to people with rent arrears who are fleeing domestic violence or hate crime. This will benefit vulnerable customers who need to move due to violence.
- Applying the 'qualification criteria' to customers who have been guilty of anti social behaviour (ASB) may protect vulnerable customers who at risk of suffering from anti-social behaviour.
- The 'qualification criteria' on people living outside the UK will not be applied to British Armed Forces (BAF) personnel or people who are temporarily abroad. This will benefit BAF customers stationed abroad and customers who have to leave the country temporarily, for example to care for a relative.
- The 'qualification criteria' on local connection will not be applied which will benefit vulnerable customers at risk of homelessness, and BAF customers stationed outside of Leeds, people who do not qualify under work, residence or family (for example people with non-typical family relationships, or people who have been in foster care), vulnerable customers, for example those that have been in care, people fleeing violence who cannot be rehoused in the area that they have a local connection to.
- The 'qualification criteria' on people who have caused damaged to their home may benefit vulnerable customers who are at risk of suffering from anti-social behaviour.

2. Changing the local connection area from housing office to Ward area for DOR properties

- This will be easier to communicate to customers so all equality groups will benefit, particularly vulnerable customers

3. Removing sheltered properties and bungalows from the date of registration quota

- This will mean that all properties will be let on the basis of housing need, regardless of how long the customer has been waiting. This will benefit older and disabled customers with an assessed need for sheltered housing or bungalows

4. Capping the effective date of registration for owner occupiers with no housing need

- This may mean that other customers will have a greater chance of being rehoused. This may benefit customers in housing need and customers who are on low incomes and unable to buy their own home, and would be a more

proportionate measure than removing owner occupiers in Band C from the waiting list altogether.

5. Increasing the priority for overcrowded social housing tenants to free up smaller properties
 - This will give greater preference for lettings to overcrowded households and will have a positive impact on overcrowded households, particularly BME customers who are more likely to be living in overcrowded conditions
6. Increasing the time a priority is awarded to 180 days
 - This will mean a customer will have an extra two months in priority before having to request a priority extension. This means that vulnerable customers who may have difficulty in requesting priority extensions are more likely to be rehoused before expiry of priority. This may also free up staff resources to assist vulnerable customers
9. 16 and 17 year olds to be assessed by Children's Services prior to being rehoused
 - This will benefit young vulnerable customers as it will mean they will receive appropriate support and housing and means the council fulfils its legal duties
10. New direct let categories – adaptations
 - This will mean that disabled people can 'match' an appropriate property for their needs more easily through the development of an Accessible Housing Register. It also means that disabled people who have difficulty in using CBL can be made a direct offer of a property. This will benefit disabled people.
11. Centralising housing needs assessments to the council, and implementing a revised training programme for lettings staff will benefit all groups of customers by ensuring consistent and fair implementation of the lettings policy

Action required:

- Lettings to be monitored under the DOR and housing needs quota
- Revised training programme to be implemented for lettings officers
- Centralisation of housing need assessments to be implemented

8b. Negative impact:

1. Qualification criteria
 - The 'qualification criteria' on rent arrears will mean that vulnerable customers and those on low incomes are more likely to be disadvantaged. This may also apply to under occupying tenants affected by the housing benefit changes
 - Applying the 'qualification criteria' to customers who have been guilty of anti social behaviour (ASB) may disadvantage vulnerable customers or those with mental health problems who may be more likely to exhibit this kind of behaviour
 - The 'qualification criteria' on people who have caused damage to their home may disadvantage vulnerable customers who may be more likely to exhibit this type of behaviour.
2. Changing the local connection area from housing office to Ward area for DOR properties

- This may disadvantage vulnerable customers who have grown accustomed to the existing system
3. Capping the effective date of registration for owner occupiers with no housing need
 - This may have a negative impact on older customers who are more likely to be owner occupiers
 4. Introducing pre-transfer checks for tenants in Band C
 - This may disadvantage vulnerable customers who may have more difficulty keeping to the terms of the tenancy agreement
 5. Increasing the length of time a priority is awarded for to 180 days
 - This may disadvantage vulnerable customers who are bidding inappropriately or have an issue with their housing application as this may not be highlighted until the priority is extended
 6. Resetting the date of application for customers in Band C who refuse a reasonable offer of accommodation
 - This may disadvantage older people, who have early registration as they may lose more 'waiting time' if they refuse a reasonable offer of accommodation

Action required:

- Procedures to be written with clear guidance on factors to be taken into account when applying the qualification criteria, including circumstances in which local connection can be waived
- The housing computer system workflow to be amended to reflect the qualification criteria, to ensure consistency in applying the criteria
- ALMO/BITMO support teams to be briefed to ensure customers have access to support
- Equality monitoring to be completed on customers that do not meet the qualification criteria
- Implementation training for frontline staff so that changes are communicated to customers effectively. Frontline staff to be reminded to check applications for appropriate bidding, bed requirements, bypass reasons etc on customer contact to ensure customers are not disadvantaged by the extra 2 months in priority
- Information about changed published in the flyer and on the Leeds Homes website
- A revised customer information leaflet and summary of the new lettings policy to be produced

9. Will this activity promote strong and positive relationships between the groups/communities identified?



Yes



No

Please provide detail:

Retaining the date of registration quota, which seeks to balance the needs of customers in reasonable preference with the aspirations of customers who wish to be rehoused in an

area they have a local connection to, assists in creating mixed and sustainable communities and also assists younger people to need to remain in or move to an area, for example grown up children who wish to live close to family support.

Action required:

Communicate changes to customers through the flyer and Leeds Homes website. Share lettings results with customers.

10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes

No

Please provide detail:

See point 9.

Action required:

See point 9.

11. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Demand for social housing outstrips supply; the lettings policy outlines which customer groups are given preference for lettings of council properties and for particular property types in order to achieve best use of stock. This may result in public perception that the policy is unfair and that offers of accommodation are made to particular groups of customers.

Action required:

See point 9

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
ALMO officers to collect missing equality monitoring data on LHR	Ongoing	% of applications with complete information	Kath Bramall
Revised training programme to be implemented for lettings officers Centralisation of housing need assessments to be implemented	From May 2013	Improved consistency of application of policy, reduced complaints and audit result	Kath Bramall
The results of the consultation to be taken into account in making recommendations to the council's Executive Board, and a summary of the response to be included as an appendix to the lettings policy report	Executive Board report – April 2013	Executive Board report	Kath Bramall
Lettings to monitored under the DOR and housing needs quota	To be monitored on a quarterly basis	Quarterly monitoring reports published on the intranet	Mike Camponi
Procedures to be written with clear guidance on factors to be taken into account when applying the qualification criteria, including circumstances in which local connection can be waived. Also guidance on advice given to non-qualifying customers about housing options	To be completed prior to implementation and updated on a monthly basis	Procedures published on intranet	Kath Bramall
ALMO/BITMO support teams to be briefed to ensure customers have access to support	To be completed prior to implementation	Minutes of meetings	Kath Bramall

Action	Timescale	Measure	Lead person
Equality monitoring to be completed on customers that do not meet the qualification criteria	Ongoing	Annual monitoring report	Mike Camponi
Implementation training for frontline staff so that changes can be communicated to customers effectively. Frontline staff to be reminded to check applications for appropriate bidding, bed requirements, bypass reasons etc on customer contact to ensure customers are not disadvantaged by the extra two months priority period	To be completed prior to implementation	Staff receive briefings / training on new policy, attendance records	Kath Bramall
Information about changes published in the flyer and on the Leeds Homes website	To be completed prior to implementation	Copies of flyer	Kath Bramall
Share lettings results with customers on the Leeds Homes website.	Ongoing		Mike Camponi
Develop a revised customer information leaflet and summary of new lettings policy	May / June 2013	Leaflet produced	Kath Bramall

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Kath Bramall	Leeds Homes Policy Manager	18 March 2013

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

As part of Service Planning performance monitoring

As part of Project monitoring

Update report will be agreed and provided to the appropriate board
Please specify which board

Other (please specify)

15. Publishing**Date copy sent to Equality Team****Date published**

Report of Director, Environment and Neighbourhoods

Report to Executive Board

Date: 24 April 2013

Subject: Proposed changes to the Rent Arrears Recovery Procedures

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

Summary of main issues

1. This report sets out the proposed changes to Leeds City Council's Rent Arrears Procedure in preparation for the welfare changes that are due to take effect from 1 April 2013. The proposals seek to strike an appropriate balance between helping people who are struggling to pay additional sums of money to the Council from a very low income and ensuring that rent is recovered to be used for the benefit of all tenants.

2. The introduction of Housing Revenue Account (HRA) self-financing in April 2012 has allowed the Council to plan long term capital investment to improve the stock and build new homes. The rental income stream is essentially the only source of funding for the delivery of council housing investment priorities. As a result, any reduction in rental income will affect the sustainability of these plans and will have a major impact on the Council's ability to maintain and invest in its stock and build new affordable homes. The Council will have to collect £4m of income which will not be covered by housing benefit due to changes to entitlements.

3. In April 2013 the Social Sector Size Criteria (SSSC) rules come into force which reduce Housing Benefit (HB) entitlement for working age tenants deemed to have more bedrooms than they need. Pension age tenants are not affected by this change. Tenants under-occupying by 1-bedroom will have their HB worked out using a rent that is reduced by 14% for HB purposes only. Tenants under-occupying by 2-bedrooms or more will have their HB worked out using a rent that is reduced by 25% for HB purposes only.

4. From July 2013, many social housing tenants who are getting more than £500 a week in benefit payments will have their Housing Benefit reduced until overall benefit payments are under the £500 cap.

Recommendations

1. To note the expected impact of the welfare benefit changes coming into effect from April 2013.
2. To approve the proposed changes to the Rent Arrears Recovery Procedure.

1 Purpose of this report

- 1.1 The report provides information on the proposed changes to the Rent Arrears Recovery Procedure and the anticipated impact of the Housing Benefit changes coming into effect from April 2013.
- 1.2 The report outlines the measures developed to ensure that tenants affected by the welfare changes are appropriately informed of how the changes will affect them and are made aware of the options open to them. The changes do not impede the Council's ability to take decisive recovery action where tenants will not engage and fail to make any payments towards the arrears.

2 Background information

- 2.1 In 2006, the Ministry of Justice introduced a Pre-Action Protocol for Possession Claims based on Rent Arrears. The Council is required to comply with this Protocol as well as the general Civil Procedures Rules when recovering rent arrears. The Protocol recognises that it is in the interests of landlord and tenants to ensure that rent is paid promptly. It encourages early intervention and pre-action contact between landlords and tenants and aims to ensure that difficulties are resolved wherever possible without court proceedings. Leeds City Council's Rent Arrears Recovery Procedures were developed to comply with these requirements. The proposed changes also comply with these provisions.
- 2.3 The Social Sector Size Criteria will come into force on 1 April 2013. Analysis indicates that 6,748 Council tenants will be affected by the changes. The size criteria is set out in the table below:

Size Criteria – Tenants will be allowed:

- 1 bedroom for a single customer or a couple;
- 1 bedroom for a child; or
- 1 bedroom for 2 children under 10 of opposite genders; or
- 1 bedroom for 2 children of the same gender up to the age of 16;
- 1 bedroom for other single people or couples aged 16 or over.

A bedroom for a non resident carer will also be allowed.

- 2.4 Tenants under-occupying by 1-bedroom will have their HB reduced by 14% (approximately £10 per week) and those under-occupying by 2-bedrooms or more will have their HB reduced by 25% (roughly £19 per week). Pension age

tenants are not affected by this change. The loss of Housing Benefit for council tenants alone is estimated to be almost £4m per year.

- 2.5** July 2013 also sees the introduction of the national Benefit Cap which limits benefit payments to no more than £500 per week for working age families and £350 per week for single claimants. It is estimated that 120 council tenants are affected by the housing benefit cap and the average loss in HB is believed to be £57 per week. This equates to a loss of more than £350K in HB.
- 2.6** Since July 2012, the Arms Length Management Organisations (ALMOs) and Belle Isle Tenant Management Organisation (BITMO) have been contacting and visiting all affected tenants to explain the changes and the options available to them. The main focus of these visits is to ensure tenants have access to information, understand how the changes will affect them and receive sound advice and on-going support to make decisions about their future.
- 2.7** In March 2013, the Department for Work and Pensions issued a Ministerial Statement outlining an amendment to the regulations. As a result of this amendment, two specific groups will be protected from the social sector size criteria reforms; foster carers and Armed Forces personnel. Approved foster carers will be allowed an additional bedroom if they have fostered a child, or become an approved foster carer in the last 12 months. Also, adult children who are in the Armed Forces but who continue to live with parents will be treated as continuing to live at home, even when deployed on operations.
- 2.8** An option for some tenants will be a Discretionary Housing Payment (DHP). The DHP fund for 2013-14 is £1.9m. £800K of this is to support social housing tenants affected by the SSSC and all tenants, including those in the private rented sector, affected by the benefit cap. The fund is a fraction of the total rent shortfall resulting from the benefit changes. Under the Council's DHP Policy, specific groups of tenants will be prioritised for payments including disabled tenants living in significantly adapted properties. Other applications will be considered on a case by case basis for exceptional circumstances where a DHP award is appropriate. This will include applications from parents who need an extra bedroom to support child access arrangements, tenants approaching the state pension age, where work is not a realistic option, and families expecting a first child where a housing allocation has been made on this basis. Applications and awards of DHP, as well as the reason for awards, will be closely monitored by Leeds Revenues and Benefits Service to ensure that the policy remains effective and affordable.
- 2.9** To date, 90% of affected tenants have been contacted. The majority of households (40%) have expressed a preference to, if possible, stay in their existing home and meet the shortfall. The Council will endeavour to maximise the number of affected tenants who can stay in their existing home and cover the shortfall in rental charge. The ALMOs and BITMO are working with these households to:
- ensure they are claiming all eligible benefits;
 - review and prioritise expenditure;
 - provide budget and debt advice including referrals to specialist debt support agencies;

- assist with establishing bank accounts and setting up direct debits; and
- identify potential eligibility for Discretionary Housing Payments and where appropriate making a supported referral; and
- identify any specialist support needs and making referrals to Independent Living Teams.

- 2.10** It is clear that finding suitable alternative accommodation will be the most viable option for many tenants. Based on visits to date, approximately 20% of tenants affected by SSSC (approximately 1,200) are considering a transfer to smaller accommodation. The vast majority of these are seeking a transfer to another council property rather than the private sector. The Council is committed to facilitating such moves in a sensitive, supportive and effective way.
- 2.11** The Council will seek to maximise moves through the mutual exchange process whereby properties are swapped by a tenant who is overcrowded and another who is under-occupying. Mutual exchanges offer a quick and simple way to resolve overcrowding and under-occupation and allow for moves to take place between Council and housing association tenants. The ALMOs and BITMO are currently promoting mutual exchange with all tenants affected by under-occupation as well as households known to be overcrowded. Swap shop events are planned for spring 2013 to provide a forum for tenants to meet up and find accommodation that meets their needs.
- 2.12** All tenants who express a desire to move will be contacted to ensure they understand the Choice Based Letting system. They will be provided with assistance to register a housing application and will be supported in bidding for properties to maximise their chances of securing suitable alternative accommodation. The biggest challenge the Council faces in this respect is the shortage of available homes for affected tenants to move to. Over 4,500 of the tenants affected by under-occupation have a 1 bedroom housing need. In comparison, the Council has let 1,501 non-sheltered 1 bedroom properties in the last three years. Based on these statistics, it would take nine years to re-house all tenants affected by SSSC with a 1 bedroom housing need, notwithstanding the need to re-house other applicants.
- 2.13** As a result of these welfare changes, the Council anticipates that many affected tenants will struggle to meet the shortfall resulting in increased rent arrears. The data collected from the visits indicates that in the region of 75% of affected tenants will struggle to meet some or all of their rental obligation. The Council has approved additional resources to allow for 19 additional staff across the three ALMOs and BITMO for 2013-14. These staff will provide intensive support to tenants to explore alternative housing options and at the same time maximise their income and increase their ability to pay their rent and sustain their tenancy.
- 2.14** Given the number of tenants affected by the changes, the Council also anticipates an increase in the number of households on the housing register. Any increase in the number of transfers through choice based lettings will result in increased void costs and rent loss during the void period.
- 2.15** As the implementation date approaches, there has been increased media attention on the subject of arrears resulting from the welfare changes. There is

also a national campaign lobbying local authorities against recovering arrears for tenants affected by these changes. Arrears recovery action through the courts could ultimately result in eviction for tenants that won't pay. The proposed measures do not impede the Council's ability to take decisive recovery action where tenants will not engage and fail to make any payments towards the arrears.

3 Main issues

3.1 Pre-Action Protocol for Possession Claims based on Rent Arrears

3.2 The Pre-Action Protocol for Possession Claims based on Rent Arrears (hereinafter the Protocol) came into force in October 2006. The Protocol aims to ensure court action is a last resort by encouraging early intervention and pre-action dialogue between landlords and tenants. It also expects the landlord to take all reasonable steps to ensure that all information is appropriately communicated in ways that the tenant can understand.

3.3 The Protocol provides that the landlord should contact the tenant as soon as possible after arrears start to accrue to discuss the cause, ascertain the tenant's financial circumstances, determine whether there is any entitlement to benefits and encourage repayment of the arrears. The landlord should also liaise with the tenant and housing benefit departments to resolve any benefit issues and is expected to agree affordable sums for the tenant to pay towards the debt based on income and expenditure details if provided. Landlords are also required to advise tenants to seek assistance or independent advice from the Citizens Advice Bureau or debt advice agencies.

3.4 Importantly, failure by a landlord to comply with the Protocol allows the court to impose various sanctions, including making an adverse costs order, adjourning the case or even dismissing the claim entirely. It is vital therefore that the Protocol is complied with in every respect and that its terms are embedded within rent arrears recovery procedures.

3.5 Existing Rent Arrears Recovery Procedures

3.6 Leeds City Council's Rent Arrears Recovery Procedures have been developed to ensure all recovery action complies with the Protocol. The rent arrears process was last reviewed in 2011 to deliver a more streamlined approach and to improve its effectiveness yet still conform to the provisions in the Protocol.

3.7 The IT systems support the recovery process by automatically generating recommendations at identified stages. The process has built into it a degree of flexibility in that recovery action can be reviewed and suspended at any stage if appropriate. By way of example, if a tenant enters into an arrangement to repay the debt, no enforcement action will be taken for so long as payments are received in line with the arrangement.

3.8 The process provides for early intervention with an initial arrears letter following 2 weeks unpaid net weekly charge. This initial contact includes the supply of a debt information pack to all tenants providing important information and advice on money matters, including:

- Top tips for dealing with debt;
- Information about benefit advice and entitlement;
- Advice on dealing with rent arrears;
- Debt and support agencies offering free, independent and confidential advice;
- Summary of services offered by Leeds City Credit Union; and
- Organisations providing support with fuel poverty.

3.9 A second arrears letter is sent following 4 weeks unpaid rent. This correspondence is followed up with a visit. If the tenant fails to engage at this point and no payments are made to the account, the Housing Manager will review the case and if appropriate, serve a 'Notice of Intent to Seek Possession' (NISP). The NISP is formal notification of the Council's intention to commence possession proceedings at the County Court on expiry of 28 days' notice. During the NISP period, every effort will be made to contact the tenant and make an arrangement to repay the debt. On expiry of the NISP, a further letter is sent to the tenant to advise that once the NISP expires, the case will be processed for a court hearing.

3.10 If a tenant does not engage and fails to make any payments or an arrangement to repay the debt, a final letter is sent advising that the case will be referred to the Paralegal Team to commence possession proceedings at the County Court. Once the case is processed, there is usually a period of 6-8 weeks before the court hearing takes place.

3.11 Tenants affected by SSSC

3.12 In light of the welfare changes coming into effect from April 2013, officers have reviewed the existing Rent Arrears Recovery Procedures to ensure there is sufficient opportunity to advise and support tenants affected by changes without impeding the Council's ability to take decisive recovery action where tenants will not engage and fail to make any payments towards the arrears. Many tenants affected by the under-occupancy rules will also be affected by the changes in Council Tax Support. The recovery process for Council tax, which is set out in the Council Tax enforcement regulations, means that we cannot operate a single process for dealing with both council tax and rent arrears. However, it should be noted that the Council tax position will be taken into account in the actions and advice provided by the Specialist Welfare Reform Officer. Similarly, officers making payment arrangements for Council Tax arrears will also take into account the additional housing costs as a result of under-occupancy changes when making these arrangements. The impact of these welfare changes will be closely monitored to ensure that the recovery processes remain effective.

3.13 Officers have recommended a number of additional measures to ensure tenants affected by the welfare changes have access to all the appropriate information and advice to understand how the changes will affect them as well as the support they need to make decisions about their future. The proposed changes are outlined below:

- Debt Information Pack - It is proposed that this will include additional information including copies of the Council's 'Welfare Reform Under Occupation FAQs' and 'Overcoming financial difficulty' booklet. It will also

include an information leaflet on mutual exchange and alternatives to loan sharks.

- Referral to Specialist Welfare Reform Officer – If, at the outset of any arrears recovery action a tenant is identified as being affected by under-occupation, a referral will be made to the specialist Welfare Reform Officers within the ALMOs. Recovery action will be suspended to allow officers to provide the tenant with advice and support based on their individual circumstances. This will include:
 - Ensuring all eligible benefits are being claimed;
 - Ascertaining income details and prioritising expenditure;
 - Identifying eligibility for DHP and supporting referral;
 - Supporting tenants to register a housing application;
 - Promoting mutual exchange;
 - Supporting tenants to set up a bank account or direct debit;
 - Budgeting and debt advice; and
 - Referring vulnerable tenants for specialist support through the Independent Living Teams, Adult Social Care or Children’s Services.

It is key at this stage to ascertain details of all occupants in the property including their date of birth to determine whether any family member is due to attain a significant birthday. For example, a family in a three bedroom property with two children, (a 9 year old boy and a 6 year old girl) would be under-occupying until the boy reaches his tenth birthday. As such, the household would be under-occupying for a relatively short period of time. In these circumstances, it would be appropriate to support the family to stay and make payments towards the shortfall.

- Guidance on serving Notice of Intent to Seek Possession (NISIP): - Officers have developed guidance on when it would not be appropriate to serve a NISIP:
 - If the Protocol or Rent Arrears Recovery Procedures have not been complied with;
 - If arrears are reducing through regular payments; and
 - Where a housing benefit claim is being assessed and the tenant has provided all supporting evidence and had paid other sums due.

3.14 All arrears cases that result in a court hearing require a detailed witness statement outlining the recovery action that took place. The witness statement is to assist the judge in determining whether to grant possession. For cases affected by the Social Sector Size Criteria, this will include a full summary of all the information, advice and support provided to the tenant.

3.15 In recognition of the importance of this work, the ALMOs and BITMO have been granted additional resources for the financial year 2013-14. An additional 19 posts have been funded across the four organisations to provide targeted support for

customers affected by the changes with a view to minimising the impact on performance and rent collection rates.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Consultation has taken place with officers in the ALMOs and BITMO in developing the proposed changes to the Rent Arrears Recovery Procedure. The proposals are also supported by the Welfare Reform Operational Group, a cross Council group developed to ensure the key strategic objectives outlined in the Welfare Reform Strategy are achieved. The group has an operational focus with representation from Environment and Neighbourhoods, representation from the ALMOs and BITMO, Leeds Revenues and Benefits Service, Finance and Corporate Communications as well as Leeds Tenants Federation. Given that the additional measures outlined do not amount to a change in policy, there are no plans to conduct a consultation exercise with the general public.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 The proposed changes are intended to ensure appropriate information, advice and support is provided to tenants affected by the welfare changes prior to any enforcement action for rent arrears.

4.2.2 The Council has undertaken an Equality, Diversity, Cohesion and Integration Screening Assessment which is attached.

4.3 Council policies and City Priorities

4.3.1 The proposed changes do not impact upon and are compatible with the Council's Corporate Debt Policy.

4.3.2 The proposed changes to the procedures seek to achieve a balance between minimising the impact of the welfare changes on affected tenants and maximising rent collection and thereby maintaining the sustainability of the HRA Business Plan. The changes contribute to the corporate objectives outlined in the Vision for Leeds 2011-30; specifically:

- Leeds will be fair, open and welcoming - allowing people to access support when they need it;
- Leeds' economy will be prosperous and sustainable - sufficient supply of housing including affordable housing that meets the needs of the community; and
- All Leeds' communities will be successful – people have the opportunity to get out of poverty, all homes are of a decent standard and people can afford to stay warm.

4.4 Resources and value for money

- 4.4.1 In is estimated that the loss of Housing Benefit to the Council for 2013-14 in relation to the Social Sector Size Criteria will be almost £4m. In terms of the Benefit Cap, a further £350K will be lost.
- 4.4.2 The HRA budget acknowledges that the welfare changes will have a significant impact on both financial and staff resources. A budget provision of £500K has been made to fund additional staff required to provide advice and support to tenants affected by the changes to minimise the impact on rent collection and the sustainability of the HRA.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Any changes to the Rent Arrears Recovery Procedure must comply with the Pre-Action Protocol for Possession Claims based on Rent Arrears and the Civil Procedure Rules.

4.6 Risk Management

- 4.6.1 Failure to maximise rent collection will affect the sustainability of the HRA Business Plan and the Council's ability to maintain and invest in its stock and build new affordable homes.
- 4.6.2 The proposed changes seek to ensure appropriate information, advice and support is provided to those affected by the welfare changes thereby minimising the impact on individual tenants and housing demand across the city.

5 Conclusions

- 5.1 The impact of the Government's welfare changes will mean that many tenants will struggle to pay their rent.
- 5.2 The proposed changes to the Rent Arrears Recovery Procedure seek to strike an appropriate balance between helping people who are struggling to pay additional sums of money to the Council from a very low income and ensuring that rent is recovered to be used for the benefit of all tenants.

6 Recommendations

- 6.1 To note the expected impact of the welfare benefit changes coming into effect from April 2013.
- 6.2 To approve the proposed changes to the Rent Arrears Recovery Procedure.

7 Background documents¹

- 7.1 None

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

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Equality, Diversity, Cohesion and Integration Screening

As a public authority we need to ensure that all organisational change arrangements impacting on the workforce have given proper consideration to equality, diversity, cohesion and integration.

Equality and diversity will always have relevancy to organisational changes which impact on a diverse workforce. If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration then you have already carried out an impact assessment.

A **screening** process is a short, sharp exercise, which completed at the earliest opportunity will help to determine:

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

Directorate: Environment and Neighbourhoods	Service area: Housing Partnerships
Lead person: Lorraine Wright	Contact number: 2474743

1. Please provide a brief description of the organisational change arrangements that you are screening

The EDCI screening relates to the proposed changes to the Rent Arrears Recovery Procedures.

The purpose of the changes is to define how officers will inform, advise and support tenants affected by the welfare reforms in the event that rent arrears are accrued as a result of the government legislation.

The proposed changes seek to achieve a balance between minimising the impact of the welfare reforms on affected tenants and maximising rent collection.

2. Consideration of equality, diversity, cohesion and integration checklist

Questions	Yes	No
Have you already considered equality and diversity within your current and future planning	Yes	
Where you have made consideration does this relate to the range of equality characteristics	Yes	
Have you considered positive and negative impacts for different equality characteristics	Yes	

Have you considered any potential barriers for different groups	Yes	
Have you used equality information and consultation where appropriate to develop your proposals	Yes	
Is there a clear plan of how equality areas identified for improvement will be addressed	Yes	

If you have answered **no** to the questions above:

- there may be gaps in your equality and diversity considerations and you should complete an equality and diversity, cohesion and integration impact assessment (organisational change). Please go to **section 4**

If you have answered **yes** to the questions above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 3**.

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

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

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

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

There are no specific groups likely to be adversely affected by the updating of the Rent Arrears Recovery Procedures. The Rent Arrears Recovery Procedures apply to all tenants in rent arrears irrespective of age, caring, disability, gender re-assignment, race, religion or belief, sex and sexual orientation. The additional measures are designed to ensure tenants affected by the welfare reforms are appropriately informed of how the legislation will affect them and are made aware of the options open to them.

- **Key findings**

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

It is anticipated that the changes to the procedures will produce a positive impact on the tenants identified as being affected by the welfare reforms. Many of these tenants are vulnerable in that they are potentially on low incomes and suffering from financial exclusion and hardship. The proposed changes have been developed to ensure all affected tenants understand how the welfare reform changes will affect them and what options are available to them. There is potential that some groups may not fully understand the communications they have received on the changes in legislation and

how it will affect them. Correspondence relating to the Rent Arrears Recovery Procedures can be provided in alternative formats such as large print and braille, community languages or can be translated. Correspondence also provides details advice and support organisations offering free, independent and confidential advice.

- **Actions**

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

Ensure that the Rent Arrears Recovery Procedures are applied fairly and consistently and that each case is dealt with on its own merits and individual circumstances with due regard to the impact on equality, diversity, cohesion and integration.

Monitor rent arrears cases and the impact of the welfare reforms on affected tenants with due regard to the impact on equality, diversity, cohesion and integration.

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

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

Date to complete your impact assessment	
---	--

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

5. Governance, ownership and approval

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

Name	Job title	Date
Lorraine Wright	Housing Services Manager	19 March 2013

6. Publishing

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

Please send a copy to the Equality Team for publishing

Date screening completed	
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Date sent to Equality Team	
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Date published (To be completed by the Equality Team)	
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Report of Director of Resources

Report to Executive Board 24th April 2013

Subject: Design & Cost Report for Property Maintenance Software Package

Capital Scheme Number: 16817 / 000 / 000

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

Summary of main issues

1. Property Maintenance employs 250 staff and turns over £21m, returning a surplus of £1.4m annually, which is redistributed within the Council.
2. The existing Property Maintenance ICT system, known as Synergy, was first developed over 25 years ago and has not been commercially available for over 15 years. The system is only developed on a bespoke basis for Property Maintenance. This attracts high developments costs and lengthy testing cycles and means Property Maintenance doesn't benefit from the economies of scale offered by alternative Direct Labour Organisation (DLO) ICT systems.
3. Property Maintenance wishes to continue its drive to increase efficiency and improve productivity. This is coupled with a desire to develop a trading arm, to win new business and to further extend levels of surplus. Property Maintenance believe that Synergy has reached the limits of its current potential and to help achieve the aims of the service a new business appropriate DLO ICT system is required.
4. An EU procurement exercise has taken place and a leading DLO ICT system has been identified. The software licensing, implementation, ICT staffing costs, mobile devices and server hardware are projected to cost £750k. It is proposed the costs are met by the Council through borrowing of £750k over 7 years.
5. Annual savings generated through decommissioning the Synergy system and the introduction of modern working methods, e.g. mobile working, are expected to be in the region of £220k annually, equating to £1,540k over 7 years.

6. This report seeks approval to replace the Synergy ICT system with the aforementioned alternative DLO ICT system.

Recommendations

1. Executive Board is requested to approve the purchase of the leading DLO ICT system, and incur expenditure of £750k.

1 Purpose of this report

- 1.1 The purpose of this report is to seek approval to replace the existing Synergy ICT system used by Property Maintenance.
- 1.2 This report also seeks authority to incur expenditure of £750k.

2 Background information

- 2.1 The Commercial Services group within the Resources function consists of Property Maintenance, Catering, Cleaning, Fleet, and Passenger Transport. The group employs 1,530 staff and turns over £78.5m (based on the OE 2013-14 figures), returning a surplus of £5m annually.
- 2.2 The Property Maintenance division provides a comprehensive building service deploying an in house workforce covering the majority of allied trades, including electrical, asbestos, joinery, plumbing, gas, demolition, bricklaying, plastering, mechanical and engineering, metal fabrication, cleaning, flooring, and lift engineering.
- 2.3 Employing 250 directly employed staff and using approved partners and subcontractors, Property Maintenance undertake over 30,000 jobs annually for the Council Directorates, ALMOs, schools, as well as external customers and contractors. Property Maintenance carries out cyclical maintenance & servicing, responsive repairs, and project and installation work. Property Maintenance turns over £21m, returning a surplus of £1.4m annually, which is redistributed within the Council.
- 2.4 Synergy was first developed over 25 years ago. It is used by only one other Local Authority, and has not been commercially available for over 15 years. The majority of Synergy looks and functions as it did 25 years ago.
- 2.5 Synergy is only developed on a bespoke basis for Property Maintenance. This attracts high developments costs and lengthy testing cycles, and means Property Maintenance doesn't benefit from the economies of scale offered by alternative DLO ICT systems.
- 2.6 In addition to Synergy the service is supported by a number of other systems that collectively aim to meet the needs of Property Maintenance including: an asbestos management system, a scanning system, a reporting tool, an estimating system, a certification system, a text messaging system and a significant number of Excel spreadsheets.
- 2.7 Synergy is also relatively costly, i.e. £85k annually for support and maintenance.

3 Main issues

Design Proposals

- 3.1 As part of a Local Authority wide drive towards greater efficiency and higher productivity via 'Invest to Save', Property Maintenance identified areas of service improvement and transformation. These potential areas include:

- the introduction of mobile working via smartphones and handheld devices
- real time material ordering and invoicing
- electronic certification, e.g. CP12 Landlord Gas Safety Record, IPN3 Electrical Condition Report, etc
- electronic cyclical maintenance & servicing
- electronic asbestos management

3.2 An EU procurement exercise has taken place and a leading DLO ICT system has been identified which will replace the existing system as well as introduce the service improvements detailed in 3.1.

Benefits

3.3 There are many benefits to be gained from the introduction of this modern technology as the core operating system for Property Maintenance.

3.3.1 The system allows for automated work allocation and planning feeding directly into operative appointments and time slots. The mobile option allows this to be achieved remotely so that real time recording of work is captured instantly on the system. This will provide a leaner staffing structure in relation to both supervision and management arrangements and costs. The productivity of operatives should greatly improve as the number of journeys to and from the depot will significantly reduce, job allocation will be speedier, as well as time saved completing paperwork. The technology will allow for the performance productivity scheme to be managed and monitored through the new system providing greater control of outputs.

3.3.2 The utilisation of the mobile working platform should also provide for efficiencies around the fleet vehicles in relation to fuel efficiency and route planning. The new system has an integrated GPS tracking function which will allow operatives to travel the most direct route as well as allocating any emergency work to the nearest operative.

3.3.3 The technology allows for data capture of health, safety and welfare information such as vehicles condition checks, operational conformance with safe systems of work and supporting photographs and surveys. The system also facilitates welfare controls through tracking and keeping in touch with lone workers and enhancing the current safety arrangements.

3.3.4 The document management function in terms of mandatory test certification will be managed electronically, saving on physical storage space, whilst introducing an efficient means of updating client's asset management systems.

3.3.5 Significant benefits in relation to data entry resource will be realised arising from the eradication of timesheet recording and entry for operatives and back office administration. The quality of information available for customers and building users will be greatly improved as access to real time information will be available as the new system will be fully interfaced with existing client systems of Uniform, Orchard, FMS, SAP and PSteam.

- 3.3.6 A full review of processes such as stores and purchasing, ordering and paying, jobbing and completions, charging and income control will be undertaken as part of the system requirements for implementation which will drive further process improvements.
- 3.3.7 The present operating system is currently also supported by a number of sub-systems including an asbestos management system, a document scanning system, an estimating and reporting tool, a certification system and a significant number of excel spreadsheets all of which will be fully integrated into the proposed new system.

Programme

3.4 Consideration has been given to constraints around financial year end. Also to the existing Synergy hardware which is reaching end of life. The programme also takes into account the existing contract arrangements with the owners of Synergy. The provisional implementation programme may be summarised as follows:-

- | | |
|----------------------------------|--------------|
| • Issue Alcatel letters | 6 March 2013 |
| • Tender award | 7 May 2013 |
| • Commencement of implementation | 13 May 2013 |
| • Go live | 1 April 2014 |

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 There is no requirement for public consultation as this is an internal ICT system which will not impact on the general public.

4.1.2 There is no requirement for corporate consultation, though staff and union representatives have been consulted regarding mobile working via communication sessions. Clients have also been consulted regarding the introduction of a leading DLO ICT system.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A screening document has been prepared and an independent impact assessment is not required for the approvals requested as there is no relevance to Equality and Diversity because this report relates to the replacement of an internal ICT system. The screening document has been sent to the Equality Team to be approved and published.

4.3 Council policies and City Priorities

4.3.1 Introducing mobile working within Property Maintenance sits neatly with the Changing the Workplace programme.

4.3.2 Introducing mobile working will facilitate more efficient planning and reduce the number of vehicle journeys for operational staff, e.g. no more daily journeys to the depot to pick up job tickets. This reduction in journeys will lead to a reduction in carbon emissions.

4.4 Resources and value for money

4.4.1 Property Maintenance, working in conjunction with ICT, has undertaken an EU procurement exercise to identify a leading DLO ICT system. The ratio allocated to price was 45% and the ratio allocated to quality was 55%. The winning tender achieved 40.48% out of 45% for price and 39.24% out of 55% for quality.

4.4.2 The first year costs to meet the procurement and implementation are estimated to be £750k. The costs are summarised as follows:-

- Winning bidder software licensing & implementation £400k
- Hardware: servers £30k
- Hardware: mobile devices £70k
- Internal ICT staffing costs £250k

4.4.3 Capital Funding and Cash Flow

After considering alternative options for funding, Finance Performance Group on 11th March 2013 approved the injection of £750k into the Capital Programme funded via prudential borrowing.

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
N/A	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 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
Licensing & implementation	400.0		400.0				
Hardware: servers	30.0		30.0				
Hardware: mobile devices	70.0		70.0				
Internal ICT staffing costs	250.0		250.0				
TOTALS	750.0	0.0	0.0	750.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2012 £000's	FORECAST				
			2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
Corporate USB	750.0		750.0				
Total Funding	750.0	0.0	0.0	750.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Revenue Effects

- 4.4.4 The revenue effects of this scheme are that costs of £127,276 pa for borrowing (calculated at £890,933 at 4.5% over 7 years) will be offset by savings generated by the implementation of the new ICT system.
- 4.4.5 The introduction of mobile working will reduce trips to and from the depot and are forecast to result in a modest 2% increase in operational productivity and a 10% reduction in fuel used. Processes in the back office will become more efficient, e.g. timesheet entry to cease, asbestos management reports to be auto generated, etc. These are expected to generate savings of £155k annually. Making a total saving of £1,085k over 7 years.
- 4.4.6 Synergy costs are £85k annually for maintenance & support against £20k annually for the winning bidders ICT system, equating to an additional saving of £455k over 7 years.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This decision is a key decision and is subject to Call In.

4.6 Risk Management

- 4.6.1 The owners of Synergy have only one developer with an in depth knowledge of the system. Without this developer it is likely any bespoke developments would cease and the system would be unsupported.

5 Conclusions

- 5.1 Property Maintenance believes that the Synergy ICT system has reached the limits of its current potential.
- 5.2 In recent years Property Maintenance has worked hard to increase productivity and achieve back office efficiencies, which in turn has led to greater surplus levels. However to help achieve the aims of the service around developing a trading arm, winning new business and to further extend levels of surplus, Property Maintenance believe a new business appropriate DLO ICT system is required.
- 5.3 The new DLO ICT system will put in place the necessary technology to further increase productivity and to make the back office more efficient. It will contribute to safer working and will be adaptable to support changes in how property maintenance is undertaken within the Council, both from a client and contractor perspective. Property Maintenance believe the new ICT system will be key to safeguarding the future of a modern internally provided DLO function within Leeds City Council.

6 Recommendations

- 6.1 Executive Board is requested to approve the replacement of the Synergy ICT system used by Property Maintenance, and to give authority to incur expenditure of £750k.

7 Background documents¹

- 7.1 There are no background documents associated with this report.

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

Equality, Diversity, Cohesion and Integration Screening



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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: Resources	Service area: Commercial Services
Lead person: David Heslewood	Contact number: 2149505

1. Title: Property Maintenance Software Package

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

The Equality, Diversity, Cohesion and Integration Screening report is being completed as part of a Design & Cost Report. The DCR is for Property Maintenance Software Package and will be submitted to Executive Board on 24th April 2013.

3. Relevance to equality, diversity, cohesion and integration

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Date to complete your impact assessment	
---	--

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

6. Governance, ownership and approval

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

Name	Job title	Date
Sarah Martin	Chief Officer – Property and Fleet	25/03/2013

7. Publishing

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

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	25 th March 2013
If relates to a Key Decision - date sent to Corporate Governance	26 th March 2013
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	26 th March 2013

Report of the Chief Officer Public Private Partnerships and Procurement Units

Report to Executive Board

Date: 24 April 2013

Subject: Leeds City Council's Procurement Strategy

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

Summary of main issues

1. Leeds City Council is seeking to reduce expenditure and to improve outcomes and value for money from the goods, works and services that it buys.
2. A Transforming Procurement Programme has reviewed how the council undertakes procurement, with extensive research and consultation to capture best practice and to understand stakeholder aspirations.
3. It is proposed that the council adopts a refreshed procurement policy, centred on a category management and a whole lifecycle approach to procurement, with clear accountabilities, structured governance and assurance, and incorporating openness and transparency.
4. The refreshed approach seeks to secure a range of benefits for the council – improved outcomes, improved value for money, improved governance and assurance, improved engagement and transparency, and improved support for the council's wider ambitions.
5. The programme aims to secure significant savings for the council, and annual targets for these savings will be set during the council's budget process. The annual target for 2013/2014 is £5.5 million.

Recommendations

6. Executive Board is recommended to approve the strategy outlined in this report, as the council's refreshed procurement policy, centred on a category management and whole lifecycle approach.

1 Purpose of this report

- 1.1 To seek approval to a refreshed procurement policy for the council.

2 Background information

- 2.1 Leeds City Council is seeking to reduce expenditure and to improve outcomes and value for money from the goods, works and services that it buys.
- 2.2 The council currently spends £800 million externally each year. It has 3,000 recorded contracts, some of which are with a single provider, while others are frameworks with multiple providers. There is also some external expenditure which is undertaken through simple purchase orders.
- 2.3 The council procures a very wide range of goods, works and services, including front-line services and back-office support. Examples include foster care, home care, homelessness support, energy, vehicles, catering products, seeds, building works, highways, and IT software.
- 2.4 Following the transfer of the Corporate Procurement Unit to Resources Directorate in 2011, a Transforming Procurement Programme was formed, to review how the council undertakes procurement with the aim of establishing sustainable economy, efficiency and effectiveness, and to ensure also that procurement activity takes account of the council's wider ambitions.
- 2.5 The programme has sought to capture and build upon expertise and examples of best practice which are available within the council, locally and nationally, and to respond to feedback received through wide ranging consultation.
- 2.6 The programme has been twin-tracking strategy development with pilot projects to speed up the implementation of change, whilst also ensuring lessons learned are fed back in a timely manner. The Children and Young People's Category Team was the first pilot to start and is attached as a case study at appendix 1.

3 Ambition

- 3.1 Our ambition is for the council to deliver the best commissioning, procurement and contracting in the country, where:
- We achieve value for money for the public;
 - We support the delivery of quality outcomes for service users;
 - We support the wider ambitions of the council and its partners;
 - Providers of all sizes and from all sectors want to deliver for Leeds;
 - Procurement professionals want to work for Leeds; and
 - We are recognised nationally as a centre of excellence.

4 Benefits

4.1 In delivering the ambition we will seek to realise a range of benefits for the council from its procurement activities: improved outcomes, improved value for money, improved governance and assurance, improved engagement and transparency, and improved support for the council's wider ambitions.

4.2 The programme aims to secure significant savings for the council, and annual targets for these savings will be set during the council's budget process. The annual target for 2013/2014 is £5.5 million.

4.3 Value for money

4.3.1 To support categories and procurements to secure best value for money, the strategy places focus on planning ahead and understanding the required outcomes, risks and benefits, and the budget, 'market place', and cost drivers.

4.3.2 The cost to the council of any externally procured works, goods or services depends on decisions and offers relating to price, volume and quality. This includes factors that are outside of our control, such as general price inflation, specific commodities inflation such as energy costs, specific taxation changes such as landfill tax, and other costs determined by legislation or regulation such as the minimum wage. All of these factors impact on the initial price of contracts that we enter into, and also on changes in price in longer-term contracts.

4.3.3 Working jointly with directorates, effective procurement advice and expertise can result in significant opportunities to realise cashable savings. The programme aims to secure significant savings for the council from its procurement activity. This includes reductions in the council's annual revenue budget, along with reductions in costs for the HRA and capital programme. It excludes expenditure by schools, although the council is able to support schools in managing their procurements, and schools are often able to access value for money contracts awarded by the council.

4.3.4 The procurement function will assist directorates in identification and delivery of these savings opportunities; however it is the directorates working with finance colleagues and members who will determine which of the savings to pursue and consider 'cashable'.

4.3.5 The pilot category teams are also working with directorates to review existing contracts, identifying opportunities for cashable savings and other efficiencies, and including support on performance management of contracts.

4.3.6 During the pilot work to date the approach has identified potential cashable savings in excess of £4m in 2011/12, £6.3m in 2012/13 and a further £4.4m in 2013/14. Targets for future years will continue to be developed as part of the annual budget cycle, and savings opportunities will be tracked on a monthly basis. This will help to ensure that the annual saving target of £5.5 million identified in the budget for 2013/14 is secured.

- 4.3.7 Non cashable savings, or cost avoidance, is also important in supporting the council's overall budget strategy, for example where by having implemented good procurement controls or contract management a price increase has been avoided or we receive more from a contract. There are a number of external pricing pressures which are outside the direct control of the council but which need to be managed to ensure their impact on the council's budget is minimised. There are also some contracts where the council would choose to receive more from the contract rather than reduce expenditure. It is difficult to quantify these savings and by definition they are not usually 'cashable' from a budget perspective. Nevertheless they do demonstrate the value added by effective procurement intervention and improve value for money.
- 4.3.8 In addition, the teams have been working with directorates to reduce off-contract and non-contract spend. Since tracking this data in July 2012 and taking steps to support directorates to make use of existing contracts we have reduced off-contract spend from over 35% of the total value of orders placed in each month to just over 2% by January 2013. The programme aims to ensure that this reduced level of off-contract spend is sustained and never exceeds 2.5%.
- 4.3.9 Non-contract spend, where there is no formally tendered contract in place, has stayed at 25% of the total value of orders placed each month during the pilot phase, and this is an area that the teams will now turn their attention to. The programme aims to ensure that this figure is reduced to 2.5% by April 2016, reducing by a minimum of 5% each year.
- 4.3.10 The table below shows the targets for improvement in bringing expenditure on-contract:

	2012/13	2013/14	2014/15	2015/16	2016/17
On contract	64%	77.5%	82.5%	87.5%	95%
Off contract	11%	2.5%	2.5%	2.5%	2.5%
Non contract	25%	20%	15%	10%	2.5%
Total	100%	100%	100%	100%	100%

- 4.3.11 In order to have a clear understanding of the council's procurement activity and performance, to benchmark against others, to identify the most appropriate approaches for improving outcomes and savings in a particular category, and to identify and respond to key trends, the central procurement function will develop and maintain a suite of management information reports. This will include details of contracts awarded, waivers, savings, procurement calendar, off-contract spend, and supplier information. This information will be made publically available wherever possible, except where the details are commercially confidential.

4.4 Quality outcomes

- 4.4.1 To increase the extent to which the council's contracts deliver the outcomes required, the strategy supports clear identification of those outcomes and

appropriate provisions in improved tender, contract and contract management documents and processes.

- 4.4.2 In addition, the strategy includes a focus on contract and procurement risk management and assurance to seek to ensure that desired outcomes are achieved, to reduce the probability and impact of challenge, to reduce the amount of time spent on 'fire fighting', and to seek to ensure that the council is not exposed to unexpected costs or other unintended consequences from a procurement.

4.5 Wider ambitions

- 4.5.1 To improve the consistency and transparency of the council's requirements for 'added value' from its procurement activity, the strategy supports clear consideration of the council's wider ambitions when undertaking procurements and including appropriate provisions in improved tender, contract and contract management documents. Supporting economic, social and environmental wellbeing includes, for example, requirements on employment and skills opportunities and other aspects of social value.

- 4.5.2 The strategy also seeks to support the council's values, particularly spending money wisely, but also working as a team for Leeds, being open, honest and trusted, working with communities, and treating people fairly.

- 4.5.3 The strategy is aligned with and supports other council policy developments including the recent review and developments in area and locality working; the concept of civic enterprise developed through the Commission on the Future for Local Government; the emerging council blueprint reflecting 'smaller in size, bigger in influence'; current work to secure an enabling corporate centre; and enhanced regional working.

4.6 Providers of all sizes and from all sectors

- 4.6.1 It is important that the council ensures that the best provider is identified for each contract, including small and medium sized enterprises (SMEs) and third sector providers.
- 4.6.2 The programme has received feedback from representatives from the third sector and private sector, including SMEs, and is seeking to reflect those views in the new approaches, including consideration of dividing procurements in to lots, approaches to supporting prompt payment of sub-contractors, and improved transparency in the council's procurement processes and procurement pipeline.
- 4.6.3 We will continue to work with these representatives to identify further options for improvement and will work with regional colleagues to streamline pre-qualification and tender processes and documentation.

4.7 Procurement professionals

- 4.7.1 To deliver a world class procurement service requires appropriately skilled and experienced staff. Core training will be provided for all relevant staff, including

informal coaching and training, and more formal training through CIPS (the professional body) and QA (the council's training provider).

4.7.2 Procurement and commissioning staff across the council will also continue to share issues, lessons, best practice and innovations.

4.8 Recognised nationally

4.8.1 A strong national reputation can help the council and its partners to secure further funding and freedoms. The programme has sought to capture best practice and once fully implemented should see Leeds once again at the forefront in public procurement.

4.8.2 In light of continued constraints in public funding a range of commercial responses are emerging to look at where contractual risks, and the cost of those risks, is best held, this includes alternative models of delivery and new forms of contracts and funding based on payment by results. The strategy will continue to keep these areas under review and will provide advice and guidance on these matters.

5 Policy

5.1 A refreshed procurement policy has been developed to support the delivery of the ambition and benefits described above. It proposes:

- A category management approach, where related purchasing is grouped together to take advantage of better intelligence of our buying needs and of what providers have to offer, and to support bulk buying where appropriate, in order to improve quality, savings and efficiency;
- A whole lifecycle approach, which starts from assessing needs and analysing options, through preparation and procurement, to mobilisation, contact management and exit, to ensure quality outcomes and value for money are achieved;
- All categories work to common principles and rules, but outputs are tailored to meet the needs of the specific category, reflecting the service area, stakeholder needs and the market place, to ensure quality outcomes and value for money are achieved;
- Building on expertise within directorates and providing appropriate central support and check and challenge, ensuring lessons are learned and shared, in order to ensure continuous improvement in the council's procurement activities;
- Clear ownership and accountability, structured governance, and assurance to support timely and auditable decision making;
- Openness and transparency, with a visible and accessible contracts register and procurement pipeline, robust management information, and clear tender processes and documentation, to ensure a positive and professional

relationship between the council and its procurement partners, and confidence in our approach from the people of Leeds;

- Consultation and engagement, to ensure procurements properly reflect need and opportunity, and take account of the wider context, including the council's plans and strategies, locality working and collaboration with others;
- Develop the procurement skills and capacity of our people, to ensure we deliver a world class service.

6 Accountabilities

6.1 A key feature of best practice procurement is to ensure that there are clear accountabilities.

6.2 It is proposed that each Directorate is accountable for the procurements that they need to deliver the services and secure the outcomes that they are responsible for, including in some cases joint procurement with partners such as the health service and including in some cases procurement on behalf of other directorates, for example energy. The Directorate owns the preparation of the specification and the evaluation criteria, and takes all decisions in relation to the procurement including the proportion of the budget to be allocated to the contract, the decision to commence a procurement, and which organisation to award the contract to. The Directorate is then accountable for mobilising, managing, and exiting the contract.

6.3 It is proposed that the central procurement function continues to develop as a centre of excellence and is accountable for providing a central source of expertise, advice and support, providing check and challenge as appropriate. At a more detailed level, it is proposed that the central procurement function will be responsible for working with directorate colleagues through the use of category teams to ensure consistency of approach and advice and to ensure that procurement staff have appropriate knowledge and experience in respect of the relevant category of spend. Each category team will include specialist staff with high levels of expertise who can provide support to directorates in developing strategic approaches and in delivering highly complex or sensitive procurements, in addition to staff who can support more straightforward procurements. The category teams will have access to specialist commercial expertise (legal, financial and technical) and to collated management information.

6.4 Working with directorate colleagues, the central procurement function will support the training and development of staff to raise standards across the profession.

6.5 In addition, the procurement function will act as a central source of management information with respect to the council's procurement activity and performance, including spend analysis. It will be responsible for maintaining the council's electronic tender system, for publishing a register of contracts awarded and for publishing a calendar of the council's planned procurement activities. These tools will allow early identification and response to key trends and issues, and will support the council's value of being open, honest and trusted.

7 Working together

- 7.1 The refreshed approach to procurement highlights the importance of engagement with elected members, staff, service users and providers throughout the whole procurement lifecycle. The documents which have been developed include prompts and tools to support this, and take account of developing policies relating to civic enterprise and locality working.
- 7.2 It is proposed that categories will be managed and procurements delivered through a team approach, combining the skills and capacities of directorate commissioners and service managers with appropriate inputs from procurement, commercial, business and project management staff, alongside other specialists as appropriate.
- 7.3 The majority of standard procurements will be delivered by directorates supported by procurement staff as necessary. Complex procurements, strategic planning and procurements involving major change would be supported through a whole team approach. The balance of inputs will be flexible to reflect different directorates' needs at different times.
- 7.4 The procurement function will continue to develop relationships with regional procurement colleagues, particularly to identify opportunities for collaborative procurement and lessons learned from elsewhere. Recent regional procurements of note where Leeds has taken the lead include the Public Sector Network IT contracts, provision of independent foster care and residential care for looked after children, and work on the Green Deal. The council will also continue to access the opportunities available through contracts that are awarded by colleagues regionally and nationally, where that offers best value for money, for example cleaning products.

8 Implementation

- 8.1 This report describes proposals for a refreshed procurement policy for the council, which will require a transition from current practice to new practice.
- 8.2 Some of this transition has commenced through the pilot work to date and through interim changes within the PPPU and PU such as improved business systems, a draft procurement calendar, reductions in off-contract spend, and improved approaches to managing savings opportunities.
- 8.3 If this report is approved by Executive Board, the supporting documents will be finalised, replacing all current LCC policies and procedures relating to procurement. These will be made available through the intranet and internet and will be supported by appropriate training for relevant staff. There will also be continued engagement with key stakeholders to support implementation and fine tuning.
- 8.4 The pilot category teams will be firmed up and will continue to work with directorates to develop category plans and ensure all current contracts and planned future procurements are identified, recorded and resourced, with priorities identified and actioned. Work to develop management information reporting will

continue, and the new strategy will be kept under review to ensure it incorporates lessons learned and responds to the 2014 refresh of European procurement rules.

- 8.5 By the end of 2013/14 we will have secured £5.5m revenue savings, maintained off-contract spend at no more than 2.5% of orders placed, and reduced non-contract spend to 20% of orders placed. We will have developed a new pre-qualification questionnaire alongside regional colleagues, have introduced improved recommended tender documents, published an interim register of existing contracts, published an interim calendar of future procurements, prepared category plans for 50% of external expenditure, secured delivery of appropriate training for relevant staff, achieved full functionality on YORtender, and have considered and responded to lessons learned during the first full year of implementation. In addition, independent audit and assurance will be sought to challenge and test on a sample basis both the system as a whole and compliance with it, in order to identify (and correct) any remaining weaknesses.
- 8.6 By the end of 2014/15 we will have secured a further £6.5m savings (or other figure determined through the budget setting process), continued to maintain off-contract spend at no more than 2.5% of orders placed, and reduced non-contract spend to 15% of orders placed. We will have implemented any actions arising from lessons learned and the proposed audit review, have considered and responded to the 2014 changes to the Public Procurement Regulations, completed category plans for all areas of expenditure and published a full register of existing contracts and calendar of future procurements.
- 8.7 It is anticipated that it may take up to two years to achieve a 'steady state' in the council's new approach to procurement, to ensure that the improvements in planning and delivery are embedded in day-to-day working practices, and to ensure the council has the capacity and capability to deliver good procurement and be best in class.
- 8.8 The new approach outlined in this report will require changes to the formal organisation and management of the council's Public Private Partnerships Unit (PPPU) and Procurement Unit (PU) and the Chief Officer will develop proposals for a restructure should Executive Board approve this report.

9 Corporate Considerations

9.1 Consultation and Engagement

- 9.1.1 There has been extensive internal and external consultation throughout the Transforming Procurement Programme. Over 250 consultation meetings have been held to better understand stakeholder aspirations and the barriers they face within the procurement and contracting process. This includes engaging with commissioning and procurement staff across the council and others in related roles such as audit and finance. The team has also engaged with representatives from the private sector and the third sector, to ensure their views are considered within the programme, and has sought information from other local authorities on their approaches to procurement and the lessons they have learned.

- 9.1.2 In addition, the programme team has undertaken an extensive review of over 400 published best practice documents that are available locally and nationally, from the public, private and third sectors, and has reviewed recommendations contained in scrutiny reports and internal audit reports relating to the council's procurement practices.
- 9.1.3 The proposed strategy was presented to Corporate Governance and Audit Committee in February 2012 and in March 2013; specific elements have been considered at Sustainable Economy and Culture Scrutiny Board and Resources and Central Services Scrutiny Board; briefings have been held with the Executive Member for Neighbourhoods, Planning and Support Services; and all elected members were invited to a briefing in February 2013. Comments from these briefings have been incorporated into the strategy and supporting documentation.
- 9.1.4 The team has not consulted the general public on these proposals as there is no direct impact on the general public from this review.
- 9.1.5 The outputs from the programme include prompts and tools to support appropriate communication, consultation and engagement with elected members and other key stakeholders throughout the procurement lifecycle.

9.2 Equality and Diversity / Cohesion and Integration

- 9.2.1 The programme has included equality issues as one of its workstreams and has undertaken a formal screening as part of its quality assurance processes. The screening form is attached at appendix 5 and highlights the importance of screening categories and procurements for their equality impacts and responding accordingly in line with the council's equality and diversity policies.
- 9.2.2 The outputs from the programme include prompts and tools to support appropriate consideration of equality and diversity throughout the procurement lifecycle.

9.3 Council policies and City Priorities

- 9.3.1 This report seeks approval to a refreshed procurement policy for the council.
- 9.3.2 The policy directly supports the council value of 'spending money wisely', and seeks to ensure that the council's other values are embedded in the council's procurement activities.
- 9.3.3 The outputs from the programme include prompts and tools to support a focus on outcomes and appropriate consideration of the council's wider ambitions throughout the procurement lifecycle.
- 9.3.4 The strategy is aligned with and supports other council policy developments including the recent review and developments in area and locality working; the concept of civic enterprise developed through the Commission on the Future for Local Government; the emerging council blueprint reflecting 'smaller in size, bigger in influence'; current work to secure an enabling corporate centre; and enhanced regional working.

9.4 Resources and value for money

- 9.4.1 The costs of delivering the programme to date have been internal staffing costs. During the proposed transition period, and beyond, the costs will continue to be internal staffing costs, however the focus will move towards directorate staff and away from the central procurement function. The Chief Officer PPPU / PU will develop proposals for a restructure to reflect the new ways of working.
- 9.4.2 The outputs from the programme include prompts and tools to support consideration of value for money throughout the procurement lifecycle, including tools to track savings opportunities and to support resource allocation which is proportionate to the value, risk and complexity of the relevant issue or task.

9.5 Legal Implications, Access to Information and Call In

- 9.5.1 There are no specific issues in this report with respect to these matters.
- 9.5.2 The programme will result in recommendations for change to the council's Contracts Procedure Rules and some recommendations for change to the council's Scheme of Delegation. Proposals for change will be included within the annual review of the council's constitution in May 2013.
- 9.5.3 The outputs from the programme include prompts and tools to support active consideration and compliance with legal implications, access to information and call-in throughout the procurement lifecycle.
- 9.5.4 The recommended template documents and toolkits will continue to be reviewed, including any refresh necessary to accommodate anticipated changes to European Procurement Directives which are proposed to come into force in 2014 through amended UK Public Procurement Regulations.

9.6 Risk Management

- 9.6.1 The key risks with respect to the proposals set out in this paper are the council's capacity to resource and meet the roles and responsibilities set out, and that compliance with the new policy will not be complete. Assurance processes are being built in and there will be an appropriate communications plan and training strategy to support implementation.
- 9.6.2 The outputs from the programme include prompts and tools to support consideration and active risk management of contract and procurement risks throughout the procurement lifecycle.

10 Conclusions

- 10.1 Leeds City Council is seeking to reduce expenditure and to improve outcomes and value for money from the goods, works and services that it buys.
- 10.2 A Transforming Procurement Programme has reviewed how the council undertakes procurement, including extensive research and consultation to capture best practice and to understand stakeholder aspirations.
- 10.3 It is proposed that the council adopts a refreshed procurement policy, centred on a category management and a whole lifecycle approach to procurement, with

clear accountabilities, structured governance and assurance, and incorporating openness and transparency.

- 10.4 The refreshed approach seeks to secure a range of benefits for the council – improved outcomes, improved value for money and savings, improved governance and assurance, improved engagement and transparency, and improved support for the council’s wider ambitions.

11 Recommendations

- 11.1 Executive Board is recommended to approve the strategy outlined in this report as the council’s refreshed procurement policy, centred on a category management and whole lifecycle approach.

12 Appendices

1. Children’s Services pilot case study
2. Whole council category map
3. Whole lifecycle diagram
4. List of support tools
5. Equality impact screening

13 Background documents¹

- 13.1 Draft Procurement Strategy April 2013

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

Children's Services Case Study – Category Management Pilot**Key Outcomes**

- Strategic sourcing decisions made during the Category Management Pilot will realise savings of circa £1.2million next financial year on independent fostering and residential care assisting Children's Services with their budget strategy.
- In year savings of £489k achieved to date.
- On-going negotiations with providers to secure further efficiencies.
- Off contract spend reduced from 23.4% July 2012 to 1.94% January 2013.
- Delivering efficiencies through contracting of spend where no contracts exist. e.g. Vision Housing – approx. £35k
- Establishment of a robust financial baseline including accurate spend data to inform commissioning & procurement decisions
- CS contracts logged and verified on YorTender
- Regional working is strengthened and enhanced originally West Yorkshire now moving into Yorkshire and Humberside increasing potential for economies of scale and opportunities to standardise contract and supplier relationship management
- Formation of a multi-disciplinary category team focused on delivering the Children's Services outcomes and delivering specialist advice and guidance.

The Journey so far

The pilot commenced in **August 2011** initial tasks included defining the proposed Children's Services category structure and carrying out key briefings with Children's Services colleagues to establish a common understanding of the proposed approach to category management.

November 2011 - Quick win projects were identified that had the ability to realise significant savings and reduce the amount of off contract spend. These were developed regionally to maximise buying power and focussed on Independent Fostering (IF) and Residential Accommodation for Looked After Children (LAC).

Regional supplier management of Independent Fostering and Residential Accommodation providers commenced in **January 2012**. Prices across the region were benchmarked and negotiations were held with providers to secure the best terms for the region. This process had led to in year savings of **£489k** for Leeds on residential spend and approx £180k on spend with independent fostering agencies.

The Children's category team led by the Executive Project Manager Children's Services & Trading was formed in **May 2012** and comprised of procurement and project management professionals

with a remit to drive forward the category management approach. Children's Services commissioning team began to align themselves with the new structure.

The first Quick Win Procurement for Independent Fostering became operational in **December 2012** realising potential savings of 7.5-10% per annum.

The second Quick Win Procurement for Residential Accommodation is to become operational on a staged basis between **April – June 2013**.

The two Quick Win Procurements will generate savings of circa **£1.2million** next financial year and a range of other benefits including:-

- Outcome based contracting;
- Robust Performance management regimes applied consistently across the region;
- Effective contract management arrangements; and
- Regional supplier management.

A key issue throughout the pilot period was the availability of accurate spend data to inform future commissioning decision. The business work stream developed a spend tool which was implemented in July 2012. The category team utilised the information it provided on none contract and off contract spend to prioritise procurements. The category team have worked hard to regularise off contract arrangements mainly for LAC's placements to ensure they are contracted appropriately and have an agreed price and outcomes. This data analysis has driven the identification of quick win projects where the biggest Impact can be made.

The tables below shows a snap shot of spend data provided by the business team. The category team have achieved a significant reduction in off contract spend from 23.4% July 2012 to 1.94% January 2013.

July 2012

Type of Spend	Total Value	Number of Orders	% of Total Value
None-Contract	£724,0000	399	18.5%
Off-Contract	£1,550,000	594	23.4%
On Contract	£2,275,000	195	58.1%
Grand Total	£4,549,000	1188	100.00%

January 2013

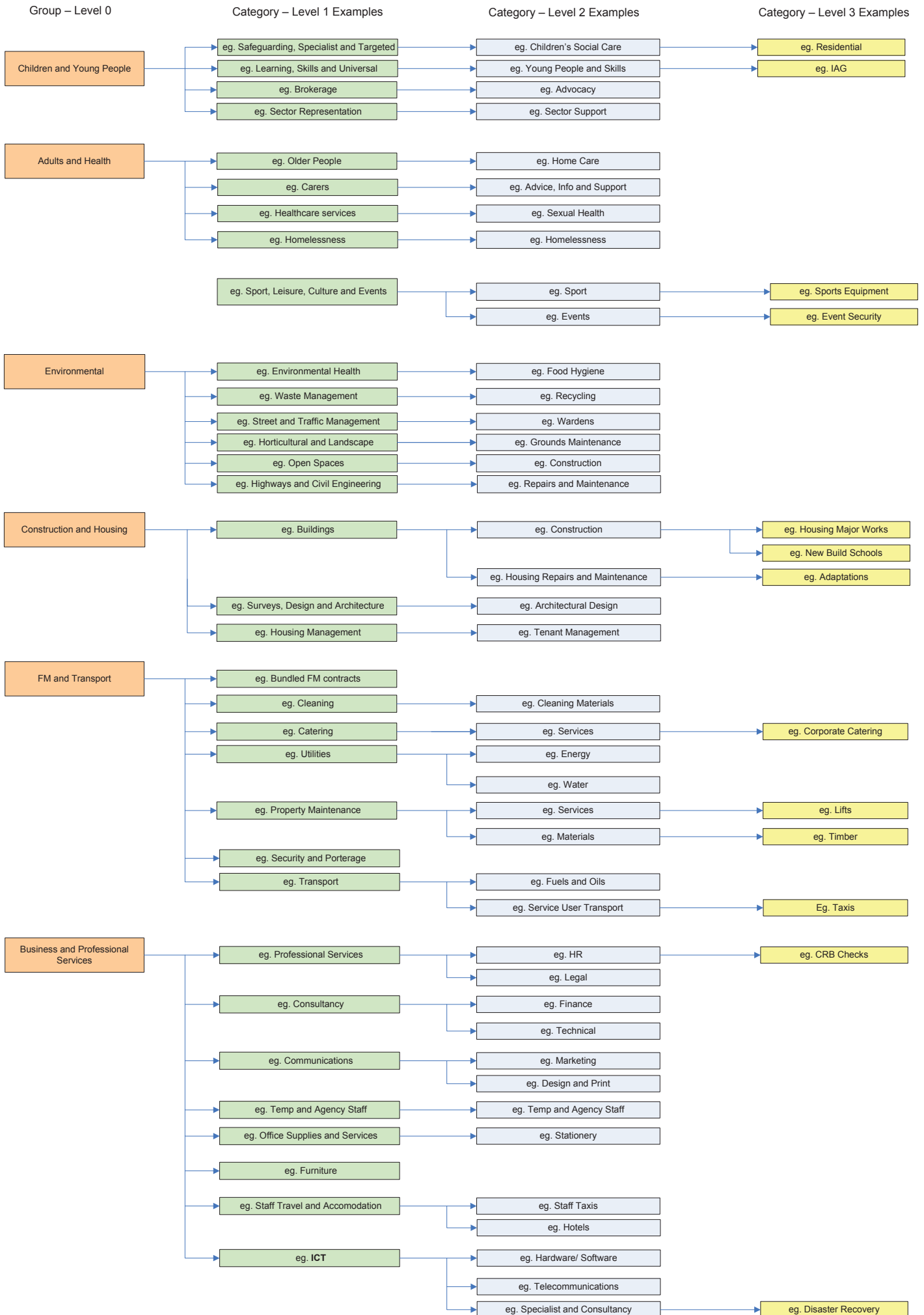
Type of Spend	Total Value	Number of Orders	% of Total Value
None-Contract	£833,074.89	439	33.55%
Off-Contract	£48,186.64	46	1.94%
On Contract	£1,601,537.10	612	64.51%
Grand Total	£2,482,798.63	1097	100.00%

Contract analysis and logging on SCMS was also a key priority. It was imperative that the category team understood the current contracted baseline. Analysis of this position showed a significant proportion of contracts ending at the same time with a number of different contracts being let for similar services. Work to stagger re-procurements has commenced in conjunction with the CS commissioners to smooth resource peaks. Consideration as part of the Category Plan is being given to amalgamation of contracts to reduce number of procurements and associated contract management arrangements resulting in efficiency and procurement savings.

To date the Category Teams main focus has been on spend related to Looked After Children an area where we can immediately deliver tangible outcomes. Although alongside this a range of other procurements have been successfully delivered by the team. The team are preparing category plans in varying level of detail for a further 5 areas of spend.

Next Steps

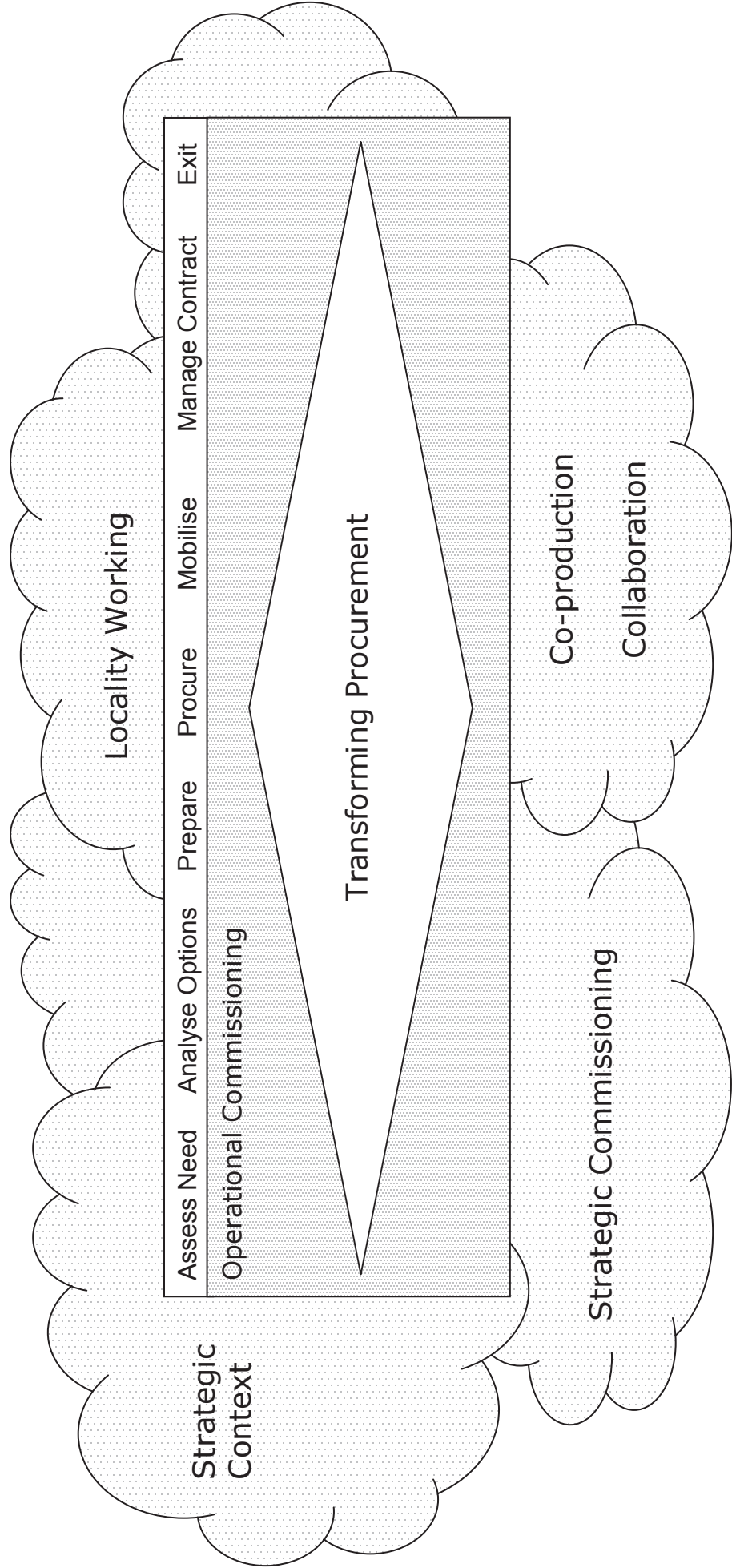
- Full implementation of the category management approach across all areas of Children's Services Spend.
- Develop a regional approach for 16+ leaving care
- Continued negotiation of efficiencies for non-contracted expenditure



Whole lifecycle and the wider strategic context

APPENDIX 3

To achieve best outcomes and optimise value for money, the procurement function needs to be engaged across the whole lifecycle and be alert to the wider strategic context, to ensure that its engagement, support and added value align with the bigger picture and the long term:



<p>Procurement Strategy (the council’s procurement policy)</p>				
<p>Contracts Procedure Rules (the council’s procurement rules for any stage in your procurement, including when you are not undertaking a competitive tender)</p>	<p>Assurance Guide (a guide to help you navigate decision making, documents, consultation and quality assurance at any stage in your procurement)</p>			
<p>Planning Documents (tools to help you consider and record all key issues before you get underway)</p> <p>Category plan Procurement scoping notes Procurement plan Contract management plan Annual review notes Exit plan Trade Union protocol</p>	<p>Delivery Documents (tools to help you consider and use appropriate tender and contract documents)</p> <p>PQQ Part 1 – Tender instructions Part 2 – Specification Part 3 – Financials Part 4 – Contract terms & conditions Evaluation methodology Evaluation booklet</p>			
<p>Toolkits (tools to help you look at some key policy areas at any stage in your procurement)</p> <table style="width: 100%; border: none;"> <tr> <td style="width: 33%; vertical-align: top;"> <p><u>Social</u></p> <p>Social value Social capital Community benefits Ethical & fair-trade Environment Employment & skills Health & wellbeing Equality & diversity Regeneration Economic wellbeing</p> <p><u>Specialist</u></p> <p>CD/PPPU site development protocol; health and safety and CDM; forms of contract; payment mechanisms; data protection; safeguarding</p> </td> <td style="width: 33%; vertical-align: top;"> <p><u>Economic</u></p> <p>Third sector SMEs Supported businesses Social enterprises Models of delivery Internal service providers</p> </td> <td style="width: 33%; vertical-align: top;"> <p><u>Management</u></p> <p>Communications Locality working Risk Lessons Benefits Options appraisal Market analysis Soft market testing Specification Evaluation Contract management</p> </td> </tr> </table>		<p><u>Social</u></p> <p>Social value Social capital Community benefits Ethical & fair-trade Environment Employment & skills Health & wellbeing Equality & diversity Regeneration Economic wellbeing</p> <p><u>Specialist</u></p> <p>CD/PPPU site development protocol; health and safety and CDM; forms of contract; payment mechanisms; data protection; safeguarding</p>	<p><u>Economic</u></p> <p>Third sector SMEs Supported businesses Social enterprises Models of delivery Internal service providers</p>	<p><u>Management</u></p> <p>Communications Locality working Risk Lessons Benefits Options appraisal Market analysis Soft market testing Specification Evaluation Contract management</p>
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<p>Attachments (tools to help you log and track key issues at any stage on your procurement)</p> <p>Benefits Log Lessons Log Risk Log Action Log Checklists</p>				

Equality, Diversity, Cohesion and Integration Screening



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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: Resources	Service area: PPPU / PU
Lead person: David Outram	Contact number: 0113 3952451

1. Title: Transforming Procurement Programme

Is this a:

Strategy / Policy

 Service / Function

 Other

If other, please specify

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

The council is seeking to reduce expenditure and to improve outcomes and value for money in the goods, works and services that it buys.

A Transforming Procurement Programme has been formed to drive strategic and systematic change in the council's procurement activities, with the aim of establishing sustainable economy, efficiency and effectiveness, taking account also of the council's wider policy objectives, including equality, diversity, integration and cohesion.

The outcome of this programme of work will be a new procurement strategy for the council, and will include the implementation of a category management approach.

1. Relevance to equality, diversity, cohesion and integration

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

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

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

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

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

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

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

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

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

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

- **How have you considered equality, diversity, cohesion and integration?**

(think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Consultation is being undertaken to identify examples of best practice and lessons learned, and to better understand stakeholder aspirations and the barriers they face, within the procurement and contracting process.

This includes engaging with commissioning and procurement staff across the council and others in related roles such as audit, finance and human resources.

The programme team is also engaging with representatives from the private sector and the third sector, to ensure their views are considered within the programme.

In consultation with the council's Equality Team, the programme team is reviewing and refreshing the guidance and support available to seek to ensure that equality, diversity, cohesion and integration are appropriately addressed at all stages in the procurement lifecycle.

- **Key findings**

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

There is a risk that insufficient regard is given to equality when planning and undertaking procurements and when managing contracts.

- **Actions**

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

Prompts will be included within the core procurement documents that are being developed, such as the Category Plan, Procurement Plan, Procurement Checklists and Contract Management Plan, requiring staff to consider equality and diversity issues at each stage of the procurement lifecycle. All documents will direct staff to the corporate Equality and Diversity policy.

In addition, 'workshop packs' will be developed to assist colleagues in considering relevant council policies and good practice. This will include a specific workshop pack on equality and diversity.

All of the new documents and processes will also be reflected in refreshed Contracts Procedure Rules (CPRs).

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

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

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

Name	Job title	Date
Philippa Toner	Senior Executive Manager	14.01.2013

7. Publishing

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

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	14.01.2013
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	

Report of Director of Children's Services

Report to Executive Board

Date: 24th April 2013

Subject: Corporate offer to foster carers and care leavers



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

Summary of main issues

1. Looked after children are the most vulnerable children in our community. Research highlights that looked after children have poorer outcomes than their peers. Considerable work has been done in recent years in Leeds to narrow this gap in outcomes. This paper provides an update to members on two important new initiatives that have been developed to improve the life chances of looked after children; the 'Corporate Offer to Care Leavers' and a 'Corporate Offer to Foster Carers'.
2. The development of these two corporate offers is significant. By working across all areas of the Authority the Corporate Offers provide a clear demonstration of the Council's commitment to be effective corporate parents to the children it looks after and to care for them 'as if they were their own'.
3. The Corporate Offers also provide a very clear example of how organisations can make a practical contribution to making Leeds a Child Friendly City and support the most vulnerable children in the community.
4. On the 31st of March 2013 Leeds City Council was the corporate parent to 1372 looked after children. Improving the lives of these children is a key priority for the

Council and its partners in the city, and is fundamental to the Children and Young People's Plan and the ambition for Leeds to become a truly child friendly city.

5. The majority of looked after children are placed with foster carers. Leeds Foster Carers, that is foster carers approved by Leeds City Council, are an integral part of the team around a looked after child and work closely with professionals to deliver the best possible outcomes for looked after children.
6. Leeds City Council currently supports 322 foster carer households. However, the local authority wants to significantly increase the number of foster carers and kinship carers to ensure that any child who is unable to live with their birth parents for any reason and for any length of time is able to remain within their community and their city.
7. Ensuring that all our looked after children are in stable and supportive placements in their local community will help to provide them with better life chances and outcomes.
8. The Leeds City Council Corporate Offer for Foster Carers acknowledges the important contribution that our foster carers make to the city by improving the lives of vulnerable children in Leeds.
9. On average 130 young people leave care in Leeds every year as they have reached eighteen years of age. Many of these young people have been looked after for a significant part of their childhood and consequently the local authority has a vital role in supporting them into adulthood. The Corporate Offer for Care Leavers has been developed to demonstrate the local authority's determination to do the best for 'its children' and to extend its responsibilities as a corporate parent to ensure that all young people leaving the care of the local authority have the support that they need to be active citizens of the city.
10. Although much has been done to improve services for care leavers in the city in recent years there is still much more to do. Research shows that in the UK, care leavers have significantly reduced lower outcomes throughout their lives compared to their peers. It also highlights that whilst the average child in a traditional family will leave home at 24, children in care 'leave home' at 18. This accelerated and compressed transition to adulthood means that many former looked after children struggle to cope with independence and are many times more likely to be unemployed, to be in prison, to be homeless or to die at an early age.
11. The Corporate Offer for Care Leavers is the latest step in improving services for care leavers. It is a whole council approach that provides better support to these young people sustained by their corporate parent until they have made the successful transition to adulthood.

Recommendations

In line with the aims of the Child Friendly Leeds initiative:

1. That Executive Board members note the current Corporate Offers for Foster Carers and Care Leavers.

2. That Lead Members, Directors and Chief Officers identify partners in the community, voluntary and private sectors that can offer a range of benefits which can be tailored to the needs of Foster Carers and Care Leavers.

1.0 Purpose of this report

- 1.1 To outline the need for a Corporate Offer for Foster Carers and Care Leavers and to state what these offers are and the further work which is taking place to improve the offers.

2.0 Background information

- 2.1 Every Elected Member and Officer of the Council is the 'corporate parent' of every child and young person that becomes looked after in Leeds. There has been significant effort and investment over the past 15 years in improving services and support for these vulnerable children. However, more needs to be done as outcomes for care leavers remain lower than their peers. One important way of improving support is in changing the Council's culture and approach through the powerful idea of corporate parenting. *"Corporate parenting cannot replace or replicate the selfless character of parental love; but it does imply a warmth and personal concern which goes beyond the traditional expectations of institutions."* (The Utting report, 1991)
- 2.2 Leeds Council is leading the development of a new approach to local government, as set out in the report of the recent Commission for Local Government. This report advocated a new approach for Elected Members as providing 'visible civic leadership' to engage all communities and organisations across the city towards a shared vision and aims. Moreover, the Commission recommended a new balance in the roles of individuals, families, communities and organisations in supporting vulnerable individuals and communities – a new 'social contract'. *'Collective action, led by local government, could be accelerated and communicated under the banner of a new social contract with citizens that would include support for the Troubled Families Initiative and encouraging schools to be part of a community that supports wellbeing.'* (Commission for Local Government, Final Report)

Foster Carers

- 2.3 The Council and its partners are committed to improving the outcomes for looked after children. The city has invested in Family Group Conferencing to help to ensure that more vulnerable children are supported within their wider family network, reducing the need for children to become looked after. However, where a child needs to be looked after it is important that they are provided with the best quality of care and are surrounded by a team of individuals that work closely together to provide them with the best possible outcomes.
- 2.4 Leeds Foster Carers are key members of this team. In addition to the high standard of care that they provide to vulnerable children Leeds Foster Carers ensure that our vulnerable children are able to maintain close links with their families, schools and community. In recent years the local authority has had to use Independent Fostering Agencies to provide placements for Leeds children. However, although

they are more expensive there is no evidence that these placements deliver better outcomes for our children.

- 2.5 Over the past eighteen months considerable work has been done to improve information for potential foster carers to ensure that they are fully aware of the significant benefits that there are for Leeds Foster Carer; including training, dedicated link workers and access to specialist, therapeutic support for children when needed. This has resulted in the service doubling the number of carers approved. However, we want to ensure that all children have the opportunity to be placed with a Leeds City Council Foster Carer.

Care Leavers

- 2.6 On average 130 young people leave care in Leeds every year as they have reached eighteen years of age. Many of these young people have been looked after for a significant part of their childhood and consequently the local authority has a vital role in supporting them into adulthood. The Corporate Offer for Care Leavers has been developed to demonstrate the local authority's determination to do the best for 'its children' and to extend its responsibilities as a corporate parent to ensure that all young people leaving the care of the local authority have the support that they need to be active citizens of the city.
- 2.7 Although much has been done to improve services for care leavers in the city in recent years there is still much more to do. Research shows that in the UK, care leavers have significantly lower outcomes throughout their lives compared to their peers. It also highlights that whilst the average child in a traditional family will leave home at 24, children in care 'leave home' at 18. This accelerated and compressed transition to adulthood means that many former looked after children struggle to cope with independence and are many times more likely to be unemployed, to be in prison, to be homeless or to die at an early age.

3.0 Main issues

- 3.1 As a Corporate Parent, the Council is committed to providing the best possible care to the children it looks after. Leeds City Foster carers play a critical role in delivering good outcomes to looked after children.
- 3.2 As the biggest employer in Leeds and the provider of public services the council is in an ideal position to ensure that Leeds Foster Carers are able to access a range support and services which help them in carrying out their important role with vulnerable children. The Corporate Offer also provides public recognition of the important contribution that Leeds Foster Carers make to the city. The Corporate Offer will also provide a concrete example of how other partners and organisations can support vulnerable children and help Leeds to realize its ambition to be a child friendly city.
- 3.3 The Corporate Offer for Care Leavers highlights the commitment of the Council to ensure that care leavers in Leeds are supported through the transition to adulthood to reach their potential and enjoy the same level of outcomes and success as their peers.

3.4 Providing some of these discounts and services will have a financial impact for some areas of the Council. However the Corporate Offers are a very clear demonstration of the Council's determination to work across directorates to deliver the best possible outcomes for looked after children.

3.5 **The Corporate Offer for Foster Carers is as follows:**

Leisure and Sport: Providing Foster Carers with access to leisure opportunities so that looked after children in those families have opportunities to improve their confidence, self-esteem and build skills and knowledge that will assist their outcomes as they grow and develop.

- free Bodyline
- free swims for the whole family
- free swimming lessons
- free tickets for child friendly events being organised by or in conjunction with the council e.g. The Ice Rink, Leeds Arena.
- free Leeds Card Extras

Foster Friendly Employer: The council has changed its HR Policy to become a foster family friendly employer. The Government has advocated a model approach to employment that will provide better support to foster carers, including providing time off to support the fostering process, for example to attend training. The Council already provides a range of flexible working options and support for employees that are working to support wider public service or family commitments. Implementing this standard will support the council's staff in becoming foster carers and will also enable the authority to offer leadership and support to other businesses and organisations in the city by encouraging them to also become a foster friendly employer.

Retail and Purchasing: A broad range of shopping discounts such as those provided to staff on the staff discount scheme is being secured. These will make trips out in to Leeds cheaper for foster carers, their families and the children they care for and will also help keep shopping bills lower.

MOTs: The council already offers citizens MOTs through its Fleet Services. However this will also be promoted more to foster carers as the service is independent of car dealerships and can often save people money.

Appendix 1 Shows how our Corporate Offer complements our existing service.

Areas for Development:

Free IT Software: council employees can benefit from the council's relationship with Microsoft as they are able to purchase software at a considerable discount. Discussions are taking place with Microsoft to allow this to be available to foster carers.

IT Hardware: the council's major IT suppliers are being asked by the Chief Officer,

ICT, to put forward ideas on how they can support foster carers as part of their corporate and social responsibilities.

Transport: the council is liaising with Metro to see if special travel passes can be provided for foster carers to use.

Corporate Offer for Care Leavers

- **Charter for Care Leavers**

The council will adopt the government's Charter for Care Leavers (Appendix 2) which means we will:-

- respect who they are, and remember that they are individuals
- listen to them and place their views at the heart of decisions made about them. If you don't agree explain why.
- provide them with practical help and support
- value their strengths and help them learn from their mistakes
- not forget them when they are no longer anybody's statutory responsibility

- **Accommodation, out of hours support, Independent Living Skills, Financial and Welfare Support and Advice.** A service specification for commissioning Housing Related Support (HRS) has been devised in collaboration with Children's Commissioning and Housing. This sets out the standards and outcomes required in the delivery of the Young Person's Area Based Housing Related Support Services. Three area based services will deliver a wide range of support for Care Leavers, including: access to stable housing; housing related support; financial advice and budgeting support; help with engaging in the community and with neighbours; taking up education, employment and volunteering opportunities. In addition to this there is extra support including for care leavers with higher needs emergency accommodation for those at risk of homelessness.

- **Employment.** The economic downturn and austerity pose significant challenges for young people finding work. Leeds has some success in this area but additional support is needed particularly for more vulnerable young people such as care leavers. The Chief Officer of Employment and Skills has agreed to improve support for care leavers through the successful '250 Opportunities Programme', which has provided work experience, apprenticeships and jobs for local young people. In addition, work is underway to build employment opportunities for care leavers and looked after children into on-going procurement contracts. HR Officers from the council will provide CV writing coaching and interview coaching.

- **Housing** – Children leaving care will receive additional support from housing services in their options being placed into council housing. In addition there will be quicker alerts from Housing to the 13+ team in Children's Services who support looked after children and care leavers when they get into rent arrears following suspension of Housing Benefit would ensure the team could support young people more effectively.

- **Setting up a home** - Independent living skills in cooking, house maintenance. Through the council's catering unit young people can receive help learning how to shop and cook. Through the council's property maintenance service the council can

advise young people how to maintain their home. The Catering Service will also help with kitting out a first kitchen in a new home.

- **Leisure** - keeping fit and healthy and enjoying life. In line with other councils Leeds will be offering looked after children and care leavers free or heavily discounted access to their Leisure facilities and Arts events. This includes discounted Bodyline cards and Leeds Card Extras. Additional support is provided in Leeds through the Max Card discount scheme which provides looked-after children, friends and family with free or discounted access to attractions across the UK including Harewood House, Royal Armouries and the Leeds owned museums and historic houses.
- **Areas for Development.** Whilst clear progress has been made and the Corporate Offer for Care Leavers provides a clear demonstration of the authority's commitment to care leavers; there is much more to be done. Leeds is determined to do the best for its care leavers. Children's Services are working with national experts, Professor Mike Stein from the University of York and Dr Emily Munro from the Institute of Education to further develop and improve our offer for care leavers.
- **Health.** There are currently six dedicated nurse practitioners for looked after children. Once these children become care leavers this support is no longer available and the young people are expected to access mainstream services. However, many care leavers have high needs and face complex challenges. The Service will be working with Health colleagues to offer access to a designated nurse for health needs for care leavers.
- **Benefits.** Young people leaving care can find the telephone-based systems for claims made prior to the 18th birthday very hard to use. Often they lack the education, maturity and confidence to negotiate a set-question automated system ('scripted') and the use of mobile phones makes such calls expensive and wearing. Martialling the factual information required is a real barrier. Care leavers often have chaotic lifestyles and may struggle to attend interviews. We are exploring the development of a system that will enable young people who are waiting for their benefits to be processed to receive a financial weekly payment from the council. When the benefits claim is processed the payments are backdated.
- **A place to go** – When most young people leave home they are able to turn to their family to get advice, learn skills and share experiences. This is more difficult for care leavers. Research has highlighted the importance for Care Leavers of being able to easily access, help and support – both formal and informal. Best practice is to have a single, city centre facility that provides care leavers with a welcoming place that they can go to access to a range of support, services and advice. We want to develop such a facility for Leeds Care Leavers. This will require a suitable site within the city centre and the support of all directorates and partner agencies in co-locating and/or integrating service staff and teams to ensure that Care Leavers can access all the support they need under one roof. These would include Social Work, Health and Housing. It is envisaged that these Services would be available for all young people, but there would be an additional facility for Care Leaver, which could include laundry, shower and washing facilities, a lounge area, a quiet room, IT facilities and sports facilities like pool tables. Parenting classes, welfare workshops and group work facilities as independent living workshops and surgeries from

designated nurses and welfare advisors. Consultation with Care Leavers shows that this would be something young people in Leeds would use and find helpful to them in their transition to leading fulfilling independent lives.

- **Technology and communications** - engaging with services and staying in touch. Being connected to the digital online world is very important to young people and in particular care leavers and Looked After Children. It helps young people form relationships and maintain important friendships. Access to the internet in Care Leavers' accommodation is something that would help close the digital divide and help ensure Care Leavers had online access to public services, social media and education resources around the clock. The council's IT service is talking to its major suppliers to see what they can offer as part of their Corporate and Social Responsibilities.
- **Transport:** the council is liaising with Metro to see if special travel passes can be provided for Care Leavers to use.

4.0 Corporate considerations

4.1 Consultation and Engagement

4.1.1 Consultation with foster carers has been undertaken through stakeholder meetings and support groups. A satisfaction Survey was also completed earlier on the year on the issue of support to carers. Carers are keen for the council to provide a more enhanced level of support for them. No specific consultation has been undertaken to inform this work but care leavers and looked after children have close and on-going contact with social workers and the service each day and significant surveys have been undertaken locally and nationally in recent years. Further work will be undertaken with the Children in Care Council as proposals are developed.

4.2 Equality and diversity / cohesion and integration

4.2.1 All foster carers will benefit from this proposal across the city and this will, in turn, benefit some of the most vulnerable and socially excluded young people in Leeds.

4.3 Council policies and city priorities

4.3.1 Improving the recruitment and retention of foster carers in order to build a larger foster carer base is a key priority for the council. Ensuring that we fulfil our role as a corporate parent is a key responsibility and priority of the council.

4.4 Resources and value for money

4.4.1 It is difficult to give a precise estimation of the cost to the Local Authority of providing the benefits outlined in the Corporate Offer to Foster Carers and Care Leavers, as this will be dependent on the level of take up by foster carers and care leavers. The Council has decided to meet these costs corporately.

4.4.2 It is hoped that the recognition of the important contribution that foster carers make to the city through the Corporate Offer will help to support foster carer recruitment and retention. This will support improved placement choice for looked after children and reduce the use of Independent Fostering Agencies.

4.4.3 The Children's Services Budget for 2013/14 includes savings £1.6m which is predicated on achieving a 30% reduction in the number of children placed with Independent Fostering Agencies by 31/3/14.

4.5 Legal implications, access to information and call in

4.5.1 No significant issues.

4.6 Risk management

4.6.1 The development of the Corporate Offer to Foster Carers and the Corporate Offer to Care Leavers will support the authority to deliver better outcomes for looked after children. Poor outcomes for looked after children have significant costs to the authority.

5.0 Conclusions

5.1 The development of these two corporate offers is significant. By working across all areas of the authority the Corporate Offers provide a clear demonstration of the Council's commitment to be effective corporate parents to the children it looks after and to care for them ' as if they were their own'.

5.2 The Corporate Offers also provide a very clear example of how organisations can make a practical contribution to making Leeds a child friendly city and support the most vulnerable children in the community

5.3 The Leeds City Council Corporate Offer for Foster Carers acknowledges the important contribution that our foster carers make to the city by improving the lives of vulnerable children in Leeds.

5.4 The Corporate Offer for Care Leavers is the latest step in improving services for care leavers. It is a whole council approach that provides better support to these young people sustained by their corporate parent until they have made the successful transition to adulthood.

6.0 Recommendations

6.1 That Executive Board members note the work that has taken place to provide Corporate Offers for Foster Carers and Care Leavers.

6.2.1 That Executive Board members agree that the Corporate Offers for Foster Carers and Care Leavers provides a clear and practical example of how an organisation can offer a range of benefits which support vulnerable to children and take forward the ambition to become a truly Child Friendly City.

7 Background documents¹

7.1 None

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

Foster Carers

Life changing changing **lives**

Find out more about *fostering* ▶



Current Support for Carers

- training and development
- support groups
- one-to-one support
- social events
- membership to the Fostering Network
- therapeutic support
- educational support
- financial support and assistance



New Corporate Offer

- Free Bodyline gym access
- Free swims for your family
- Discounted swimming lessons
- Free tickets for special events
- Shopping discounts
- Time off for reviews for council staff foster carers

Charter for Care Leavers

A Charter is a set of principles and promises. This Charter sets out promises care leavers want the central and local government to make. Promises and principles help in decision making and do not replace laws; they give guidance to show how laws are designed to be interpreted.

The key principles in this Charter will remain constant through any changes in Legislation, Regulation and Guidance. Care leavers urge local authorities to use these principles when they make decisions about young people's lives. The Charter for Care Leavers is designed to raise expectation, aspiration and understanding of what care leavers need and what the government and local authorities should do to be good Corporate Parents.

We Promise:

To respect and honour your identity

We will support you to discover and to be who you are and honour your unique identity. We will help you develop your own personal beliefs and values and accept your culture and heritage. We will celebrate your identity as an individual, as a member of identity groups and as a valued member of your community. We will value and support important relationships, and help you manage changing relationships or come to terms with loss, trauma or other significant life events. We will support you to express your identity positively to others.

To believe in you

We will value your strengths, gifts and talents and encourage your aspirations. We will hold a belief in your potential and a vision for your future even if you have lost sight of these yourself. We will help you push aside limiting barriers and encourage and support you to pursue your goals in whatever ways we can. We will believe in you, celebrate you and affirm you.

To listen to you

We will take time to listen to you, respect, and strive to understand your point of view. We will place your needs, thoughts and feelings at the heart of all decisions about you, negotiate with you, and show how we have taken these into account. If we don't agree with you we will fully explain why. We will provide easy access to complaint and appeals processes and promote and encourage access to independent advocacy whenever you need it.

To inform you

We will give you information that you need at every point in your journey, from care to adulthood, presented in a way that you want including information on legal entitlements and the service you can expect to receive from us at different stages in the journey. We will keep information up to date and accurate. We will ensure you know where to get current information once you are no longer in regular touch with leaving care services. We will make clear to you what information about yourself and your time in care you are entitled to see. We will support you to access this when you want it, to manage any feelings that you might have about the information, and to put on record any disagreement with factual content.

To support you

We will provide any support set out in current Regulations and Guidance and will not unreasonably withhold advice when you are no longer legally entitled to this service. As well as information, advice, practical and financial help we will provide emotional support. We will make sure you do not have to fight for support you are entitled to and we will fight for you if other agencies let you down. We will not punish you if you change your mind about what you want to do. We will continue to care about you even when we are no longer caring for you. We will make it our responsibility to understand your needs. If we can't meet those needs we will try and help you find a service that can. We will help you learn from your mistakes; we will not judge you and we will be here for you no matter how many times you come back for support.

To find you a home

We will work alongside you to prepare you for your move into independent living only when you are ready. We will help you think about the choices available and to find accommodation that is right for you. We will do everything we can to ensure you are happy and feel safe when you move to independent living. We recognise that at different times you may need to take a step back and start over again. We will do our best to support you until you are settled in your independent life; we will not judge you for your mistakes or refuse to advise you because you did not listen to us before. We will work proactively with other agencies to help you sustain your home.

To be a lifelong champion

We will do our best to help you break down barriers encountered when dealing with other agencies. We will work together with the services you need, including housing, benefits, colleges and universities, employment providers and health services to help you establish yourself as an independent individual. We will treat you with courtesy and humanity whatever your age when you return to us for advice or support. We will help you to be the driver of your life and not the passenger. We will point you in a positive direction and journey alongside you at your pace. We will trust and respect you. We will not forget about you. We will remain your supporters in whatever way we can, even when our formal relationship with you has ended.

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Report of The Director of Children’s Services

Report to Executive Board

Date: 24th April 2013

Subject: Review of the school clothing allowance- outcome of consultation and request to cease with effect from June 2013



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

Summary of main issue

- 1** In response to wide ranging changes and developments in funding arrangements the Council is reviewing many of its discretionary policies. In line with the initial budget proposals of December 2012 the Executive Board had in February 2013 agreed to consult with stakeholders about the proposal to end the current school clothing allowance.
- 2** This paper is reporting the outcome of the consultation with school, parents and young people around the present school uniform allowance. Consultation was undertaken from 26 February 2013 to 22 March 2013, seeking views from over 1,000 stakeholders.
- 3** The majority of head teachers, chairs of governors and clusters chairs who responded to the consultation believed that the change would have a minimal impact for children as a significant number of schools already had a range of systems in place to support families with uniform and other hardship, in relation to their learning attainment and wellbeing.
- 4** Parents and young people surveyed suggested that being able to buy uniforms from supermarkets and low cost stores, establishing clothing exchanges and

having a key person to talk to in school would be most helpful if they had financial difficulties.

- 5 The Department for Education guidance suggests that school uniform plays a valuable role in contributing to the ethos of a school, but that there is no legislation that deals specifically with school uniform. Guidance suggests that the governing body should ensure that uniforms are good value for money, that cost should be regularly reviewed and that sustainability including recycling of uniforms is to be encouraged.

Recommendations

- 1 Executive Board is asked to:
 - Consider the findings from the consultation process;
 - Approve the recommendation to end the current school clothing allowance with effect from June 2013.

1.0 Purpose of this report

- 1.1 To report back to the Executive Board on the outcomes of the consultation to review the school clothing allowance and to ask the Executive Board to recommend ceasing the policy with effect from June 2013.

2.0 Background information

- 2.1 Leeds City Council currently operates an annual school clothing allowance policy for the families and carers of children at school, if they are eligible for free school meals. This is a discretionary policy providing a small annual cash grant for approximately 20,000 children.
- 2.2 Changes in funding in 2013/14 have resulted in Leeds schools receiving around £27m of Pupil Premium (£900 per qualifying pupil). This applies to approximately 40,000 children in Leeds. This is a resource which is targeted at providing direct support to children and young people eligible for free school meals, looked after pupils and other children to improve attainment. It is for schools to determine how to spend this funding as they are best placed to assess what additional support and services individual pupils need.
- 2.3 In line with the initial budget proposals in December, the Executive Board agreed, at the February meeting, to consult with stakeholders about a proposal to end the current school clothing allowance policy, to take effect from June 2013. A consultation was undertaken during the period 26 February to 22 March 2013 using, as recommended by Executive Board, focus groups, on-line and postal questionnaires with a range of stakeholders including parents, schools, governors and young people.
- 2.4 In terms of our neighbouring local authorities, Leeds is currently one of only two that offer any financial support at primary school level. Bradford operates a discretionary voucher scheme with the same qualifying criteria as Leeds, paying £26 per child on an annual basis. York has a scheme for secondary school pupils but not for primary school pupils or pupils in year 11. North Yorkshire offers a clothing grant for children in year 7 only, whilst Calderdale, Kirklees and Wakefield have recently ended their schemes.

3.0 Main issues

- 3.1 Consultation has been undertaken from 26 February 2013 to 22 March 2013, seeking views from a range of stakeholders, including head teachers, chairs of governors, cluster managers, parents and young people using a range of

consultation formats. Over 1000 stakeholders were contacted to take part in the consultation, with 393 responding, providing a participation rate of 38%.

- 3.2 The largest group of stakeholders consulted with were head teachers, chairs of governors and cluster chairs. Schools are very clearly aware of their duty around the school uniform. Many schools had recently reviewed school uniform policy and have a range of strategies in place to support families in difficulties, a universal offer of subsidised or low cost uniform and have uniform exchanges in place .

The consultation asked them: what they thought the impact might be of ceasing the school clothing allowance; how they support families presently to ensure families are able to meet the guidance around school uniform; and what actions they would consider in the future if families needed more help.

- 3.5 The majority of professionals were clear that they believed this change would have a minimal impact for children. The reasons for this were that a significant number of schools already had a range of systems in place to support families, including clothing exchanges, local hardship funds; providing uniform for some or all pupils; reviewing their school clothing policy in response to the changing needs of communities; working with the families who are struggling financially across a range of issues.
- 3.6 Almost 300 parents and young people responded to questions around what would be helpful to families providing school uniforms for their children. A significant majority suggested that the most helpful approach was to enable parents to purchase school uniform and equipment from supermarkets or outlets that offered low cost options. Uniform and equipment from supermarkets and low cost outlets were cheap to purchase and more easily replaceable than purchasing from specialist stores or school. The named person to contact in school was also a welcomed option.

4.0 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Consultation has been undertaken from the 27 February to 22 March 2013. The consultation offered a mixed methodology to increase validity with a range of data sets and sampling techniques used. The most effective method was through focus groups, where high engagement and participation was gained (278 responses).
- 4.1.2 Consultation sought views from 1,017 individuals, including 531 professionals, 316 parents, 170 young people, gathering 393 individual responses. The outcomes of the consultation were very valuable in terms of suggesting future actions around minimising impact of reducing family incomes. Consultation responses document attached at appendix 1.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A full Equality Impact Assessment has been completed and a copy is attached at Appendix 2.

4.2.2 Whilst the ending of the grant may affect some families, a number of opportunities have been identified by schools, parents and young people to respond to changes in the financial position of families, this is much further reaching than the school uniform allowance, linked to benefit changes, increasing unemployment and poverty. The consultation asked what recipients, young people and schools would do to reduce the impact and the responses are set out in the previous section.

4.3 Council policies and City Priorities

4.3.1 The Council has prioritized achieving Value for Money in order to ensure resources are released for the provision of “front line” services.

4.4 Resources and value for money

4.4.1 The revenue budget to support the School Clothing Policy in 2012/13 is £0.6m. The agreed budget strategy for 2013/14 includes estimated savings of £0.6m based on the proposal to end the policy from June 2013.

4.4.2 There are no staffing implications with the ceasing of the allowance, as the existing staff who assess claimants also assess eligibility for free school meals which is unaffected by this proposal.

4.5 Legal Implications, Access to Information and Call In

4.5.1 This decision will be eligible for call in.

4.6 Risk Management

4.6.1 To reduce the risk and increase validity around the consultation process a mixed methodology was used consisting of a number of data sets from different population groups including: school professionals; a random selection of parents of primary and high schools; parents from Children's Centres and young people. The postal survey sampled a small section of the population due to cost and low response rates, with a 11.5% rate offers the least validity (David and Sutton 2004). However the correlation between focus groups and the questionnaire in terms of supportive actions is high, therefore we can assume a validity and reliability in these actions.

4.6.2 Whilst the monetary value of the cash grant is relatively low, on average £20-30 per year, the risk to families should not be minimized. The local authority will work with schools and Children's Centres to ensure the suggestions from the consultation are responded to. Children's Services will continue to work with Leeds Benefits and Advice Service to ensure families are in receipt of all their benefits, have access to debt advice and counseling locally and are supported into training and employment.

4.6.3 Early Start teams have recently agreed financial management pathway for staff. All cluster managers and staff have received information and briefings around benefit changes to support families with reducing family incomes.

4.7 Timetable for implementation

Action	Outcome	Success Measure	Timescale
Communicate Executive Board decision to parents	All parents aware that policy has ended.	No complaints and sufficient notice to make alternative arrangements.	May 2013
Inform all schools	School governing bodies work together with the local authority to action the recommendations from the consultation	No complaints and sufficient notice to make alternative arrangements.	May 2013
End policy and cease paying grants.	No payment made after 31 st May 2013	No complaints from stakeholders and sufficient notice to make alternative arrangements – No impact on bullying or attendance.	June 2013

5.0 Conclusions

5.1 Recognising the significant financial challenges facing the Council, and as part of a review of all discretionary service provision, it is recommended that the Executive Board make the decision to end the school uniform allowance from June 2013.

6.0 Recommendations

6.1 Executive Board is asked to:

- consider the findings from the consultation process;

- approve the recommendation to end the current school clothing allowance with effect from June 2013.

7.0 Background documents¹

7.1 None

8.0 Appendices

Appendix one: the consultation documents

Appendix two: Equality Impact Assessment

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

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Appendix 1

Response rate to a range of consultation tools

Stakeholder	No. Contacted	No. Responded	% response rate
On-line questionnaire- head teachers, chairs of governors, cluster chairs	531	92	19%
Postal questionnaire for parents	208	31	15%
Focus groups with young people	170	170	100%
Focus groups with parents in children's centres	108	108	100%
Total	1017	393	38%

Preferred support options for young people (some respondents chose more than one first choice)_

Statement	Young people preferred option
All items of school uniform to be available from supermarkets and low cost chain stores	116
Every family to have access to good quality second hand uniforms from schools	21
Every school to have a named person who parents/carers can go to if they need help buying school uniform	35

Preferred support options for children centre parents (some respondents chose more than one first choice)_

Statements	Parents preferred option
All items of school uniform to be available from supermarkets and low cost chain stores	59
Every family to have access to good quality second hand uniforms from school	11
Every school to have a named person who parent/carers can go to if they need help buying school uniform	22

Preferred support options for parents (some respondents chose more than one first choice)_

Statements	Parents preferred option
All items of school uniform to be available from supermarkets and low cost chain stores	25
Every family to have access to good quality second hand uniforms from school	12
Every school to have a named person who parent/carers can go to if they need help buying school uniform	11

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: Children's services	Service area: Learning, Skills and Universal Services
Lead person: Jody Sheppard	Contact number: 0113 2950295
Date of the equality, diversity, cohesion and integration impact assessment: Initial paper written in January with additions and updates in February and March 2013.	

1. Title: School clothing allowance
Is this a:
<input type="checkbox"/> Strategy /Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Jody Sheppard	Leeds City Council	Lead for Family Support and parenting
Fiona Walker		School Governor
Gail Palmer-Smeaton	Leeds City Council	Primary school Head teacher
Andrew Cameron	Leeds Revenue and Benefit service	Executive Officer
Stephen Featherstone	Leeds City Council	Policy, Planning & Procedures Leader
Dawn Lewis	NHS Leeds Community Healthcare	Interim Manager School Nursing
Barbara Temple	Leeds City Council	School Improvement
Sarah Newell	Leeds City Council	Project Manager

Michael Purchess	NW SILC Principal	
Doug Martin	Governor	Leeds Carnegie College

3. Summary of strategy, policy, service or function that was assessed:

Currently Leeds City Council operates a discretionary school clothing allowance scheme for parents, family carers or guardians of children at maintained schools. Eligibility is based on free school meals. If a child qualifies for free school meals and attends a maintained school, they automatically qualify for a school clothing allowance cash payment under the Council's scheme. This allowance is to assist with the purchase of suitable school wear which is in line with the individual school's uniform policy.

In 2012/13, it is estimated that the allowances paid under the Council policy would cover around eighteen thousand children who attend maintained schools at an estimated cost of £0.6m. There are a further three thousand three hundred pupils who have previously qualified for the payment in 2012/13 whose financial circumstances have changed and therefore would no longer qualify for the award.

The Council-wide scheme does not extend to academies. However, the Council does offer an administrative service to academies, including the payments of allowances and eligibility checks. This accounts for a further four thousand six hundred children who attended various academies received the allowance managed through the Leeds Benefits Service, for which the costs are recharged to the academies

In order to be eligible, claimants need to be in receipt of any of the following: Income Support, Income related Employment and Support Allowance, Job seekers Allowance (Income Based), Incapacity Benefit (with or without Child tax credit) and the guaranteed element of state Pension credit with Child Tax Credit.

By its nature, the annual cost of the policy to the Council does vary; the budget in 2012/13 was £0.6m. The proposal to end the School Clothing Allowances policy is part of the Council's response to its significant medium-term financial challenges and cost savings of £0.6m have been factored into the Children's Services 2013/14 budget strategy which was approved by Full Council on the 27th February 2013.

4. Scope of the equality, diversity, cohesion and integration impact assessment
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan (please tick the appropriate box below)	
The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>

A specific section within the strategy, policy or plan	<input type="checkbox"/>
Please provide detail:	

4b. Service, function, event please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input type="checkbox"/>
Please provide detail:	
<p>Children whose parents (s) / guardian (s) are on a low income currently qualify for free school meals which are a statutory benefit. If a child qualifies for free school meals, they automatically qualify for a discretionary annual school clothing allowance cash payment to help with the purchase of specified school uniform. The majority of payments are made in June / July as follows:</p> <ul style="list-style-type: none"> • For reception year children £27.50 • For children in years one to six £20.00 • For children in year seven £37.50 • For children in years eight to eleven £30.00 <p>The above figures equate to approximately £305 per child over their school lifetime and broken down further approximately 49 pence per week.</p>	

5. Fact finding – what do we already know

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

In 2006 consideration was given to ending the school clothing allowance scheme. This was not subject to a consultation.

While the ending of the grant would affect more disadvantaged families; we are considering opportunities to seek to mitigate this impact.

The public consultation has had four strands

- ∇ Postal questionnaire with direct beneficiaries and non-benefiting families with school aged children
- ∇ Professional consultation with head teachers. chairs of governors and cluster managers
- ∇ Children's centres in the lowest super output areas
- ∇ Focus groups with young people in the most affected wards.

Letters and consultation forms have been mailed out to 100 families with school aged children whom are eligible and 108 families who aren't eligible. We have asked the opinions of non –eligible families as a means of a Leeds residents approach. This is to capture views from a range of families. The families for the general residents' consultation were chosen at random by 4 families per cluster. The families currently receiving the allowance have also been chosen at random to participate in the consultation.

The public consultation has taken the form of asking for views on what they think the impact might be if the school clothing allowance ceased, but also on the best ways of making school uniforms affordable to everyone. **See Appendix 1 for a copy of the consultation questions.**

There is a focus group approach which includes groups of young people in the bottom 20% SOA (super output areas) within the most affected wards.

There are also 8 Children's Centres in East Leeds whom have been asked to participate in the consultation, with a total of 100 parents of children who attend these centres and would be potential beneficiaries of free school meals and the discretionary school clothing allowance. There is an expectation for approximately 20 responses from each Centre.

The consultation with professionals is being undertaken in the form of a briefing and consultation questions emailed to 246 Head teachers, 246 Chair of Governors, 25 Cluster Chairs and 25 Cluster Managers.

Of the local authorities in Yorkshire only one other offer an allowance to primary school aged pupils.

Bradford	Operates a discretionary voucher scheme with the same qualifying criteria as Leeds. Paying £26 per child on an annual basis
York	Operates a scheme for free school meal secondary school pupils years 7-10 £60 in year 7 and £30 for years 8 and 9. Nothing is available for primary school pupils or pupils in year 11.
North Yorkshire	Clothing grant available for free school meal children in year 7 only.
Calderdale	Ended their scheme in 2005
Kirklees	Ended their scheme recently
Wakefield	Ended their scheme in 2006

Consideration Is being given to:

- What the issues are likely to be if this proposal is agreed ,
- How best to reduce the impact
- Are there key groups that need to be involved
- How best to communicate changes to the service

Are there any gaps in equality and diversity information

Please provide detail:

Results are still to be analysed.

Action required:

Schools /Clusters would be encouraged / supported to :

- Set up or further develop second hand school uniform exchanges.
- Review school uniform policy in relation to cost
- Consider the options of using some of the Pupil Premium as a means of funding school uniform. Consider setting up a local hard ship fund.
- Seeking support from local businesses/agencies could help

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

Yes

No

Please provide detail:

Eligible Families
Households that have been selected at random
Potential Beneficiaries
Cluster Chairs
Cluster Managers
Ward Members
Head teachers
School Governors

Leeds Revenue and Benefit service NHS Leeds Community Healthcare (in relation to Child Poverty)
Action required: Please see section 5 for more information on wider involvement

7. Who may be affected by this activity?
please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Carers	<input checked="" type="checkbox"/> Disability
<input type="checkbox"/> Gender reassignment	<input checked="" type="checkbox"/> Race	<input checked="" type="checkbox"/> Religion or Belief
<input checked="" type="checkbox"/> Sex (male or female)	<input type="checkbox"/> Sexual orientation	
<input checked="" type="checkbox"/> Other		

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify:
This grant is funded from the Council’s core budget and benefits poor families. There is a higher proportion of Black and Black British children entitled to free school meals (36.8%) and a higher proportion of children with statements of SEN who are entitled to free school meals (36.2%.) This compares with the FSM rate of 21.1% for all pupils. All 26,000 pupils currently receiving free school meals and the discretionary school clothing allowance.
Families in poverty
Vulnerable children / families
Potential beneficiaries
Families who have moved into Leeds during the year.
BME / Asylum seeker families
Children with SEN

Stakeholders

<input checked="" type="checkbox"/> Services users	<input type="checkbox"/> Employees	<input type="checkbox"/> Trade Unions
<input checked="" type="checkbox"/> Partners	<input checked="" type="checkbox"/> Members	<input checked="" type="checkbox"/> Suppliers

Other please specify

Potential barriers.

Built environment

Location of premises and services

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

Please specify

Information and communication:

- A 1% sample of eligible families has been sent the consultation. The same numbers of non-eligible families have also been written to.
- Briefings have been given at Head teachers forum
- Around 180 parents at Children’s centres have been surveyed as has the 10 focus groups of young people in the bottom 20% SOA in the 10 most affected wards

8. Positive and negative impact

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

The budget savings are being realigned to LCC priorities to maintain essential front line services.

The savings will assist the council balancing the budget.

Schools are in a better position to target tailored support and have access to the Pupil Premium to support the school clothing needs. This change is in line with the majority of other Local Authorities in the area.

Action required:
Remove the anomalies that exist in the current system at a time when other benefits are changing.

8b. Negative impact:
Impact on families with a low income Adverse media coverage Possibility of a drop in school attendance Possibility of vulnerable children at risk of bullying If the savings are not achieved they will have to be found elsewhere which would result in service cuts.
Action required:
Press release has been prepared to inform the public. All direct beneficiaries to be contacted in May 2013 and notified of the results of the consultation and any changes to the school clothing allowance clearly explained. All schools to be contacted with the results of the consultation. If the school clothing allowance is to be withdrawn, schools and families would be advised of ways to mitigate impact e.g. – accessing school uniform exchange.

9. Will this activity promote strong and positive relationships between the groups/communities identified?
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Please provide detail: It allows for schools to target resources more effectively and build links with local groups / agencies to develop school uniform exchanges.
Action required: If a decision is made that the grant will cease it is proposed to mitigate the impact by asking schools to: <ul style="list-style-type: none"> • review their uniform policy • consider allocating part of the additional funding that they have been paid for the Pupil Premium (£900 per pupil eligible for free school meals) to defray some of the costs of a school uniform for such pupils. (The Council would propose to offer help and guidance to schools in drafting a policy and setting up a procedure to implement this). • encourage parents/schools to undertake uniform exchanges or to set up a shop to recycle previously worn clothing • review their supplier arrangements • consider setting up a discretionary fund for hardship cases • publicise details of external organisations that could offer financial help to parents.

Share good working practices with other schools.

Following the decision by Executive Board, the Director of Children's Service will take the appropriate steps to inform the Schools Forum and schools and Academies Families to be contacted as soon as decisions confirm the change in policy.

Ask schools to review their school uniform policy and to consider taking steps to mitigate the impact of the decision of the discretionary school clothing allowance ending.

Ask schools to consider the use of the pupil premium, and put in place or further develop a uniform exchange / uniform swap shop.

Ask schools to consider the use of the pupil premium, and put in place or further develop a uniform exchange / uniform swap shop.

10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes

No

Please provide detail:

Two of the recommendations to reduce the impact is to further develop local uniform exchanges and develop cluster relationships with suppliers. This should build up partnerships between parents, schools and other local agencies.

Action required:

Alternative arrangements to providing school clothing – school uniform exchange service.

Hardship fund.

Contribution by schools via the pupil premium.

Greater links with local agencies

11. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Action required:

Ensure that the explanation of this change is made in a clear, accessible and concise format to all concerned.

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Lead person
The letter and consultation to be checked and signed off Final approval from Councillor Blake and Nigel Richardson. Authority to proceed with sending these out.	22nd February 2013	Andrea Richardson Nigel Richardson Cllr Judith Blake
Letters and consultation to be sent via email to Head teachers, Chairs of Governors and Cluster Chairs Email sent from purpose made temporary email address. Results come in directly via SNAP system	27th February 2013	Jody Sheppard Andrea Richardson
Focus groups for families and young people consultation to be planned Decision made to consult with 3 areas: Young people Children's centres Parents (via schools)	27 th February 2013 – 22 nd March 2013	Jody Sheppard Andrea Richardson Jean Davy
Mitigating actions to measure from the consultation with Head teachers, Chair of Governors and Cluster managers Go through the consultation responses from both professionals and families. Document	25th – 28th March 2013	Sarah Newell – now Cindy Costigan as SN is not available from 25th March – 3rd April. Emma Jackson

Action	Timescale	Lead person
the results ready for writing the report ensuring all responses and percentage / number of responses received		
Analysis from the consultation results to write up in report format. Formalise the results in report form for Jody Sheppard	25th – 28th March 2013	Cindy Costigan Emma Jackson
Report for CSLT to write including results so far from consultation process CSLT meeting is on 26 th March. Results so far can be reported on at this meeting with the understanding the consultation period is still running.	19 th March 2013	Jody Sheppard
Final report and Equality Impact Assessment for Exec board to write with results from consultation Report to be completed with results from consultations. Exec board meeting is on 8 th May 2013.	Submit to Governance services by 4 th April 2013	Jody Sheppard

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board
Please specify which board
- Other (please specify)

15. Publishing

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

Appendix 1 Consultation for families

What do you think the impact might be if the school clothing allowance ceases?

Please read the 3 statements below and rate them in order of preference on which you think would be the most helpful to families (1 being the highest preference)

- All items of school uniform to be available from supermarkets and low cost chain stores.
1 2 3

- Every family to have access to good quality second hand uniforms from school.
1 2 3

- Every school to have a named person who parent/carers can go to if they need help buying school uniform. 1 2 3

Please tell us any other suggestions you may have to help families if the school clothing allowance ceases.

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Report of the Director of Children's services

Report to Executive Board

Date: 24th April 2013

Subject: City Learning Centres



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

Summary of main issues

There are four City Learning Centres (CLCs) in Leeds which were created in 2002 to improve education facilities for schools. They predate the Building Schools for the Future (BSF) programme which has been transformed many of the city's high schools and which provided specialist facilities across the city that were previously only available in the CLCs.

They were originally funded through the Excellence in Cities grant. When this grant ceased in 2010, Schools Forum agreed to continue funding CLCs using the Dedicated Schools Grant (DSG) as an interim measure.

In view of the changes to schools needs and funding in recent years, discussions have been on-going regarding the future of the CLCs resulting in schools taking on an increasing role in the running of the facilities. There is now a need to increase the pace of these discussions as changes to the rules around the use of the DSG funding mean that from April 2013 it is not possible to use it to support the cost of running the CLCs.

DSG funding to cover the net cost of the CLCs in 2012/13 was £1.273m. To try and retain the existing CLC provision through funding from the Children's Services base budget is neither appropriate nor a viable option in the current financial climate. However, to allow adequate time to secure new arrangements and minimise disruption to schools and pupils, CLCs will continue to be funded by Children's Services for the remainder of this academic year

Through discussions with Area Inclusion Partnerships and Schools, new arrangements for the future funding and use of the CLCs from 1 September 2013 have been developed. These proposals aim to build on the practice currently available in the CLCs whilst maximising the potential use of these valuable resources as citywide assets.

Recommendations

Executive Board are recommended to:

- i. Note that the Dedicated Schools Funding used to support the running of the City Learning Centres ended on 31 March 2013 and that the interim funding made available through Children's Services is only in place until 31 August 2013 after which all council funding for the CLCs will cease.
- ii. Approve the inclusion of the Derek Fatchett CLC site as part of the City of Leeds academy proposals and the inclusion of the CLC staff in the ring-fence for posts in the proposed new academy in addition to TUPE should that apply based on continued delivery of existing provision.
- iii. Approve the development of an agreement for an initial period of two years for the West Area Inclusion Partnership (AIP) to take over the running of the West CLC for use as an Inclusion Centre on the understanding that there will be no budget transferring.
- iv. Approve the development of an agreement with the North East AIP to run the North East CLC for the next two years, on the understanding that there will be no budget transferring and that TUPE is likely to apply to some staff based on proposed future use. This to be followed by further discussions with the AIP around the use of the CLC by one or more schools to enable them to increase their 11-16 capacity from 2015 onwards.
- v. Approve the transfer of the South CLC to the South Leeds Learning Trust to enable them to increase their 11-16 capacity on the understanding that there will be no budget transferring.
- vi. Delegate responsibility to the Director of Children's Services to implement the recommendations for the four City Learning Centres.

1 Purpose of this report

- 1.1 To seek the approval of Executive Board for new arrangements regarding the funding and use of the City Learning Centres (CLCs).

2 Background information

- 2.1 The CLCs were developed in 2002 as a government initiative to support schools in the use of Information and Communication Technology (ICT) in the curriculum and provide access to a range of equipment not then available in schools. There are four City Learning Centres in Leeds; Derek Fatchett CLC attached to City of Leeds High School, the South CLC attached to Cockburn High School, the North East CLC on the Allerton Grange High School Site and the remaining part of the West CLC located adjacent to the old Wortley High School site.
- 2.2 They were originally funded through the Excellence in Cities grant. When this grant ceased in 2010, Schools Forum agreed to continue funding CLC using the Dedicated Schools Grant (DSG) as an interim measure. Since then discussions have been on-going regarding the future of the CLCs resulting in schools taking on an increasing role in the running of the facilities. There is now a need to increase the pace of these discussions as changes to the rules around the use of the DSG funding mean that from April 2013 it is not possible to use it to support the cost of running the CLCs.
- 2.3 As a result of the continued development of ICT facilities in schools partly as a result of the Building Schools for the future (BSF), combined with major changes to the curriculum in recent years, demand for the programmes traditionally provided by the CLCs has declined. They no longer deliver any two year courses and all the current programmes are scheduled to finish by this summer. This has led to a situation this academic year where Area Inclusion Partnerships (AIPs) and schools are now managing or utilising all or significant portions of three of the CLCs.
- 2.4 Budgeted DSG funding to cover the net cost of the CLCs in 2012/13 is £1.273m. To try and retain the existing CLC provision through funding from the Children's Services base budget is neither appropriate or a viable option in the current financial climate.
- 2.5 However, to allow adequate time to secure new arrangements and minimise disruption to schools and pupils, it is proposed that CLCs will continue to be funded by Children's Services for the remainder of this academic year. A budget

for this has been prepared totalling £452K and was included within the Children's Services 2013/14 budget proposals.

2.6 The future of CLCs has been considered as part of wider discussions relating to our strategies around basic need and school/post 16 learning provision and the delivery of traded services. Some of the key factors that have been considered, include:

- The need to consider the contribution CLCs could make to support the basic need for additional school places over the coming years.
- The need to ensure we maximise the contribution CLCs make to delivering the obsessions and outcomes in the Children & Young People's Plan
- The need to retain access to some element of CLC accommodation by Children's Services to support the delivery of traded services.

3 Main issues

3.1 Current Proposals for the future of each of the CLCs

3.2 The proposals outlined below have the support of Children's Services Leadership Team and Corporate Asset Management Board.

Derek Fatchett CLC

3.3 The CLC is currently being considered as an integral part of plans relating to the future of City of Leeds High School. This would secure the site to support the future need for secondary places. Discussions are currently underway with Leeds City College (as potential sponsor) and the Department for Education (DfE) regarding the future of City of Leeds High School as an academy to open in September 2013. It is likely that TUPE would apply to some of the CLC staff dependant on what delivery transfers to the academy. Leeds City College as the academy sponsor have also indicated that they would be willing to include CLC staff in ring-fence arrangements for posts in the new academy. If the school becomes an academy it is likely the asset would transfer to an Academy Trust on a 125 year lease.

3.4 The Light House free school are currently leasing part of the CLC and have an agreement until the end of the current academic year. They are likely to be requesting continued use of the accommodation for the next academic year until their new premises are finished. As all the capacity available across the academy/CLC site would not be needed to accommodate the demand for places at the school in the short term, it should be possible for the academy to agree to this request. Children's Services are also interested in using the site to deliver traded services. Again this should be possible for the next few years.

Leeds West CLC

- 3.5 There is a proposal by the West AIP to further develop the CLC as an inclusion base to support the secondary schools in the West of the city. The AIP are already making extensive use of the CLC as an inclusion base and currently use around half of the available capacity to provide inclusion provision. The AIP have requested a two year agreement where they would take over the running of the CLC and pick up the full premises and other resource associated costs. AIP funding has been secured to meet these costs. Discussions to date indicate that it would be unlikely that staff would be eligible for TUPE due to the significant change to type of provision that would be delivered at the CLC.
- 3.6 The physical location (not on an existing school site) and the very limited size of the accommodation present significant difficulties for using this site to support basic need. Managing exclusions is currently a key priority for schools and the use of the building as an inclusion centre is considered an appropriate use at the current time. However, this would not rule out its use for basic need at some point in the future.

North East CLC

- 3.7 Since the start of this academic year the NE AIP have been using the ground floor of the CLC as an Inclusion Centre, will all delivery taking place through their own staff. There is now a proposal by the NE AIP to run the whole of the CLC as a central resource for the NE schools. The AIP have requested a two year agreement where they would take over the running of the CLC and pick up the full premises and other resource associated costs. The delivery model they are proposing would likely only involve the TUPE of two of the CLC staff.
- 3.8 The current proposal does not support the basic need for school places. However, as there is not a need for additional secondary capacity in the North East over the next two years, this is not seen as a problem. Over the next year it is proposed there will be further discussions with the AIP around the use of the CLC by one or more schools to enable them to increase their 11-16 capacity from 2015 onwards.

South Leeds CLC

- 3.9 Since April 2012 there has been a Memorandum of Agreement (MOA) in place with the South Leeds Learning Trust (Cockburn High School and feeder primary schools) around the running of the CLC until August 2013. As part of the agreement most of the delivery CLC is already undertaken by the school staff. It is proposed that from September 2013 the CLC should transfer to the South Leeds Learning Trust to enable Cockburn to increase their 11-16 capacity. The school have agreed to increase their capacity from 210 to 235 per year group, giving a total of 125 new 11-16 places. The school would pick up the full premises and other resource associated costs. TUPE is not likely to apply as the provision delivered from September 2013 would be substantially different.

Staffing

- 3.11 There are currently 20 staff on the CLC structure employed by the council. A Team Leader; 7 staff based at the Derek Fatchett CLC; nine staff based at the NE CLC, one staff based at the South CLC and two staff on the structure of the West CLC who are on long term secondments.
- 3.13 Staff have been informed they will be supported if they wish to access the Early Leavers Initiative or enter Managing Workforce Change on voluntary basis as a priority 3 case. It is proposed that any staff that do not TUPE and are therefore displaced by the proposed new arrangements and have not already secured a new post by 1 September 2013 will move into the formal process of Managing Workforce Change.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The proposals have been discussed with Children's Services lead members for all the main political parties.
- 4.1.2 Staff and unions have been involved in the discussions around the proposals for the CLCs.
- 4.1.3 No public consultation has been undertaken as the recommendations in the report will have no significant impact on the public.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Equality, Diversity, Cohesion and Integration has been taken into account at the earliest possible stage and a full EIA has been carried out (attached at appendix 1).

4.3 Council policies and City Priorities

- 4.3.1 The recommendations in this report support the city priorities and in particular the obsessions and priorities contained in the Children and Young People's Plan and the Leeds Education Challenge.

4.3.1 In particular the proposals support the statutory duty of the council to provide secondary school places.

4.5 Resources and value for money

4.5.1 There are potential implications around the transfer of assets from the council.

4.5.2 The proposals would result in a net annual saving to the council in the region of £1.273 million.

4.6 Legal Implications, Access to Information and Call In

4.6.1 This report is subject to call-in.

4.7 Risk Management

4.7.1 The main risk is probably associated with the Derek Fatchett CLC, should the proposal to convert City of Leeds High School sponsored by Leeds City College not proceed. However, this is only likely to lead to a delay as a new sponsor is secured.

5 Conclusions

5.1 The proposals that have been developed represent the best opportunity to secure the continued use of the City Learning Centres to support the educational achievement of young people in Leeds.

6. Recommendations

Executive Board are recommended to:

- i Note that the Dedicated Schools Funding used to support the running of the City Learning Centres ended on 31 March 2013 and that the interim funding made available through Children's Services is only in place until 31 August 2013 after which all council funding for the CLCs will cease.
- ii Approve the inclusion of the Derek Fatchett CLC site as part of the City of Leeds academy proposals and the inclusion of the CLC staff in the ring-fence for posts in the proposed new academy in addition to TUPE should that apply based on

continued delivery of existing provision.

- iii Approve the development of an agreement for an initial period of two years for the West AIP to take over the running of the West CLC for use as an Inclusion Centre on the understanding that there will be no budget transferring.
- iv Approve the development of an agreement with the North East AIP to run the North East CLC for the next two years, on the understanding that there will be no budget transferring and that TUPE is likely to apply to some staff based on proposed future use. This to be followed by further discussions with the AIP around the use of the CLC by one or more schools to enable them to increase their 11-16 capacity from 2015 onwards.
- v Approve the transfer of the South CLC to the South Leeds Learning Trust to enable them to increase their 11-16 capacity on the understanding that there will be no budget transferring.
- vi Delegate responsibility to the Director of Children's Services to implement the recommendations for the four City Learning Centres.

7. Background documents¹

None

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

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As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: Children's Services (CS)	Service area: Learning Skills & Universal Services (LSUS) -City Learning Centres (CLCs)
Lead person: Kevin Paynes	Contact number:
Date of the equality, diversity, cohesion and integration impact assessment: V.03 Tuesday 26 th March 2013	

1. Title: Change of use of City Learning Centres
Is this a:
<input type="checkbox"/> Strategy /Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Kevin Paynes	LCC- Children's services	LSUS 11-19 Leadership & Management Lead
Andrew McGlen	LCC- LSUS	LSUS Team Leader City Learning Centres
Stephen Featherstone	LCC- Children's services	CS- Policy, Planning & Procedures Leader
Ken Morton	LCC- Children's services	LSUS Head of Service Young People & Skills
Clare Walker	LCC- Children's services	CS- Head of Policy, Planning, Information & Procedures
Rachael Davison	LCC – children's Services	CS – Project Manager

3. Summary of strategy, policy, service or function that was assessed:

There are four City Learning Centres (CLCs) in Leeds which were created in 2002 to improve education facilities for schools. They predate the Building Schools for the Future (BSF) programme which has transformed many of the city’s high schools and which provided specialist facilities across the city that were previously only available in the CLCs.

They were originally funded through the Excellence in Cities grant. When this grant ceased in 2010, Schools Forum agreed to continue funding CLCs using the Dedicated Schools Grant (DSG) as an interim measure.

In view of the changes to schools needs and funding in recent years, discussions have been on-going regarding the future of the CLCs resulting in schools taking on an increasing role in the running of the facilities. There is now a need to increase the pace of these discussions as changes to the rules around the use of the DSG funding mean that from April 2013 it is not possible to use it to support the cost of running the CLCs.

DSG funding to cover the net cost of the CLCs in 2012/13 was £1.273m. To try and retain the existing CLC provision through funding from the Children’s Services base budget is neither appropriate nor a viable option in the current financial climate. However, to allow adequate time to secure new arrangements and minimise disruption to schools and pupils, CLCs will continue to be funded by Children’s Services for the remainder of this academic year

Through discussions with Area Inclusion Partnerships and Schools, new arrangements for the future funding and use of the CLCs from 1 September 2013 have been developed. These proposals aim to build on the practice currently available in the CLCs whilst maximising the potential use of these valuable resources as citywide assets.

4. Scope of the equality, diversity, cohesion and integration impact assessment
 (complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan
 (please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>

Please provide detail:

4b. Service, function, event
 please tick the appropriate box below

The whole service (including service provision and employment)	<input checked="" type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input type="checkbox"/>
Please provide detail:	
<p>There are now proposals for the future of each of the 4 CLCs. There will be some impact on the staff, pupils and services. However these proposals secure the long term future of the sites to be used as educational facilities.</p>	

5. Fact finding – what do we already know
 Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

The initial options identified for further discussion are summarised below:

Derek Fatchett CLC
 The CLC is currently being considered as an integral part of plans relating to the future of City of Leeds High School. This would secure the site to support the future need for secondary places. Discussions are currently underway with Leeds City College (as potential sponsor) and the Department for Education (DfE) regarding the future of City of Leeds High School as an academy to open in September 2013. It is likely that TUPE would apply to some of the CLC staff dependant on what delivery transfers to the academy. Leeds City College as the academy sponsor have also indicated that they would be willing to include CLC staff in ring-fence arrangements for posts in the new academy. If the school becomes an academy it is likely the asset would transfer to an Academy Trust on a 125 year lease.

The Light House free school are currently leasing part of the CLC and have an agreement until the end of the current academic year. They are likely to be requesting continued use of the accommodation for the next academic year until their new premises are finished. As all the capacity available across the academy/CLC site would not be needed to accommodate the demand for places at the school in the short term, it should be possible for the academy to agree to this request. Children’s Services are also interested in using the site to deliver traded services. Again this should be possible for the next few years.

Leeds West CLC

There is a proposal by the West AIP to further develop the CLC as an inclusion base to support the secondary schools in the West of the city. The AIP are already making extensive use of the CLC as an inclusion base and currently use around half of the available capacity to provide inclusion provision. The AIP have requested a two year agreement where they would take over the running of the CLC and pick up the full premises and other resource associated costs. AIP funding has been secured to meet these costs. Discussions to date indicate that it would be unlikely that staff would be eligible for TUPE due to the significant change to type of provision that would be delivered at the CLC.

The physical location (not on an existing school site) and the very limited size of the accommodation present significant difficulties for using this site to support basic need. Managing exclusions is currently a key priority for schools and the use of the building as an inclusion centre is considered an appropriate use at the current time. However, this would not rule out its use for basic need at some point in the future.

North East CLC

Since the start of this academic year the NE AIP have been using the ground floor of the CLC as an Inclusion Centre, will all delivery taking place through their own staff. There is now a proposal by the NE AIP to run the whole of the CLC as a central resource for the NE schools. The AIP have requested a two year agreement where they would take over the running of the CLC and pick up the full premises and other resource associated costs. The delivery model they are proposing would likely only involve the TUPE of two of the CLC staff.

The current proposal does not support the basic need for school places. However, as there is not a need for additional secondary capacity in the North East over the next two years, this is not seen as a problem. Over the next year it is proposed there will be further discussions with the AIP around the use of the CLC by one or more schools to enable them to increase their 11-16 capacity from 2015 onwards.

South Leeds CLC

Since April 2012 there has been a Memorandum of Agreement (MOA) in place with the South Leeds Learning Trust (Cockburn High School and feeder primary schools) around the running of the CLC until August 2013. As part of the agreement most of the delivery CLC is already undertaken by the school staff. It is proposed that from September 2013 the CLC should transfer to the South Leeds Learning Trust to enable Cockburn to increase their 11-16 capacity. The school have agreed to increase their capacity from 210 to 235 per year group, giving a total of 125 new 11-16 places. The school would pick up the full premises and other resource associated costs. TUPE is not likely to apply as the provision delivered from September 2013 would be substantially different.

Staffing

There are currently 20 staff on the CLC structure employed by the council. A

Team Leader; 6 staff based at the Derek Fatchett CLC; nine staff based at the NE CLC, one staff based at the South CLC and three on the structure of the West CLC (including two who are on long term secondments).

Staff have been informed they will be supported if they wish to access the Early Leavers Initiative or enter Managing Workforce Change on voluntary basis as a priority 3 case. It is proposed that any staff that do not TUPE and are therefore displaced by the proposed new arrangements and have not already secured a new post by 1 September 2013 will move into the formal process of Managing Workforce Change.

Service delivery

As a result of the continued development of ICT facilities in schools partly as a result of the Building Schools for the future (BSF), combined with major changes to the curriculum in recent years, demand for the programmes traditionally provided by the CLCs has declined. They no longer deliver any two year courses and all the current programmes are scheduled to finish by this summer. This has led to a situation this academic year where Area Inclusion Partnerships (AIPs) and schools are now managing or utilising all or significant portions of three of the CLCs.

A detailed analysis is being undertaken to capture what services are currently running from CLCs and what is likely to be offered under the new proposals. This will indicate whether the same or similar services will continue. This will also help ascertain whether TUPE will apply to the staff.

Are there any gaps in equality and diversity information

Please provide detail:

At this stage there is no information available on the numbers of users of each centre, the usage involved, the equality characteristics of the users, the school base of the users. A particular concern would be the potential loss of targeted services such as those for LAC, ESOL and targeted Key Stage 4 work, and whether or not this type of provision would be maintained in the arrangements for the future of the CLC.

The continuation of targeted services needs to form part of the negotiations with key partners to ensure that they are offered at these sites or within the wider community.

Action required:

To include in the project documentation a detailed analysis of the services gained and lost including analysis of the equality characteristics of service users.

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

Yes

No

Please provide detail:

Negotiations with staff and trade unions have been initiated and will continue throughout the change programme. As are negotiations with elected members, schools and other educational partners in each of the 4 areas of the city.

Action required:

To include in the project documentation details of the form and outcomes of the involvement of groups of people most likely to be affected or interested.

7. Who may be affected by this activity?

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify: Courses and activities of particular target groups

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify

Potential barriers.

Built environment

Location of premises and services

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

Please specify

The need to provide additional school places in the city will take priority for these sites. However this will not be a pressure for the next two years.

8. Positive and negative impact

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

The proposals that have been developed represent the best opportunity to secure the continued use of the CLCs to support the educational achievement of young people in Leeds. In the future these sites will accommodate the increased need for educational places across the city.

Action required:

8b. Negative impact:

There may be a negative impact on some existing uses or users of the CLCs and other key stakeholders such as staff and partners. However with the proposals the sites have been secured for sustainable educational use. The best interests of the staff and partners have been met where possible.

Action required:

To identify the negative impacts for the future of each of the CLCs, and where possible to mitigate against any negative impact.

9. Will this activity promote strong and positive relationships between the groups/communities identified?

Yes

 No

Please provide detail:
 CLCs have traditionally provided resources for school pupils and the wider community in a particular area of the city.

Action required:
 As above

10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes

 No

Please provide detail:
 Current use of the CLCs include some community use and summer holiday activity programmes.

Action required:
 These may continue in some form under the future proposals. Possible loss of these uses of the CLCs and any mitigating options to be considered.

11. Could this activity be perceived as benefiting one group at the expense of another?

Yes

 No

Please provide detail:
 Future proposals are inclusive to all groups and would not benefit one group over another.

Action required:

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
To identify the option for the future of each of the 4 each of the CLCs that maximises the CLCs sustainable contribution to the framework of children's services provision in the locality.	March 2013 - closed		Gary Milner
Ongoing meetings with unions and staff members to take place throughout the HR process.	March 2013 - started		HR/Gary Milner/ Kevin Paynes
Detailed analysis of the services currently being delivered including analysis of the equality characteristics of service users, and community usage of CLCs.	May 2013 - open		Andrew McGlen
Detailed analysis of the services to be delivered under the new proposals.	End May 2013 - open		Gary Milner/Kevin Paynes
Analysis of proposed new service delivery used to identify if/where TUPE applies and enable the process to start for staff	June 2013		Gary Milner/ Hannah Hackett

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Paul Brennan	Deputy Director of Universal Skills & Learning Services	

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

As part of Service Planning performance monitoring

As part of Project monitoring

Update report will be agreed and provided to the appropriate board
Please specify which board

LSUS Programme Board

Other (please specify)

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

Report of Director of Children's Services

Report to Executive Board

Date: 24 April 2013

Subject: Primary Basic Need Programme – Outcome of statutory notices for the expansion of primary provision in 2014



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

Summary of main issues

1. Leeds City Council has a statutory duty to ensure sufficiency of school places. The basic need programme represents the Council's response to the demographic pressures in primary school provision. In December 2012 Executive Board considered the outcome of a public consultation to expand Little London Community Primary School, Rufford Park Primary School and Sharp Lane Primary School and Tranmere Park Primary School, and gave permission to publish statutory notices in respect of Little London, Rufford Park and Sharp Lane.
2. These proposals have been brought forward as part of a programme of expansions of primary provision to address the growing school population and would create an additional 105 permanent reception places from September 2014. The statutory process involves a two stage process, public consultation followed by a statutory notice period, both provide the opportunity for stakeholders to make representations. The statutory notice was published on 8 February 2013, and the statutory deadline requires that a final decision be made at the April 2013 meeting of Executive Board. This report describes the representations made, and recommends that the proposals be approved.

Recommendations

Executive Board is asked to approve the proposal to:

- 3 expand the physical capacity of Little London Community Primary School from 210 to 630 pupils, with an admission number increasing from 30 to 90 with effect from September 2014 on the adjacent site at Oatland Green.
- 4 expand the physical capacity of Rufford Park Primary School from 210 to 315 pupils, with an admission number increasing from 30 to 45 with effect from September 2014 on its existing site.
- 5 expand the physical capacity of Sharp Lane Primary School from 420 to 630 pupils, with an admission number increasing from 60 to 90 with effect from September 2014 on its existing site.

1 Purpose of this report

- 1.1 At its meeting on 12 December 2012, Executive Board considered a report on the outcome of consultation on proposals for primary expansion from September 2014, and approved the publication of statutory notices for the expansion of Little London Community Primary School, Rufford Park Primary School and Sharp Lane Primary School. This report describes the representations made to those notices, and asks Executive Board to make a final decision on the:
- 1.2 **Expansion of Little London Community Primary School** from 210 to 630 pupils, with an admission number increasing from 30 to 90 with effect from September 2014.
- 1.3 **Expansion of Rufford Park Primary School** from 210 to 315 pupils, with an admission number increasing from 30 to 45 with effect from September 2014.
- 1.4 **Expansion of Sharp Lane Primary School** from 420 to 630 pupils, with an admission number increasing from 60 to 90 with effect from September 2014.

2 Background information

- 2.1 The proposals have been brought forward as part of a range of measures to ensure the sufficiency of school places across the city. The first stage of the process, public consultation was conducted from 10 September 2012 to 19 October 2012 in line with statutory guidance and local good practice, and all ward members were consulted during the formal consultation period. Meetings were also held with school staff, governing bodies and school councils of the affected schools.
- 2.2 At its meeting on 12 December 2012, Executive Board considered a report describing the outcome of consultation on four proposals for expansion of primary provision from September 2014. It approved the publication of statutory notices for Little London Community Primary School, Rufford Park Primary School and Sharp Lane Primary School. The proposal relating to Tranmere Park Primary School was not progressed at that time and further work is being carried out in the area to determine whether any alternative solutions were available.
- 2.3 Under the Education and Inspections Act 2006, the proposal constitutes a prescribed change requiring a statutory process, of which a statutory notice is the final step. The notice was published on Friday 8 February and expired on Friday 8 March. A final decision must be made within 2 months of the expiry of the notice i.e. by Tuesday 7 May 2013.
- 2.4 This report describes the representations made to those notices, and asks Executive Board to make a final decision on the proposals.
- 2.5 The Executive Board convenes the School Organisation Advisory Board (SOAB) to consider proposals where objections are received. In this case, a total of 5 representations were received, including 2 formal objections. SOAB was therefore convened. A representation from the governing body of Sharp Lane Primary School was referred to SOAB and considered by them as an objection in order

that full consideration could be made of the issues raised. SOAB met on 21 March 2013 to consider the proposals, and their recommendation is attached to this report, as Appendix 1. Copies of the statutory notice, verbatim representations and a copy of the report to SOAB can be found on www.leeds.gov.uk or can be requested from the Capacity Planning and Sufficiency Team via educ.school.organisation@leeds.gov.uk.

3 Main issues

- 3.1 **Proposal One: Expansion of Little London Community Primary School** from 210 to 630 pupils, with an admission number increasing from 30 to 90 with effect from September 2014. 1 representation was received in support and 1 against. The governing body reaffirmed their support for the proposal.
- 3.2 **Concern: that in principle schools of over 600 pupils are wrong, particularly in areas of social disadvantage and that the needs of pupils should be put first rather than avoiding the need to go out to tender for a new school.**
- 3.3 **Response:** Little London Community Primary School is a successful primary school. There are many examples of successful 3 form entry primary schools across the country, including those in areas of disadvantage. Leeds has several 3 form entry primary schools, including at least one currently rated as outstanding by Ofsted – Westerton Primary School in the south of the city.
- 3.4 Research indicates that size is not the determining factor as regards to those schools which are successful but that the quality of teaching and learning and the quality of leadership and management are the key drivers for success. Little London Community Primary School benefits from both of these.
- 3.5 Larger schools can offer a greater range of activities, staff expertise and career development for staff. One respondent noted during the consultation phase that the creation of a larger school was a positive benefit where it enabled whole local communities to remain together.
- 3.6 One respondent during the representation phase commented in support of the proposal emphasising the many benefits to the community from the expansion of the school including employment opportunities, regeneration of the area as well as the creation of additional places for children at a local, popular and successful school.
- 3.7 The opportunity to expand Little London Community Primary was not taken by the Local Authority in order to avoid opening a new school. The proposal to expand a local successful primary school was brought forward to meet rising demographics in the area and at the same time recognising the regeneration requirements for the area adjacent to the school known as the 'community hub, including the shops, a housing office, play space and a community centre. The community hub project seeks to maintain and improve community facilities in the locality and explore how the local retail offer can be refreshed and improved.
- 3.8 **Proposal Two: Expansion of Rufford Park Primary School** from 210 to 315 pupils, with an admission number increasing from 30 to 45 with effect from

September 2014. 2 representations were received, 1 in support and 1 against. The governing body confirmed that they welcomed and supported the proposed school expansion to accommodate the growing number of primary school aged children in the area.

- 3.9 Whilst a high percentage of children attending Rufford Park Primary School walk to school (around 70%), the governing body acknowledged the concerns of residents expressed at the public meeting in October 2012 relating to increased nuisance from traffic in Rufford Avenue and requested that officers from Highways take note of these concerns and devise solutions to minimise this nuisance.
- 3.10 Highways colleagues have indicated that initial measures would include a 20mph speed limit on Rufford Avenue and other adjacent roads to the school including Henshaw Avenue and Henshaw Oval. These would probably require physical traffic calming measures within the 20mph areas; and amendments, where necessary of existing Traffic Regulation Orders and the possible promotion of new Traffic Regulation Orders.
- 3.11 Traffic and Highways issues would be considered in detail as part of the planning process should the proposal move forward. Any recommendations from Highways would be addressed in the final design solution.
- 3.12 **Concern: that in principle one and half form entry schools are wrong, that they cause the need for mixed age classes making the curriculum harder to deliver.**
- 3.13 Response: There are 11 good and 1 outstanding 1.5 FE primary schools in Leeds. Whilst the expansion would lead to mixed age teaching, the school is confident that this would be well managed. The proposal was put forward by the school to meet the need for rising demographics in the area closest to the school, in the knowledge that it would expand the school from 1 to 1.5 form entry and create mixed age classes.
- 3.14 Larger schools can offer other benefits such as wider range of staff expertise, increased curricular and extra curricular activities, flexibility in managing classes and greater staff development.
- 3.15 **Proposal Three: Expansion of Sharp Lane Primary School** from 420 to 630 pupils, with an admission number increasing from 60 to 90 with effect from September 2014. 1 representation was received. The governing body put in writing their request that issues relating to the expansion of the school, namely relating to the field adjoining the school, road safety and the new school build were fully considered during the decision making process and these are detailed below. It should be noted that design work commences at risk in proposals to ensure that a project can be delivered at the school but that the detailed design work and planning approvals are not sought until the decision is taken to expand the school.
- 3.15 **Issues relating to the acquisition by the school of the field adjoining the school.** Concern was expressed that the field would not be acquired providing

secure access to the additional play space required due to the expansion of the school build on the school site.

- 3.16 **Response:** The inclusion of the field within the secure school site is a core element of the project brief. The field is owned by the Council and currently vested with Parks and Countryside. The process of formally transferring responsibility for the maintenance and management of the field such that it becomes part of the school site is underway and the LA remains committed to ensuring the successful completion of this process. The LA recognises that the support of the governing body is conditional upon the acquisition of the field and the development of a whole school building solution.
- 3.17 **Issues relating to road safety.** Concern was expressed that existing traffic conditions at the beginning and end of the school day would be exacerbated by the increase in pupil numbers. In addition concern was expressed that there would also be increased traffic in the vicinity of the school due to the planned Asda Superstore adjacent to the school site.
- 3.18 **Response:** Whilst it is customary for the off site design works to commence after planning approval has been sought, in this case colleagues in the Highways Design department have been engaged at an early stage at risk in order that a Highways design and building design may be submitted at the same stage, on the understanding that the decision has not yet been taken to expand the school. It is expected that the planning application submitted for the school expansion project would include details of off-site highways work and that any planning approval would be conditional upon this work being completed. This element of the design would take into consideration developments in the local area and their impact upon the local road network.
- 3.19 **Issues relating to the new school build.** Governors expressed concern that the building design may compromise the existing provision and that temporary accommodation may be provided rather than permanent accommodation due to financial constraints. The governing body expressed the view that they had not been sufficiently involved in the design process for the new school.
- 3.20 **Response:** In response to the issues raised by the governing body, regular design team meetings have been arranged with the school to provide updates on key issues e.g. the building design, highways issues, access to the field. Whilst the design process has not been concluded at this stage, options under consideration do not include a series of stand alone modular buildings. The school will be involved in the sign off of all stages of the design and Children's Services will ensure that no key design decisions are made without full consultation with the school.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The consultation and notices have been managed in accordance with all relevant legislation and local good practice. All ward members were formally consulted at the public consultation stage and they have indicated their support for expansion.

4.2 **Equality and Diversity / Cohesion and Integration**

4.2.1 The EDCI impact assessments have been completed and are attached at appendix 2-4.

4.3 **Council policies and City Priorities**

4.3.1 These proposals have been brought forward to meet the Council's statutory duty to secure sufficient school places. By providing places close to where children live, these proposals improve accessibility of local and desirable schools, thereby reducing the risk of non attendance and reducing the length of the journey to school.

4.4 **Resources and value for money**

4.4.1 The estimated cost of delivery is £9.4 million which would be funded from the education capital programme. The funding would provide additional accommodation on each school site for the increased number of pupils. Where the school buildings are not all available until September 2014, solutions would be agreed with the schools to deliver the additional places until all the new accommodation is delivered.

4.5 **Legal Implications, Access to Information and Call In**

4.5.1 The proposed changes constitute a prescribed change under the Education and Inspections Act 2006 (EIA2006). The consultation process has been managed in accordance with relevant legislation and local good practice. Leeds City Council is the decision maker for these proposals. Under the Education and Inspections Act 2006, a decision must be made within two months of expiry of notices, or the matter will be referred to the school's adjudicator for a decision. The decision maker can in each case:

- Reject the proposal
- Accept the proposal
- Accept the proposal with a minor modification e.g. change of implementation date
- Approve the proposal subject to them meeting a certain condition e.g. grant of planning permission.

4.5.2 Any significant modification to a proposal would require a new round of consultation and prevent places being made available for September 2014.

4.6 **Risk Management**

4.6.1 Due to the complex nature of each of these projects and the tight delivery timeframe to deliver the solutions required, a detailed risk register has been started and if approved, this will be maintained until completion. Project managers have been allocated and initial design work has been started at risk.

- 4.6.2 Should the proposals be rejected, there would be insufficient time to consult again on these proposals and deliver a solution for 2014, thus risking breach of the Council's statutory duty for sufficiency of provision. Short term measures would need to be provided in the areas identified to address the shortfall of places.

5 Conclusions

- 5.1 The proposals to expand Little London Community Primary School, Rufford Park Primary School and Sharp Lane Primary School remain strong ones. The issues raised during the statutory notice period have been addressed, and Children's Services are of the view that the proposals should be approved.
- 5.2 The additional places are required to ensure the authority meets its legal requirement to ensure sufficiency of primary provision for September 2014. There is evidence of local need for places, and they would offer choice and diversity of provision.
- 5.3 The School Organisation Advisory Board have met to consider each of the proposals and have indicated their support for them.

6 Recommendations

Executive Board is asked to approve the proposal to:

- 6.1 expand the physical capacity of **Little London Community Primary School** from 210 to 630 pupils, with an admission number increasing from 30 to 90 with effect from September 2014 on the adjacent site at Oatland Green.
- 6.2 expand the physical capacity of **Rufford Park Primary School** from 210 to 315 pupils, with an admission number increasing from 30 to 45 with effect from September 2014 on its existing site.
- 6.3 expand the physical capacity of **Sharp Lane Primary School** from 420 to 630 pupils, with an admission number increasing from 60 to 90 with effect from September 2014 on its existing site.

7 Background documents¹

- 7.1 None

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

SCHOOL ORGANISATION ADVISORY BOARD

THURSDAY, 21ST MARCH, 2013

PRESENT: Angela Cox, Reverend Clive Sedgewick
and David Roundtree
Councillors

In Attendance:

Mrs V Buckland – Children’s Services
Mrs E Lowes – Children’s Services
Mrs A Oldroyd – Legal Services
Mr J Grieve – Governance Services

9 Election of Chair

The Clerk to the Board sought nominations for the position of Chair and Vice Chair to the School Organisation Advisory Board

Reverend Clive Sedgewick Nominated Mrs Angela Cox, Mrs Cox Nominated Reverend Sedgewick

A brief discussion ensued

RESOLVED –

- (i) That Reverend Clive Sedgewick be elected Chair of the School Organisation Advisory Board for a one year period
- (ii) That Mrs Angela Cox be elected as the Vice Chair for a one year period

10 Apologies

There were no apologies for absence

11 Declarations of Interest

There were no declarations of interest

12 Report on Statutory Proposals to expand the primary provision at Little London Community School, Sharp Lane Primary School and Rufford Park Primary School from September 2014

The Board considered a report by the Legal Advisor to the School Organisation Advisory Board explaining the role of the Board in considering

Draft minutes to be approved at the meeting
to be held on Date Not Specified

objections to the following proposals and to make recommendations to the Executive Board to assist the Executive Board in reaching a decision in relation to the following proposals:

- (a) Changes to Primary Provision at Little London Community Primary School - To expand the physical capacity of Little London Community Primary School from 210 to 630 pupils, with an admission number increasing from 30 to 90 with effect from September 2014 on the adjacent site at Oatland Green.

It was reported that there was one objection to this proposal.

- (b) Changes to Primary Provision at Rufford Park Primary School. - To expand the physical capacity of Rufford Park Primary School from 210 to 315 pupils, with an admission number increasing from 30 to 45 with effect from September 2014 on its existing site.

It was reported that there was one objection to this proposal.

- (c) Changes to Primary Provision at Sharp Lane Primary School - To expand the physical capacity of Sharp Lane Primary School from 420 to 630 pupils, with an admission number increasing from 60 to 90 with effect from September 2014 on its existing site.

It was reported that there was one objection received in relation to this proposal.

The Board considered the following background information:-

- Report of Capacity Planning and Sufficiency - 21st March 2013 – Outcome of Statutory Notices for the expansion of primary provision in 2014
- Report of the Director of Children's Services to the Executive Board – 12th December 2012 – Basic Need Programme 2014 – Outcome of consultation on proposals for expansion of primary provision in 2014
- Report of the Director of Children's Services to the Executive Board – 18th July 2012 – Basis Needs Programme – Permission to consult on school place expansions for 2014
- Public Consultation document – Proposal to expand Little London Community Primary School from September 2014
- Public Consultation document – Proposal to expand Rufford Park Primary School from September 2014
- Public Consultation document – Proposal to expand Sharp Lane Primary School from September 2014
- Correspondence from the Governing Body of Sharp Lane Primary School expressing concern at the expansion proposals
- Correspondence from a member of the public objecting to the proposals to expand Little London Community Primary School

- Correspondence from a member of the public supporting the proposals to expand Little London Community Primary School.
- Correspondence from the Governing Body of Rufford Park Primary School supporting proposals for the expansion of the school

Little London Community School

Mrs E Lowes, Senior Planning and Bids Manager, Children Services addressed the proposals and responded to Members questions and queries.

Discussion ensued on the proposals, concentrating on the following issues:-

- Address the need to provide additional provision in the area
- The proposal is supported by the School Governors
- No objections received on highway grounds
- Noted the objection that “large schools in a social disadvantaged area was wrong”
- The Board were of the opinion that high quality leadership and good management were the drivers to success

The Chair adjourned the meeting in order for the groups to discuss the proposals.

The groups entitled to vote, and in attendance .i.e. Diocesan Board of Education for the Diocese of the Church of England Group; Roman Catholic Church Diocese Group and the Schools Group voted as follows:-

- The Roman Catholic Church Diocese Group voted in favour of the proposals because of the need for additional capacity in the area
- The Schools Group voted in favour of the proposals suggesting additional capacity would be good for the area and there was no evidence to suggest that three form entry schools performed less successfully
- Diocesan Board of Education for the Diocese of the Church of England voted in favour of the proposals on the grounds that full consultation had been undertaken with only a single objection being received. Not aware of any research to suggest that large schools sited in socially disadvantaged areas performed less successfully

Rufford Park Primary School

Mrs E Lowes, Senior Planning and Bids Manager, Children Services addressed the proposals and responded to Members questions and queries.

Discussion ensued on the proposals, concentrating on the following issues:-

- Address the need to provide additional provision in the area
- Three schools in the area: Tranmere Park Primary School, St Peter's Rawdon C of E Primary School and Rufford Primary School, were all over subscribed
- The proposal was supported by the School Governors
- Good Ofsted Report (January 2012)
- High percentage of children walked to the school (70%)
- Concern from an objector that one and half form entry schools were wrong, that they cause the need for mixed age classes making the curriculum harder to deliver
- Concerns raised at a recent public meeting about increased nuisance from traffic
- Nearby available car parking

The Chair adjourned the meeting in order for the groups to discuss the proposals.

The groups entitled to vote, and in attendance .i.e. Diocesan Board of Education for the Diocese of the Church of England Group; Roman Catholic Church Diocese Group and the Schools Group voted as follows:-

- The Roman Catholic Church Diocese Group voted in favour of the proposals because of the need for additional capacity in the area and the concerns about parking appeared to have been addressed
- The Schools Group voted in favour of the proposals suggesting that additional capacity would be good for the area and no evidence to suggest that mixed age classes made the curriculum harder to deliver
- Diocesan Board of Education for the Diocese of the Church of England abstained from voting. – Suggesting there was parental preference for schools further away and also clarification about nearby available car parking – seeking confirmation that the land owners had been consulted and agreed to parental short term use of their car park.

Sharp Lane Primary School

Mrs E Lowes, Senior Planning and Bids Manager, Children Services addressed the proposals and responded to Members questions and queries.

Discussion ensued on the proposals, concentrating on the following issues:-

- Rising demographics in the area
- Acquisition by the school of the field adjoining the school
- Issues relating to road safety
- Design solutions for the new school build
- Concerns from the Governing Body about their lack of involvement in the proposed plans

Draft minutes to be approved at the meeting
to be held on Date Not Specified

- Good Ofsted Report May 2012

The Chair adjourned the meeting in order for the groups to discuss the proposals.

The groups entitled to vote, and in attendance .i.e. Diocesan Board of Education for the Diocese of the Church of England Group; Roman Catholic Church Diocese Group and the Schools Group voted as follows:-

- The Roman Catholic Church Diocese Group voted in favour of the proposals subject to the acquisition of the field adjoining the school and satisfactory highway safety
- The Schools Group voted in favour of the proposals suggesting the acquisition of the adjoining field was a core element of the expansion proposals
- Diocesan Board of Education for the Diocese of the Church of England voted in favour of the proposals because of the need for additional capacity in the area and reaffirmed that the acquisition of the adjoining field was of major importance to the development

RESOLVED – It was the view of the School Organisation Advisory Board that the Executive Board be recommended to support the proposals to expand capacity at Little London Community Primary School, Rufford Park Primary School and Sharp Lane Primary School

13 Future Business

It was reported that up to 5 public consultations will be held in the near future. Subject to the outcome of those consultations and the possible receipt of objections it may be necessary to convene a further meeting of this Board in July 2013.

14 Date and Time of Next Meeting

RESOLVED – To note that a further meeting of the Board may be required in July 2013. Board to be advised of the date and time once it's known a meeting is required.

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SHARP LANE PRIMARY SCHOOL – EXPAND FROM 2FE TO 3FE

Service Area: Strategic Development & Investment	Team: Capacity Planning & Sufficiency
Assessment prepared by: Rosie Fluin	Contact number: 0113 2475793
Date of assessment: 29 October 2012	

1. Summary of project that was assessed:

Increase the admission number of Sharp Lane Primary from 60 to 90 with effect from September 2014, increasing the schools capacity from 420 to 630 places. The expansion would require additional accommodation to be added to the school site.

2. Summary of people/services involved with assessment:

A pupil places operational group meets on a monthly basis to develop and work through proposals to expand school provision across the city, as part of the School Places Strategy – Planning Learning Places in Leeds 2010-2013. This group consists of officers from various services within Leeds City Council. These include: Capacity Planning & Sufficiency, Children’s Performance Service, Built Environment, Inclusion, School Improvement and Early Help.

3. Research:

As part of the process to develop options, various research work is undertaken including:

- Analysis of under 5s, looking at past trends
- Projections based on births and take-up, to determine whether there are enough school places within a particular area.
- Regular contact with Corporate property management to identify council owned sites that have or are to become surplus,
- Parental preference patterns.
- The types of schools within the area, does this offer choice and diversity?
- Research around BME to ensure these groups are not adversely affected.
- Ensure that we adhere to our legal duty of promoting choice and diversity.
- Communicating with schools and local members to gain a better understanding of the wider community
- Communicating with the community at a later stage of the process to obtain views.

7. Who may be affected by this project?

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify: Neighbouring authorities

Potential barriers.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |
| <input type="checkbox"/> Cost | <input checked="" type="checkbox"/> Consultation and involvement |
| <input type="checkbox"/> Other, please specify | |

8a. Summary of Impacts:				
Equality Characteristic	Positive Impact	Negative Impact	Neutral Impact	Description
AGE	X			An additional 30 places will be made available in reception class from 2014 for children within the Belle Isle area.
DISABILITY			X	School will be built to DDA guidelines to ensure accessibility in and around the building for all.

8b. Summary of stakeholders involvement:
<ul style="list-style-type: none"> - Initial briefing sessions with Headteacher, governing body and ward members. - Members of the assessment team who represent various services and partners are part of discussions and meetings throughout the process. - School employees and trade unions will be met during the consultation stage. - Parents and members of the community will be consulted via a public meeting.

8c. Summary of Potential barriers:		
Type of barrier/Issue	Action needed	Impact
Built environment	DDA guidelines adhered to.	Ensure accessibility for all
Information and Communication	A consultation document and public meeting will be used to convey the aims of the proposal to the wider community.	All relevant parties are able to express their views verbally and in written format.
Consultation and Involvement	Consultation documents available on request in other languages	All communities are consulted and are able to express their views on the proposal.

9. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?	
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Please provide detail:	
Action required: None	

10. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Action required:

11. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person

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LITTLE LONDON COMMUNITY PRIMARY SCHOOL – EXPAND FROM 1FE TO 3FE

Service Area: Strategic Development & Investment	Team: Capacity Planning & Sufficiency
Assessment prepared by: Sharon Hurley	Contact number: 0113 2475793
Date of assessment: 29 October 2012	

1. Summary of project that was assessed:

Increase the admission number of Little London Community Primary School from 30 to 90 with effect from September 2014 increasing the schools capacity from 210 to 630 places. The expansion would require additional accommodation to be added to the school site.

2. Summary of people/services involved with assessment:

A pupil places operational group meets on a monthly basis to develop and work through proposals to expand school provision across the city, as part of the School Places Strategy – Planning Learning Places in Leeds 2010-2013. This group consists of officers from various services within Leeds City Council. These include: Capacity Planning & Sufficiency, Children’s Performance Service, Built Environment, Inclusion, School Improvement and Early Help.

3. Research:

As part of the process to develop options, various research work is undertaken including:

- Analysis of under 5s, looking at past trends
- Projections based on births and take-up, to determine whether there are enough school places within a particular area.
- Regular contact with Corporate Property Management to identify council owned sites that have or are to become surplus,
- Parental preference patterns.
- The types of schools within the area, does this offer choice and diversity?
- Research around BME to ensure these groups are not adversely affected.
- Ensure that we adhere to our legal duty of promoting choice and diversity.
- Communicating with schools and local members to gain a better understanding of the wider community
- Communicating with the community at a later stage of the process to obtain views.

7. Who may be affected by this project?

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify:

Potential barriers.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |
| <input type="checkbox"/> Cost | <input checked="" type="checkbox"/> Consultation and involvement |
| <input type="checkbox"/> Other, please specify | |

8a. Summary of Impacts:				
Equality Characteristic	Positive Impact	Negative Impact	Neutral Impact	Description
AGE	X			An additional 60 places will be made available in reception class from 2014 for children within the Woodhouse area.
DISABILITY			X	School will be built to DDA guidelines to ensure accessibility in and around the building for all.

8b. Summary of stakeholders involvement:
<ul style="list-style-type: none"> - Initial briefing sessions with Headteacher, governing body and ward members. - Members of the assessment team who represent various services and partners are part of discussions and meetings throughout the process. - School employees and trade unions will be met during the consultation stage. - Parents and members of the community will be consulted via a public meeting.

8c. Summary of Potential barriers:		
Type of barrier/Issue	Action needed	Impact
Built environment	DDA guidelines adhered to.	Ensure accessibility for all
Information and Communication	A consultation document and public meeting will be used to convey the aims of the proposal to the wider community.	All relevant parties are able to express their views verbally and in written format.
Consultation and Involvement	Consultation documents available on request in other languages	All communities are consulted and are able to express their views on the proposal.

9. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?	
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Please provide detail:	
Action required: None	

10. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Action required:

11. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person

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RUFFORD PARK PRIMARY SCHOOL – EXPAND FROM 1FE TO 1.5FE

Service Area: Strategic Development & Investment	Team: Capacity Planning & Sufficiency
Assessment prepared by: Sharon Hurley	Contact number: 0113 2475793
Date of assessment: 29 October 2012	

1. Summary of project that was assessed:

Increase the admission number of Rufford Park Primary from 30 to 45 with effect from September 2014, increasing the schools capacity from 210 to 315 places. The expansion would require additional accommodation to be added to the school site.

2. Summary of people/services involved with assessment:

A pupil places operational group meets on a monthly basis to develop and work through proposals to expand school provision across the city, as part of the School Places Strategy – Planning Learning Places in Leeds 2010-2013. This group consists of officers from various services within Leeds City Council. These include: Capacity Planning & Sufficiency, Children’s Performance Services, Built Environment, Inclusion, School Improvement and Early Help.

3. Research:

As part of the process to develop options, various research work is undertaken including:

- Analysis of under 5s, looking at past trends
- Projections based on births and take-up, to determine whether there are enough school places within a particular area.
- Regular contact with Corporate property management to identify council owned sites that have or are to become surplus,
- Parental preference patterns.
- The types of schools within the area, does this offer choice and diversity?
- Research around BME to ensure these groups are not adversely affected.
- Ensure that we adhere to our legal duty of promoting choice and diversity.
- Communicating with schools and local members to gain a better understanding of the wider community
- Communicating with the community at a later stage of the process to obtain views.

7. Who may be affected by this project?

Equality characteristics

Age

Carers

Disability

Gender reassignment

Race

**Religion
or Belief**

Sex (male or female)

Sexual orientation

Other

Stakeholders

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify: *Neighbouring authorities*

Potential barriers.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |
| <input type="checkbox"/> Cost | <input checked="" type="checkbox"/> Consultation and involvement |
| <input type="checkbox"/> Other, please specify | |

8a. Summary of Impacts:				
Equality Characteristic	Positive Impact	Negative Impact	Neutral Impact	Description
AGE	X			An additional 15 places will be made available in reception class from 2014 for children within the Yeadon area.
DISABILITY			X	School will be built to DDA guidelines to ensure accessibility in and around the building for all.

8b. Summary of stakeholders involvement:
<ul style="list-style-type: none"> - Initial briefing sessions with Headteacher, governing body and ward members. - Members of the assessment team who represent various services and partners are part of discussions and meetings throughout the process. - School employees and trade unions will be met during the consultation stage. - Parents and members of the community will be consulted via a public meeting.

8c. Summary of Potential barriers:		
Type of barrier/Issue	Action needed	Impact
Built environment	DDA guidelines adhered to.	Ensure accessibility for all
Information and Communication	A consultation document and public meeting will be used to convey the aims of the proposal to the wider community.	All relevant parties are able to express their views verbally and in written format.
Consultation and Involvement	Consultation documents available on request in other languages	All communities are consulted and are able to express their views on the proposal.

9. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?	
<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Please provide detail:	
Action required: None	

10. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Action required:

11. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person

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Report of The Director of Children’s Services

Report to Executive Board

Date: 24th April 2013

Subject: Governance arrangements for South Leeds Youth Hub (SLYH)



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

Summary of main issues

1. The purpose of this paper is to consider and propose alternative governance arrangements for the South Leeds Youth Hub (SLYH) enabling the development of a new civic enterprise with a not for profit organisation to improve and sustain services for young people. SLYH was built through funding secured from the national MyPlace grant scheme in 2008. The basis of the application for this funding proposed the building move to a ‘community ownership model’ as the centre developed into a resource for all young people in Leeds.
2. The net budget cost for 2013/14 for the South Leeds Youth Hub (SLYH) project is £182K. The centre provides a high quality venue for a range of activities for young people including both educational provisions during the school day and out of school activities. There has been increasing utilisation since the building was opened but it is believed that a new civic enterprise will offer opportunities for improvements at reduced cost to the Council.
3. The capital build was funded by the MyPlace scheme and LCC is bound to the terms and conditions of the grant for 20 years, including that the building is to be used for the purposes for which the grant was awarded or LCC could be liable to repay the funding of £3.8million.
4. In January 2013 the SLYH Board in considering an options appraisal for the future of the Hub approved a recommendation to investigate an alternative model of

management and governance building on the community partnership principles articulated in the original MyPlace funding proposal. This would result in the transfer (including lease of the capital asset and the small building management service) to a community provider over a four year transition period. At this point it is envisaged that SLYH become fully self-sustainable.

5. Consultation with material stakeholders (including Big Lottery) and the findings of the paper indicated a universally high level of support for a community ownership model as a way to increase positive outcomes for a greater number of young people through flexible and creative usage. It was also seen this would enable a reduction in the current 100% revenue risk to LCC, support increased utilisation, financial sustainability, improved stakeholder relations, faster responses to change and greater use of volunteers.
6. The SLYH sits on a small part of the former Merlyn Rees School site. The remainder of this site has not yet come forward for development although it is identified primarily for new housing in the emerging Belle Isle and Middleton Neighbourhood Framework. The possible small scale extension of the grounds of the SLYH could be considered as part of the detailed transfer which will be brought back to Executive Board. This could deliver other outdoor facilities for the SLYH and wider community but will need to be compatible with the delivery of new housing on the remainder of the site.
7. The Principles of Community Asset Transfer as agreed by Executive Board previously provides the framework in which to take this forward. This includes the retention of the building title.

Recommendations

1. Executive Board is asked to approve the start of a Community Asset Transfer process, for the SLYH, to a “not for private profit” organisation.
2. Executive Board is asked to support the progressing of a lease for SLYH (at least for the life of the MyPlace grant which expires on 28 October 2028). Details for rental agreement to be determined as part of the process.
3. Executive Board is asked to approve a reducing revenue contingency over 4 years with the aim that immediate pressures of any transfer are overcome as the new “building manager” works towards achieving financial sustainability over the term.
4. Executive Board is asked to approve the establishment of a Partnership Advisory Group to support the management of the Council’s investment in the event that a “not for private profit” organisation submits a successful business plan.

1 Purpose of this report

- 1.1 To inform Executive Board of the progress with a potential Community Asset Transfer of South Leeds Youth Hub to a “not for private profit” organisation.

2 Background information

- 2.1 The South Leeds Youth Hub was built as a “Fast Track” project through the England based MyPlace initiative (administrated by The Big Lottery), with 62 other MyPlace centres in England, of which approximately half are local authority projects, and half being voluntary sector led. At the point of capital funding being approved it was accepted that Leeds City Council would underwrite the revenue costs. This was with the help of financial and in-kind contributions from its project partners and included an element of income generation through lettings of SLYH space. In the original business plan it stated that establishment of a new charitable body would take over the running of the project. The budgeted net cost for 2013/14 for the South Leeds Youth Hub (SLYH) project is £182K.

- 2.2 LCC is bound to the terms and conditions of the MyPlace grant for 20 years (which expires on 28 October 2028). These terms include a stipulation that the asset is used for the purposes for which the grant was awarded as set out in our application and any supporting documents. As with the other MyPlace centres, there are real challenges in continuing to meet the original purpose of the project and building as the public spending challenge continues. A partnership agreement is in place articulated in the original proposal which supports the development of SLYH through a Board structure. This is neither a contract nor a legally binding arrangement. The original partners were:

- Leeds City Council
- NHS Leeds
- Health For All (Leeds) (Community Development Organisation)
- Children (National Children’s Charity)

Prior to the building opening Hunslet Boys Club became an additional partner with Board status.

- 2.3 Results of the consultation with these material stakeholders indicated a universally high level of support for a community ownership model as a way to increase utilisation, create sustainability, improve stakeholder relations, create faster responses to change and allow the greater use of volunteers.
- 2.4 Stakeholders also raised the issue that the building size is disproportionately large compared to outdoor areas. The SLYH has been built on part of the former Merlyn Rees school site, the remainder of which remains vacant. This site has been considered as part of the emerging Belle Isle and Middleton Neighbourhood Framework which primarily identifies the site for new housing. However, the extension of the SLYH grounds could be considered as part of the detailed asset

transfer so that additional outdoor facilities such as a skate park or kick around area can be created. Any extension will need to be carefully considered to ensure that the remainder of the site can still come forward for new housing.

- 2.5 The SLYH Board approved the recommendations of this paper to begin the process of commissioning the service (including the management of the capital asset) for four years, by which point it is envisaged that it would become self-sustainable. Having been out to market, who said they would want a long lease, there is an argument that the appropriate mechanism for taking forward the recommendations of the SLYH Board is the Council's Community Asset Transfer Policy (agreed by Executive Board in September 2012), meeting both the outcomes of the MyPlace grant, and those of the Leeds Youth Offer.
- 2.6 The Children's Services Leadership Team, Children's Service Asset Management Board and Corporate Asset Management Board have supported the principle of Community Asset Transfer.

3 Main issues

- 3.1 **Grants restrictions and Community Asset Transfer.** The agreement with LCC and MyPlace (entered into in November 2008) and its terms and conditions mean the centre may not be used for any other council purpose without risk of claw back of the grant. The Community Asset Transfer Policy applies, and includes the provision of a lease with LCC retaining the freehold and MyPlace contract. Expressions of interest would be sought prior to submission of full business plans from interested, capable and enterprising "not for private profit" organisations who could take on a long lease. For the duration of any lease, Children's Services would ensure a partnership advisory group were in place to safeguard the terms and conditions of the MyPlace grant agreement.
- 3.2 **Staff employed at South Leeds Hub.** A small staff team is employed to support the building management but provide no direct services to young people. This resource would need to be made available to a new provider as part of a tapered offer of support from LCC to ensure a successful transition to independent sustainability. Advice from Corporate Asset Management, Procurement and Human Resources will be considered to determine the mechanism for this resource to go forward
- 3.3 **Current Tenants and Service Delivery.** There are no formal tenancies for space within. It is proposed the expression of interest under the community asset transfer policy will address the services to be provided through the centre both by the community provider and by other organisations which may let space. Current use may or may not be disrupted by a future community provider. Full consultation with those currently letting space will be part of the transfer process.
- 3.4 **Secretary of State Approval.** The capital value of SLYH currently stands at £950k as of a valuation by LCC's Children's Service Asset Management on 30th November 2012. The value of the land in 2008 was placed at £600k (in kind contribution to the MyPlace Grant). This total's £1,550,000 which is below the threshold at which point approval is needed and so presents no issue for transfer.

- 3.5 **Leasing and National Non-Domestic Rates (NNDR).** Consultation with prospective community providers indicates that quality of proposals will be maximised where a lease term of circa 20 years is available. We would therefore recommend the lease extends to the end of the binding terms of the MyPlace grant (October 2028). The lease would be on a full repairing and insuring basis. Changes in the way NNDR is collected from April 2013 have been considered in terms of reduced income for the council from lease to not for profit provider.
- 3.6 **Timescale.** The ambition of market representatives, and SLYH Board was that transfer could take place as soon as possible.
- 3.7 **Alignment with Youth Offer.** The proposal aligns with the strategy for a new Leeds Youth Offer. A community provider would directly and in partnership with others be able to work support both the activity and targeted offer and the future roles of Area Committees in holding greater accountability for the local shape of this.

4 Corporate Considerations

4.1 Current Sufficiency in Schools

- 4.1.1 Sufficiency in schools has been considered but the terms and conditions of MyPlace stipulate that the hub has to be used for the purposes for which the grant was awarded as set out in our application and any supporting documents. The MyPlace conditions do not deter arrangements being made with schools and colleges to host elearning programmes.

4.2 Consultation and Engagement

- 4.2.2 Consultation to date on the idea of a change of governance to a community ownership model has taken place with the following groups who were supportive of a community owned model:
- Young people.
 - Local ward members have been consulted at this stage but wider consultation with elected members across South Leeds would be required before final recommendations were progressed.
 - Preliminary discussions with Area Management.
 - SLYH board members who expressed an interest in helping scope and develop options.
 - Officers in the local authority property services with experience of community asset transfer.
 - Officers within the Voice and Influence department.
 - Schools.
 - NHS Leeds.

Elected Members across South Leeds will need to be engaged about final proposals.

4.3 Equality and Diversity / Cohesion and Integration

4.3.1 An Equality Impact Assessment has been carried out – attached at appendix 1.

4.3.2 Early consultation has highlighted the desire from representatives of both potential providers as well as members of the current SLYH Board, for a representative Partnership Advisory Board to ensure a wide base of stakeholder support and challenge for any organisation that took ownership. The main functions of such a group include; ensuring that the future service is non-discriminatory, has sound community governance and reflects the needs of the local communities. It would also serve as a mechanism for ensuring the continued consultation and engagement work with young people and local communities, and Trade Unions.

4.3.3 Analysis of current service uses indicates a number of users with learning and physical disabilities already attend. A community asset transfer could enable longer opening hours, broader stakeholder relationships and increased financial sustainability which in turn would allow SLYH to reach a much broader group of beneficiaries including young people outside the core target of 8-19years of age, as well as young people with Special Educational Needs (SEN), disabilities, young people who learn best outside a formal classroom, and those living beyond the immediate walking distance catchments of Belle Isle and Middleton.

4.4 Council policies and City Priorities

4.4.1 All Council values apply but more specifically a transfer would widen the local access, particularly by young people, to positive, healthy activities that blend formal and informal learning. For local young people and families without a car, SLYH is a cost effective alternative to leisure centres, and one that could cater for the need of the “whole child”. Council values of particular significance include:

- Working with Communities
- Spending money wisely
- Child Friendly City
- Young People’s Voice and Influence Group
- Reducing Health Inequalities

4.5 Resources and value for money

4.5.1 The transfer would include tapered LCC support to allow time for the new “building manager” to begin to build, and generate new, income streams (including grants and private sector investment) and establish it as sustainable. Enterprising business plans will be sought that can demonstrate they are largely self-sufficient in 4 years.

4.5.2 A successful transfer would allow a third sector provider to access and draw down funds from charitable trusts and foundations to Leeds which is not currently available to a LCC application. There is scope to diversify income through new, additional services and investment from private sector partners through e.g. Sponsorship.

4.6 Legal Implications, Access to Information and Call In

4.6.1 State Aid does not apply as there is no scope for the project to affect intra community trade.

4.7 Risk Management

4.7.1 Currently LCC retains 100% of the risk with the SLYH project. The following risks are identified and will be mitigated for:

- No interest from potential providers. Market testing indicates interest is strong.
- Insufficient financial sustainability of a new provider. A robust business plan will therefore be required prior to transfer.
- Performance of provider. A suitable management arrangement will be put in place.
- MyPlace terms, conditions, and outcomes not met more fully than the status quo. As above.
- Unforeseen costs associated with maintaining a highly specialised building may require future local authority support, and or replacement needs analysis indicates that alternative use of areas in the building would better allow outcomes of MyPlace and the Leeds Youth Offer to be met. Ongoing review with the provider of the fabric of repair of the building will be maintained.
- The land boundaries for any Community Asset Transfer need to be firmly established as part of the assessment of the transfer case, but an indicative plan is attached as Appendix 2.

5 Conclusions

5.1 Indications from consultation undertaken so far with stakeholders demonstrate a high level of support for the direction of travel towards a community ownership model for South Leeds Youth Hub in line with its original purpose.

5.2 In addition to budget savings, and potential new income streams, a transfer would bring about the chance to exploit other opportunities that require a large footfall, and a critical mass on all fronts of the business plan e.g., volunteering, a new membership scheme, increased health and wellbeing work etc.

5.3 The establishment of a partnership advisory group could support partnership working, advise and provide information and challenge to ensure a transfer

included the best positioning of SLYH to take advantage of opportunities, and have the maximum chance of success.

- 5.4 Findings of this report indicate that a community ownership model could reduce the current 100% risk to LCC, and support increased utilisation by a wider and more diverse client group, financial sustainability, improved stakeholder relations, faster responses to change and greater use of volunteers.
- 5.5 Notwithstanding a substantially reduced level of financial support in years 1-4, and the pension liabilities of a small team, a community asset transfer offers a much greater chance of success in terms of; increased utilisation, financial sustainability, improved stakeholder relations, faster responses to change and greater use of volunteers. On balance it seems that the level of identified risks is a low threat when compared to the social and financial possibilities of a robust and well consulted process guided by the LCC Community Asset Transfer Policy.

6 Recommendations

- 6.1 Executive Board is asked to approve the start of a Community Asset Transfer process, for the SLYH, to a “not for private profit” organisation.
- 6.2 Executive Board is asked to support the progressing of a lease for SLYH (at least for the life of the MyPlace grant which expires on 28 October 2028). Details for rental agreement to be determined as part of the process.
- 6.3 Executive Board is asked to approve a reducing revenue contingency over 4 years with the aim that immediate pressures of any transfer are overcome as the new “building manager” works towards achieving financial sustainability over the term.
- 6.4 Executive Board is asked to approve the establishment of a Partnership Advisory Group to support the management of the Council’s investment in the event that a “not for private profit” organisation submits a successful business plan.

7 Background documents¹

- 7.1 None

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

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: Children's Services	Service area: Learning Skills & Universal Services
Lead person: Jean Davey	Contact number: 0113 224 3796
Date of the equality, diversity, cohesion and integration impact assessment: March 2013	

1. Title: South Leeds Youth Hub Community Asset Transfer
Is this a:
<input type="checkbox"/> Strategy /Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Jean Davey	LCC _ Children's Services	LSUL – Youth Offer Lead
Ken Morton	LCC _ Children's Services	LSUS – Head of Service Young People and Skills

3. Summary of strategy, policy, service or function that was assessed:

In the context of council budgetary pressures, and the localism agenda, the SLYH Board are exploring changes to its governance. Currently SLYH costs Leeds City Council £207k per annum (net). The capital asset was funded through the MyPlace scheme (administrated by The Big Lottery) and LCC is bound to the terms and conditions of this grant for a period of 20 years. During this time, the building has to be used as “a centre for young people” and no other use whatsoever or LCC could be liable to repay the build costs circa £5m.

Currently young people aged 8-19years are the target age group, although there are some older participants in Leeds City College provision that runs from this site, and the SLYH Board have also considered lowering the bottom age group to maintain a flow of young people who access the building and its services in the future.

The Council’s Community Asset Transfer Policy provides a legitimate framework in which to take this work forwards. This would include the retention of the building and land, as well as the MyPlace grant contract.

The content of this report has already been approved by the Children’s Service Leadership Team, Children’s Service Asset Management Board, and the Corporate Asset Management Board.

4. Scope of the equality, diversity, cohesion and integration impact assessment
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan
(please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>

Please provide detail:

4b. Service, function, event
please tick the appropriate box below

The whole service (including service provision and employment)	<input type="checkbox"/>
---	--------------------------

A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input checked="" type="checkbox"/>
<p>Please provide detail:</p> <p>The SLYH Board would like to progress with a community asset transfer of the building, to a third sector “not for private profit” organisation in order to:</p> <ul style="list-style-type: none"> • Open fundraising opportunities • Greatly increase the number of young people who access the building and services each week – currently there are too few young people benefiting from what is a very high tech facility • Enable the start of a robust volunteering strategy • Achieve efficiencies • Be able to respond to change and opportunities more quickly 	

5. Fact finding – what do we already know
 Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

In October 2012 the SLYH Board delegated the exploration of governance options. A paper on “Future Governance Arrangements” was presented at the following SLYH Board meeting in Jan 2013. This paper included the findings of consultation with stakeholders, and in more detail, the results of consultation with young people. The idea of a community ownership model was universally well received as a way to open the accessibility of the building, and a way to provide the activities and services that they wanted.

In addition to the youth consultation work (above), we have been working with the Middleton Park ward Youth Service, and some of their young people on regional and national consultation of this MyPlace centre and others. We are now at the point of establishing SLYH’s first ever Youth Board which will involve all users of SLYH, not just young people working with the Youth Service.

This work has also been informed by the Voice and influence department.

Are there any gaps in equality and diversity information

Please provide detail:

The improvements that could be brought about as a result of the community asset transfer means that we could vastly increase the access of the building by more young people, and by young people from different backgrounds.

Increases in income could mean that young people can access what they want on their doorstep instead of needing money to travel elsewhere.

As the community asset transfer work continues, all of this will sit under the Council's equality assurance guidance.

Additionally, the fact that young people are establishing a Youth Board means that more than ever, young people will have a say and hold SLYH accountable to all issues, but especially those around equality and diversity from the marketing campaign to the outreach work.

Action required:

Utilising the Breeze system to improve data management and understand young people's visit patterns and preferences.

The Council's Community Asset Transfer Policy provides a fair and transparent framework in which to progress.

Consultation with stakeholders will continue all through the process.

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

Yes

No

Please provide detail:

- Voice and Influence Dept.
- Current users
- Current non-users
- Staff
- Project partners (Health for ALL, 4 Children and NHS)
- Potentially interested partners
- Discussions with elected members
- Preliminary discussions with area management
- Working with Officers with experience of community asset transfer
- Children's Services Leadership Team
- Children's Service Asset Management Board
- Corporate Asset Management Board

Action required:

We are now establishing the new Youth Board and will continue consultation with all stakeholders.

7. Who may be affected by this activity?

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

- | | | |
|---|---|--|
| <input checked="" type="checkbox"/> Age | <input type="checkbox"/> Carers | <input checked="" type="checkbox"/> Disability |
| <input type="checkbox"/> Gender reassignment | <input type="checkbox"/> Race | <input type="checkbox"/> Religion or Belief |
| <input type="checkbox"/> Sex (male or female) | <input type="checkbox"/> Sexual orientation | |
| <input checked="" type="checkbox"/> Other | | |

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify: Low income households, families of young people in the target age group

Stakeholders

- | | | |
|---|---|---|
| <input checked="" type="checkbox"/> Services users | <input type="checkbox"/> Employees | <input type="checkbox"/> Trade Unions |
| <input checked="" type="checkbox"/> Partners | <input checked="" type="checkbox"/> Members | <input checked="" type="checkbox"/> Suppliers |
| <input checked="" type="checkbox"/> Other please specify: | | |

Tenants of the building, although this is considered to be a low risk issue and consultation with tenants will take place to ensure involvement and engagement.

Potential barriers.

- | | |
|--|--|
| <input type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

Please specify

8. Positive and negative impact

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

- Enhanced engagement of young people in design and delivery of their MyPlace centre
- Improved consultation opportunities with a broader range of young people
- Engagement of young people who haven't yet used SLYH

Action required:

We are now establishing the new Youth Board and will continue consultation with all stakeholders

8b. Negative impact:

- Due to necessary (and mandatory) LCC permissions and legal issues and possible other external factors, the time frame could be longer than partners and young people may expect

Action required:

Consistent consultation with young people will be needed to manage expectations of time frame, and to keep young people engaged, motivated, and informed.

9. Will this activity promote strong and positive relationships between the groups/communities identified?

Yes

No

Please provide detail:

The establishment of the new Youth Board particularly, will ensure that all young people have a say and can be fully involved in shaping and directing the plans for South Leeds Youth Hub. Families and communities would also have a greater involvement e.g., through volunteering/fundraising. The establishment of a Partnership Advisory Group will mean that there is an effective and cohesive local partnership stakeholder base to ensure effective challenge and scrutiny, as well as effective local partnership working.

Action required:

Establishment of a Partnership Advisory Board

10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes

No

Please provide detail:

Action required:

New young people and organisations working with them will be more closely involved in the strategic direction of South Leeds Youth Hub. This is in addition to a greater level of venue hire which means that new organisations and young people will be utilising the building at the same time. Appropriate risk assessments will be undertaken, and organisations will be able to participate in joint service users meetings.

11. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

The activity will better enable all young people to have equality of opportunity in relation to engagement in strategic and practical delivery. Additionally, the improved stakeholder relationships already mentioned, will ensure that a balance of utilisation and relationships is maintained and that positive action can be taken to ensure that no groups are marginalised.

Action required:

Establishment of Youth Board

Establishment of Partnership Advisory Group

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Establish a new South Leeds Youth Hub Youth Board	April – September 2013	<ul style="list-style-type: none"> • Terms of Reference agreed • Election of Youth Board members • Year 1 Action Plan agreed • Schedule of meetings agreed and board reports and minutes produced 	Sue Pennycook
Establish a new Partnership Advisory Group to support the new “Building Manager”	Ambition of September 2013 (it is recognised that external factors may impact upon this aim)	<ul style="list-style-type: none"> • Advisory Group Terms of Reference agreed • Advisory Group members signed up • Year 1 meeting schedule agreed 	Sue Pennycook
Maintain close relationship with national MyPlace Network	Ongoing	<ul style="list-style-type: none"> • Attendance at key meetings 	Sue Pennycook
Implement Breeze cards	September 2013	<ul style="list-style-type: none"> • Breeze cards in operation and data utilised in South Leeds Youth Hub Board meetings 	Satbinder Soor / Jean Davey

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Cllr. Blake	Chair, South Leeds Youth Hub Board	SLYH Board meeting 30 Jan 2013
Chair	Children's Service Leadership Team	8 February 2013
Chair	Children's Services Asset Management Board	14 th February 2013
Chair	Corporate Asset Management Board	14 th March 2013

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board
Please specify which board
- Other (please specify)

The content of this report is part of a wider programme of cost saving and asset maximisation. Actions identified in this report are included in the programme of work going forwards. The content of this report has been approved by, and is being closely monitored by the following groups as work towards a community asset transfer progresses:

- South Leeds Youth Hub Board
- Children's Service Leadership Team
- Children's Service Asset Management Board
- Corporate Asset Management Board
- South Leeds Youth Hub Youth Board

15. Publishing

Date copy sent to Equality Team	April 2013
Date published	April 2013

Report of: Director of City Development and Director of Public Health

Report to: Executive Board

Date: 24th April 2013

Subject: Leeds Lets Get Active

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

Summary of main issues

1. Executive Board were previously informed of work in Birmingham in providing free activities for residents at selected times and venues within the city, funded via public health and with great success.

2. Shortly after the Executive Board in September, Sport England announced a new £5m national health pilot fund "Get Healthy, Get into Sport". The fund was designed to support projects that can demonstrate health gains through sport and physical activity and, vitally, provide a robust evidence base. Leeds was one of only 16 projects (from over 280 applicants) that were asked to develop a detailed bid. A formal bid was submitted on February 8th 2013 and we received confirmation that the project had been successful in securing this funding on the 19th March 2013. The Sport England funding of £500k is being matched in cash terms by Leeds City Council (Public Health) together with considerable "in kind" support. The Leeds scheme will be known as "Leeds Lets Get Active" and will focus on providing a universal free offer.

Recommendations

Executive Board is recommended to:

- (i) Note the contents of the report and support the project.

- (ii) Grant approval to the Director of City Development to accept the Sport England grant funding award of £500,000.

- (iii) Request a report at the end of the project evaluating the outcomes.

1 Purpose of this report

- 1.1 To provide further information relating to the City Councils Leeds Lets Get Active bid to Sport England's "Get into healthy, Get into Sport" health pilot programme.
- 1.2 To seek retrospective support for the Leeds Lets Get Active bid and seek approval to accept a grant offer.

2 Background information

- 2.1 The Head of Sport and Active Lifestyles has been closely engaged with Sport England nationally in the development of their current funding strategy. One of the funding strands that Sport England and Local Authorities were keen to explore further was around the contribution sport and "being active" makes to public health outcomes.
- 2.2 Services that increase physical activity have the potential to reduce all-cause mortality and improve life expectancy. Even relatively small increases in physical activity are associated with some protection against chronic diseases, improved mental health and an improved quality of life. Physical activity can also save money by significantly easing the burden of chronic disease on the health and social care services and has the potential to reduce transport costs through the promotion of active travel. *CMO's 'Start Active, Stay Active'*. For example, a brisk walk every day in your local park can reduce the risk of heart attacks by 50%, strokes by 50%, diabetes by 50%, fracture of the femur by 30%, colon cancer by 30% and alzheimers by 25% (Dr William Bird 2002).
- 2.3 Sport England launched its 'Get Healthy, Get into Sport' funding stream in September 2012. Leeds City Council and NHS Leeds/Public Health submitted a joint proposal based on an adaptation of the Birmingham Be Active model. The proposal is divided into two key strands. Firstly a core offer based on evaluating the impact of targeted free use of leisure centres (Bodyline gyms and swimming between 1 and 2 hours every day), focussing in areas of greatest health inequality. Secondly this work was to be supported by further interventions in community settings and improved health referral routes via the health sector and other customer contact points.
- 2.4 On the 19th March 2013 it was confirmed to Leeds that the bid submission has successfully secured funding through the Sport England 'Get Healthy, Get into Sport' fund. Sport England will be funding the project to a value of £500,000 and this is being matched in cash terms by Leeds City Council (Public Health) together with considerable "in kind" support. Leeds will be working closely with an academic partner to evaluate the project which will run from October 2013 to March 2015. Progress and impact will be reported via the appropriate channels within public health with the ambition of mainstreaming the funding should the outcomes be met. The Leeds scheme will be known as Leeds Lets Get Active (LLGA). This links it to the 'Leeds Lets Change' campaign.

3 Main Issues

3.1 LLGA seeks to explore methods to remove barriers that exist for the least active people in Leeds in relation to participating in sport and physical activity. It hopes to initiate a change in culture whereby inactive people take small steps to being active, feeling encouraged to take part in sport and physical activity in an environment where they feel welcome and comfortable. The ultimate aim is to help reduce the significant health inequalities that exist in the city. Furthermore by getting people doing some activity it is anticipated (through the right interventions) that they can progress into a range of sports (hence Sport England's interest). The project will test the barriers to participation (getting the inactive active) and what methods most effect behaviour change. The bid is based on 3 key strands, namely 1) a core sport / fitness activity offer in leisure centres; 2) a community multi-sport offer and 3) a behaviour change intervention within the Bodyline Access Scheme. More detail is provided below on each of these areas:

3.1.1 **Strand 1: Testing the impact of free/discounted use of Leeds City Council leisure centres for selected sport and fitness activities**, at selected times, daily, for all Leeds residents (universally targeted).

- The offer will be greatest in areas of the city where activity levels are lowest and health inequalities are highest
- The offer in leisure centres will typically be one free hour every day (off peak) with an additional hour per day for 4 leisure centres that serve the most deprived areas of the city, namely, John Charles Centre for Sport, Armley, Fearnville and Middleton Leisure centres.
- Activities to include gym and swim, except at Middleton Leisure centre where a specific programme will be developed

3.1.2 **Strand 2: Testing the impact of free / discounted use of community multi-sport sessions**

- The offer will be greatest in areas of the city where activity levels are lowest and health inequalities are highest
- Activities to include Running, Walking for Health and family multi-sport activities
- The programmes will be delivered in blocks of 10 – 12 weeks. In total there will be 102 blocks of activity over the life time of the project. The delivery will mainly take place in parks.

3.1.3 **Strand 3: Testing the impact of behaviour change interventions on the uptake of the Bodyline Access Scheme**

- Extending the existing Bodyline Access Scheme (based on £5 for 3 months worth of activity that includes, swimming/Bodyline gyms/classes at off peak times including weekends), linking to NHS health check via GP's and healthy lifestyle services.

- Developing a more integrated process for health professionals into LLGA that supports people 'who could benefit from doing more activity'.
 - An evidence based package of support for the new user that will aid their behaviour change
- 3.2 The projects' success will be judged by a range of measures including for example, helping Leeds to meet its ultimate ambition of being "the most active big city", as well as reducing health inequalities, demonstrating the value of Sport and Active Lifestyles in supporting health outcomes (all age all cause mortality, cardiac conditions, weight loss, functional health, cancer, diabetes) and creating a strong enough case for future funding support. If successful it is envisaged that the project will grow and potentially the free offer will be expanded both in quantity and in relation to the range of activities on offer.
- 3.3 Following on from this the main aims of the project are summarised below:
- To increase the activity levels of those who are inactive in the city, especially in areas that have the highest health inequalities in adults and young people.
 - To understand the barriers to being active for adults and young people
 - To better understand what methods can be successfully deployed to move people from being inactive to undertaking 30 minutes of activity per week
 - Establish better links with health partners including commissioners and healthcare partners
- 3.4 Attached as Appendix 1 is the research framework for the project. A research partner will be contracted to work alongside the council to support with the delivery of the research methodology. This partnership will explore the value of using various research and evaluation techniques of both a qualitative and quantitative nature and will build on studies already undertaken e.g. Birmingham Be Active (BCC and Matrix) /Fit for the Future (DOH 2009 -2010). The research methodology will influence project development and, therefore, the research partner will form part of the detailed project team.
- 3.5 LLGA will make free and discounted sessions conditional on carrying a Leeds Active card. This is essential as it will allow data to be compiled about those customers who are new and those who are already engaged. Sport England's main aim is to provide a strong evidence base of impact. New participants on disability or income related benefits will also be promoted to and offered the additional feature of the Leeds 'Extra' card to encourage activity beyond what is freely available. In addition all new participants will be asked to complete a questionnaire at the beginning of the programme that will assess physical activity levels prior to the start of the scheme.
- 3.6 It is proposed that the initial targeted marketing campaign will promote LLGA with a call to action to apply for your new Leeds Active Card, providing access to free health and fitness opportunities at your local leisure centre and in your local community. A combination of traditional and digital techniques are to be applied, ensuring that the chosen techniques are relevant and appropriate to the intended target market. A key aim of this programme is to address inequalities in sports participation, and we will be able to use profiling to identify people who are more

likely to be physically inactive and more at risk of developing medical conditions in future. A targeted approach to the marketing and communication will be vital to the success of the scheme as it will ensure the promotional campaign is directly focussed at the people the scheme aims to benefit – those who are inactive.

3.7 The project will be managed through a joint partnership with health, sport and active recreation professionals. A Project Board will be established and report both to Sport Leeds partnership and to the Health and Wellbeing Board and / or associated health boards. Funding is available to support staffing, this includes a full time project lead to oversee the scheme and a part time (.5) coordinator to manage the Bodyline Access programme and to oversee all the participant support programmes (i.e. 1-2-1 goal setting, champions scheme).

3.8 The funding award from Sport England is dependant on the following conditions:

There are 5 standard conditions that all successful Get Healthy funded projects will need to meet:

- funding will be awarded for Year 1 and then Year's 2 and 3 will be awarded in principle linked to tangible outcomes/outputs for each project
- Sport England will not release the first payment until we have written confirmation of all partnership funding
- the project will not involve any sport that is not recognised by Sport England
- no element of the award will be used to cover the redundancy costs of any at risk posts linked to the delivery of your project
- an evaluation plan must be submitted for Sport England's approval

In addition the following bespoke project conditions are attached to the Leeds Lets Get Active Project:

- Alongside Sport England's standard monitoring information included in the award offer they would look for evidence in January 2014 that their contribution will be focused on attracting new users (accepting that a proportion of this will support existing and those diverted from other sessions), that there is some evidence of Leeds success in attracting new users as well as figures on participation where available
- As part of the discussion around Year 2 Sport England will also ask for a sustainability plan with an operational budget for the following years.
- Sport England colleagues (including Facilities & Planning) will be an integral part of the project management

3.9 Now that funding has been confirmed for the project through Sport England and public health the next steps include recruitment of the project lead, engagement of a research partner, development of the free offer product in leisure centres and community and initiation of the engagement plan. The first LLGA project board is due to take place on the 23rd April 2013.

3.10 The LLGA project presents an opportunity to reinforce the value of being active with our young people, something of keen interest to the Youth Mayor. Furthermore there are opportunities for LLGA to feature as part of a more coherent sport and physical activity offer for young people, for example by connecting up work associated with the youth review as well as recent Government announcements

outlining significant investment in primary school PE and Sport. The project will also be developed alongside other key initiatives that focus on young people and adults as part of the wider Olympic legacy programme including for example, major events (e.g. Rugby league world cup/ Tour de France) , National Governing Body “Place Pilot”, sport legacy fund and community access to school sport facilities.

4. Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Leeds Lets Get Active has been developed in partnership with Public Health and addresses priorities identified through the JSNA and the Sport England Active People survey. A public consultation took place from December 2012 to January 2013 to identify the key barriers to participation for inactive people and to collate views on how these could be overcome. SportLeeds (the city partnership for sport and active lifestyles) have been consulted on the development of the proposal on an ongoing basis. The sustainable economy and culture scrutiny board (9th April 2013) have also received details of the scheme as part of their wider enquiry into the role of Leisure and Culture in supporting the delivery of improved public health outcomes. There will be ongoing consultation as the project develops, including key stakeholders groups at both a city and local level as well as ward members in a effort to help reach the most inactive people.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 These proposals have been screened for issues on Equality, Diversity, Cohesion and Integration (EIA screening attached as an appendix). In general, such considerations are integral to this whole report as one of the major aims of the proposals is to narrow health inequality, a key council objective. As well as offers in the community, the proposed 18 month pilot offers free off-peak access to a swim or gym session for at least one hour every day in all leisure centres, two at those in areas of highest deprivation. Those currently unable to afford swimming and gyms should benefit most, wherever in Leeds they live. This may particularly benefit those on low incomes, minority ethnic groups and older people.

4.3 Council policies and City Priorities

4.3.1 The proposals aim to narrow health inequality, a major council objective, by encouraging more people to become more physically active, particularly those in areas of higher deprivation where activity levels and life expectancy are lower than the city’s average.

4.3.2 The overarching vision for 2030 is that Leeds will be the best city in the UK. This means all Leeds’ communities will be successful, including those who are currently less active and suffer poorer healthy life expectancy.

4.3.3 City Development has as a priority to “Develop the city’s cultural events and facilities including changes to sports centres and libraries”, and a key performance measure is “To maintain visits to sports centres”. This report directly addresses these priorities.

4.4 Resources and value for money

- 4.4.1 Swimming pools and gyms carry significant costs to build, maintain and staff. Fee paying customers (casual, memberships, schools and clubs) currently cover a high proportion of the revenue cost of running leisure centres, so that the £6.2m managed budget in Sport is only 1.1% of the Council's total spend, and comparatively low compared to other comparable Local Authorities.
- 4.4.2 These proposals should be neutral to the council's budget in 2013/14 and 2014/15. New expenditure and income lost totalling £1,000,000 is being fully funded by Public Health and Sport England with £500,000 each. The 'in-kind' support worth £320,000 anticipated from officers in Sport Development and Facilities comprises work from existing employees who would otherwise be providing similar services.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The provision of sport services by councils and their pricing or subsidy is not subject to statute so the main legal criteria is that these proposals are reasonable.
- 4.5.2 The decision is eligible for call-in.

4.6 Risk Management

- 4.6.1 The main financial risk is that the free offer diverts more paying customers than anticipated, widening the loss of income and reducing the space in pools for previously inactive newcomers. This would increase the cost and reduce the effect of the free swim part of the offer and it might have to be curtailed early to avoid loss to the council. To manage the risk the income loss and numbers of new participants will be monitored weekly for any disproportionate loss of income.
- 4.6.2 The main policy risk is that this pilot produces an expectation of free access to high cost facilities and activities at a public subsidy that cannot be sustained. To mitigate this risk, efforts will be made to offer additional paid sessions to new customers and to build up evidence of the benefits of the offer, so as to encourage future funding or sponsorship.

5. Conclusions

- 5.1 The LLGA projects provides an exciting opportunity to test the effectiveness of price discounting on participation and therefore health outcomes. The targeted nature of the project within a universal offer will provide a unique insight into behaviour change.

6. Recommendations

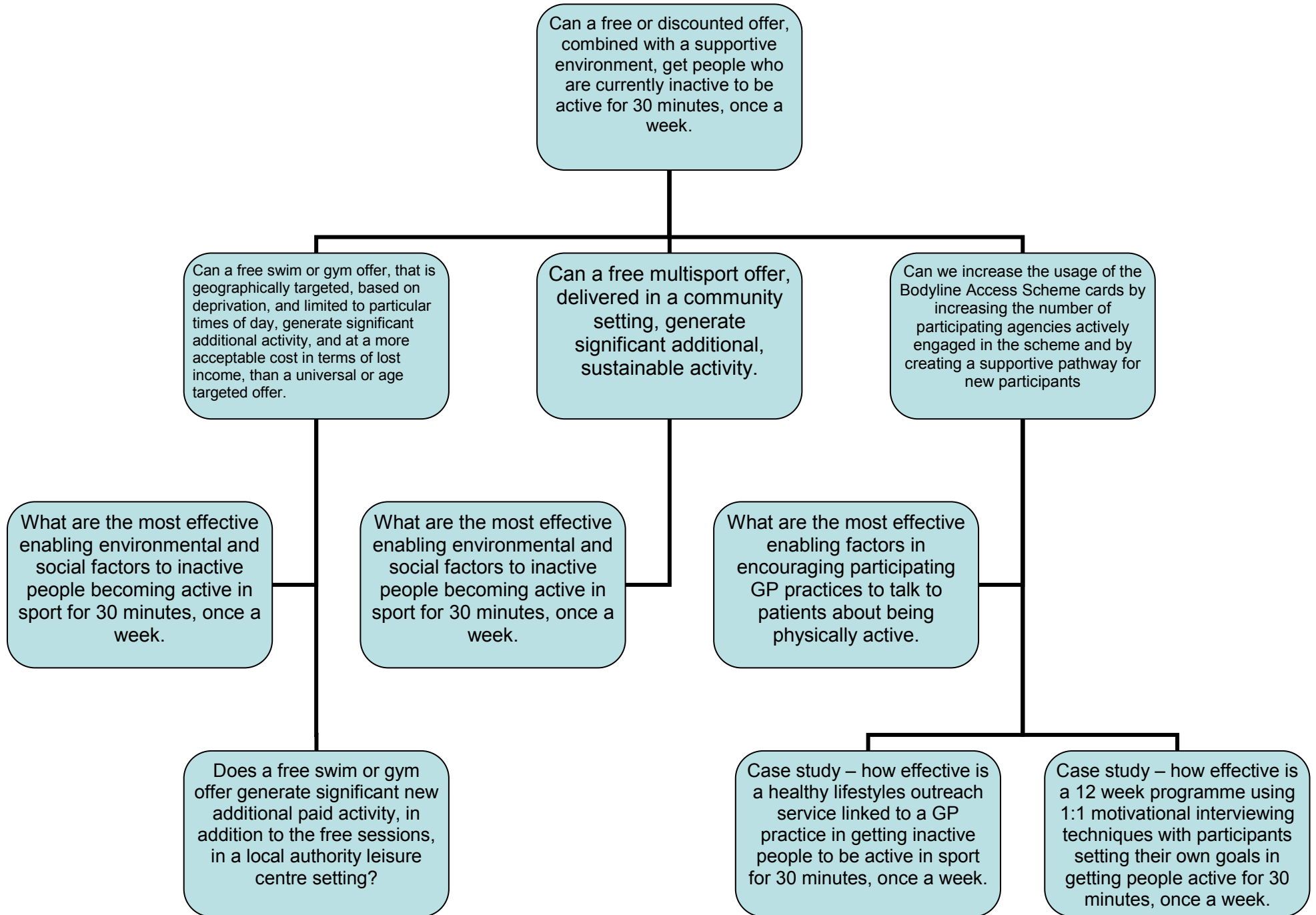
Executive Board is recommended to:

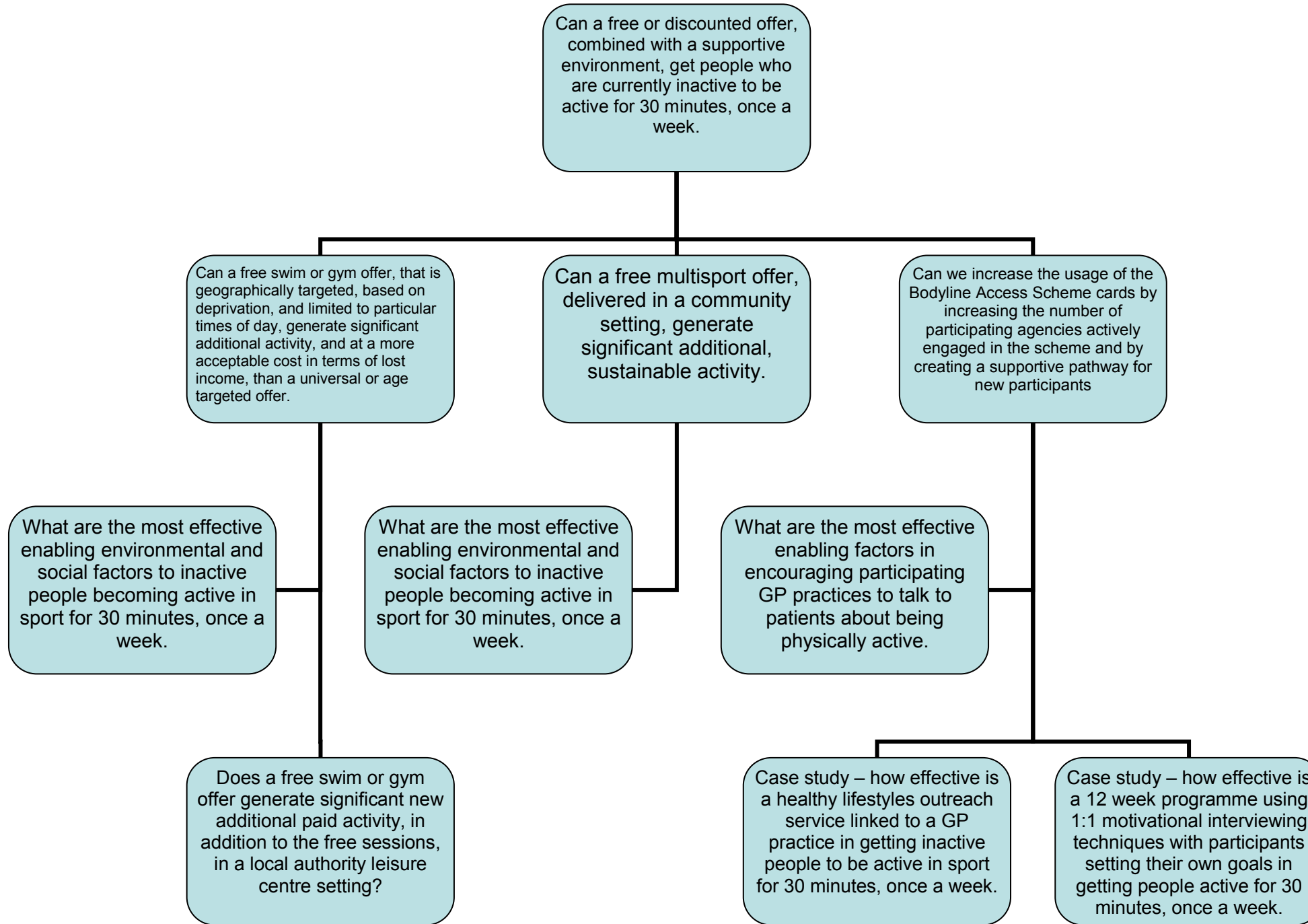
- (i) Note the contents of the report and support the project.
- (ii) Grant approval to the Director of City Development to accept the Sport England grant funding award of £500,000.
- (iii) Request a report at the end of the project evaluating the outcomes.

7. Background documents¹

7.1 None

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





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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: City Development	Service area: Sport
Lead person: David O’Loan	Contact number: 22 43179

1. Title: Leeds Lets Get Active 2013-15

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify;

Pilot project to increase healthy activity, particularly among more deprived groups, working with Sport England, Leeds Public Health, NHS and Leeds Met University.

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

Leeds Lets Get Active (LLGA) will run from September 2013 till March 2015 and should have three key strands to helping people get more active. The target audiences for each strand are outlined below:

Strand 1 and 2: Free gym and swim offer in leisure centres and free multisport community offer:

This strand will target inactive people in Leeds (those doing less than 1 X 30 minutes of physical activity per week) with a focus on those living in the most deprived areas of the city. Primarily this strand of the project is seeking to breakdown the barrier that cost has to participation.

Strand 3: Bodyline Access Scheme:

This strand will target those who could benefit from 'being more active' for example, those at risk of CVD or diabetes, those with low mood and those who are overweight. This audience will not be achieving 1 X 30 minutes of physical activity per week and they will not have pre-existing or long term conditions. This audience will be offered the opportunity through their GP and / or other referring agencies to take up a discounted Bodyline membership card.

7. Relevance to equality, diversity, cohesion and integration

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

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

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

The city priority plan 2011 - 2015 has five key themes all developed out of the Vision for Leeds 2030. By providing free and discounted sporting activities for the people of Leeds LLGA has synergy with a number of the four year priorities:

- **Make sure people who are poorest improve their health the fastest – by focusing the greatest amount of free activity time in the deprived areas of the city LLGA will contribute to reducing health inequalities.**
- **Get more people involved in the cities cultural opportunities – by offering free provision more people should be able to access the sports and leisure provision they previously were unable to.**

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

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

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

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

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

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

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

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

Our analysis of activity levels in Leeds up to 2011, using the Active People Survey, showed that despite far better activity levels by BME and Female groups than the English average, they still are 3.9% and 3.7% less active than the Leeds average. However the biggest activity gaps remain lower income groups (10.7% worse than average) and disabled groups (18.7% worse).

Table 1 : Percentage doing **no** sessions of 30 minutes exercise each week

Adults	All Leeds	All England	Leeds females	English females	Leeds Non white	England Non white
2005/06	49.9%	50.0%	56.9%	54.6%	58.8%	54.3%
2009/11	44.9%	48.2%	48.6%	54.0%	48.8%	51.8%
Improvement	+5.0%	+1.8%	+8.3%	+0.6%	+10.0%	+2.5%

Adults	Leeds Disability	England Disability	Leeds age 35-54	Leeds age 55+	Leeds NS SEC 1-2	Leeds NS SEC 5-8
2005/06	72.2%	75.7%	46.1%	72.4%	37.7%	60.5%
2009/11	63.6%	73.0%	39.2%	67.1%	36.8%	55.6%
Improvement	+8.6%	+2.7%	+6.9%	+5.3%	+0.9%	+4.9%

Source: Active People Survey. Year 2005/06 (APS1), 2009/11 (APS4/5)

1. **A key aim of this programme is to address inequalities in physical activity participation, and we will be able to use profiling, building on what we know above, to identify people who are more likely to be physically inactive and thus more at risk of developing health conditions in future.**
2. **This profiling also identifies how targets like to receive and source their information and assists in informing the marketing channels to be employed and the type of message that needs to be conveyed.**
3. **We will work closely with Leeds City Councils / Public Health Information**

Knowledge Management teams, as well as Experian, in coordinating this work.

Key findings

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

1. **The whole purpose is to help MORE those who are already less active than average. These people, based on current activity and deprivation mapping, also tend to be most concentrated in more deprived communities.**
2. **One of the most frequently reported result of increasing exercise is an improvement in individual's mental wellbeing and social interaction. This was particularly reported by the similar 'Be Active' scheme in Birmingham.**
3. **There will be a free offer each day at every council leisure centre in the city, including more prosperous areas. This should help reduce the risk of a perception than one group is benefiting at the expense of another.**
4. **There is a risk that the regular users at these times may be displaced – however, they are also eligible for the free use, and the times of the sessions have been varied to allow for people to choose the most suitable times for their activity.**

• **Actions**

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

1. **The pilot project is designed to provide MORE assistance to get active in more deprived communities.**
2. **The free swim and gym offer will be doubled at Armley, Fearnville and the John Charles Centre for Sport – all measured as having the most deprived catchment areas among the council's leisure centres.**
3. **The community offer and the pathways to the Bodyline offer will be focused on areas and individuals where the health need is highest.**
4. **The free offer will be available to the whole population and across the whole council leisure centre portfolio.**
5. **Consider whether some free sessions should be female only.**
6. **Consider how access to free sessions is extended to disabled groups as far as possible and practical.**

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

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

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

Name	Job title	Date
Mark Allman	Head of Sport & Active Lifestyles	7th February 2013

7. Publishing

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

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screenings should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	7th February 2013
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	7th February 2013

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Report of : The Director of Adult Social Services

Report to : Executive Board

Date: 24th April 2013

Subject: Update - Shared Service Partnership with Calderdale Metropolitan Borough Council to meet Adult Social Care System Requirements

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

SUMMARY OF MAIN ISSUES

1. The decision, to enter into a partnership agreement with Calderdale Metropolitan Borough Council to replace the existing Adult Social Care case management system (ESCR) with Calderdale's Client Information System (CIS), was approved at Executive Board on 18th July 2012. On August 2012 the Scrutiny Board for Health and Well-being and Adult Social Care released this decision for implementation. The proposals were also reviewed, at the request of Executive Board, by the Corporate Governance and Audit Committee on 28th September 2012.
2. Significant progress has been made on the Adult Social Care (ASC) Systems Programme since the scheme was approved for implementation. The partnership agreement and contract has been agreed with Calderdale and the on-going governance arrangements established. The ASC Systems Programme is on track and within budget for the implementation of Calderdale's Client Information System (CIS) in Adult Social Care by March 2014
3. A significant amount of work has been undertaken to ensure ASC is working in the best possible way in preparation for using the new system. To establish this 'business readiness' ASC processes have been streamlined to ensure all teams are working in the most effective and efficient ways possible. A CIS development plan has then been established to ensure CIS is set up in the best possible way to support these processes in Leeds.
4. At the time of writing this update a CIS test system was being built and installed in Leeds. Initial performance testing is scheduled to in April 2013 to test how well the system operates on the Leeds' infrastructure.

RECOMMENDATIONS

1. Executive Board members are asked to note the progress since the decision was released for implementation and that the programme is on track to planned timescales and within planned budget.
2. Executive Board members are asked to note the work that has gone into the formal partnership agreement to ensure risks are appropriately managed throughout the successful implementation of CIS in Leeds and provide a high level of on-going protection to the council.
3. Executive Board members are requested to agree that the Council's Corporate Governance and Audit Committee continue to review progress at 6 monthly intervals to provide assurance of successful implementation of the programme.

2 PURPOSE OF THIS REPORT

- 2.1 The purpose of this report is to provide an update regarding the progress made by the ASC Systems Programme since the decision was released for implementation in August 2012. The report outlines the work to;
- Finalise the contractual agreement with Calderdale Metropolitan Borough Council ,
 - Establish the governance arrangements for the implementation and the future partnership
 - Establish business readiness to make sure we are working in the best possible ways before the system is implemented
 - Produce a two stage plan for the development of CIS for Leeds, prior to and post implementation
 - Build a test version of CIS for Leeds
 - Establish a reporting project team to focus on building and developing a reporting and Business Intelligence (BI) solution.
 - Establish governance for the ASC driven Data Preparation and Migration Board and identify Data Quality Owners and Data Quality Groups from ASC

3 BACKGROUND INFORMATION

- 3.1 The decision, to enter into a partnership agreement with Calderdale Metropolitan Borough Council to replace the existing Adult Social Care case management system (ESCR) with Calderdale's Client Information System (CIS), was approved at Executive Board on 18th July 2012. On 9th August 2012 the Scrutiny Board for Health and Well-being and Adult Social Care released this decision for implementation. The proposals were also reviewed by the Corporate Governance and Audit Committee on 28th September 2012 to provide assurances regarding:
- The diligence conducted to ensure the system will be fully fit for purpose; and
 - The mechanisms and governance being put in place to effectively support the acquisition and implementation of the solution.
- 3.2 The programme is scheduled to provide a second update to the Corporate Governance and Audit Committee on 22nd April 2013. Corporate Governance and Audit Committee have indicated that they would wish to continue to receive updates and monitor progress of this programme as part of their on-going assurance responsibilities.

3.3 The scope of work within the scheme included:

- Purchase and implementation of CIS and integrated financials in partnership with Calderdale ensuring Leeds CIS was fully fit for purpose to meet business and technical requirements within Leeds.
- Provide Adult Social Care with a full electronic case management system through the integration of Leeds CIS with LCC's Corporate Electronic Document and Records management System (EDRMS)
- Build and develop a Reporting and Business Intelligence solution utilising existing corporate technology
- Preparation and migration of Adult Social Care client information from existing systems e.g. ESCR to Leeds CIS.

3.4 Key Benefits of adopting Calderdale CIS:

- 3.4.1 **An efficient system that supports staff:** The Calderdale system is an intuitive and responsive system, built using practitioner logic and language. It is highly thought of by professionals currently using it (see appendix 1 for testimonials about CIS System from Leeds ASC). Calderdale have focussed on the practitioner in the design and look and feel of the system. Time spent navigating and recording on the new system will be significantly reduced allowing front line care workers more time to work with clients and partners to improve the lives of vulnerable adults in Leeds.
- 3.4.2 **An efficient client information system that supports effective working with service users:** The Calderdale system is a proven case management system designed to support quality front line social care. The way system is configured promotes accurate and up to date client information and reuses information already collected thereby minimising the number of times clients have to inform different teams about the same details. The information contained in the system is also structured in a more effective way for practitioners and partners to ensure safeguards are place for vulnerable clients.
- 3.4.3 **Responsive to future requirements:** CIS can be configured to meet our needs in Leeds. It is known as a stable system that can be modified quickly as requirements change. This will place Leeds at an advantage as the system can be adapted relatively easily to support new ways of working and in particular future integration with health partners. Calderdale Metropolitan Borough Council are keeping track of national and local changes and will work with Leeds City Council in the future to ensure CIS continues to be developed to remain at the forefront of all future changes.
- 3.4.4 **Contractual benefits:** The flexible contract with Calderdale offers an advantage for Adult Social Care over the alternative of a traditional procurement from a third party supplier. The agreement does not 'lock' the Council into a long term contract for modules that we may not need once we have greater integration with health. The system is also being implemented in a timely manner, as we have avoided the lengthy EU procurement process.

4 MAIN ISSUES

4.1 Progress since release for implementation:

Overall progress is on track to deliver against planned timescales (see 4.2. Implementation Timescales) and within the agreed budget (see 5.4 Resources and Value For Money). An

excellent working relationship has been formed between both operational and technical teams within Leeds and Calderdale.

- 4.1.1 **Contractual agreement:** Being a unique type of contract, additional diligence has been applied to ensure protection within the arrangement and in relation to the future marketing of the asset. Leeds City Council's relationship with Calderdale is proving effective with Social Care practitioners, ICT professionals and members of the Implementation team working well together. The partnership agreement between Leeds City Council and Calderdale Metropolitan Borough Council for use of CIS and future developments was agreed in March 2013. A large amount of work went into establishing the details of the partnership agreement and defining the success criteria for both Councils. The contract clearly lays out the future responsibilities for development and maintenance of the system, with Leeds City Council having a fifty per cent say in all developments, and up to a fifty per cent stake in the asset.
- 4.1.2 **Governance arrangements and staffing:** Due to the unique relationship, a significant amount of time and effort have been put into establishing appropriate governance arrangements both within the council and with Calderdale Metropolitan Borough Council. The governance model (please see Appendix 2) accounts for pre-implementation relationships between the two councils as well as for the on-going partnership relationships, technical developments and future ways of working. All Boards in the governance model, including the Calderdale CIS joint Strategic Development Group and the Leeds and Calderdale Partnership Board have been established, together with their links to existing governance forums within the directorate, particularly the Directorate Leadership and Senior Management Teams (DLT and DSMT). The CIS development team is now fully staffed and a business implementation team have been established. The business implementation team involves key stakeholder representatives, reflecting the importance of the on-going involvement and engagement of ASC practitioners (particularly front line users of the system) in the development of the system.
- 4.1.3 **Establishing business readiness:** The implementation of the new system has been seen by ASC senior managers as an ideal opportunity to streamline our processes and make sure all teams are working in the most effective ways possible, appropriately supported by technology. Since September 2012, work has continued with staff from across ASC to map and validate all of our business processes. The roles, responsibilities and recording requirements of each team have been set out in relation to information management and data quality. These 'process maps' provide a detailed breakdown for every area of work, all of which need to be supported by CIS.
- 4.1.4 **Gap analysis:** A 'gap analysis' has been undertaken to compare Leeds ASC process maps showing the way we want to work in each area, to how CIS is currently set up in Calderdale. Any areas where these processes do not currently match have been flagged up as gaps or potential opportunities. ASC representatives then worked with Calderdale Colleagues to see where CIS should be developed to match our processes, and when we should adapt our processes to make the most of the functionality available in CIS.
- 4.1.5 **CIS Development Plan:** The results of the gap analysis, were used by ASC representatives from Leeds and Calderdale to establish how CIS will be developed to support Leeds ASC's future operating model. These have been laid out in a development plan, and categorised into 'day one' and 'day two' developments. Day one developments have been defined as those developments that must be in place for when CIS first goes live in Leeds to meet existing requirements. Day two developments are those that are not essential for go live and so will be

implemented as part of the on-going system upgrades after go-live so that the implementation is not delayed. Day two requirements will focus on supporting the development and delivery of integrated services. Since January 2011, and as of December 2012, a total of twelve joint Social Care and Health demonstrator sites have been setup. Following the successful implementation of the demonstrator sites work is progressing to expand the model to all community pathways. Work to deliver the Health integration agenda has progressed significantly over the last two years and transformation continues at a pace. Whilst there is no intention, at this stage to develop one integrated system, to ensure that information can be shared (electronically or otherwise) to support integrated working requires significant work to be undertaken in relation to consistency of information standards. A flexible system and agile development capability will be crucial to undertaking this work efficiently and effectively. On-going system development is a critical part of ASC's approach to information management and will be an important new way of working to ensure the directorate stays up-to-date with both local and national requirements. As part of the joint development plan, Calderdale have expanded their CIS development team who are beginning the work to set up the system for Leeds.

- 4.1.6 **Test system and hardware:** At the time of writing this update a CIS test system was being built and installed in Leeds. Initial performance testing is scheduled to start in April 2013 to test how well the system operates on the Leeds' infrastructure.
- 4.1.7 **Reporting:** A specific project team has been established to focus on building and developing a reporting and Business Intelligence (BI) solution. The team are utilising existing corporate reporting and Business Intelligence technology. The team has been working jointly with Calderdale Metropolitan Borough Council to specify what will be developed within the enhanced reporting solution for the system. The developments will incorporate statutory reporting, work-load management, performance management and business intelligence. The reporting and BI work is also a shared endeavour with Children's Services, utilising the same technology, to provide enhanced reporting alongside the new children's social care system.
- 4.1.8 **Data Migration:** Governance for the ASC Data Preparation and Migration Board has been established. Data Quality Owners from ASC have been identified and Data Quality Groups have been set up to ensure data quality is being managed and seen as 'everybody's business'. The quality of ASC data will be key to supporting a successful migration of data from the existing ESCR case management system to the new CIS system. The quality of all ASC data is being monitored by a set of reports forming a data quality dashboard. Significant progress has been made with regards to improving the quality of ASC data. This supports the objective of improving the ASC data set, as far as is possible, ahead of the migration to CIS. This has enabled us to do joint and detailed mapping with Calderdale to ensure that all the information we need has been identified for migration from ESCR and all of the other places we currently store information (information assets) into CIS.
- 4.1.9 **Electronic Data Records Management System (EDRMS):** the intention was to utilise Leeds City Council's corporate EDRMS solution, Wisdom, to provide a full electronic CIS record. The supplier of Wisdom, who were also our integration partner, has gone into administration. However, another company has recently taken over the Wisdom product and we are in discussions with the vendor to understand their proposals. Corporately we are also looking at the feasibility of using Sharepoint2010 to deliver an EDRMS solution. Whilst the extent that this may affect the CIS implementation is under review, Calderdale Metropolitan Borough Council were able to quickly develop a proof of concept to integrate SharePoint2010 providing assurance if this is identified as the preferred corporate solution.

4.2 Timescales

- 4.2.1 Plans are in place to complete system build, development and testing prior to December 2013. Implementation plans are under review to assess optimum timescales for live roll out between January 2014 and March 2014. The preferred time for implementation will be determined by other factors within ASC including:
- Key staff availability during Christmas/New Year period.
 - The national introduction of Zero Based Review with a number of new requirements from the 1st of April 2014.
 - Coordination with the planned activity from Better Lives Programmes
 - Year-end considerations including statutory returns and financial year end.
- 4.2.2 The planned timescales are comparable with the implementation of a third-party system, such as that being implemented in Children's Social Care.

5 CORPORATE CONSIDERATIONS

5.1 CONSULTATION AND ENGAGEMENT

- 5.1.1 Consultation is on-going with key stakeholders, staff, unions, managers, partners. To date, thirty four teams currently using ESCR have been visited and had the opportunity to share what successful implementation of CIS would look like in their area, any concerns they may have as well as discussing with us how they would like to be involved in the programme in the future. More than twenty five senior managers for ASC have also taken part in individual key stakeholder meetings. All of this information has then informed the planning and delivery of the programme, and will ensure we are engaging with people on an on-going basis in the way that is best for them. The successful engagement of stakeholders is fundamental to the success of the ASC Systems Programme as it not only involves the introduction of new technology, but significant changes to the way that staff within ASC use, manage and value information.
- 5.1.2 Individuals from across ASC were involved in selecting CIS and were ultimately responsible for deciding whether or not it would meet our needs. Since that point, a high level of consultation and engagement has been maintained throughout the work of the ASC Systems Review. People from across ASC have been involved in deciding how they will work more effectively in future, how ASC process could be streamlined and how CIS should be set up to support this way of working. Real engagement and involvement of managers, practitioners, and support staff is also a fundamental part of delivering the business change required to ensure CIS will be used effectively and ultimately to ensure practice is improved.
- 5.1.3 The implementation of CIS will indirectly improve customer experience as more practitioner time will be released for face-to-face practice. However, no clients or customers will interact directly with the system at this stage so consultation on the functionality of the system was not been deemed appropriate. The partnership does however aspire to develop areas of customer interaction with the systems in the future, for example through a customer portal. At this point customer involvement and input will be key. This will be planned and sought jointly with Calderdale to ensure all customers are fairly represented and influence the development of any interactive system appropriately at that stage.

5.2 EQUALITY AND DIVERSITY, COHESION AND INTEGRATION

- 5.2.1 The improved functionality of CIS will support practitioners in all aspects of their work and support ASC to fulfil its safeguarding functions and enable staff to continue to protect those at risk of harm.
- 5.2.2 There are four specialist applications used in Leeds City Council to improve accessibility of technology for staff with specific needs. Calderdale currently use two of these applications successfully with CIS. Further testing is due to take place to ensure CIS works with the other two applications. If any issues were identified Calderdale would undertake further development to rectify.

5.3 COUNCIL PRIORITIES AND CITY PRIORITIES

- 5.3.1 The ASC Systems programme has been working with staff from across ASC to ensure CIS is developed in a way that will support best practice in Leeds and enable the directorate to reduce inequalities in the health of the citizens of Leeds, address the challenges that are presented by more people living longer and ensure people receive high quality services.
- 5.3.2 The ASC Systems programme has established strong links with other work being undertaken across the directorate, specifically in relation to the better lives themes: better lives through enterprise; better lives through integration; better lives through housing care and support.
- 5.3.3 A joint strategic working group has been established with Calderdale Metropolitan Borough Council to look at our priorities and ensure that CIS continues to support ASC priorities both now and in the future. The 'gap analysis' provided an opportunity to think about key areas of development around referrals and care management and future methods of service delivery with health. Work is currently underway to understand where these opportunities can be exploited.

5.4 RESOURCES AND VALUE FOR MONEY

- 5.4.1 The budget spend profile has been revised to reflect the fact that the majority of spend will be in 2013/14 rather than 2012/13, as originally outlined in the confidential appendix of the July 2012 report. The programme is being delivered within the planned spend as stipulated in the July 2012 Executive Board report and is on track to be completed within the approved scheme funding
- 5.4.2 A number of opportunities have been undertaken to minimise the costs of implementing two different systems e.g. joint purchase and build of servers, shared approach to the development of reporting and BI solutions and the use of shared resources and intelligence where appropriate including data migration software and tools.

5.5 LEGAL IMPLICATIONS ACCESS TO INFORMATION AND CALL IN

- 5.5.1 The partnership arrangements with Calderdale Metropolitan Borough Council as well as the contract and the on-going governance arrangements have been developed in consultation with the Head of Property, Finance and Technology and the Procurement Governance and Regulations Manager.

5.6 RISK MANAGEMENT

- 5.6.1 As the partnership is an innovative approach, the relevant procurement and legal resources have worked on the definition and documentation of the partnership, commercial principles and arrangements. Careful diligence and specific arrangements have been put in place to ensure the partnership is successful and this due diligence will continue throughout the lifecycle of the programme to ensure

that Leeds City Council and Calderdale have the relevant assurances and protection in place.

- 5.6.2 Effective and robust governance arrangements have been established within Leeds City Council and across the partnership with Calderdale Metropolitan Borough Council to manage dependencies, risks and budget and ensure the effective delivery of the project as well as ensuring the system is fully fit to meet future requirements.

6 CONCLUSIONS

- 6.1** Significant progress has been made on the Adult Social Care (ASC) Systems Programme since the scheme was improved for implementation. The ASC Systems Programme is on track for the planned implementation of Calderdale's Client Information System (CIS) in Adult Social Care by March 2014.
- 6.2** The programme is on track to deliver all elements of the scheme within the approved funding
- 6.3** The partnership agreement and contract has been agreed with Calderdale Metropolitan Borough Council and the on-going governance arrangements established. This formal agreement provides the basis to manage risks and protects the council during and after the implementation.
- 6.4** An excellent working relationship has been formed between both operational and technical teams within Leeds and Calderdale which will be highly beneficial for the successful delivery of the project and on-going strategic development of the system.
- 6.5** A significant amount of work has been undertaken to ensure ASC is working in the best possible way in preparation for using the new system, CIS. To establish this 'business readiness' ASC processes have been streamlined to ensure all teams are working in the most effective and efficient ways possible. A CIS development plan has then been established to ensure CIS is set up in the best possible way to support these processes in Leeds.
- 6.6** At the time of writing this update a CIS test system was being built and installed in Leeds. Initial performance testing is scheduled to start in April 2013 to test how well the system operates on the Leeds' infrastructure.

7 RECOMMENDATIONS

- 7.1** Executive Board members are asked to note the progress since the decision was released for implementation and that the programme is on track to planned timescales and within planned budget.
- 7.2** Executive Board members are asked to note the work that has gone into the formal partnership agreement to ensure risks are appropriately managed throughout the successful implementation of CIS in Leeds and provide a high level of on-going protection to the council.
- 7.3** Executive Board members are requested to agree that the Council's Corporate Governance and Audit Committee continue to review progress at 6 monthly intervals to provide assurance of successful implementation of the programme.

8 BACKGROUND DOCUMENTS¹

None

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

CIS System Testimonials from Leeds ASC

“CIS will empower staff to know what they need to do and give them confidence about the information contained in the system, with a lot more information at your fingertips rather than relying on the old paper trail.”

(ASC Head of Service)

“It looks like it will just do what I need it to, without over complicating things. The structure makes sense to me as a social worker, it’s really clear which is the most important thing.”

(ASC Social Worker)

“The fact that it pulls information through is great. If the team only have to key information in once, it will free them up to spend more time with service users.”

(ASC Team Manager)

“I really like the use of integrated assessment functionality... This will make workflow much easier to follow”

(ASC Team Manager)

“The reablement screens will help us to move on, as we will be able to record reablement information in the core system”

(Service Delivery Manager)

“I like the alerts icons - risks are much easier to see in CIS”

(Social Worker)

“In having separate areas to record specific workflow, CIS makes more sense to workers and is more logical in its structure”

(Service Delivery Manager).

Report on Charges for Non-Residential Adult Social Care Services

Proposals for changes to charges for non-residential adult social care services have been the subject of extensive consultation. As the final stage of this process a working group of the Scrutiny Board (Health and Wellbeing and Adult Social Care) met on 12 April. The outcome of that meeting is to be signed off by all who attended, both Elected Members and service users.

To allow the appropriate inclusion of their comments within the report it has been agreed that this report will be published as soon as possible.

This report will be dealt with as a Late Item of Business.

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Report of Director Adult Social Services

Report to Executive Board

Date: 24th April 2013

Subject: Assistive Technology Hub for Leeds – Approval to Proceed

Capital Scheme 16460

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

Summary of main issues

This report sets out proposals to develop a new Assistive Technology (AT) Hub. It seeks authority to incur expenditure totalling c£2.18 million funded by the Department of Health Community Capacity Grant.

The AT Hub may be described as a ‘social care supermarket’ for people wanting help to stay in their own homes, living safely and independently for as long as possible.

For the first time ever in Leeds, the AT Hub will bring, under one easily-accessible and central roof:

- § Assessment facilities for people needing support in the home, so they can try out different kinds of equipment and select which is best suited to their individual needs and circumstances, before making a choice.
- § Round the clock, new technology and helpline services to promote safety in the home for vulnerable people, such as those living with dementia, prone to falling whilst alone, forgetting to turn off cookers and heaters, or to wandering from home.
- § Services to supply, deliver and fit equipment such as specially adapted beds, chairs, bathing, kitchen and daily living devices.
- § Assessments for people applying for Blue Badges to help them continue to use their own cars by taking advantage of parking and other concessions.
- § A one-stop information point for older people, disabled adults and children, carers, families and professionals seeking advice on sometimes simple measures that can be taken within a vulnerable person’s home. These can often have far-reaching, beneficial effects on independence, wellbeing and safety, enabling people to continue to remain in their own familiar surroundings, with family and friends.

A planned second phase is proposed to include:

- § A 'smart house', which would offer personalised information in a 'demonstration home' setting of how new technologies can help people improve vulnerable people's quality of life and help them remain at home safely, for longer.
- § An assistive technology retail unit, a showroom offering a range of equipment available both for council-assisted and self-funding customers. Products will be offered by commercial as well as statutory suppliers but all will be expected to work to the standards of the British Healthcare Retail Traders Association.
- § A product testing laboratory, for suppliers, developers and innovators of assistive technology equipment. It will host product demonstrations so that service users and professionals can help influence future design and use of new technology in older and disabled people's homes.

The development of the AT Hub will see the consolidation on one site of services currently being delivered from six sites across the city, in addition to providing new services that are not currently available.

Recommendations

Executive Board is asked to give the authority to spend a total of £2,170, 963 (exclusive of VAT), funded by the Community Capacity Grant (Department of Health) for this development.

1 Purpose of this report

This report provides information on proposals to develop an AT Hub for Leeds by refurbishing 81 Clarence Road, which has been identified as the only suitable site on the council's portfolio. It outlines the drivers behind this development, including the need to relocate Leeds Community Equipment Store from Roundhay Road, as well as the strategic and financial benefits that will be realised. As a result of the information presented in this report, Executive Board is asked to approve expenditure of £2,170, 963 from the Community Capacity Grant to fund this development.

2 Background information

2.1 *Assistive Technology in Social Care*

2.1.1 Assistive Technology (AT) is defined as 'any product or service designed to enable independence for disabled and older people'¹. It includes telecare and telehealth devices, such as community alarms, falls monitors, GPS tracking systems and vital signs monitoring, as well as 'low-tech' devices such as bathing equipment, walking aides and commodes.

2.1.2 AT is increasingly being seen as one of the most effective means of maintaining the independence, health and well-being of an ageing population, and reducing dependence on expensive, long-term health and social care services, and acute interventions². The use of AT also provides a level of choice and flexibility which supports the personalisation agenda³, helping people to remain at home with an increased sense of control and providing a significantly improved quality of life.

2.1.3 Leeds is a well-equipped city in terms of AT service provision, with a range of services across the public, private and third sectors, but it is acknowledged that these services are not as joined-up as they could be. At the same time, demand is considerable. In 2010/11, Leeds Community Equipment Store (LCES) provided 16,350 adults and 738 children with equipment. Demand is set to increase significantly with the ageing population. In Leeds, the population of over 85 year olds is projected to increase from 17,000 in 2012 to 27,900 in 2030, an increase of over 60%.

2.2 *New site for the Leeds Community Equipment Service (LCES)*

¹ King's Fund. (2001) Consultation Meeting on Assistive Technology, London, King's Fund.

² Department of Health (2005) Building Telecare in England, London, Department of Health, Older People and Disability Division. Audit Commission (2004) Assistive Technology: Independence and well-being 4, Public Sector National Report.

³ SCIE Research briefing 28: Assistive technology and older people, Roger Beech and Diane Roberts, August 2008

- 2.2.1 There is a need to identify a new site for LCES, the largest provider of assistive technology in Leeds. LCES provides community equipment on behalf of LCC and Leeds Community Healthcare (LCH), oversees staff training, provides information and advice and manages the storage, delivery, installation, collection and cleaning of equipment.
- 2.2.2 The current site at Roundhay Road is unfit for purpose, as outlined in the 2005 Executive Board report by Leeds Development Services and Social Services.⁴ As a result, Executive Board agreed to relocate the service and vacate the site.
- 2.2.3 Since that time, the current premises at Roundhay Road have only been maintained to a very basic standard and are inevitably deteriorating. In 2011, a complaint about the standard of the site was made to the Yorkshire and North East Health and Safety Executive. In its formal response, LCC accepted that the building was at the end of its lifespan and provided assurances that the service would be relocated into alternative premises in April 2012.
- 2.2.4 However, it has taken 6 years to identify suitable alternative premises. The site at 81 Clarence Road meets all service requirements but, due to its size, nature and location, it also presents an exciting opportunity to develop an AT Hub for the city. ASC is well placed to take advantage of the opportunities the site offers. It is unlikely that a similar opportunity will arise in the near future, hence the importance attached to this development.

2.3 *Vision for an Assistive Technology Hub*

- 2.3.1 AT is recognised as one of the most effective means of maintaining the independence, health and well-being of an ageing population. Given the range of AT available and the speed with which the sector is developing, it is increasingly important to make sure information about, and access to, these tools and services is available to both professionals and service users.
- 2.3.2 ASC recognises the need for better coordinated services. Once the site at Clarence Road was identified, ASC developed an innovative plan to develop AT services by bringing them together in a Hub. This will ensure the city remains at the forefront of provision nationwide, continuing to develop preventative, reabling and assistive services to meet the needs of its population. It will also deliver significant cashable and non-cashable benefits.
- 2.3.3 The development of an AT Hub for Leeds will provide a single point of contact for AT in Leeds, where health and social care professionals and service users can access specialist advice and services. This will ensure that informed choices are made on AT as part of larger support packages and a consistent level of service quality is delivered city-wide.
- 2.3.4 In phase one, the AT Hub will bring together a range of LCC services including:
- LCES (provided in a section 75 partnership with the NHS)
 - Telecare
 - Blue Badge Assessment
 - an information point for older people, disabled adults and children, carers, families and professionals
 - assessment and demonstration facilities so that service users are able to test the equipment
 - office space for staff from health and social care
 - training and meeting spaces.
- 2.3.5 Once the AT Hub is established, the aim is to continue to develop it to incorporate additional services from the voluntary and private sectors. This could include an AT retail unit, a Smart House where service users can see products in a domestic setting and a Product Testing Lab where

⁴ Joint Report of the Director of Social Services and the Director of Development 'Social Services' Accommodation at Roundhay Road' 21 September 2005: flagging concerns on the condition of the site, suitability of the workspace in terms of its layout, and funding required to bring up to acceptable standards.

service users, carers and professionals can help test prototypes and discuss their needs directly with manufacturers, suppliers and organisations such as Universities, entrepreneurs and innovators.

2.3.6 The development of an AT Hub will have a number of benefits including:

- Providing a one-stop shop for service users
- Developing more personalised services
- Providing service users with more choice and control
- Delivering more early interventions and preventions
- Strengthening partnership working between statutory, voluntary and private sector services
- Improving service productivity, innovation and value for money
- Providing universal information and guidance.

2.4 *81 Clarence Road*

2.4.1 In order to acquire the site at 81 Clarence Road when the existing lease ended in December 2011, a report and Business Case was presented to Asset Management Board in July 2011 and the Strategic Investment Board in September 2011. A five year lease was secured (based on an anticipated relocation in April 2012), and Norfolk Property Services (NPS) were engaged.

2.4.2 A feasibility study completed in May 2012 showed the site could meet the requirements of the AT Hub. Development costs were estimated to be £1,963,000 plus additional costs such as furniture and fittings. A subsequent viability study showed that this offers value for money and that refurbishing this building is the most cost-effective option to deliver an AT Hub.

3 **Main issues**

3.1 The proposal is to relocate LCES, Telecare, the Blue Badge service and office accommodation currently located at Roundhay Road, Cross Green, Greenhill, Merrion House, Morley Town Hall and St. George's Centre into an AT Hub at 81 Clarence Road.

3.2 As described above, the judgement by the Health and Safety Executive means it is imperative that safe and fit for purpose premises are as quickly as possible for LCES. 81 Clarence Road is the only suitable site on the council's portfolio, and not pursuing this would increase an already significant risk, potentially leading to additional liabilities in future.

3.3 In addition, bringing the above services, which are currently provided by different organisations from various locations across the city, into a single Hub, will mean Leeds can do more to remain at the forefront of AT service provision nationwide. The Hub will provide a single point of access, ensuring informed choices are made on AT as part of larger support packages and a consistent level of service quality is delivered as standard city-wide.

3.4 The model of co-locating AT services has already been achieved at the Liverpool Lifehouse, which was developed in 2008 costing £2 million and offering a range of AT and related services. It is recognised as a flagship development delivering benefits for the council, partners and customers.

3.5 *Location of the AT Hub*

3.5.1 It is crucial that the AT Hub is accessible to the public and to health and social care professionals. However, there are a limited number of sites available, given the required size of the building and the fact that it must accommodate both office and warehouse space.

3.5.2 No 81 Clarence Road is well situated given these constraints, accessible by car and public transport:

- It has two car parks. One will provide a delivery and collection point as well as staff parking. The second, a visitor's car park, will have 5 disabled parking bays, 3 accessible parking bays, 2 regular parking bays and a drop off point.

- On-street parking is available and there is a multi-storey car park adjacent to the site which has 100 disabled parking spaces.
- The site is a 20 minute walk from Leeds Train Station.
- The number 28 bus stops outside the site. This service runs every 20 minutes from 7am to 5pm Monday to Friday.
- Several other bus routes have stops within 10 minutes' walk of the site including the 12, 13, 13A, 48, 61, 74, 74A, 85, 86, 86A, 87, 110, 167, 168, 189, 440, 444, 446 and X41.
- The site is also located with 10 minutes walking distance of the proposed location of a stop on the New Generation Transport southern line.

3.5.3 Several measures are proposed to encourage staff, professionals and members of the public to travel to the site sustainably including bike racks, staff showers and changing facilities and additional signage.

3.5.4 The area around the site has an industrial character but it directly adjoins the Clarence Dock area. Further non-industrial development is expected. The distinctive frontage proposed and additional landscaping, including a sensory garden, will make the site more attractive.

3.6 Programme

3.6.1 The projected plan of works to deliver the Hub, provided by Norfolk Property Services, is as follows:

DATE	ACTIVITY
April 2013	Executive Board Meeting
May 2013	End of 'Call-in' period
	Planning submission (allowing 13 week process)
	Commence Detailed Design
July 2013	NPS Complete Detailed Design
	Prepare tender documents (4 weeks)
August 2013	Planning approval
	Tender documents complete and tender out
October 2013	Tender returns
November 2013	Tender acceptance
December 2013	Start on site (35 weeks)
August 2014	Testing and commissioning (2 weeks)
	Completion and fit out (including 3 week float)
September 2014	Occupation of AT Hub

3.7 Potential for Expansion

3.7.1 Once phase one has been delivered, there is potential for a second phase to further develop the AT Hub. A number of ideas have already been discussed, as outlined below:

- An AT Retail Unit. This would provide a showroom offering a range of equipment to both council and self-funded service users. Any retailer operating on site would be trained to identify customers requiring assessment by Health and Social Care and be expected to work to the standards of the British Healthcare Traders Association (BHTA).
- A Smart House. This would be a unique facility for the city and region, offering personalised demonstrations and assessments, and the opportunity to see and test products in a domestic setting. It would help both service users and professionals to make informed decisions about equipment and could reduce the amount of equipment returned. It could be delivered in partnership with voluntary sector organisations such as Care and Repair and William Merritt Disabled Living Centre.
- A Product Testing Lab. This would create a dedicated space for suppliers, developers and innovators of AT equipment to host product demonstrations, promotions and focus groups. It would also give service users and professionals the opportunity to have greater input into product

design, which could lead to more effective and innovative products being developed. Charging developers to use this space would also generate revenue.

- An Assessment 'Touch Down' Centre. This would provide a flexible assessment space for partners who are not permanently based on site. It would include bookable assessment and meeting rooms and could be used by Speech and Language, Visual Impairment and Hearing Impairment Teams, which are currently under promoted in Leeds.
- Other potential ideas include hosting appropriate elements of Leeds Telehealth, Leeds Wheelchair service and adaptations services.

3.7.2 These expansion plans have the potential to generate income, for example through companies paying to use the testing lab or third sector organisations receiving grant funding to operate in the Hub. Corporate Property Management has provided the following information on potential revenue generation through rental or lease agreements:

- Shop (132m²). Rental value of £9,420 to £17,800 pa.
- Smart House (203m²). Rental value of £15,000 to £27,400 pa.
- Training space (100m²). Rental value of £5,650 to £6,825 pa.

3.7.3 The Product Testing Lab is a new concept, and expectations around income need to be developed in light of how much companies would be prepared to pay to test and promote products. A fee of £600 a day would bring in £75k a year income at 50% occupancy. A number of manufacturers, suppliers and other organisations, including Medipex and Devices for Dignity, have already expressed an interest in supporting the development of the AT Hub.

4 Benefits from Development of an AT Hub

4.1 Value for Money

4.1.1 A viability study conducted by NPS showed that the option of refurbishing 81 Clarence Road offers the best value for money solution to the need to relocate LCES. Other options considered were staying at Roundhay Road or relocating LCES into a new building as a standalone service, the costs of which are outlined below:

- Remaining at Roundhay Road would cost an estimated £2.8 million. This includes essential maintenance (£739,951) and refurbishment (£2,000,000), as well as maintenance and other costs at Greenhill Moving and Handling Training site (£85,000). In addition, the council would be unable to realise a capital receipt for the site estimated in February 2011 at £500,000.
- No suitable premises have been identified to relocate LCES into a new building as a standalone service. A commercial building would need to be leased (approximately £60,000 pa) or purchased (approximately £600,000). Costs of adapting a generic site have been estimated at £2,150,000. Additional costs would be incurred including maintenance at Greenhill Moving and Handling Training site (£85,000).

4.1.2 The option of refurbishing 81 Clarence Road at £2,170,963 offers value for money and has the potential to realise a number of financial benefits.

4.1.3 AT services have a proven track record of delivering value for money⁵, and are increasingly being seen as an essential component of preventative services. The Social Care Institute for Excellence report benefits for health and social care organisations including:

- reduced acute hospital admissions
- more timely acute hospital discharge
- reduced need for residential nursing and long term home care
- the ability to redistribute spending on services for health and social care⁶.

⁵ The Government's *Vision for Social Care*, e.g. for every £1 spent on telecare, councils receive between £2 & £12 in benefit.

⁶ SCIE Research briefing 28: Assistive technology and older people, Roger Beech and Diane Roberts, August 2008

- 4.1.4 The development of an AT Hub offers an opportunity to make AT services in Leeds as lean and efficient as they can be, optimising their performance and delivering significant cost benefit to local health and social care authorities, by:
- Supporting more people to live at home by developing preventative, reabling, assistive services.
 - Delivering economies of scale by bulk purchasing and sharing costs.
 - Realising capital receipts in respect of the Roundhay Road and Greenhill Training Centre sites.
 - Reducing revenue spend on planned and responsive maintenance to the sites to be vacated.
 - Generating revenue through rental and lease agreements with private and third sector partners.
 - Reducing management and staff costs through by consolidating front and back office functions.
- 4.1.5 The relocation of LCES to fit for purpose premises will lead to significant efficiencies through improvements in reliability of deliveries and stock control. Potential annual savings, based on a small number of critical types of equipment, are shown below:

Equipment and service	Description	Saving (pa)
Profiling Bed - hospital discharge	Delivering 25% of beds 1 day quicker could save 177 hospital days at £217 per day	£38,409
Profiling Bed - community discharge	Delivering all requests within 7 days instead of 60 days could result in a reduction of 2,862 days of homecare at £27 per day	£77,274
Profiling Beds - continuing care	Delivering 25% of beds 1 day quicker could save 45 hospital days at £217 per day	£9,765
Fitting of chair raisers	Fitting chair raisers 1 day quicker could save 240 hospital days at £217 per day	£52,800
Profiling beds - collections	Collecting and recycling 10 more beds each month could save £1000 per bed	£120,000
Profiling beds - deliveries	More efficient delivery services would avoid costs spent on delivering direct from supplier to meet demand	£36,000
Powered Mattresses - collection	Collecting and recycling 2 more mattresses each month could save £1600 per mattress	£38,400
Staff savings	Consolidating front and back office functions could reduce staff costs by 2%	£21,581
	Total	£394,229

- 4.1.6 There is also potential to defray future care costs through telecare and telehealth services which allow people to live independently for longer while being closely monitored. Discussions are ongoing with health partners to progress this work.
- 4.1.7 These financial benefits will be realised across health and social care and it is unlikely that savings will be made available to fund the refurbishment of the building, which is the Council's responsibility. Under current arrangements, health contribute £2.2m as to LCES and provide £808,000 pa for staffing and running costs (compared to £136,000 from LCC). Health services provide the majority of administration, delivery collection and cleaning of equipment without recharge.

4.2 *Enterprise and Asset Management*

- 4.2.1 In terms of the Innovation City Leeds agenda, an AT Hub in Clarence Road would be a key component in the proposed Leeds Health Hub, delivering on two strategic drivers:
- Developing Leeds' technology capability by strengthening already well-established services in regenerative therapies, e-health, telecare and other AT services at the point of service delivery.
 - Brokering closer working relationships for innovation in medical products and service.
- 4.2.2 These design proposals are based on the use of these premises over a 10 year period, as agreed with the Council's Asset Management Board. The development aligns with the Local Planning Policy Framework and contributes to the desired mixed use development of and increased footfall in

the Clarence Docks and South Bank area during a 10-15 year window of opportunity before land values increase and any anticipated major scheme of regeneration comes to fruition⁷.

- 4.2.3 Relocation of services to this site presents excellent opportunities for cost effective use of capital resources and assets, delivering on a number of Corporate Asset Strategy objectives including:
- Closure of Roundhay Road site and realisation of capital receipts.
 - Relocation of staff from Merrion House.
 - Enabling the Greenhill Training Centre to be declared surplus for operational use, offering an opportunity for disposal and revenue savings.
 - Enabling the relocation of Care Ring and Telecare functions from Cross Green, Knowsthorpe Gate, freeing up approximately 60 for decant accommodation.
 - Enabling the relocation of the Blue Badge Independent Medical Assessment Team to free up space for other services to be located at St Georges.

4.3 *Customer Experience*

- 4.3.1 AT services have a proven track record of improving outcomes for customers. The Social Care Institute for Excellence report benefits for people using AT that include increased choice, safety, independence and control; increased quality of life; ability to remain at home for longer; reduced burden on carers; improved support for people with long-term health conditions; and reduced accidents and falls in the home.⁸
- 4.3.2 The development of an AT Hub will ensure better coordinated services and create a seamless customer journey for all, including the provision of information and advice and access to services. Feedback from recent site visits was very positive with customers recognising 'this project has the potential to make everything much easier for us'.
- 4.3.3 A carer is represented on the Project Board and has stated *'when I first heard about the AT Hub, I was absolutely delighted... I could picture the difference it would have made to me, and could imagine the relatively smooth path a person with a disability, or their carer, would be able to follow with the new system in place. My first reaction was 'at last, joined up thinking!' The very fact that I am there at the meetings setting it up says to me that service users and carers are at the heart of the planning and our views are being recognised as crucial to all the aspects of the Hub'*.

4.4 *Partnership and Integration*

- 4.4.1 AT services are currently delivered by a number of providers. 81 Clarence Road offers the opportunity to work with partners, sharing resources and expertise, reducing duplication and developing shared processes for an improved customer experience and cost effective services.
- 4.4.2 Partners from other AT services in the city and the region were recently approached to gauge their initial levels of interest and involvement in developing shared plans for an AT Hub, including those from the Adaptations Agency, Wheelchair Services, William Merritt Disabled Living Centre, AT manufacturers, suppliers and retailers. Feedback has been very positive.

5 Corporate Considerations

5.1 *Consultation and Engagement*

- 5.1.1 Approximately 130 stakeholders visited the site in 2012, including service users, health and social care professionals and representatives from community and equality groups and other organisations including Clinical Commissioning Groups, NHS Leeds, William Merritt DLC, Care and Repair, Medipex and Devices for Dignity. Feedback was overwhelmingly positive.

⁷ City Development report to Asset Management Board, May 2011.

⁸ SCIE Research briefing 28: Assistive technology and older people, Roger Beech and Diane Roberts, August 2008

- 5.1.2 In September 2012, a Stakeholder Engagement event was held at the Discovery Centre in Clarence Dock. The event captured the views of service users, disabled people and carers on the proposed AT Hub. Attendees were positive about the AT Hub and the benefits that it would offer for service users, specifically the opportunity to access more joined up services, to have greater input into the types of equipment recommended, and to have a single point of access for a number of services.
- 5.1.3 Service users were able to provide detailed feedback about the internal layout and signage proposed which has informed the design process. A number of queries were raised, which have been resolved in the design process, including corridor width, door width and disabled toilet size. Other concerns were raised about the location of the site, level of parking and ease of public transport. It was recognised these issues are resolvable on the site.
- 5.1.4 A questionnaire has been sent out to wider equality groups and service users. This demonstrated significant levels of support for the project with 89% agreeing with the concept. It indicated people would travel to the site in a variety of ways including car (58%), bus (48%) and taxi (31%). The consultation indicated Saturday opening was important to most people (70%) compared to evening opening (55%) and Sunday opening (32%).
- 5.1.5 Children's Services within both LCC and the NHS have been represented on the Project Board to ensure proposals reflect the needs of children and young people. In addition, a consultation event is planned for later this year to get the views of children and young people.
- 5.1.6 In addition, consultation has been on-going regarding phase two of the development. A visioning workshop was held in March to consider the facilities that would be delivered, the customers they would serve and the partners that would be involved. Partners who attended included NHS Leeds, William Merrit DLC, Equipment Services User Group, Children's Services, Adaptations Agency, Environments and Neighbourhoods, Care and Repair, Disability Services and DIAL.

5.2 *Equality, Diversity, Cohesion and Integration*

- 5.2.1 An Equality Impact Assessment screening tool has been completed and is attached as Appendix 1. The corporate Equality Team have reviewed the Assessment and concluded that there is sufficient evidence to show that the impact on all service users has been considered. The assessment included:
- Profiling customers from services that will be hosted in the first phase of the AT Hub.
 - Reviewing the analysis and actions identified within the Blue Badge EIA.
 - Recording staff issues and perceptions.
 - Holding site visits for service users and staff.
 - Producing a detailed Access Report to ensure that the building and services in the AT Hub are accessible to all users including disabled people under the Equality Act 2010.
 - Mosaic analysis of Adult Social Care records to profile service users and their needs.

5.3 *Council policies and City Priorities*

- 5.3.1 The development of the AT Hub will contribute towards priorities in the Council Business Plan and:
- Help people with poor physical or mental health to learn or relearn skills for daily living.
 - Ensure more people with poor physical or mental health remain living at home for longer.
 - Support vulnerable adults to live safe and independent lives.
 - Ensure resources are efficiently matched and directed towards those with greatest need.
 - Provide easier access to joined-up health and social care services.
 - Ensure people with social care needs receive coordinated and personalised support.
 - Create an environment for effective partnership working.

5.3.2 It will contribute towards the City Priority Plan to become ‘the best city... for health and wellbeing’ so that ‘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’.

5.3.3 It will contribute towards the Vision for 2030, which includes the following aims:

- Grow strong retail, leisure and tourism, health and medical sectors, and cultural, digital and creative industries
- Improve levels of enterprise through creativity and innovation
- Ensure local services are easy to access and meet people’s needs
- Ensure people are treated with dignity and respect at all stages of their lives.

5.4 *Resources and value for money*

5.4.1 Full Scheme estimate

Estimated construction costs (exclusive of VAT)

Cost Type	Estimated Cost (£)
Substructure	11,000
Superstructure	341,000
Internal finishes	146,000
Fittings & finishings	76,000
Services	534,000
External Works	247,000
Flood mitigation	55,000
Preliminaries	132,000
Contingencies	140,000
Design & Supervision Fees	185,613
Other Charges	55,350
Total Build and Fee Costs	1,922,963

Additional costs (exclusive of VAT):

Type	Estimated Cost (£)
Project Management	70,000
Expert advice	15,000
Insurance and legal fees	5,000
Removal costs	11,000
Performance testing on completion	3,000
ICT (including PNC upgrade)	50,000
One-to-one reception pods	30,000
Warehouse Racking	30,000
Highway costs	30,000
Portable Induction loops	2,000
Sensory garden	2,000
Total Other Costs	248,000

The total estimated cost of the scheme is £2,170, 963.

A significant proportion of this cost relates to bringing the building back into operational use.

5.4.2 Capital Funding and Cash Flow

Funding Approval :		Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST					
	£000's	2012 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	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	TO MARCH	FORECAST				
		£000's	2012 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
LAND (1)	0.0							
CONSTRUCTION (3)	1682.0				1009.2	672.8		
FURN & EQPT (5)	110.0					110.0		
DESIGN FEES (6)	185.6				111.4	74.2		
OTHER COSTS (7)	193.4				116.0	77.4		
TOTALS	2171.0	0.0	0.0	0.0	1236.6	934.4	0.0	0.0
Total overall Funding (As per latest Capital Programme)		TOTAL	TO MARCH	FORECAST				
		£000's	2012 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016 on £000's
DOH Govt Grant (10)	2045.0				1110.6	934.4		
SCE (C) DOH Cap Grant (39)	126.0				126.0			
Total Funding	2171.0	0.0	0.0	0.0	1236.6	934.4	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Costs will be fully funded by the Department of Health Community Capacity Grant, which was announced in December 2012 for the financial years 2013/14 (£1.8m) and 2014/15 (£1.8m). The build period straddles the two financial years announced thus the grant will be available to cover the scheme cost.

5.4.3 The revenue effects of this move are expected to be contained within existing provision. In determining this, costs from the former use of the site have been adapted to take account of a full-year effect (the previous occupiers were term-time only). As the services transferring in are 'like for like' the analysis of costs has been restricted to building-based ones. The existing provision is the sum of the Adult Social Care elements of the Roundhay Road site, LCES, Greenhill and the sum set aside for the AT Hub. Account has also been taken of the likely contribution required for NNDR charges over and above the amount transferred to CPM for existing corporate buildings.

5.4.4 As highlighted above, the move is likely to generate significant annual savings of circa £400k, however, as these are largely applicable to the Health contract these have been omitted from the revenue effects of Leeds City Council.

5.5 Legal Implications, Access to Information and Call In

5.5.1 Development of the AT Hub will follow established Council rules and procedures in relation to procurement.

5.5.2 LCES, which will be included within this development, is funded through a Section 75 agreement with the NHS. Discussions on the future of the partnership commenced with NHS Airedale, Bradford and Leeds in 2012 and are continuing with South East CCG (as lead commissioning CCG for community services). Both the Council and the NHS have indicated a wish to extend the range of

the pooled budget with the proposal that LCC remain as lead commissioner and lead provider. The co-location of services into the AT Hub is consistent with these proposals and has no legal implications on this decision.

5.5.3 This is a key decision and is subject to call in.

5.6 *Risk Management*

5.6.1 This scheme will be delivered by Norfolk Property Services through a structured project management approach involving the use of a formal risk register. Project management is being provided through the ASC Programme Office, using the corporate Delivering Successful Change methodology. Expert advice and support is being provided through City Development and the corporate Risk Management Unit and a risk workshop will be held in April 2013.

6 **Conclusions**

6.1 This report describes an exciting and innovative plan to develop AT services by bringing them together in a Hub for the city. This will ensure Leeds remains at the forefront of provision nationwide, and continues to develop preventative, reabling and assistive services to meet the needs of its population. It will also deliver significant cashable and non-cashable benefits.

6.2 The proposed AT Hub will bring together a range of Leeds City Council services and services provided in partnership with the NHS. It offers opportunities to develop new and innovative services with partners in the public, private and voluntary sectors.

6.3 The development of the AT Hub will allow the Council to relocate LCES and vacate unsuitable premises on Roundhay Road, as agreed by Executive Board in 2005.

6.4 The site at 81 Clarence Road meets all service requirements for LCES but also presents an exciting opportunity to develop an AT Hub for the city. ASC is well placed to take advantage of the opportunities the site offers. It is unlikely that a similar opportunity will arise in the near future, hence the importance attached to this development. It is suggested that the benefits of an AT Hub, in financial and strategic terms, as well as in delivering against enterprise, partnership and integration aims, merit capital investment.

7 **Recommendations**

7.1 Executive Board is asked to give the authority to spend a total of £2,170, 963 (exclusive of VAT), funded by the Community Capacity Grant (Department of Health) for this development.

8 **Background documents**⁹ None

Appendices

1. Equality, Diversity, Cohesion and Integration Screening
2. Site map

⁹ The background documents listed in this section are available for download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Directorate: Adult Social Care	Service area: Programme Office
Lead person: Jenny Friday	Contact number: 0113 2476693

1. Title: Assistive Technology Hub

Is this a:

Strategy / Policy

 Service / Function

 Other

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

Leeds City Council in partnership with the NHS in Leeds is developing a new centre of Assistive Technology at Clarence Dock. The aim is to produce a single point of contact within a multi-purpose centre for Assistive Technology services in Leeds.

Assistive Technology is equipment that helps people carry out tasks and activities that they can no longer perform due to impairment, illness or old age. This includes walking sticks, hoists and alarms and sensors which send an alert to a response centre if a problem is detected (telecare).

The Leeds Community Equipment Service provides and delivers community equipment, while the TeleCare Service install, monitor and respond to the various alarms and sensors. These city wide services aim to support people in Leeds to remain independent in their homes for as long as possible and ultimately, enjoy a better quality of life.

The Leeds Community Equipment Service has been based at the same site in Roundhay Road for 18 years. During this time the demand on the service has increased greatly, and the building no longer has the space and facilities for the service to grow to meet future demand. Other services such as Tele Care, Blue Badge Assessment and Assistive Technology training are spread across the city, making it difficult for them to work effectively together.

As a solution to these problems Leeds City Council and the NHS have decided to develop the Assistive Technology Hub at Clarence Dock. The Hub will host the Leeds Community Equipment Service, Tele Care, Blue Badge Assessment and Assistive Technology training in a modern, specially designed building. Locating all of these services together will mean there will be just one site where older people, disabled adults, disabled children, carers, service users and social care professionals need to go to access specialist advice from the above services.

The scope of this screening tool represents the *first phase* of the project, which will

host the following features and services:

- An assessment venue
- Blue badge assessments
- Equipment cleaning and refurbishment workshop for the Leeds Community Equipment Service and Telecare
- A supply and delivery centre for the Leeds Community Equipment Service and Telecare
- Office base for several different groups of staff, including flexible desk space for health and social care staff to use when they visit the building.
- An information point for older and disabled adults and disabled children and their families

Additional future developments for phase 2 of the Assistive Technology Hub are also planned. This may include a shop, a smart house that will demonstrate equipment, and a product trial area where service users can test and give feedback on new equipment or ideas. Phase 2 is not within scope for this assessment and will be subject to a separate Equality Impact Assessment.

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

4. Considering the impact on equality, diversity, cohesion and integration
<ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? <p>Consideration of the impact on service users has been made in the following way:</p> <p><u>Profiling of service users</u> using existing customer data taken from Telecare, Leeds Community Equipment Service and Blue Badge Assessment. This provided detailed information on age, gender and ethnicity of likely service users. This work supports the assumption that due to the nature of services to be hosted at the Assistive Technology Hub, mobility and access will be key issues for service users.</p>

An Equality Impact Assessment was carried out from May to October 2011 to determine the impact of Leeds City Council's local implementation of the national Blue Badge reforms. The assessment included a survey of 966 people identified as Blue Badge holders and asked for their views on the reforms. A number of recommendations relevant to the AT Hub project were made, specifically around the issues of accessibility, opening times and transport.

The recommendation to make the new assessment centre as accessible, easy to find and comfortable as possible has been applied to all service areas within the building. The recommendation for Saturday opening has been incorporated into the project plan, though more detailed planning is required later in the project plan to ascertain how this will work in reality and how this change would be managed from a HR perspective.

Across February and March a series of site visits to the AT Hub for staff, service users, councillors, partners and other stakeholders were held. These enabled all stakeholders to tour the site, view plans and ask questions. Over 120 people attended the site visits and a range of feedback was collected. The vast majority of feedback from the site visits was positive, however concerns emerged relating to car parking provision for staff and customers, issues with sign posting, and unsuitability of the nearest bus stop for wheelchair users. These issues are being addressed.

A stakeholder engagement workstream has been implemented to consider how to best capture the specific needs and views of service users, their families and carers. This group has overseen all consultation work carried out as part of the project and detailed within the action section of this document.

A changing the workplace workstream has been developed to address staff concerns. This has included staff engagement meetings with employees from the six service areas affected by the first phase of the project. The questions and issues raised have been combined with feedback from the programme of site visits and collated into a log which will enable the project team to evidence how feedback has been incorporated into the project.

A perception survey has also been sent to staff. This had a response rate of 52% and showed that a significant number of staff were dissatisfied with their current premises in terms of cleanliness and tidiness. The majority said moving to the AT Hub would improve the service they and LCC provide.

A detailed Access Report has been produced via Leeds City Council's Corporate Property Management Team to ensure that the building and services accessed via the AT Hub are accessible to all users particularly disabled people under paragraphs 149 and 153 of the Equality Act 2010. The report makes a number of recommendations and has informed the architect's initial designs with regard to:

- External approach to site – gate position and size
- Pedestrian access - inclusion of dropped kerbs and ramped approach
- Car Parking – adequate numbers, position and size of disabled parking bays
- Entrance Doors – size and position
- Reception area – size, position, signage and décor
- Hearing enhancement systems

- Waiting Area – seating types
- Public Toilets - disabled requirement, baby changing facilities, décor.
- Internal steps and stairs – contrast markings, handrails
- Lifts – operational in fire evacuation
- Door widths – exceed minimum requirements to accommodate large wheelchairs
- Meeting rooms – exceed minimum dimensions and leave turning space for wheelchair users
- Inclusion of a Changing Places toilet within the reception area

The standards noted within the Access Report will be integrated into detailed designs.

A series of visits to similar projects in Salford and Liverpool have provided an opportunity for the project team to examine accessibility arrangements for service users in a fully functioning building.

- **Key findings**

The analysis of existing service user data taken from Telecare, Leeds Community Equipment Service and Blue Badge Equality Impact Assessment supports the assumption that the majority of people accessing the Assistive Technology Hub for Blue Badge Assessment and equipment assessment are likely to be either older people or disabled, or a parent or carer. The Assistive Technology Hub will benefit these groups by:

- supporting people to live longer at home
- developing more personalised services, with improved information, access and choice of equipment - all on one site
- providing more choice and control
- delivering earlier interventions to promote independence
- providing comprehensive information and guidance via a single point of information

The Blue Badge Equality Impact Assessment identifies the need for extended opening hours, location information on appointment letters, and inclusion of the site on public transport and Access Bus routes. These findings form part of the action plan that follows later in this document.

Key findings from the site visits reflect the issues identified in the Blue Badge Equality Impact Assessment. Key issues for service users are around the building being accessible easy to find and as comfortable as possible, including:

- provision of sufficient car parking
- unsuitability of the nearest bus stop for wheelchair users
- adequate sign posting on public roads
- frequency of public transport

The visits to Salford and Liverpool resulted in some additional features being incorporated into the building design with the aim of providing an improved experience for visitors to the building. This included a confidential space within the reception area and spilt level reception desks.

- **Actions**

The range of activities relating to this Equality Impact Assessment has given the project team a strong indication of the likely gender, ethnicity and age of service users. This work has also drawn attention to the need to further consider other equality characteristics. With this in mind, a consultation event was held in late September 2012 and was attended by representatives from a wide range of equality groups including the DiAL, LINK, Carers Leeds, Parents Groups, Voluntary Action Leeds, Access for Leeds, Association of Blind Asians, Leeds West Indian Centre Women's Group, Older People's Forum, EPIC, William Merritt Disabled Living Centre and Leeds Involving People. The event provided an opportunity to raise awareness of the project, and allowed potential service users to see and comment on designs for the building.

Attendees were overwhelmingly positive about the AT Hub and the benefits it will offer service users, specifically the opportunity to access more joined up services, to have greater input into the types of equipment recommended and to have access to a range of services through a single point. The attendees were positive about the outline design of the building, the potential for reducing bureaucracy, reassurance that services are located together on one site and plans for the inclusion of Changing Places Toilet and Fire Evacuation lift.

A number of concerns were raised by attendees including the location of the site, potential difficulties using public transport to reach the site, concerns about the availability of car parking, corridor and door width and disabled toilet size. These concerns have informed the design of the building and will continue to do so.

To further raise awareness amongst wider equality groups a questionnaire with supporting information will be sent to members of the Equality Forum and other groups identified via the Adult Social Care consultation team. 65 responses were received to this questionnaire. It again indicated strong support for the project with 89% backing the concept. Whilst people had concerns about the location, more people favoured the proposed site (44%) than opposed it (31%). The survey indicated the three most popular transport methods which would be considered by people getting to the site were car (58%), bus (48%) and taxi (31%). The survey also indicated a strong preference for Saturday and evening opening hours. This and other comments received about the detail of the proposals will inform the development of the designs and operations of the building.

The project team have identified the need for further consultation with young people and parents as the groups have not been included with any consultation activity as yet. An event for disabled children and parents / carers is planned for Summer in 2013 with Children's Services and EPIC (a parent / carer forum in Leeds) to consider the impact on children with a wide range of physical impairments, learning development impairments and autism.

Outstanding actions from the Blue Badge Equality Impact Assessment will be incorporated into the travel plan/strategy for the project. This will include:

- Information about membership of *YourCard* services and information about any accessible buses stopping very near the centre to be included with the letter inviting applicants for an assessment.

- Recommendation to Yorkshire Metro that the AT Hub is included as a designated stop for all *Access Bus* city routes

Via consultation and activity already carried out the project team have identified that future actions and a communication plan will be required to resolve and reassure staff and public around several key issues. This includes:

- concerns around car parking
- sign posting
- appropriate access requirements incorporated within alterations to the building

It is also likely that further issues and actions will emerge as outcomes from the service user consultation event, questionnaire and staff perception survey. It is imperative that this feedback is captured and acted upon and that feedback is provided.

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

Not applicable, the impact on equality, diversity, cohesion and integration is already being considered.

6. Governance, ownership and approval

Name	Job title	Date
Liz Ward	Head of Service for Access and Inclusion	21/02/2013

7. Publishing

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

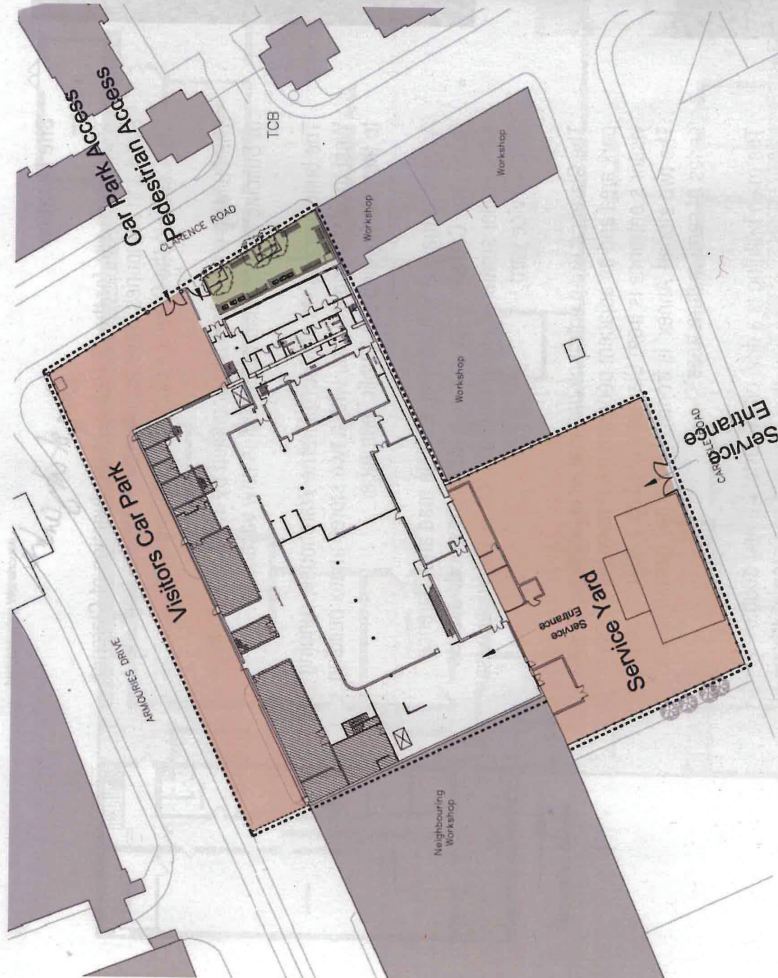
If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	21/02/2013
If relates to a Key Decision - date sent to Corporate Governance	21/03/2013
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	

The Site

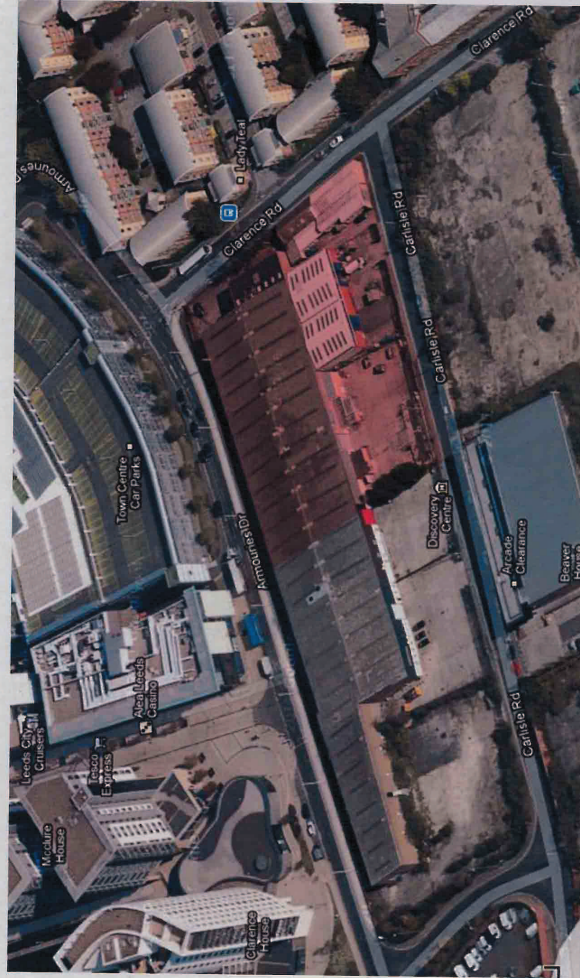
2.1 Site Location as Existing



Site Layout



Maps: Not to Scale
 Address: 81 Clarence Road
 Leeds
 West Yorkshire



Aerial view of the Site

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Report of the Director of Resources

Report to Executive Board

Date: 24th April 2013

Subject: Financial Health Monitoring 2012/13 – Month 11 report

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

Summary of main issues

1. The purpose of this report is to inform members of the financial health of the authority after eleven months of the financial year in respect of the revenue budget and the housing revenue account.
2. Although directorates are projecting an overall overspend of £0.8m, these are more than offset by net corporate savings giving a projected underspend of £4.6m which is £4.0m above the projection reported at month 10. Detailed directorate reports are included at Appendix 1.
3. At month 11 the HRA is projecting a surplus of £0.5m which is slightly higher than the month 10 projection.
4. Members are asked to note the projected financial position of the authority after eleven months of the financial year, and that the next financial monitoring report will be a final outturn for 2012/13, which will be brought to the June meeting of the Board.

Recommendations

5. Members are asked to note the projected financial position of the authority after eleven months of the financial year 2012/13.

1. Purpose of this report

- 1.1 This report sets out for the Board the Council's projected financial health position for 2012/13 after eleven months of the financial year.
- 1.2 Budget Monitoring is a continuous process throughout the year, and this report reviews the position of the budget after eleven months and comments on the key issues impacting on the overall achievement of the budget for the current year.

2. Main Issues

- 2.1 After eleven months of the financial year an overall underspend of £4.6m is projected, as detailed in Table 1 below.

Table 1

		(Under) / Over Spend for the current period					Previous Month (Under) / Overspend
Directorate	Director	Staffing £000	other spend £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	£000
Adult Social Care	Sandie Keene	(562)	1,789	1,226	(1,446)	(219)	44
Children's Services	Nigel Richardson	(3,724)	25	(3,699)	2,799	(900)	(603)
City Development	Martin Farrington	(334)	1,671	1,337	344	1,681	1,561
Environment & Neighbourhoods	Neil Evans	(576)	1,596	1,020	64	1,084	1,117
Resources excluding Commercial Services		(699)	792	92	(1,422)	(1,330)	(1,128)
Commercial Services		998	3,009	4,006	(3,336)	670	525
Resources	Alan Gay	298	3,800	4,099	(4,758)	(659)	(603)
Legal Services	Catherine Witham	(168)	48	(120)	120	0	0
Customer Access and Performance	James Rogers	15	(144)	(129)	(66)	(195)	(150)
Total		(5,050)	8,785	3,735	(2,943)	792	1,366
Corporate issues							
Debt:							(2,014)
HRA self financing scheme - savings to General fund					(5,170)		
General debt savings					(3,778)		
Shortfall in Sc278 monies					2,200		
Shortfall in capital receipts					1,300		
						(5,448)	
Total						(4,656)	(648)

- 2.2 Full details of the projected directorate variations are attached at Appendix 1.
- 2.3 There is little change to the issues which have influenced the directorate projections. However within Adult Social Care the cost of community care packages is now in line with the budget and there are further staffing savings now projected in Children's Services. Overall directorates are now projecting an overspend of £0.8m.
- 2.4 The opportunity has been taken at month 11 to complete a full review of the forecast position for capital financing charges, and it is projected that a saving of £5.4m will be achieved.

As explained in the month 9 report, the HRA self-financing scheme which was introduced on 1st April 2012 has provided the opportunity to fully fund the HRA financing requirement from current long term loans held by the Council. The net impact on the General Fund is a savings of £5.17m although the General Fund will bear more of the risk associated with rising interest costs in the future. There was some uncertainty as to the treatment of premiums and discounts to the HRA due to this change in the regulations, but this has now been agreed with the Council's auditors and has increased the net saving by £3.0m from the reported position last month.

The projection for capital financing also reflects the continuation of low interest rates, additional capital programme slippage through the capital programme review, and a provision for long term borrowing not yet taken up accounts for the debt savings of £3.8m. However, as previously reported the difficult economic climate has had an adverse effect on section 278 income¹ and capital receipts. A full review of anticipated 2012/13 section 278 receipts has been undertaken and there is likely to be a £2.2m shortfall which reflects the continuation of the difficult economic climate. In addition, the level of capital receipts that are forecast to be available to support the revenue budget has been re-assessed at £1.3m less than the budget which assumed a stretched target for the capital receipts programme.

2.5 It is proposed that the next financial monitoring report to be brought back to Board will be the final outturn in June. Board have already agreed, as part of the 2013/14 budget, that £0.5m of the underspend in Resources would be carried forward to support the 2013/14 budget. Subject to finalisation of outturn, Executive Board will need to consider the financial position in the context of the Council's longer term financial strategy, including providing greater resilience against associated risks. Issues that need to be considered include:

- In the light of anticipated further reductions in government support, members may wish to enhance the Council's General Fund Reserves to facilitate support to budgets beyond 2013/14.
- Recognising the importance to the Council's future finances of growth in business rates and new homes bonus consideration may be given to initiatives which might support future growth.
- Taking account of the further workforce changes which the Council faces, it may be appropriate to enhance the earmarked reserve set aside to fund early leavers.
- Given the uncertainties surrounding the new system of local government funding, and in particular our reliance on business rate growth, enhanced levels of reserves would help mitigate against risks around the volatility of the economy.
- Consideration could be given to the impact of the welfare reforms, both from the point of view of debt recovery and the impact on the community.

¹ The Council receives income from developers to fund highways works which are required for new development schemes. These are known as section 278 agreements and the Council's 2012/13 revenue budget provides for income of £5.2m for such schemes.

2.6 **Update** - Since the preparation of the month 11 projection the exceptional cold weather conditions and snow in March are now projected to result in an overspend on the winter maintenance budget of approximately £400k. The Period 11 projection assumed that spend would be contained within the £1.4m budget. The number of grits this winter has exceeded 110 compared to an average winter of 65.

3. Corporate Considerations

3.1 Consultation and Engagement

3.1.1 This is a factual report and is not subject to consultation

3.2 Equality and Diversity / Cohesion and Integration

3.2.1 The Council's revenue budget for 2012/13 was subject to Equality Impact Assessments where appropriate and these can be seen in the papers to Council on 22nd February 2012.

3.3 Council Policies and City Priorities

3.3.1 The 2012/13 budget targeted resources towards the Council's policies and priorities. This report comments on the financial performance against this budget.

3.4 Resources and Value for Money

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

3.5 Legal Implications, Access to Information and Call In

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

3.6 Risk Management

3.6.1 The Council has prepared and maintained a financial risk register for a number of years. The register details the risk and consequences, existing controls to mitigate against the risk, the value in monetary terms of the risk, review dates and progress towards managing the risk within existing resources. The register is prepared before the start of each financial year and is monitored on a regular basis.

3.6.2 The register shows that at month 11 there are still no very high risks and no high risks.

4. Recommendations

4.1 Members of the Executive Board are asked to note the projected financial position of the authority after eleven months of the financial year.

5 Background documents²

5.1 There are no background documents relating to this report.

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

Appendix 1

Directorate Adult Social Care

Traffic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under / Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
G	Access & Inclusion	Chief Officer Access and Inclusion	(1,227)	67	242	90	(30)	1,236	(1,512)	0	0	(1,132)	730	(402)	109
G	Strategic Commissioning	Deputy Director Strategic Commissioning	(25)	0	152	(6)	0	170	0	0	0	291	(1,217)	(926)	(926)
G	Resources	Chief Officer Resources & Strategy	(251)	64	18	0	(3)	0	0	0	0	(172)	46	(126)	(176)
R	Operational Services	Chief Officer Learning Disabilities	940	184	(462)	(10)	821	174	0	592	0	2,239	(1,005)	1,234	1,038
G	Total		(562)	315	(50)	74	788	1,581	(1,512)	592	0	1,226	(1,446)	(219)	44

ADULT SOCIAL CARE DIRECTORATE: 2012/13 BUDGET – PERIOD 11 REPORT

1.0 Introduction

This report sets out the financial position for the Adult Social Care directorate for Period 11.

2.0 Overall Summary

The Adult Social Care Directorate is projecting an underspend of £0.2m at Period 11 compared with a balanced position in previous months.

3.0 Explanation of the Projection

The main variations are explained below:

- **Community Care Packages – Nil overall**
Work is now completed on the review of residential and nursing placement fees and implementation is underway. Although the budgeted reduction in fees will not be achieved, placement numbers approved in 2012/13 have been in line with the budget. People choosing to receive a cash payment to organise their services continues to be below the budgeted numbers and this is reflected in the expenditure trends. This is offset by higher than budgeted numbers of people using independent sector home care. The increase in spend on independent sector home care is also partly offset by reduced spend within the directly-provided service. There has been some slippage in delivery of the budgeted savings through reablement as some pathways into the service have taken longer than anticipated to become fully operational.
- **Transport – £0.7m**
The budgeted savings on transport are not yet being achieved, but work continues to ensure that clients are transported by the most appropriate mode of transport and that value for money is achieved. Savings continue to be delivered on private hire contracts, partly through procurement savings and partly through increasing the utilisation of the in-house fleet. Further work is underway seeking savings in costs for clients transported by in-house fleet vehicles.
- **Income – (£1.4m)**
This mainly reflects the ongoing trend of higher income collection through the impact of the centralised billing team that became operational in 2011/12. In addition, although void levels in council residential homes remain high they have not risen by the extent anticipated within the budget thus leading to a higher level of income than anticipated.

The net effect of all other variations is £0.5m. This includes utility costs increasing by more than expected and car allowances for home care staff being higher than budgeted, partly offset by an underspend on staffing.

Directorate Children's Services

															(Under) / Over Spend for the current period	
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	Previous Month (Under) / Overspend £000	
G	Partnership Dev & Business Support	Chief Officer of Partnership Development & Business Support	(328)	2	129	(8)	(110)	(11)	0	0	0	(325)	(4)	(330)	(365)	
G	Learning, Skills & Universal Services	Deputy Director of Learning, Skills & Universal Services	(1,902)	(52)	118	(166)	40	(56)	(80)	0	0	(2,098)	1,684	(414)	(152)	
G	Safeguarding, Targeted & Specialist Services	Deputy Director of Safeguarding, Targeted & Specialist Services	(571)	394	167	57	(583)	(1,198)	107	0	0	(1,628)	1,332	(295)	(360)	
R	Strategy, Performance & Commissioning	Chief Officer of Strategy, Commissioning & Performance	(922)	0	211	(136)	1,072	1	127	0	0	352	(213)	139	274	
G	Total		(3,724)	344	624	(253)	420	(1,264)	154	0	0	(3,699)	2,799	(900)	(603)	

CHILDREN'S SERVICES: 2012/13 BUDGET – MONTH 11 REPORT

1. Overall Budget Position

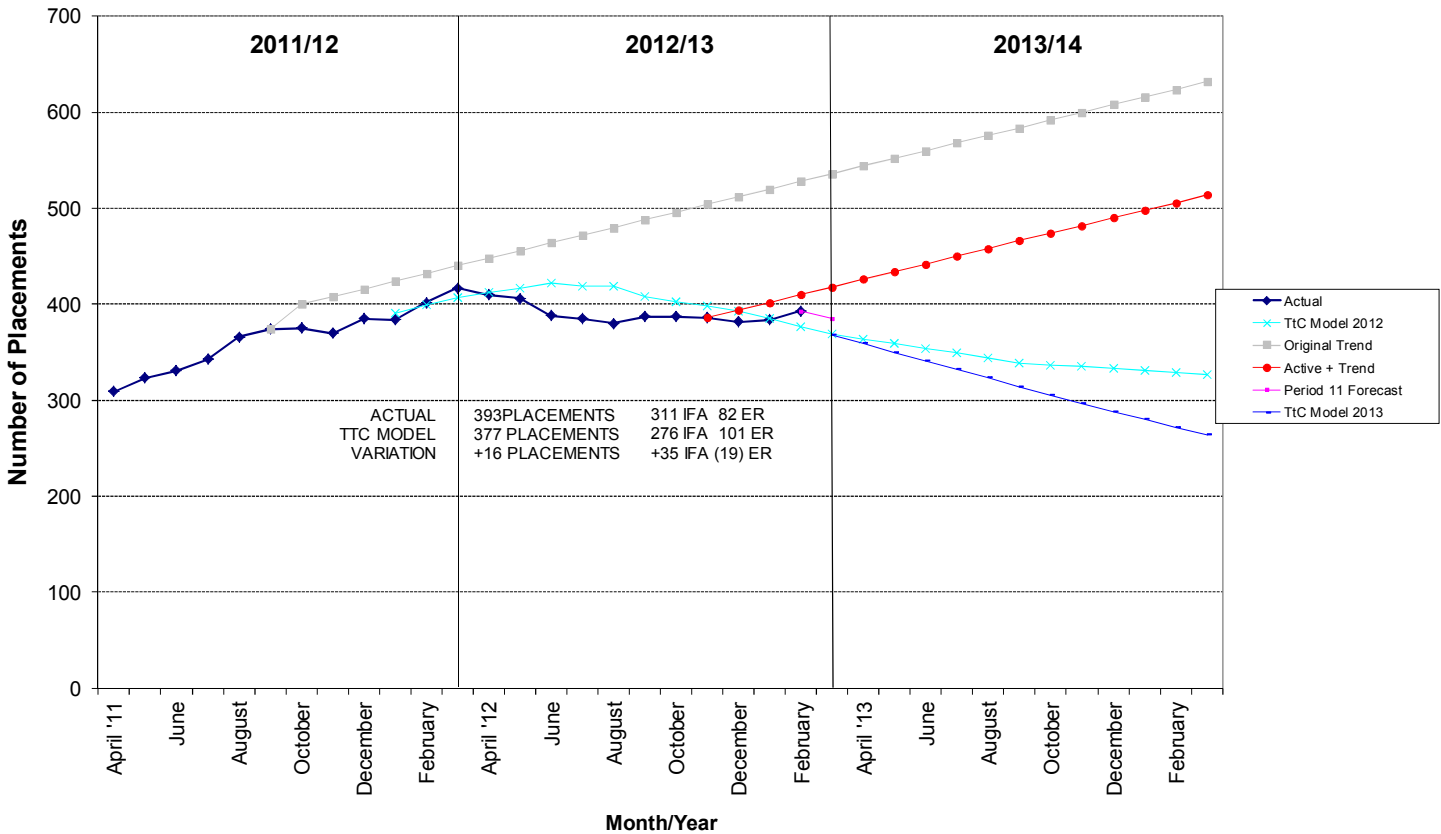
1.1 As at month 11 (April to February), the forecast outturn variation for the Children's Services Directorate is a projected underspend of £0.9m against the net managed budget of £132m. This represents a favourable movement of £0.3m from the month 10 projection.

2. Looked After Children

2.1 At the end of February 2013, there were 82 children & young people in externally provided residential placements and 311 children & young people in placements with Independent Fostering Agencies. These placement numbers are marginally above the 2012/13 Turning the Curve financial model with externally provided placement numbers being +16 [-19 residential and +35 fostering] more than that anticipated in the model. However, the progress throughout the year, together with the changing mix of placement provision and procurement savings, translates through to an end of year forecast underspend of £1.2m. This financial forecast continues to represent a stable position compared to the previous projections and the graph below shows the trend and projections around externally provided placement numbers.

Actual/Forecast Number of External Placements

w/e 24/2/2013



2.2 The forecast underspend on the externally provided placement numbers continues to be mitigated in part by a forecast overspend of £0.4m for the in-house fostering service which reflects the sustained in-house placement numbers as well as increases in the 0-4 allowances (from April 2012) and level 2 fees (from January 2013). In addition, there are cost pressures across the budgets that support Care Leavers [£240k], Adoptions and Special Guardianships [£650k] and Direct Payments [£180k]. Reflecting reduced placement activity, there is also a forecast underspend of £840k across the secure welfare, secure remand and family assessment budgets.

3. Staffing

3.1 Overall, the staffing budgets are forecast to underspend by £3.7m which is spread across the general fund, grant funded and central schools budgets. This includes a projected saving of £155k on the former Education Leeds pension costs. The forecast underspend on the £98m basic staffing budget is £10m which continues to reflect the current number of vacant posts across the Directorate. At the end of February, the forecast spend on agency staffing was £7.5m, which represents a £5.7m overspend with the majority of the agency staff continue to be deployed in the social care fieldwork teams, the complex need teams and across children's centre provision. The forecast spend on overtime is £1.43m which is £0.35m above the budget and is due in the main to the need to maintain 24/7 cover for vacancies and sickness across the residential settings.

4. Other costs

4.1 The forecast overspend of £0.4m on the internal charges is due in the main to projected additional costs around SEN home to school transport [+£1.1m] and SEN home to college transport [+£0.1m] which are due to both increasing journey numbers and journey prices. These pressures are mitigated by projected savings on the transport for looked after children [-£0.1m] and forecast savings on mainstream transport provision [-£0.12m].

5. Income

5.1 The £2.8m projected variation across the income budgets is due in the main to slippage on the Families First (Troubled Families) grant and forecast underspends across the central schools budget allocation. This is in line with the spending plan for the programme and also the grant funding criteria. The forecast income from nursery fees is £4.4m which is £0.25m less than the budget, although this is offset by additional nursery education grant funding for targeted 2, 3 and 4 year old early learning/childcare places.

Neil Warren
Head of Finance -Children's Services
8th March 2013

Directorate City Development

			(Under) / Over Spend for the current period											Previous Month	
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appro- priations £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	(Under) / Overspend £000
R	Planning and Sustainable Development	Chief Planning and Sustainable Development Officer	410	(5)	96	34	32	0	0	(2)	0	565	271	836	847
R	Economic Development	Chief Economic Development Officer	46	156	(194)	3	(24)	0	85	0	0	73	257	330	251
R	Asset Management	Chief Officer Asset Management	75	(41)	78	(20)	(228)	0	0	0	0	(136)	762	626	661
G	Highways and Transportation	Chief Officer Highways and Transportation	(236)	242	911	42	88	0	0	0	0	1,047	(1,287)	(239)	(239)
R	Libraries, Arts and Heritage	Chief Libraries, Arts and Heritage Officer	(369)	80	329	3	30	22	(4)	0	0	90	(40)	50	170
R	Recreation	Chief Officer Resources and Strategy	49	526	87	2	(36)	0	0	0	0	627	311	938	851
G	Resources and Strategy	Chief Officer Resources and Strategy	(81)	0	(236)	(2)	(45)	0	0	0	0	(365)	(21)	(386)	(522)
G	Regeneration Programmes	Chief Officer Asset Management	(155)	(17)	(30)	(7)	8	0	0	0	0	(201)	61	(140)	(137)
G	Employment and Skills	Chief Officer Employment and Skills	(71)	(22)	(255)	(3)	(12)	0	0	0	0	(363)	29	(334)	(320)
R	Total		(334)	920	785	51	(187)	22	81	(2)	0	1,337	344	1,681	1,561

CITY DEVELOPMENT DIRECTORATE: 2012/13 BUDGET – PERIOD 11 REPORT

1.0 Introduction

This report sets out the financial position for City Development Directorate for Period 11.

2.0 Overall Summary

The Period 11 position for City Development Directorate shows a projected overspend of £1.681m. This is an increase of £120k on the Period 10 position. Most services in the directorate have continued to improve their financial position. However, the financial position for Economic Development and Sport and Active Lifestyles has deteriorated mainly due to reduced forecasts for income.

3.0 Explanation of the Projected Overspend

The projected variances by service are shown below:

	£000s
Planning and Sustainable Development	836
Economic Development	330
Employment and Skills	(334)
Asset Management	626
Regeneration	(140)
Highways and Transportation	(239)
Libraries, Arts and Heritage	50
Sport and Active Recreation	938
Resources and Strategy	<u>(386)</u>
	<u>1,681</u>

In Asset Management the overspend is mainly because of a shortfall against the advertising income budget of over £500k. In Sport the main budget issues are the projected overspend on the energy budget of £451k and a shortfall in income of £311k. The shortfall on income has only occurred during January and February but has meant that the overall projected overspend on Sport has been increased despite staffing costs continuing to be reduced. In Planning and Sustainable Development the overspend is mostly on staffing and a shortfall on income other than planning fees, although during the year the service has reduced its overall staffing, and has had particular success with ELI's in Building Control, along with realigning resources within the whole service.

The major projected variances are detailed below:

Major Projected Variances and savings Plan

£000s

Energy costs (Sport and Highways)	606
Advertising income shortfall	550
Markets income	174
Planning and Development income	284
Sport income	311
Other net variations	90
Staff savings	<u>(334)</u>
Total	<u>1,681</u>

Income

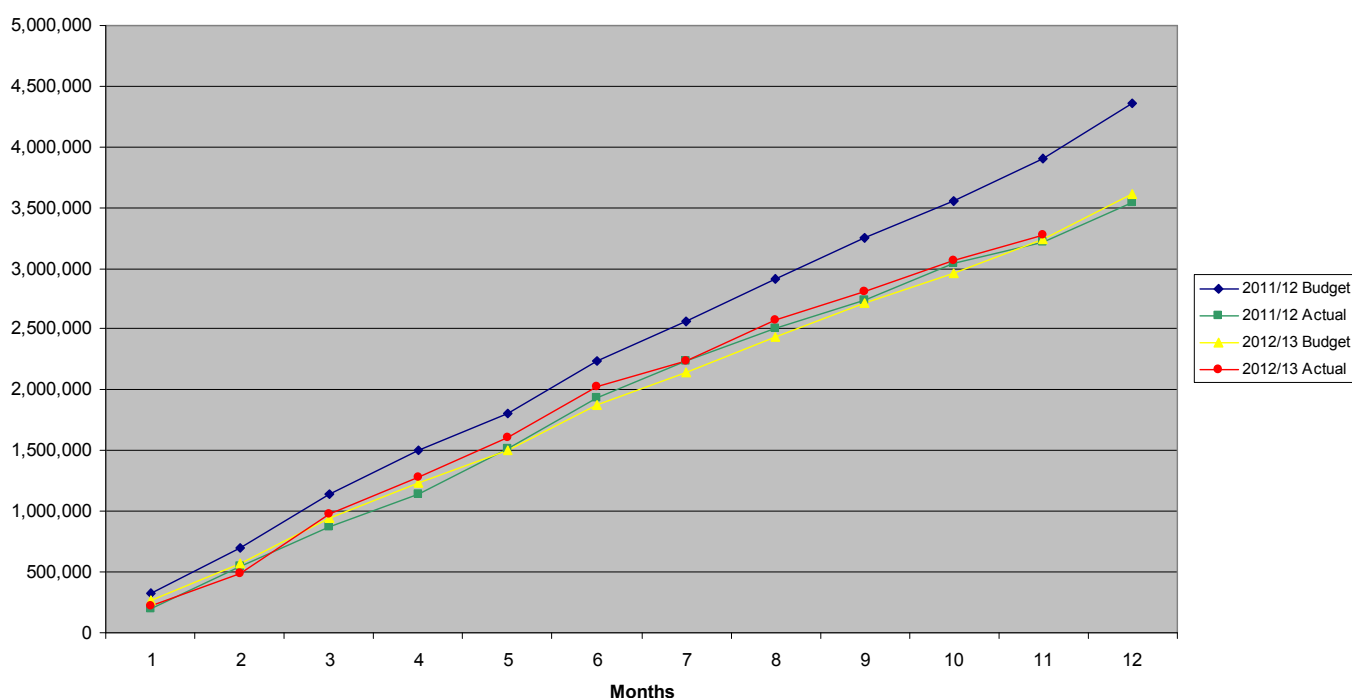
Overall, it is projected that income will be £0.3m below budget. The current position on income is largely due to shortfalls against the advertising income target, Planning and Development income and other income from charges such as Markets income, as detailed above. These income shortfalls are offset by additional income from rechargeable work and grant income in Highways and Transportation of £1.28m. This additional income will also result in additional expenditure being incurred.

There are some risks in terms of the projected income for Asset management. This is particularly around rental income and surveyor and legal fees income. Both these income targets depend on a number of property transactions completing by the end of the financial year.

Planning and Sustainable Development Income

The income target for planning and building fees has been reduced in the 2012/13 budget by £0.5m reflecting the shortfall in 2011/12. The graph below shows the current position.

Cumulative 2011/12 & 12/13 Building and Planning Fees



Period 11 has seen a reduction in the overall amount of planning and fees received against the phased budget and the positive trends in income experienced earlier in the year have not been sustained. It is projected that planning and building fees will be £171k above the budget by the end of the year. There are projected shortfalls on internal income and other charges made by the service and overall there is now a projected shortfall of £284k against all income received by the service.

Staffing

Overall an underspend of £334k is projected. This is an improvement on the Period 10 position and reflects the work across the directorate to control staffing budgets. Regeneration, Highways and Transportation, Libraries, Arts and Heritage, Resources and Strategy and Employment and Skills are projecting an underspend on staffing whilst the overspend in Sport has reduced significantly. A restructure of Building Control in Planning and Development Services is being progressed and has led to further savings and a reduction in staff through staff leaving through the Early Leaver Initiative and by realigning staff into areas of the service experiencing high workloads.

Other Expenditure

The major expenditure pressure is energy costs. Energy costs in Asset Management, Sport and Highways and Transportation are expected to overspend by £0.6m. In Sport the overspend reflects the 2011/12 outturn position where the savings assumed in the 2011/12 budget could not be fully delivered. The service is

actively implementing energy saving schemes which will reduce the energy cost over time.

The overspend on Supplies and Services is mainly due to additional works in Highways which is funded by additional income.

Directorate Environment & Neighbourhoods

Trafic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	(Under) / Over Spend for the current period					Total Expenditure £000	Income £000	Total Under / Overspend £000	Previous Month (Under) / Overspend £000
							Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000				
R	Health and Environmental Action	Chief Environmental Services Officer	(104)	(85)	56	10	(81)	0	0	0	0	(204)	63	(141)	36
G	Car Parking Services	Chief Environmental Services Officer	(271)	(59)	109	(15)	105	0	0	0	0	(131)	(17)	(147)	(23)
G	Community Safety	Chief Community Safety Officer	(373)	20	(27)	60	3	11	0	0	0	(306)	17	(288)	(276)
R	Strategy and Commissioning	Chief Regeneration Officer	102	172	219	0	33	441	0	0	0	968	(854)	113	77
G	Statutory Housing	Director of Environment and Neighbourhoods	(322)	40	15	78	(44)	66	0	0	0	(169)	187	18	15
R	General Fund Support Services	Chief Officer Resources and Strategy	168	0	1	0	0	0	0	0	0	169	0	169	169
R	Waste Management	Chief Environmental Services	859	(6)	805	(408)	(94)	0	0	0	0	1,155	456	1,611	1,370
G	Drugs Commissioning Service		0	0	(18)	0	0	(65)	0	0	84	0	0	0	0
G	Parks & Countryside		(635)	(640)	609	105	(101)	0	0	0	200	(462)	212	(250)	(250)
R	Total		(576)	(558)	1,768	(171)	(180)	453	0	0	284	1,020	64	1,084	1,117

ENVIRONMENT AND NEIGHBOURHOODS: 2012/13 BUDGET – PERIOD 11 REPORT

1.0 Introduction

This report sets out the financial position for Environment and Neighbourhoods at Period 11.

2.0 Overall Summary

The overall projected position for the Directorate is an overspend of £1.1m. An overspend of £11k is projected for Neighbourhood Services and an overspend of £1,072k on Environmental Services.

3.0 Explanation of the Projected Overspend

3.1 NEIGHBOURHOOD SERVICES +£11k

3.2 Community Safety -£288k (underspend)

There is a pressure within Leeds Watch due to staffing (£96k) and lower than budgeted levels of income (£159k). However, additional income from the HRA is expected for the Leeds Anti-Social Behaviour Team (LASBT) service (£95k) and on Noise Nuisance (£160k) based on currently activity levels. Savings due to vacant posts and supplies and services within Signpost and the Management Team are expected to contribute towards an overall underspend of £288k.

3.3 Strategic Housing +£18k (overspend)

Pressures have arisen within Temporary Accommodation relating to the level of income that can be reclaimed on Housing benefit (£61k). There is a pressure of £174k on Adaptations mainly due to a shortfall in from ALMOs. Housing Options will have a significant underspend on staffing (£372k) due to vacant posts and capitalization. An overspend of £55k is expected on Housing Partnerships and an overspend of £80k is expected on Area Renewal.

3.4 Resources, Strategy & Commissioning +£246k (overspend)

A variation due to costs associated with staff in managing work force change has been partially offset by running cost savings across all functions; however an overall pressure of £49k is now anticipated in 2012/13. A pressure of £290k on Adult Social Care Supporting People contracts will be offset by £290k of additional charges into the HRA. A pressure of £197k is now expected against the ELI savings target.

3.5 ENVIRONMENTAL SERVICES +£1,071k

3.6 Waste Management +£1,610k

Within Refuse Collection there is a projected overspend of £634k.

The variations mainly relate to the costs of ongoing route back up (staff and vehicle costs) and additional costs of sickness cover. Together these total £380k. Savings from delays to service roll outs of (£194k) help offset this.

Other staffing variations of around £500k are mainly attributable to staff currently in Managing Workforce Change £127k, additional staff required on a number of routes / mix of cover £290k and around £63k of catch up costs have also been incurred due to the snow.

These cost pressures can be partially offset by in year net savings from vehicle financing and other transport related costs of £250k

The rise in the price of fuel is projected to result in a £73k overspend and the implementation costs of the AWC pilot is now forecast to cost around £74k.

Waste Sites

Income shortfalls from reduced trade and other 3rd party waste is forecast at £200k, although transport savings from more effective vehicle utilization will save around of £150k to help alleviate this pressure.

Within Waste Strategy and Policy an overall overspend of £863k is now projected.

£750k of this variation specifically relates tonnage costs and recycling income.

Additional volumes of garden waste collected during the wet summer are projected to cost around £42k and a reduction in the volume of scrap metal collected and prices being lower than the budgeted amount accounts for most of the shortfall in recycling income of £132k.

£136k of additional landfill costs will be incurred due to the slippage of the AWC pilot until April. Budgeted reductions in total waste arising across the City have not materialised which results in a forecast pressure of around £400k.

Recycling performance at the Household Waste Sites is not anticipated to reach the 70% target, which will cost around a net £150k in disposal; however, as a result of reductions in the price, together with lower levels of contamination, of SORT material (Green Bin), savings of around £108k are now forecast in these waste types.

Income from electricity generation at Gamblethorpe closed landfill site is now projected at £215k below the budget. This is due to gas levels falling more quickly than had been anticipated. Other running costs savings, including staffing amount around £100k.

3.7 Environmental Action (£146k)

The costs of staff in Managing Workforce Change are projected at £35k and spend on front line Cleansing costs is now forecast to be around £91k above budget, these are wholly offset by savings in other officer vacant posts (£194k) .

The budget had assumed that a saving of £150k could be delivered from closer working with the Parks and Countryside service following its transfer to this Directorate. The service transferred in July and whilst proposals to develop closer working are being developed, it is considered unlikely that this saving will be realised in this financial year.

Following the retendering of the weedspraying contract, savings of £90k are now anticipated this year. Line by line expenditure savings will realise around £89k of savings.

A shortfall in income from Fixed Penalty Notices for Litter is expected to be £46k lower than budget, although income from other areas including pests is £53k higher than the budget.

3.8 Car Parking (£147k)

Savings from vacant posts are forecast to be (£271k).

Income is expected to be lower by £86k largely as a result in the reduction in income receivable from parking offences.

The impact of the redevelopment of Woodhouse Lane car park is projected to result in an income variance of £826k and a release from central contingency will address this.

Other variations across the service total £35k.

3.9 Parks & Countryside - £250k (underspend)

A number of external income pressures have affected the projection; the poor weather over the summer has contributed to a potential £190k overspend on the provision of golf and Café and retail sites are also projected to overspend by £75k.

Expenditure on materials for section 106 and capital projects is expected to exceed the budget by £0.5m, however this is matched by additional income to the revenue account. A £200k underspend on capital financing costs is expected due to delays to purchase of new equipment.

Other staffing and expenditure underspends are expected to offset the external income shortfalls and the projection at period 11 assumes that there will be an overall underspend of £250k.

Housing Revenue Account (HRA) – Period 10

At the end of Period 11 the HRA is projecting a surplus of £532k. This is a net increase of £274k from Period 10 and is due to a number of minor savings in a number of areas.

Key variations from the budget are detailed below:-

Additional rental income of £1,035k is projected from dwelling rents. This is as a result of void levels continuing to fall from a budget of 1.5% to 1%, and RTB sales taking place much later in the financial year than anticipated. The financial impact of lower voids will be paid to the ALMOs in line with the current voids incentive scheme (£589k).

Income from Heat Lease charges is projected to be £290k higher than budget following the extension of the scheme. In addition, it is projected that £134k additional income will be received from Telecoms as a result of back-dated rent reviews.

The ALMOs have now finalised and agreed their IT SLA charge - resulting in additional £226k income to the HRA. This is as a result of additional IT works requested and an increase in the number of users.

Savings of £216k are projected on employee costs. This is primarily due to the budgeted contingency for pay awards not being required in 2012/13.

There are additional charges, which are properly chargeable to the HRA of £880k from the Housing General Fund for the Housing Options Team, Tenancy Fraud, Safeguarding, Welfare Reform and Commissioning, Noise Nuisance and supporting vulnerable adults to continue to live in their own homes. These increases are offset by a projected saving of £242k in legal charges.

The decision to end the penalty/incentive scheme in relation to the Strategic Landlord ALMO Performance Framework will generate a saving of £172k against budget.

It is anticipated that there will be a saving of £1m in the budget for the bad debt provision. This has arisen due to write offs to date being less than anticipated and arrears remaining broadly static. A full review of the provision will be undertaken as part of closedown. It is proposed that this £1m is transferred to the Major Repairs Reserve and used to fund additional capital investment priorities.

The HRA will be required to make an additional contribution of £288k to the Swarcliffe PFI Sinking Fund to ensure the project is affordable over its life. This is due to a reduction in the interest being paid on the Sinking Fund balance.

The interest cost on debt will be £752k higher than the budget following increases in the rate of interest payable on the debt. The additional costs will be funded from the Self Financing reserve.

Directorate Resources

			(Under) / Over Spend for the current period										Previous Month	
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Appropriations £000	Total Expenditure £000	Income £000	Total Under / Overspend £000	(Under) / Overspend £000
A	Financial Management	Chief Officer Fin Management	22	(1)	7	12	8	0	0	0	49	(13)	35	101
G	Business Support Centre	Chief Officer Fin Management	(127)	(1)	57	1	0	0	0	0	(71)	(193)	(263)	(249)
R	Financial Development	Chief Officer Fin Development	(44)	0	3	1	0	0	0	0	(40)	100	60	73
R	Revenues and Benefits	Chief Revenues and Benefits Officer	228	3	83	21	(21)	0	0	(7)	308	(123)	185	180
G	Information Technology	Chief ICT Officer	48	0	(285)	0	(71)	0	0	0	(308)	230	(78)	(79)
G	Human Resources	Chief Officer HR	(345)	(17)	(55)	30	35	0	0	0	(351)	(61)	(412)	(379)
G	Audit & Risk	Chief Officer Audit and Risk	(255)	2	(177)	2	(1)	0	0	0	(429)	68	(360)	(308)
G	CORS Directorate	Chief Officer Resources and Strategy	(11)	0	31	0	175	0	0	0	195	(180)	15	25
A	Public Private Partnership Unit	Chief Officer PPPU	33	0	12	(1)	(1)	0	0	(10)	33	(4)	29	36
G	Procurement		(168)	0	161	(4)	91	0	0	0	79	(574)	(494)	(480)
G	Democratic and Central Services	Chief Officer Democratic and Central Services	(81)	238	460	(5)	20	0	(4)	0	628	(674)	(46)	(48)
G	Total Excluding Commercial services		(699)	224	298	56	235	0	(4)	(17)	92	(1,422)	(1,330)	(1,128)
R	Commercial Services	Chief Officer Commercial Services	998	13	1,280	1,870	(154)	0	0	0	4,006	(3,336)	670	525
G	Total		298	237	1,578	1,926	81	0	(4)	(17)	4,099	(4,758)	(659)	(603)

Directorate Legal Services

Trafic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under /Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
G	Legal Services	City Solicitor	(168)	(4)	10	1	41	0	0	0	0	(120)	120	0	0
G	Total		(168)	(4)	10	1	41	0	0	0	0	(120)	120	0	0

Directorate Customer Access and Performance

Trafic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under /Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
G	Customer Access	Chief Officer Customer Services	14	1	(11)	0	0	0	0	0	0	5	(66)	(61)	(21)
G	Localities and Partnerships	Chief Officer LIP	(50)	0	(82)	0	0	0	0	0	0	(132)	(1)	(133)	(133)
G	Intelligence and Improvement	Chief Officer Business Transformation	0	0	0	0	0	0	0	0	0	0	0	0	0
G	Corporate Support	Assistant Chief Executive	51	0	(45)	0	0	0	0	0	0	5	0	5	7
G	Area Management	Area Leader	0	9	(15)	(1)	0	0	0	0	0	(7)	0	(7)	(4)
G	Total		15	10	(153)	(1)	0	0	0	0	0	(129)	(66)	(195)	(150)

CENTRAL AND CORPORATE FUNCTIONS: 2012/13 BUDGET – MONTH 11

1.0 Introduction

This report sets out the financial position for Central and Corporate Functions for period 11 of 2012/13.

2.0 Overall Summary

The position at month 11 has improved both in Resources and Customer Access and Performance from last month and the overall projected underspend is now £855k.

3.0 Explanation of the projected underspend

RESOURCES (£660k underspent)

As part of the budget strategy, Resources are targeting an underspend of £500k in 2012/13 and this has been the focus of Leadership Team and Chief Officers during the latter months of the year.

In anticipation of further savings and efficiencies required over the next few years, the Directorate have exercised tight control over the filling of vacancies. Only in exceptional circumstances, such as specialist ICT skills, have any vacancies been advertised externally. The impact of this approach means that there is a projected underspend of £700k on pay budgets (excluding Commercial Services) in the current year.

It has been a significant challenge in 2012/13 for Commercial Services to meet the budget savings taken out in 2012/13 and 2011/12 (£3.3m in total). A pressure of £525k was reported last month, but this has been revised to £670k in month 11 to reflect the realistic position for the group in light of pressures on turnover and cost pressures.

The increased pressure on housing benefits overpayment income reported last month has now been revised to £176k based on latest data from the Academy system. Further work has now been completed in relation to the 'bad debt provision' resulting in an improvement of £200k against budget. However court cost income is down £50k due to lower volume of summonses being raised.

In terms of income on non-trading services, the Directorate have benefitted in a number of areas including a reduction in the external audit fee of £194k, £150k rebate as a result of the Council's associate membership of the Yorkshire Purchasing Organisation and £176k from Barclaycard as from increased usage of p-cards.

CUSTOMER ACCESS AND PERFORMANCE (£195k underspent)

A review of essential spend required on supplies and services has resulted in projected underspends across a number of services. In many cases, potential underspends were previously being held as a contingency for pressure on pay

budgets, however in the latter part of the year staff turnover has been higher than expected meaning that savings in other areas will not be required to balance the budget situation.

The only change from last month is an extra £40k income in respect of the translation and interpretation service which reflects up to date projections of activity.

LEGAL SERVICES (balanced position)

Due to the service restricting the filling of vacancies during the year, a saving of £328k is projected in respect of employees. Where necessary, to meet key demands from clients, agency staff/locoms have been used and the spend is now projected at £174k for the full year, compared to £611k in 2011/12. The impact of this situation is that the number of chargeable hours is falling short of the income budget. This will mean that most internal clients will be charged less meaning an underspend on Directorate legal budgets.

The “WYLAW” initiative is still progressing and after savings of £2.5m across the region in 2011/12 (£782k for Leeds); projected savings for 2012/13 for Leeds alone are just short of £1m. Initiatives which have facilitated these savings, include for example, the setting up of framework agreements for solicitors and counsel and the Service now directly employs two dedicated Cost Draftsmen who works specifically on reducing the bills of costs where we have settled claims.

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Report author: David Varley & Chris Blythe.

Tel: x74387 & x74287

Report of City Solicitor and the Director of Resources

Report to Executive Board

Date: 24th April 2013

Subject: Farsley and Calverley Charities

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

Summary of main issues

Leeds City Council is the trustee of two charities - Farsley Public Purposes Charity (charity number 500559) and the Calverley Charity – The Workhouse Allotment Charity (charity number 504497). These charities were established in the late 1700 for the purposes of providing financial assistance to the inhabitants of the local parishes.

Both charities own land and investments, the latter generated from land disposals in the past. The terms of the trusts currently only allow for income to be spent (and not capital) thereby limiting the charities’ ability to fulfil their aims.

Section 281 of the Charities Act 2011 allows restrictions on the use of capital monies to be released where the trustees are satisfied that the purposes of the charity could be carried out more effectively if the capital of the charity could be expended as well as the income.

Recommendation

Members of Executive Board are requested to note the report and (being satisfied that the purposes of the charities could be carried out more effectively if the restrictions relating to the expenditure of the capital of the charities were released) approve the release of the restrictions on the use of current capital monies in accordance with section 281 of the Charities Act 2011.

1 Purpose of this report

- 1.1 This report seeks Members' approval to the restrictions on the use of capital monies being released in respect of both the Farsley Public Purposes Charity and the Calverley Charity – The Workhouse Allotment so as to enable the aims of both of the charities to be carried out more effectively and efficiently.

2 Background information

- 2.1 The Calverley Charity - The Workhouse Allotment was founded in 1758 after a workhouse had been built by Sir Walter Blackett in Blackett Street, Calverley in 1756. On January 6 1758, the Churchwardens and Overseers of the Poor at Calverley were allotted 20 acres of land on Calverley Moor by way of an enclosure award. This land was to be used to generate income for the support and maintenance of the workhouse and for the relief and employment of the poor within the Manor of Calverley.
- 2.2 By 1894 the workhouse had been divided into cottages and some of the land sold to the Great Northern Railway for the route of the Leeds - Bradford line. (According to papers held by the Council the charity received £359 15s and 6d for the land). Several other pieces of land have also been sold over the years.
- 2.3 Subsequent local government reorganisations led to the creation of the Farsley Public Property Charity "for the general benefit of the inhabitants of Farsley." This receives part of the income of the Calverley charity. Interest earned from this account is allocated to both the Calverley Charity – The Workhouse Allotment and the Farsley Public Purposes Charity.
- 2.4 In 1971 land was sold for £2,500 and the proceeds earmarked for the Farsley Charity for the construction of a town hall in Farsley. The money was invested with the Charities Commission and remains as an investment today.
- 2.5 Leeds City Council is currently the sole trustee of both the Calverley Charity – the Workhouse Allotment and the Farsley Public Purposes Charity though the day to day administration and operation of both charities is devolved to officers and ward members.

3 Main issues

- 3.1 The total value of the funds currently held by both charities is £32k, £23k of which is invested with the Charities Commission (COIF) being the Farsley £2.5k invested in 1971. The balance of £9k is invested with Nat West in a Special interest Bearing account (SIBA) which allows ready access to funds. For the financial year ending on 31 March 2013, the income of the charities was £28 for the Calverley Charity and £906 for the Farsley Charity as against expenditure of £1,080 and £6,365 respectively.
- 3.2 Over the last few years both the Farsley and Calverley charities have actively supported the local community by contributing to a variety of causes including: Calverley United (local football team); funded a stone road sign for the village of Farsley; supported local businesses and the community by contributions to Christmas lights; supported the local Queen's Diamond Jubilee events; provided support for local initiatives such as the village web site, a youth development project and a "live at home scheme".

- 3.3 This has been possible due to a large cash “pool” accumulating over a number of years, primarily as a result of good investment performance in the past. However, due to the economic downturn income has reduced significantly as rates of return on investments have declined.
- 3.4 The capital funds of both charities are now generating very little income and are insufficient to continue to provide effective support to the local community.
- 3.5 At present, the current capital funds of both charities are subject to restrictions which mean that neither charity is able to spend them; they can only spend income.
- 3.6 Section 281 of the Charities Act 2011 allows the trustees of a charity which is not a company or other body corporate to declare that the funds of the charity should be released from any restrictions that apply to their expenditure, provided always that the trustees are satisfied that the purposes of the charity could be carried out more effectively if the capital of the charity could be spent as well as its income, rather than just the income.
- 3.7 Given the limited incomes of both charities, it is proposed that Executive Board should resolve that the current funds of both charities should be released from any restrictions that apply to the expenditure of their respective capital on the basis that the income of both charities is insufficient to serve their purposes.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This is a factual report and not subject to public consultation.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 This report does not highlight any issues regarding equality, diversity, cohesion and integration.

4.3 Council Policies and City Priorities

- 4.3.1 The Council as trustees are required to use the funds to fulfil the purpose of the Charities.

4.4 Resources and Value for Money

- 4.4.1 The report states that the current funds of the charity should be released from any restrictions that apply to allow the charity to achieve its purpose more effectively.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Members as trustees are asked to release the restrictions on the use of current capital monies in accordance with section 281 of the Charities Act 2011.

4.6 Risk Management

- 4.6.1 There are no direct risk management implications of this report.

5 Conclusions

- 5.1 In order to resolve that the current capital funds of both charities should be released from any restrictions relating to their expenditure, members of Executive Board must be satisfied that doing so will mean that the purposes of the charities could then be carried out more effectively

6 Recommendations

- 6.1 Members of Executive Board are requested to resolve that any restrictions which apply as to the use of the current capital funds of Farsley Public Purposes Charity (Charity No. 500559) and The Calverley Charity – The Workhouse Allotment (Charity No. 504497) should be released with effect from 24th April 2013 in accordance with Section 281 of the Charities Act 2011.

7 Background documents¹

- 7.1 There are no background documents relating to this report.

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

Report of Director of Resources

Report to Executive Board

Date: 24th April 2013

Subject: Extension of Discretionary Business Rate Relief Scheme

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

Summary of main issues

1. Section 69 of The Localism Act 2011 introduced the provision for local authorities to allow relief, or a discount, from business rates from 1st April 2012 to any organisation it deemed appropriate, provided that it was in the interests of local council tax payers to do so. Prior to this Act the provision extended only to not for profit organisations.
2. The decision to award relief from rates is currently delegated to The Director of Resources. Each decision is made against a set of guidelines agreed previously by the Executive Board. These form Appendix 1.
3. Proposed revised guidelines are set out in this report that would see the discretion to award relief from businesses rates extended to additional categories of ratepayer from 1st April 2013. The aim of the extension is to support the creation of employment and economic growth.
4. The proposed guidelines would require support from the business community to ensure that these aims are met.

Recommendations

5. Executive Board is asked to approve consultation with representative bodies, including the Chamber of Trade and Leeds & Partners on proposals to extend the guidelines for the award of discretionary relief for Business Rates.

6. Purpose of this report

- 1.1** The report seeks approval to consult on proposals for the extension of the guidelines for the award of discretionary rate relief from 2013/14 to 'for profit' organisations who meet agreed criteria, as now permitted under Section 69 of the Localism Act 2011.

2 Background information

- 2.1** Local authorities have had the discretion to award relief from rates to certain organisations since 1990. This was restricted to:
- a) topping up the 80 per cent mandatory relief given to charities to 100 per cent
 - b) topping up the 80 per cent mandatory relief given to Community Amateur Sports Clubs to 100 per cent
 - c) topping up the mandatory relief available to rural village shops etc
 - d) providing up to 100 per cent relief to other non-profit making bodies
 - e) hardship relief to certain businesses that are finding it difficult to pay
 - f) discretionary relief to other small rural businesses
- 2.2** Section 69 of The Localism Act 2011 introduced the provision for local authorities to award discretionary rate relief to any organisation with the condition that it must be in the interest of local council tax payers for them to do so.
- 2.3** This provision came into effect from 1st April 2012. However the cost of any such relief had to be fully funded by the local authority, unlike the original forms of relief above where the authority had to fund 75% of top up reliefs and 25% of all others.
- 2.4** From 1st April 2013 business rates are subject to the Rates Retention Scheme, which allows local authorities to retain part of any growth in their business rates yield (or requires them to make up part of the shortfall if there is a reduction). As a result of this scheme the funding of any increase in the level of reliefs awarded, whether mandatory or discretionary, will effectively be funded 50/50 by the local authority and central Government.
- 2.5** The council is increasingly contacted by businesses wishing to apply for discretionary rate relief under the provisions of the Localism Act, but there are currently no guidelines against which a decision may be made. This report seeks to add criteria for the Localism bill relief to the existing guidelines

3 Main issues

- 3.1** Relief from rates is considered to be State Aid, and any award above the de minimis value (currently 200,000 euros over a three year period – approximately £175,000 at current rates) is subject to European Commission approval. The process and likelihood of obtaining such approval are such that the state aid de minimis level is effectively the maximum which may be awarded.

3.2 Although the relief is discretionary there is a statutory obligation to ensure that decisions are made in a consistent manner. Failure to do so could result in a legal challenge ultimately by way of judicial review. The guidelines are intended to provide this consistency.

3.3 There are significant advantages in using rates relief to enable and encourage civic enterprise from our partners, to support target businesses, and to incentivise the renovation of Listed Buildings.

- It is the form of financial support which is most often requested by external partners
- As the government now shares rates revenue with us on a 50%/50% basis, our contribution is effectively doubled. £10k of rate relief costs us £5k.
- By linking support to having premises in Leeds, we ensure that our support is recycled at least once in the local economy.
- The scheme can be robustly managed using existing corporate strategic decision making structures
- Delivery by the rates team is robust and requires no additional resourcing

3.4 In short, rates relief provides a financially advantageous and robust mechanism to provide uncontroversial support to partners at our discretion.

3.5 Four new schemes are proposed:

3.5.1 Civic Enterprise Rates Relief programme

By offering rates relief through our Localism powers to organisations, agencies and companies that are willing to contribute resources to civic priorities without otherwise receiving financial reward, we can help to build a strong network to progress projects in our common interest.

Level of relief: 50% of rates up to a maximum of £10,000 per premises

Criteria

- Each application must be sponsored by a member of CLT and an Executive Member with appropriate responsibilities
- Applications must be supported by a business case which outlines the proposed reciprocal activity and its benefits to civic and corporate priorities
- Applicants must demonstrate need for the relief
- Relief is for 12 months from the date of approval and cannot be awarded retrospectively
- Civic enterprise relief can be provided in addition to other reliefs (eg. Young businesses, Listed Buildings, social enterprise)

Process

- Application made to Chief Economic Development Officer (either by recipient or internal sponsor)

- Supported by business case, demonstrating civic benefits
- Recommendation from Chief Corporate Support Officer where appropriate

Examples of potential reciprocal activity

- Contribution of staff and other resources to civic and corporate initiatives such as Child Friendly City, Playful Leeds, etc
- Contribution of staff/other resources to area-based priorities such as local business forums, support for local charities/social enterprises
- Support for Budget plus initiatives which is not otherwise compensated

3.5.2 Young businesses in our Economic Growth Sectors

Our growth sectors are defined in the Economic Growth Strategy, which was adopted by Executive Board in November 2011. The growth sectors are:

- Healthcare
- Creative & Digital
- Professional & Business Services
- Retail
- Low Carbon Manufacturing
- Construction
- Social Enterprise/Third Sector

Young businesses (first five years of trading) in our target sectors can receive 3 years of rate relief – 80% in first year of relief, 50% in second year, 20% relief year 3.

Criteria:

- Young – must have been founded less than 2 years from date of application
- Must be independent – not a subsidiary or local branch of an existing business
- Must not be eligible for small business rates relief
- Leeds-based – must be paying rates on a property in Leeds City Council area
- Target sectors – must be working in one of the 7 growth sectors
- Must be able to demonstrate need for rates relief
- Must be able to demonstrate the business will be viable after 3 years relief
- Must demonstrate the potential to create new jobs

Process:

- Application form
- Supported with management accounts, cashflow forecast and business plan (pro-forma available if required)
- Chief Economic Development Officer makes decision

3.5.3 Commercial Listed Buildings not currently in use

Empty Listed Buildings receive mandatory 100% rate relief. As an incentive to bring such premises into active use, relief is proposed on a sliding scale – 80%/50%/20% relief over three years – to the landlords or occupiers of the building.

Criteria:

- Building must be Listed and vacant
- Some renovation must be required to bring the premises into use
- Application must gain Listed Building consent for the proposed work (and planning permission, if required)

Process:

- Application form to rates
- Supported with Listed Building Consent and planning permission (if required)
- Conservation Officer makes recommendation

3.5.4 Significant business relocations to Leeds

This category is intended to allow the possibility of relief being awarded to organisations seeking to relocate or invest in new operations in Leeds, as opposed to another area outside of the City region, which would have a significant impact on employment. Relief would be offered at 1% relief for every new job up to a maximum of 50% in the first year of relocation/inward investment only.

Criteria:

- Inward investment must create at least 20 new jobs (not just relocation of existing employees to Leeds)
- Available to companies or organisations in our target growth sectors as set out in 3.5.2 above, with the exception of retail
- Jobs created must not have a significant risk of displacing similar employment from existing Leeds businesses

Process

- Application made to Chief Economic Development Officer (either by recipient or by Leeds & Partners)
- Decision supported by an economic impact assessment

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1** The proposals have been developed following internal discussions with the Economic Development Team, Regeneration Service, Corporate Support team, Conservation Officer, Localities teams, Jobs and Skills and Asset Management services.
- 4.1.2** The proposals have also been discussed informally with Leeds Chamber of Commerce who were supportive the proposals, particularly for the young business element of the scheme. Further business consultation will be undertaken through discussions with representative bodies of potential recipients of the civic enterprise relief to ensure that the processes and levels of proposed relief would be workable from a business perspective. On the basis that consultation is around whether the proposals would be effective from a business perspective, there is no need to consult with the general public.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1** The proposals have no equality and diversity relevance because businesses rates are universally levied on all businesses and the proposed relief schemes are available to all businesses in Leeds. The equality and diversity characteristics of the business applying for relief will not be a factor in determining whether relief is granted, nor will the relief be geographically targeted in any way

4.3 Council policies and City Priorities

- 4.3.1** The proposed schemes of rates relief support priorities set out in the Vision for Leeds, Council Business Plan, Sustainable Economy and Culture City Priority Plan, and the Regeneration City Priority Plan.

4.4 Resources and value for money

- 4.4.1** Administration of the four schemes can be carried out using existing staff resources from rates, economic development, conservation and corporate support.
- 4.4.2** The cost of providing the relief set out will depend on the level of uptake of the four schemes.
- For Civic Enterprise relief, it is proposed to cap the total annual relief at £250k. This investment will bring in additional resources to help deliver initiatives which support civic and corporate priorities, thus reducing costs elsewhere.
 - For Young Business relief, we anticipate no more than 50 businesses receiving the relief in any year. This is based on the experience of the Economic Development team in supporting young businesses, the vast majority of whom either already get small business rate relief or are working from domestic properties. This would equate to a maximum of £250k relief in any one year.
 - For Listed Building relief, the financial impact will be positive as vacant Listed Buildings pay no rates.

The maximum annual cost to LCC would thus be 50% of £500k, i.e. £250k.

- The cost of individual awards to organisations relocating to Leeds would be a maximum of 200,000 euros over a three year for each case. However the business case for each application would be expected to demonstrate economic benefit in terms of employment and future rates revenue which would exceed this in the long-term

4.4.3 In the longer term, by supporting growth businesses, incentivising job creation, and helping to bring zero-rated buildings into economic use, it is hoped that this investment will produce a significant return.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Approval for amendments to the guidelines for discretionary rate relief require approval by the Executive Board. Although such guidelines are not a legal requirement they are essential in ensuring consistency of approach in assessing applications for discretionary rate relief.

4.5.2 Councils are required exercise their discretion to award relief from rates in a legal and consistent manner.

4.6 Risk Management

4.6.3 The proposals would allow the Council to exercise their discretion to award discretionary rate relief under the Localism Act within limited, clearly defined, circumstances, thereby limiting the potential cost.

4.6.4 The main risk in these proposals is that demand exceeds the costs budgeted above. This can be mitigated by capping the relief under each category at the amounts specified above.

5 Conclusions

5.1 The proposed revised guidelines seek to allow the Council to use the discretion to award relief from rates under the Localism Act to support businesses who are participating in key priorities, i.e. Civic enterprise, young businesses in target growth sector and reuse of heritage buildings.

5.2 Revised guidelines are required to ensure consistency. The alternative is to state that the Council will not exercise their discretion to award relief under The Localism Act

6 Recommendations

7 Executive Board is asked to approve consultation with representative bodies, including the Chamber of Trade and Leeds & Partners on proposals to extend the guidelines for the award of discretionary relief for Business Rates.

8 Background documents¹

8.1 None

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

Appendix 1 – Current Guidelines For Awarding Discretionary Rate Relief

SOCIAL CLUBS

The Council will offer relief to organisations where membership is open to the community. The Council will normally require affiliation to a body such as the CIU (Club and Institute Union) to demonstrate open access.

For such organisations the Council will provide 10% relief.

SPORTING ORGANISATIONS

The Council will investigate the possibility of obtaining mandatory relief for sporting organisations by advising them on the steps required to obtain Community Amateur Sports Club (CASC) status through HM Revenues & Customs.

The amount of relief offered to sporting organisations will reflect the extent to which organisations extended their facilities to the public and priority groups in particular. In the case of CASC registered organisations the amount of discretionary rate relief refers to the balance net of mandatory relief.

Organisations, which restrict membership, will not receive support

Organisations which provide sporting facilities for the general public but have limited involvement with priority groups will receive **10% (Category 1)**.

Where organisations have more extensive involvement with priority groups, such as through youth teams, they will receive **25% (Category 2)**.

Organisations which have taken special steps to assist the Community, for instance by making facilities available to schools or in partnership with the Directorate of Learning and Leisure will receive **50% (Category 3)**.

OTHER ORGANISATIONS WHOSE MAIN OBJECTS ARE CHARITABLE OR OTHERWISE PHILANTHROPIC OR RELIGIOUS OR CONCERNED WITH EDUCATION, SOCIAL WELFARE, SCIENCE LITERATURE OR THE FINE ARTS

The Council will investigate the possibility of obtaining relief for organisations with charitable aims by advising them on the steps required to obtain charitable status.

For those organisations which are not currently registered as charities, or which are ineligible, the amount of discretionary relief awarded will reflect the extent to which organisations extend their facilities to the public and priority groups in particular.

Organisations, which restrict membership, will not receive support

Organisations which provide facilities for the general public but have limited involvement with priority groups will receive **10% (Category 1)**.

Where organisations have more extensive involvement with priority groups, such as young persons, the elderly and disabled, they will receive **25% (Category 2)**.

Organisations which have taken special steps to assist the Community, for instance by making facilities available to schools or in partnership with Leeds City Council will receive **50% (Category3)**.

For those organisations which are registered as charities, discretionary relief may be awarded in addition to mandatory relief for the following organisations

Scout and Guiding Associations – 50%

Leeds based charities occupying a single property with a rateable value under £5,000, excluding shops – 50%

Hospices

Applications will be considered from hospices that meet the following criteria ;

Leeds based charities who provide buildings based palliative and end of care services, applications to be in respect of premises where hospice type services are provided. – 100% relief of the net balance

Social Enterprises

The Council will offer relief to organisations which are recognised as social enterprises.

The amount of relief offered to Social Enterprises will reflect the extent to which organisations extended their facilities to the public and priority groups in particular.

A social enterprise is defined as a company which reinvests its profits for a social purpose as opposed to redistributing them. This enables them to meet the not for profit requirement of section 47 of the Local Government Finance Act 1988.

Any application for relief must include copies of the organisation's constitution or Articles of Association, which must include statements to the effect that:

- 1 Any surplus raised by the organisation will be reinvested into a social purpose and not distributed to the owners, members or shareholders
- 2 Upon dissolution any remaining assets should be transferred to an organisation with similar aims and not distributed amongst the owners, members or shareholders.

Organisations, which restrict membership, will not receive support

Organisations which provide a service which is of benefit to the general public but have limited involvement with priority groups will receive **10% (Category 1)**.

Organisations provide a service which is of benefit to the general public and have more involvement with priority groups will receive **25% (Category 2)**.

Organisations which provide a service which is of benefit to the general public and which have extensive involvement with priority groups will receive **50% (Category 3)**.

Organisations which meet the criteria for category 3 relief and are in the first year of trading will receive relief of **80%** for the first twelve months.

Relief will be awarded up to the end of the financial year in which the application is received and a new application will be required for subsequent financial years.

Determination of the category of relief will be on the recommendation of the Business and Enterprise Team.

Section 49 Local Government Finance Act 1988 – Hardship Relief

Guideline Criteria

To qualify for relief it is suggested that normally the following criteria have to be met by applicants.

Hardship

Evidence of hardship would have to be supplied by the applicant. It would also be necessary for the applicant to prove they had not acted improvidently in incurring hardship. Accounts for two years are required to document this.

Interests of the Community

The applicant must provide evidence that it is in the interests of the community to remain in business either because:

- a) they provide a unique amenity regularly required by communities **or**
- b) the loss of employment to a local community would be severely damaging

The applicant should demonstrate that remission of rates provides a means of maintaining a viable business in the interests of the community and that a business is viable. It would not be in the interests of the community if the Council were simply to remit rates to businesses about to cease trading.

Amount of Relief

If the above criteria are met the amount of relief granted shall be sufficient to relieve hardship but not usually greater than 80% of the rates due. This shall generally apply only to the financial year in which an application is made. Hardship relief will not normally be allowed in addition to relief available to charities and other non-profit making organisations, but maybe awarded where delays in issuing accounts, outside ratepayer's control, result in discretionary relief only being allowed, due to statutory limitations, for part of the period in charge.

Enterprise Zones

The Council will offer relief to organizations which are located within the Leeds enterprise zone.

The amount of relief offered will be the full business rates up to a maximum of £55,000 per year.

The relief will be awarded for a period of five years from the date of entry into the zone, provided that this is before 1st April 2015.

Any application for relief must include a statement to the effect that the organization is not in receipt of any other form of de minimis State Aid, or a statement of the monetary value of any such aid.



Originator:

Rob Kenyon 2474209

Report of: Directors of Adult Social Services, Children’s Services and Public Health

Report to: Executive Board

Date: 24 April 2013

Subject: Establishing the Leeds Health and Wellbeing Board

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

Summary of main issues

1. This report describes a new and exciting way for the Council to provide leadership together with the newly established Clinical Commissioning Groups (CCGs) and other partners to improve health and care services and to reduce health inequalities. Health partnership arrangements are placed on a statutory footing, providing elected members with new opportunity to increase democratic accountability for how services are commissioned and delivered.

2. Under the Health and Social Care Act 2012 Leeds City Council is required to establish a Health and Wellbeing Board. The report sets out what the Health and Wellbeing Board will aim to do, how it will work and outlines the proposed governance arrangements.

Recommendations

3. The Executive Board is asked to:
 - a. Note the progress that has been made during the shadow period of the Health and Wellbeing Board;
 - b. Note the statutory functions of the Health and Wellbeing Board, as set out in its proposed terms of reference attached as appendix 1 to this report, and comment on its intended role;
 - c. Endorse the Leader's proposal to nominate 5 councillors to the Board (3 Executive Members, and one further councillor from each of the two largest opposition groups);
 - d. Make the following recommendations to the General Purposes Committee on the proposed governance arrangements for the Health and Wellbeing Board:
 - i. that membership and voting arrangements for the Board are as set out in the attached appendix 2 to this report;
 - ii. that the Health and Wellbeing board have a quorum of four members, to include one councillor and a CCG representative; and
 - iii. that substitutes for councillor on the Health and Wellbeing Board are appointed via nomination from the relevant group whip;
 - iv. that substitutes for other voting representatives are relevant non-voting representatives, if these are appointed by the Board.

1 Purpose of this report

1.1 The purpose of this report is to:

- inform the Executive Board of the role and functions of the Leeds Health and Wellbeing Board;
- inform the Executive Board of the progress made to establish the Board in its shadow form;
- provide the Executive Board with an opportunity to consider the proposed governance arrangements to establish the Board by full Council.

2 Background information

2.1 The Health and Social Care Act 2012 completed its passage through Parliament and received royal assent on 27 March 2012. The government says that the Act was required because “*only by modernising can the NHS tackle the problems of today and avoid a crisis tomorrow*”. The government says that modernisation is required for 3 reasons:

1. Rising demand and treatment cost;
2. Need for improvement;
3. State of public finances.

2.2 The Act proposes solutions to meet these challenges including:

- clinically led commissioning
- provider regulation to support innovative services
- greater voice for patients
- new focus for public health
- greater democratic accountability
- streamlined arm’s length bodies.

2.2 At a local level, local authorities will consequently have a much stronger role in shaping services and will take over responsibility for local population health improvement. Through its Chief Executive, Leeds City Council played a key leadership role in improving the Act as it passed through Parliament via the Future Forum. The Executive Board has already heard about other key new responsibilities for the Local Authority as a result of the Act, and this paper will focus on the new duty of Leeds City Council to establish the Health and Wellbeing Board for Leeds.

2.3 Under the Health and Social Care Act 2012 Leeds City Council is required to establish a Health and Wellbeing Board from April 2013 with the objective of improving the health and wellbeing of the people of Leeds. It is a new Board and a new responsibility for the council. The exact nature of the Board will develop over time. However this paper sets out what the Leeds Health and Wellbeing Board will initially aim to do, how it will work and outlines the proposed governance arrangements.

- 2.4 The Health and Wellbeing Board will be formally established by full council on 20th May 2013. The first formal Board will take place on 22nd May.
- 2.5 The establishment of the Health and Wellbeing Board for Leeds will bring with it new challenges, uncertainties and opportunities. The Executive Board should be assured that as an early implementer and nation exemplar in the shadow form of the Board, Leeds is well placed to drive forward the opportunities to improve outcomes for the children, young people and adults of Leeds.

3 Main issues

3.1 Why do we need a Health and Wellbeing Board?

- 3.1.1 The Health and Social Care Act 2012 has brought about unprecedented change to the NHS leading to hundreds of organisations being abolished, created or restructured. The new system comes into force in April 2013. This will lead to a number of new obligations for the Council including- “a Local Authority must establish a Health and Wellbeing Board for its Area, appointed by full council”.
- 3.1.2 For the first time, Health partnership arrangements will be placed on a statutory footing, providing elected members with new opportunity to increase democratic accountability for how services are commissioned and delivered. It provides real opportunities to drive forward integration of services around the needs of people rather than organisations and to achieve whole system population outcomes.
- 3.1.3 This will represent a change from the current status of the shadow Health and Wellbeing Board as one of 5 strategic partnership boards. However, whilst it is a statutory duty of the Local Authority to establish the Board, some of its key functions are shared statutory duties with clinical commissioning groups (CCGs) and its statutory membership includes a variety of partners. Therefore it is vital to retain and build upon this spirit of joint working which has been developed by the shadow Health and Wellbeing Board.
- 3.1.4 The Board will also include a new partner – Healthwatch Leeds, which will act as the new consumer champion, building on the legacy of Leeds Local Involvement Network.

3.2 What is the Health and Wellbeing Board intended to do?

- 3.2.1 As part of the vision for Leeds to be the best city in the UK by 2030 there is an aspiration for Leeds to be the best city for health and wellbeing. Like many cities, Leeds faces huge challenges, including a significant health inequalities gap and increasing population of young and older people alongside significant current and prospective reductions in public sector funding. The health of people in Leeds is generally lower than the England average. It is strongly associated with high levels of deprivation experienced by 150,000 in Leeds who are living in the most deprived neighbourhoods nationally. Although life expectancy is increasing for

Leeds residents, a man living in a deprived Leeds neighbourhood on average will live 12 years less than a man living in an affluent part of Leeds.

3.2.2 The primary purpose of the Health and Wellbeing Board will be to improve the health and wellbeing of the population of the city and in doing so improve the health of the poorest the fastest. It will provide overall strategic leadership, setting the overall direction of travel for the city through the Joint Health and Wellbeing Strategy. The Board will also drive forward integration of:

- Data and intelligence to inform better decision making across the council, the Health community and city as a whole.
- Commissioning and decommissioning arrangements to make better use of our collective resources
- Services designed around the needs of people

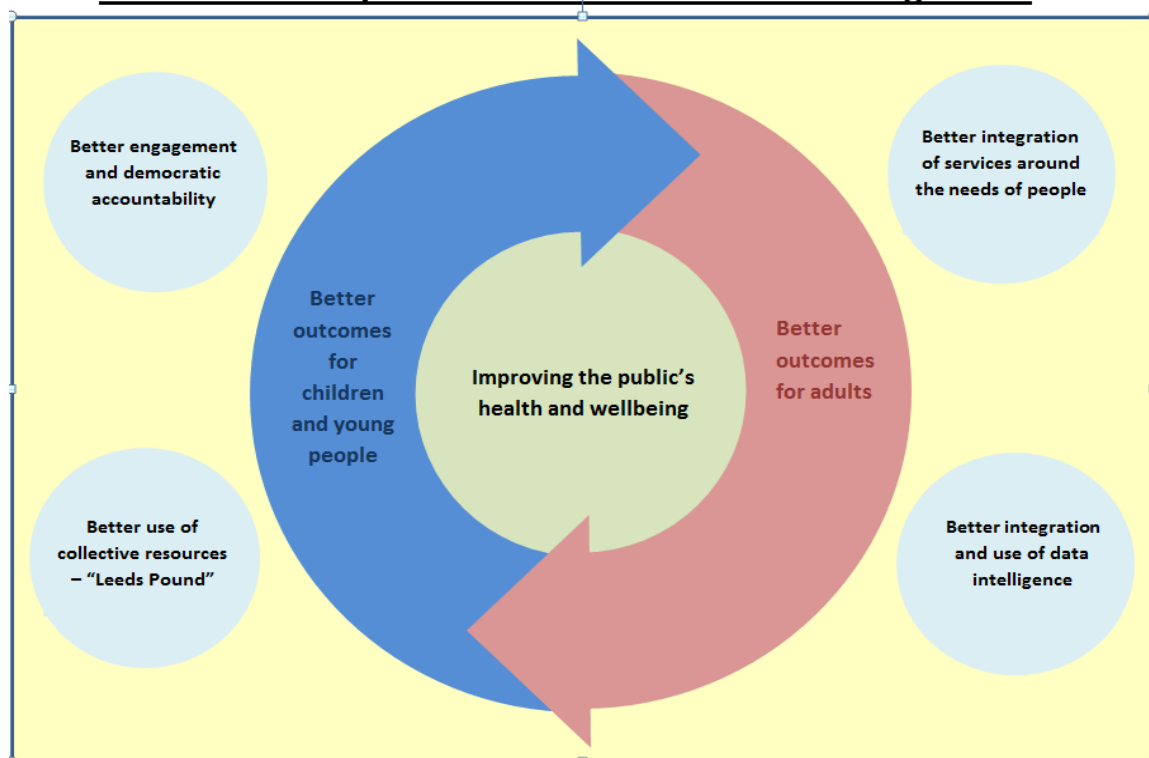
This will lead to opportunities to further improve health and care services and to reduce health inequalities.

3.2.3 This will lead to Leeds being a healthy and caring city for all ages where people will live longer and that differences in life expectancy between communities will be reduced. For Leeds this means making sure that people can access high quality health and social care services but it also means that Leeds is a Child Friendly City; one that creates opportunities for businesses, jobs and training; a city made for sustainable communities; and of course a great place to live.

3.2.4 The Health and Wellbeing Board will work in partnership to:

- Achieve better health and wellbeing outcomes for the people of Leeds;
- Ensure the partners on the Board agree together the outcomes we want to achieve and how these will contribute to the long term Vision for Leeds 2030;
- Bring commissioners together for children, young people and adults healthcare, social care and public health to make the best use of our collective resources- the "*Leeds pound*";
- Promote collaboration, partnership and integration between NHS, social care, public health and other local services.

DRAFT: The Purpose of the Health and Wellbeing Board



3.3 What functions will the Board undertake?

3.3.1 The Health and Social Care Act gives Health and Wellbeing Boards specific functions, including:

- To prepare a Joint Strategic Needs Assessments (JSNAs) and Joint Health and Wellbeing Strategies (JHWSs) – a shared duty between local authorities and CCGs;
- A duty to encourage integrated working between health and social care commissioners, including providing advice, assistance or support to encourage the arrangements under section 75 of the National Health Service Act 2006 (i.e. lead commissioning pool budgets or integrated provision) in connection with the provision of health and social care services;
- A power to encourage close working between commissioners of health related services on the Board itself;
- A power to encourage close working between commissioners of health related services (such as housing and many other local government services) and commissioners of health and social care services.

3.3.2 Other functions may be delegated to the Board under section 196 (2) of the Health and Social Care Act and need not be confined to public health or social care.

- 3.3.3 Attached as appendix 1 to this report are terms of reference for the Health and Wellbeing Board, which reflect the statutory functions it is required to exercise.
- 3.3.4 “Health and Wellbeing Boards present new opportunities for effective partnership working at a local level, to improve commissioning and achieve better health outcomes”. (NHS Confederation). In Leeds, the Health and Wellbeing Board will undertake its duties in the context of aiming to become best city for health and wellbeing. For the Board to be effective it will require strong engagement across communities. The Local Authority and CCGs will have a shared responsibility to undertake a number of functions including assessing the needs of the population and developing a strategic response to improve outcomes for people.
- 3.3.5 How will the Board work together?
- 3.3.6 It will provide strong leadership and support and effective partnership working. The Local Government Association describes a number of principles underpinning how Health and Wellbeing Board operate. These include:
- Shared leadership of strategic approach to the health and wellbeing of communities across all relevant organisations;
 - A commitment to driving real action and change to improve services in communities;
 - Shared ownership of the Board by all the members and accountability to the communities it serves;
 - Openness and transparency in the way in which the Board carries out its work;
 - Inclusiveness in the way that it engages with patients, service users and the public.
- 3.3.7 The legislation allows considerable flexibility to councils and their partners on Health and Wellbeing Boards to set up and run them in a way in which supports these principles and suits the local circumstances. This means Boards will be constituted in different ways across the country. In Leeds the Health and Wellbeing Board is building on considerable success of existing partnerships. For the Health and Wellbeing Board to deliver its ambition it will be important to link strongly with the work of the other groups and bring all the activities together to form a coherent citywide approach under the *Best city leadership network*. During its shadow phase, the Board has been focussing attention on that which “only the Health and Wellbeing Board can do”. Whilst the statutory functions have laid out what the board *must* do- the way in which the Board will work together to deliver this ambition is up to local determination. In its shadow form the board has proposed the following of examples of how it might work together:

3.3.8

Role	Example of how this might be manifested
Set the vision and strategic direction for the city for health and wellbeing	Publish JHWS
Agree a set of values and behaviours and act as a role model at every opportunity	Demonstrate collective voice, can do attitude, challenge and support
Lobby locally, regionally and nationally	Lobby for changes to legislation and policy that improve the Health and wellbeing for people of Leeds
Influence commissioning alignment to make the best use of the collective resources available to the city: the 'Leeds pound'.	Maximise opportunities for joint commissioning of services, functions
Influence the integration of the collection, management, analysis and availability of relevant data and intelligence	JSNA, Leeds observatory, Leeds Innovation Health Hub
Establish benchmarks to assess progress and provide 'air cover' to allow progress to be made when immediate change is not possible	Explaining why a 'turning curve' is good news- even when if performance trajectory is increasing
Unblock issues that prevent progress with strategic outcomes	Influence the NHS England to change investment from regional to local services
Champion the delivery of the Joint Health and Wellbeing Strategy across organisations	Challenge individual services / commissioners locally, city wide and regionally to demonstrate support for JHWS
Champion efforts to maximise resources available to Leeds	Promote and endorse relevant applications for national/European/charitable and private funding
Champion relevant research	Influence the commissioning of research that would have a bearing on the preparation or delivery of the JHWS

Role	Example of how this might be manifested
Communicate and engage effectively with the public and stakeholders	Speak with a common voice about the role of the board
Increase democratic accountability to investment decisions	Encourage local and city wide involvement of/with elected members and commissioners
Ask strategic questions of each other and our organisations	“How does this paper support the delivery of the JHWS”
Champion quality and safety	Working with other Boards to review the lessons learned from the Francis report

3.3.9 It is intended that a Memorandum of Understanding will be developed to assist Board members in working together effectively.

3.4 How will we know that the Board has been effective?

3.4.1 As system leaders, the Health and Wellbeing Board has an excellent opportunity to make a real difference to the health and wellbeing of the people of Leeds. It will take considerable time to turn around often intractable problems leading to health inequalities and overall health and care improvement through better quality interventions. However it is important for the Board to focus on issues that only the Health and Wellbeing Board can address if it is to bring about lasting change to the people of Leeds. It would be unrealistic to expect the Board to achieve all of its objectives immediately. Boards will need to set clear strategic objectives and aspirations and work towards the achievement of these over their life cycle. One of the first duties of the Health and Wellbeing Board will be to approve a JHWS for Leeds and this will set out the outcomes that the partnership has agreed to focus on, the actions that are underway and the indicators that we will measure to monitor the progress in achieving the outcomes. Consistent with the council’s approach to outcomes based accountability, this will be done in a way which monitors performance against a number of factors including:

- anticipated trajectory
- statistical neighbours
- core cities
- national/regional data
- existing baseline

3.4.2 In addition, the Local Government Association has set out a number of development milestones (A New Development Tool for the Health and Wellbeing Board) which can be used to monitor the development of the Board over the next 3 years.

3.4.3 Scrutiny will also have an important role to play in holding parts of the system to account for delivery of strategic outcomes. It should be noted that although scrutiny can oversee the work of the H&WB board, the core statutory functions of the board are not subject to call in.

3.5 What has taken place to prepare for the Board?

3.5.1 The shadow Health and Wellbeing Board for Leeds was established in September 2011. As an early implementer and national exemplar the shadow Board has already undertaken/overseen a number of actions demonstrating benefits to the partnership including:

- Reached a shared understanding of the financial situation and the implications for health and wellbeing in the city;
- Prepared and published a draft JSNA;
- Received a report on the CCG perspectives on priorities for Leeds and update on transition process;
- Reviewed the citywide tobacco and alcohol action plans;
- Led the process to establish the strategic vision for Healthwatch Leeds;
- Led a national learning set for health and wellbeing boards, and published national guidance on 'Making the best use of collective resources';
- Received a report from the Children's Trust Board outlining opportunities for joint working arrangements;
- Prepared a draft Joint Health & Wellbeing Strategy ;
- Undertake a simulation of one of its statutory functions by reviewing the extent to which commissioning plans for 2013/14 take due regard of the draft JHWS;
- Received reports from the three main NHS providers in Leeds outlining the challenges and opportunities they face as a result of the Health and Social Care Act.

3.6 What are the proposed governance arrangements?

3.6.1 Membership

The 2012 Act sets a statutory **core minimum membership** for the Board, identified as:

- at least one councillor (to be nominated by the Leader);
- the directors of Adult Social Services, Children’s Services and Public Health;
- a representative appointed by Local Healthwatch; and
- a representative appointed by each CCG (of which there are 3 within the authority’s area).

However, the authority and/or the Health and Wellbeing Board can appoint additional members, as they think appropriate. A representative from NHS England (previously known as NHS Commissioning Board) is also required to “participate” when the Board are discharging certain functions. Political balance requirements will not apply to the H&WBB.

The **proposed membership** for the Board, is set out in appendix 2 to this report. The Leader has indicated that he will nominate 3 Executive Members to the Health and Wellbeing Board, and one further councillor from each of the two largest opposition groups (to promote cross-group consensus about the decisions taken by the Board). This reflects the existing number and balance of councillors on the shadow Board. The three statutory officers must all be members; as must 3 CCG representatives (each CCG directly appointing its representative), and a representative directly appointed by Healthwatch Leeds (the Local Healthwatch organisation).

To complement the statutory membership, it is proposed that the following are appropriate additional representatives, who should be appointed by the authority:

- a representative of the third sector (in its capacity as a key strategic partner and since it plays a significant role in bringing resources to the City); and
- a representative of NHS England (which is responsible for approximately a third of the health expenditure in the city, and which directly commissions primary care and specialist services, and is therefore a vital partner in realising the City’s vision).

As stated above, the Leeds Health and Wellbeing Board may itself appoint additional members as it thinks appropriate. It is proposed that in recognition of the partnership nature of the Board, any further appointments additional to the core statutory minimum should be left for determination by the Health and Wellbeing Board itself. From work undertaken by the shadow Board to date, it is anticipated that such appointments are likely to be a second CCG representative from each CCG, and an additional Healthwatch Leeds representative.

3.6.2 Voting

Regulations also provide for all members on the Board, (including council officers and co-optees) to be **voting** members unless the authority has **directed** otherwise. Before making such a direction, the authority must consult with the Board. Any voting co-optees (including officers) will need to comply with the authority's Members' Code of Conduct.

It is proposed that the following should vote:

- all councillors appointed to the Board by full Council;
- the representative directly appointed by each CCG;
- the representative directly appointed by Healthwatch Leeds; and
- the Third Sector representative.

This arrangement provides for a **parity of votes** between the Council and its partners. This reflects the nature of the Health and Wellbeing Board as a partnership. The Chair will have a casting vote in the event of an equality of votes.

The terms of a **direction** to give effect to these voting arrangements, are as follows:

“The Council directs that all members of the Health and Wellbeing Board shall be non-voting except for:

- all councillors appointed to the Board by full Council;
- the representative directly appointed by each CCG;
- the representative directly appointed by Healthwatch Leeds; and
- the Third Sector representative.

Any substitute member appointed under Council Procedure rules who is attending a meeting in place of one of the above members may vote at that meeting.”

The direction itself may be reviewed or amended at any time by full Council. Identifying non-voting members in this way (that is, by exception) secures the parity of voting arrangements, whatever additional appointments may be made by the Board. The direction can only be made after consultation with the Health and Wellbeing Board.

3.6.3 Quorum

There is no statutory quorum for the H&WBB. For most, (but not all), council committees, this is 4. The quorum for the shadow H&WBB is a quarter of the existing membership, including at least one councillor and one CCG representative. It is proposed that the quorum for the Board is 4 to include at least one councillor and one CCG representative.

3.6.4 Substitutes

It is proposed that substitute members for councillors on the Leeds Health and Wellbeing Board are appointed via nomination from the relevant group whip. In relation to non-councillor voting members, it is proposed that relevant nominated non-voting members could substitute for a voting representative. It will be on the direction of the Health and Wellbeing Board to appoint nominated additional non-voting members.

4 **Corporate Considerations**

4.1 Consultation and Engagement

Although the responsibility of establishing a Health and Wellbeing Board rests with the Local Authority, in the spirit of the purpose of the Board, consultation with a number of citywide strategic partnership groups has been undertaken (the Integrated Commissioning Executive, the Leeds Health and Social Care Transformation Programme Board and the shadow Health and Wellbeing Board including relevant Executive Members). The Health and Wellbeing Board will include a member of Healthwatch Leeds (the new NHS and social care consumer champion) and it will have a duty to engage with the public and to increase accountability.

4.2 Equality and Diversity / Cohesion and Integration

One of the statutory duties of the Health and Wellbeing Board will be to produce a JSNA. At its heart, the JSNA is committed to identifying need and highlighting issues of inequality and disadvantage in the city. Similarly the JHWS will set out the strategic approach to ensuring these needs are met. The existing JSNA was subject to a full Equality Impact Assessment and the subsequent JHWS was supported by an EIA screening. It should be noted, that the overarching principle of the draft JHWS for Leeds is to ensure *'people who are the poorest, will improve their health the fastest'* and that it will be measured by *'reducing the differences in life expectancy between communities'*. In addition the Board will have a duty to promote integration.

4.3 Council policies and City Priorities

The JHWS will drive the City Priority Plan for Health and Wellbeing and promote its delivery. The Health and Wellbeing Board will also have a role to play in developing an enterprising council and will link closely to existing partnership bodies.

4.4 Resources and value for money

The Board's JHWS will be based upon a number of factors including the current financial context. It will be designed to inform commissioning and decommissioning plans across the partnership with a view to making the best use of our collective resources.

4.5 Legal Implications, Access to Information and Call In

Leeds City Council has a statutory duty to establish the Health and Wellbeing Board, as a council committee. It will be appointed by full Council, after consideration of the proposals by General Purposes Committee, in accordance with Article 15 of the constitution.

No information in this report has been classified as exempt. This decision is not open to call-in, because it is urgent. Delay would prevent the General Purposes Committee from considering the views of the Executive Board at its meeting on the 7 May, and thus the establishment of the Health and Wellbeing Board at full Council, at its annual meeting.

4.6 Risk Management

The Health and Social Care Act has brought about unprecedented change in the NHS. New system comes into force in April 2013. This is uncharted territory for any Local Authority and will bring about opportunities and challenges to the Local Authority, CCGs and other partners. The establishment of a robust Health and Wellbeing Board will place Leeds in an excellent position to take advantage of the opportunities and to mitigate the risks. The Executive Board should be assured that Leeds has been hailed as a national exemplar during its development phase and has led the development of national guidance in this field. The Board will develop its own risk register.

5 Conclusions

- 5.1 The Chief Executive of the NHS said that the Health and Social Care Act brought about “change so big you could see it from space”. The establishment of the Health and Wellbeing Board was one of the less contentious aspects of the Act and affords a great opportunity for the Local Authority to work with the CCGs and other strategic partners to improve the health outcomes for the people of Leeds. Considerable work has been undertaken to prepare for the Board taking on its statutory responsibilities. As an early implementer and national exemplar, in the shadow form of the Board, Leeds is well placed to drive forward the opportunities to improve outcomes for the children young people and adults of Leeds.
- 5.2 However this is new territory for all local authorities and commitment will be required from all partners to enable the Board to fulfil its potential.

6 Recommendations

- 6.1 The Executive Board is asked to:
- a) Note the progress that has been made during the shadow period of the Health and Wellbeing Board;
 - b) Note the statutory functions of the Health and Wellbeing Board, as set out in its proposed terms of reference attached as appendix 1 to this report, and comment on its intended role;
 - c) Endorse the Leader’s proposal to nominate 5 councillors to the Board (3 Executive Members, and one further councillor from each of the two largest opposition groups);
 - d) Make the following recommendations to the General Purposes Committee on the proposed governance arrangements for the Health and Wellbeing Board:
 - i. that membership and voting arrangements for the Board are as set out in the attached appendix 2 to this report;
 - ii. that the Health and Wellbeing board have a quorum of four members, to include one councillor and a CCG representative; and
 - iii. that substitutes for councillors on the Health and Wellbeing Board are appointed via nomination from the relevant group whip;
 - iv. that substitutes for other voting representatives are relevant non-voting representatives, if these are appointed by the Board.

7 Background documents¹

None

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

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Terms of reference

Health and Wellbeing Board

The Health and Wellbeing Board is authorised to carry out the following functions¹:

1. to encourage integrated working² in relation to arrangements for providing health, health-related or social care services;
2. to prepare and publish a joint strategic needs assessment (JSNA)³;
3. to prepare and publish a joint health and wellbeing strategy (JHWS)⁴;
4. to provide an opinion to the authority on whether the authority is discharging its duty to have regard to the JSNA, and the JHWS, in the exercise of its functions⁵;
5. to review the extent to which each Clinical Commissioning Group (CCG) has contributed to the delivery of the JHWS⁶;
6. to provide an opinion to each CCG on whether their draft commissioning plan takes proper account of the JHWS⁷;
7. to provide an opinion to NHS England on whether a commissioning plan published by a CCG takes proper account of the JHWS⁸;
8. to prepare a local pharmaceutical needs assessment⁹; and
9. to exercise any other functions of the authority which are referred to the Board by the authority¹⁰.

¹ "Functions" for these purposes shall be construed in a broad and inclusive fashion and shall include doing anything which is calculated to facilitate or is conducive or incidental to the discharge of any of these functions.

² In accordance with Section 195 Health and Social Care Act 2012. This includes encouraging arrangements under Section 75 National Health Service Act 2006 (the NHSA 2006).

³ Section 116 Local Government and Public Involvement in Health Act 2007 (the LGPIHA 2007)

⁴ Under Section 116A LGPIHA 2007

⁵ Under Section 116B LGPIHA 2007

⁶ Under Section 14Z15(3) and Section 14Z16 NHSA 2006

⁷ Section 14Z13(5) NHSA 2006

⁸ Section 14Z14 NHSA 2006

⁹ Section 128A NHSA 2006

¹⁰ The Leader may delegate executive functions to the Board at any time during the year, in accordance with the Executive and Decision Making Procedure Rules.

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Health and Wellbeing Board – membership proposals

Appendix 2

Statutory provisions	Mandatory	Membership proposed	Voting arrangements (if draft direction is made)	LCC votes	Partner votes
Appointed by the local authority: At least one councillor nominated by the Leader Director of Adult Social Services Director of Children’s Services Director of Public Health Such other persons or representatives of such other persons as the local authority thinks appropriate		To be nominated by the Leader and appointed by full Council: <ul style="list-style-type: none"> • Executive Member for Health and Wellbeing • Executive Member for Adult Social Care • Executive Member for Children’s Services • Councillor from main opposition group • Councillor from main opposition group 		5	
		Full Council to appoint	£	£	
		Full Council to appoint	£	£	
		Full Council to appoint	£	£	
	£	Full council to appoint: <ul style="list-style-type: none"> • a third sector representative • NHS England representative 	£		1
Appointed by Local Healthwatch: 1 representative		To be appointed by Healthwatch Leeds			1
Appointed by each relevant CCG: 1 representative		To be appointed by each CCG			3
Appointed by Health and Wellbeing Board: Such additional persons as the Board thinks appropriate	£	To be confirmed, but anticipated to be: <ul style="list-style-type: none"> • 3 additional CCG representatives; and • An additional Healthwatch Leeds representative. 	£		
TOTALS			10	5	5

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Report of the Director of Environment and Neighbourhoods

Report to Executive Board

Date: 24th April 2013

Subject: Wrap Up Leeds – Final Report

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

Summary of main issues

1. In October 2011 Executive Board agreed to allocate a capital budget of £1.3m to deliver a free insulation scheme open to all private sector householders. This aimed to install between 6,500-13,000 insulation measures and attract between £1.3m and £3.9m of private investment to the city. It was designed to save householders between £1.1m and £2.2m in energy costs per annum, create local jobs, reduce fuel poverty and lower CO₂ emissions
2. Wrap Up Leeds was launched on the 23rd January 2012 and in 11 months insulated 10,007 lofts and cavity walls, at a cost of just £379k. The project has insulated more houses than originally agreed, for significantly less than the allocated budget. It also secured over £3.3m of private sector investment, reduced heating costs by almost £1.4m pa, created around 120 person years of employment, lifted c500 people out of fuel poverty and reduced CO₂ emissions by over 5,600 tonnes pa. It also achieved high levels of customer satisfaction and demonstrated the value of the Council as a trusted 'brand'.
3. In addition, other utility companies promoted their offers heavily within Leeds (sometimes using the Wrap Up Leeds brand) resulting in the insulation of at least another 10,760 lofts and cavity walls, making an impressive combined total of over 20,767 insulation jobs.

4. The project demonstrated the value of a strong partnership with a locally based supply chain and the need for simple marketing through local channels, with clear evidence of local authority support.

Recommendations

5. To note the contents of this report and the success of the Wrap Up Leeds project.

1 Purpose of this report

- 1.1 To provide a summary of the achievements and lessons learnt from Wrap Up Leeds to Executive Board.

2 Background information

- 2.1 Full Council passed a resolution in July 2010 to develop and deliver a free cavity wall and loft insulation scheme for all viable private sector properties across the city (the Home Insulation Scheme, later rebranded Wrap Up Leeds) based on the successful Kirklees model. This aimed to insulate c64,500 homes over a 3-4 year period with an estimated budget requirement from Leeds of £13m.
- 2.2 Significant effort was devoted to securing finance and delivery partners, but policy changes at a national level (notably the change from CERT to the Green Deal) combined with the austerity challenge meant that the originally envisaged 3-4 year free citywide insulation programme was no longer deemed viable.
- 2.3 Therefore Executive Board supported a refined scheme in October 2011 which was designed to retain the original desire to make free insulation open to all private sector householders. This had a budget of £1.3m and aimed to fund between 6,500-13,000 insulation measures (depending on the outcome of the procurement) and attract between £1.3m and £3.9m of private investment to the city. It was designed to save householders between £1.1 and £2.2m in energy costs per annum, create local jobs, reduce fuel poverty and lower CO₂ emissions.
- 2.4 A competitive tender was therefore run using the DEEP Framework mini-bid process to find a delivery partner able to both attract CERT funding and offer free insulation across the whole of Leeds.

3 Main issues

- 3.1 Wrap Up Leeds was awarded as a turnkey contract to Yorkshire Energy Services (YES) in late December 2011. YES were ultimately responsible for promotion, customer sign-up, survey, managing installer sub-contractors, snagging and customer satisfaction. However, the council worked closely with YES at all times (particularly to help steer marketing and promotion) and the council took responsibility for choosing the order in which ward marketing would take place.
- 3.2 Due to the excellent CERT contributions that YES were able to secure from utilities and the low installation prices from the local installer network, the council agreed a new installation target of up to 15,000 lofts and cavities by the end of December 2012.
- 3.3 Between contract award in late December and launch on the 23rd of January, all scheme branding was agreed and marketing activity developed. This allowed us to launch the scheme within a month of contract award and led to significant levels of early interest from residents. However, within three months of the launch of the free Wrap Up Leeds offer, other utilities that were under pressure to meet their CERT targets also launched competing 'free' schemes, some even offering cash-backs to residents in receipt of qualifying benefits. These offers were

analysed and all had flaws: Wrap Up Leeds remained the only truly free offer (regardless of house size, income levels, scaffolding requirement and additional loft requirements). However, some companies marketed their offers extremely aggressively (including some falsely claiming to be working on behalf of Leeds City Council). We took action against all companies falsely using our brand and issued a press release on 14th May 2012 warning residents to check identities etc. Other companies had genuine offers (some of which were better than Wrap Up Leeds for certain residents). Their contribution needs to be taken into account in calculating the beneficial impact of insulation measures over the year.

3.4 Inevitably, this competition did impact on the forecast Wrap Up Leeds uptake rates and made work for the doorstep assessors much more difficult. This was compounded by utility funding partners initially agreeing to extend the CERT deadline to December (from the original deadline of October) only to suddenly withdraw funding with only 24 hours notice. This left us with almost 300 customers who had been surveyed and had installation dates agreed. The council therefore committed an extra £93k (from scheme savings) to ensure these customers did not miss out.

3.5 Despite these challenges, Wrap Up Leeds led to very significant amounts of insulation being installed in private homes right across Leeds. In total, 8,098 properties received a total of 10,007 insulation measures, as shown in the

Wrap up Leeds: Processed to	Ward	Total Customers Contacted	<60mm LI Installed	>60mm LI Installed	CWI Installed	Total No. Of Measures installed	Total HH's with installed measures	Number of Customer Care Returns	Average Customer Care Score
20/02/2013	Adel and Wharfedale	486	187	32	142	361	215	50	5.43
20/02/2013	Alwoodley	1983	156	61	157	374	292	178	5.46
20/02/2013	Ardley and Robin Hood	876	93	42	111	246	208	7	5.46
20/02/2013	Armley	3072	176	43	132	351	275	66	5.33
20/02/2013	Beeston and Holbeck	1813	101	60	97	258	215	21	5.49
20/02/2013	Bramley and Stanningley	1154	134	29	156	319	253	9	5.35
20/02/2013	Burmantofts and Richmond Hill	2465	198	54	100	352	284	47	5.63
20/02/2013	Calverley and Farsley	732	104	19	114	237	196	5	5.40
20/02/2013	Chapel Allerton	1950	152	59	170	381	297	206	5.43
20/02/2013	City and Hunslet	1051	45	32	28	105	99	2	5.33
20/02/2013	Cross Gates and Whinmoor	1478	163	60	165	388	304	197	5.59
20/02/2013	Farnley and Wortley	2191	140	74	152	366	290	21	5.32
20/02/2013	Garforth and Swillington	550	193	56	267	516	396	256	5.54
20/02/2013	Gipton and Harehills	1936	61	34	91	186	149	105	5.52
20/02/2013	Guiseley and Rawdon	520	90	26	111	227	190	10	5.51
20/02/2013	Harewood	340	80	35	77	192	162	65	5.50
20/02/2013	Headingley	197	36	13	28	77	60	26	5.42
20/02/2013	Horsforth	995	103	36	116	255	214	13	5.63
20/02/2013	Hyde Park and Woodhouse	483	47	8	37	92	71	11	5.51
20/02/2013	Killingbeck and Seacroft	4256	216	83	224	523	412	261	5.59
20/02/2013	Kippax and Methley	1591	114	43	127	284	223	131	5.57
20/02/2013	Kirkstall	1690	115	40	140	295	228	171	5.46
20/02/2013	Middleton Park	4363	185	124	194	503	407	10	5.68
20/02/2013	Moortown	1511	192	45	177	414	301	57	5.53
20/02/2013	Morley North	482	111	41	181	333	270	14	5.59
20/02/2013	Morley South	462	94	46	145	285	223	13	5.54
20/02/2013	Otley and Yeadon	2466	165	34	160	359	258	63	5.51
20/02/2013	Pudsey	1462	122	40	152	314	255	16	5.51
20/02/2013	Rothwell	1478	112	49	143	304	234	150	5.48
20/02/2013	Roundhay	614	155	34	176	365	299	141	5.39
20/02/2013	Temple Newsam	2240	171	65	149	385	289	92	5.38
20/02/2013	Weetwood	432	65	32	84	181	160	9	5.62
20/02/2013	Wetherby	262	78	30	71	179	148	56	5.59
	Overall Totals	47582	4154	1479	4374	10007	7877	2479	5.59

summary table below:

3.6 The key outcomes from running Wrap Up Leeds were:

- Attracting over £3.3m of private sector investment into the city through utility CERT funding;
- Reducing residents home heating costs by almost £1.4m pa, over the lifetime of the measures (typically 20 years+);
- Creating or sustaining c120 person years of employment;
- Potentially lifting c500 people out of fuel poverty;
- Reducing CO₂ emissions by over 5,600 tonnes pa.

3.7 One of the most encouraging aspects of Wrap Up Leeds was the very high level of customer satisfaction. Over the 12 month life of the programme, only 52 complaints were received, all of which were successfully resolved. None of these were deemed to be serious breaches. This is equivalent to 1 complaint for every 192 measures installed or 1 complaint for every 915 customers contacted. In addition, 1,354 customer compliments were received and the overall customer satisfaction score was 5.59 (with 6 being excellent) from the 2,479 customer satisfaction returns. Eighteen different factors were assessed, with none falling below 5.

3.8 In addition, YES also promoted other linked services to vulnerable customers and made a total of 1,315 fire safety referrals and 183 to Adult Social Care (Telecare).

3.9 To put the achievements of Wrap Up Leeds in context, we contacted the six energy companies with CERT obligations (British Gas, EON, EDF, NPower, Scottish & Southern and SSE) to find out how many loft and cavity wall installations received CERT funding in 2012. We have had responses from 5 of these 6 companies, summarised in the table below:

	Virgin loft insulation (less than 60mm of existing insulation)	Loft top up (between 60mm – 160mm of existing insulation)	Loft (combined)	Cavity wall insulation	Total
Wrap Up Leeds	4154	1479	5633	4374	10007
Other CERT funding	n/a	n/a	8082	2678	10760
Total	n/a	n/a	13715	7052	20767

3.10 During 2012 an impressive total of over 20,767 main insulation measures were installed through Wrap Up Leeds and related CERT activities. Regardless of who

undertook the work, residents will still benefit from warmer, healthier homes with lower fuel bills.

3.11 Key learning from the project included:

- Energy policy and incentives changed dramatically throughout this programme, often with little or no notice. Having a strong relationship with a responsive organisation allowed us to rapidly change our offer and approach to cope with these changes.
- Wrap Up Leeds worked with local small to medium sized installers. The very high level of customer satisfaction and very low level of complaints is testament to the quality that this local installer network brought. The fact that they were local, often coming from the communities they were helping, seems to have motivated installers to do a really good job.
- We trialled a number of different approaches to marketing Wrap Up Leeds and found that although both 'direct mail' and 'doorstep assessments' were relatively expensive ways of generate referrals, these channels collectively produced the most measures. However, some other activities also generated good levels of interest and were very cost effective. These included online activity, press releases, installer self-referrals, marketing via large employers and word of mouth.
- Feedback from residents indicated that although many were bombarded with competing insulation offers, having the backing of the Council meant that they trusted Wrap Up Leeds more than other offers.
- Establishing and generating interest in a free insulation programme such as this takes time. One of the most common reactions on the doorstep was disbelief that the Council was offering anything for free. Once homes in a neighbourhood had been insulated, word of mouth marketing quickly generated additional leads and made work on the doorstep much easier.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Due to the short timescales available to the programme, residents were not formally consulted as part of the brand development or initial marketing material development. However, these were designed using tried and tested techniques that have proved successful in many other local authority areas.
- 4.1.2 The marketing material and approaches were also refined as a result of the direct feedback to doorstep assessors and call handlers and led to an extension of the working day for assessors to fit round people's lifestyles and greater use of installers to also promote the scheme to neighbours when working in an area.
- 4.1.3 The very low level of complaints and overwhelmingly positive customer feedback indicates that the Wrap Up Leeds engagement process was good.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI screening was carried out in October 2011, prior to the launch of Wrap Up Leeds (appendix 1). This indicated that the project was likely to have an overwhelmingly positive impact, particularly on the health of older and less affluent people.
- 4.2.2 The programme was delivered in a way that ensured that all private residents had an equal chance to benefit from the initiative. The citywide marketing campaign was designed to attract interest from all social groups across Leeds. This was supplemented by intensive marketing campaigns and door-to-door promotion by uniformed assessors to ensure that those without access to normal media outlets, those without English as a first language or those with other barriers were able to hear first-hand about the offer. This campaign started in some of the most deprived wards and worked to the less deprived wards.
- 4.2.3 The table in section 3.5 shows a good spread of installations across the city, with the highest number of installations in two of the most deprived wards, Killingbeck and Seacroft and Middleton. Low figures in a number of wards are reflective of hard to treat stock types (particularly solid walled terraces with attic rooms) and prevalence of privately rented properties. The EDCI screening highlighted this issue and recommended developing a future scheme that would support these property types. This is already happening through the Green Deal Demonstrator and will be expanded with the Green Deal interim framework due to be established by the end of April.
- 4.2.4 Discussions with ALMOs and housing associations indicate that all practicable cavity walls have already been insulated and the vast majority of lofts filled. However, any social housing tenants who enquired were referred to their housing manager to check that they had sufficient levels of insulation.

4.3 Council policies and City Priorities

- 4.3.1 Wrap Up Leeds supports a number of the existing targets and priorities contained in the Council's Policy Framework, namely:
- Vision for Leeds.
 - Health and Wellbeing City Priority Plan.
 - Sustainable Economy and Culture City Priority Plan.
 - Regeneration City Priority Plan.
- 4.3.2 The scheme also supports other city strategies, most notably the Climate Change Strategy, Affordable Warmth Strategy and the Council's Environment Policy.

4.4 Resources and value for money

- 4.4.1 The total direct cost to the council of delivering Wrap Up Leeds was £378,646. This represents a cost to the council of just over £38 per measure installed through the scheme. Savings of £920,000 from the original budget of £1.3m will

be used to bring forwards future energy efficiency programmes, particularly those focused on the Green Deal and ECO.

4.4.2 The spend can be broken down into £121,352 for marketing and customer contact, £145,915 for main insulation measures and £111,379 for enabling measures (such as scaffolding, funding for oversize properties, loft clearance, etc).

4.4.3 Staff resource to establish, monitor and manage the scheme was provided by the existing Fuelsavers Team. This represented circa 2 FTE at an average PO1 grade for a year.

4.4.4 Wrap Up Leeds has attracted over £3.3m of utility CERT funding and will save householders almost £1.4m pa on home heating costs.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Not applicable.

4.6 Risk Management

4.6.1 The two main risks identified at project inception were:

- Not securing utility finance or a delivery partner.
- Lack of demand for insulation measures.

4.6.2 The procurement exercise generated significant variations in costs (the most expensive tender was almost 5 times as expensive as the winning tender) due to the variability in installation costs and ability to attract CERT funding.

4.6.3 The twin-track approach (ward-by-ward marketing and the citywide campaign) meant that we were confident of generating interest from Leeds residents. However, the rapidly changing competitive environment meant that inquiries dropped off significantly in the middle months. We therefore met with YES and corporate communications colleagues to review and change both the offer and the marketing approach, leading to strong levels of enquires right up to scheme end (and beyond).

5 Conclusions

5.1 Wrap Up Leeds has insulated more houses than originally agreed, for significantly less than the allocated budget. It also secured over £3.3m of private sector investment, reduced heating costs by almost £1.4m pa, created around 120 person years of employment, lifted c500 people out of fuel poverty and reduced CO₂ emissions by over 5,600 tonnes pa.

5.2 The project demonstrated the value of a strong partnership with a locally based supply chain and the need for simple marketing through local channels, with clear evidence of local authority support.

5.3 These lessons learnt have been applied to the current Green Deal Demonstrator and will be used for future Green Deal and ECO projects.

6 Recommendations

6.1 To note the contents of this report and the success of the Wrap Up Leeds project.

7 Background documents¹

7.1 None

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

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Equality, Diversity, Cohesion and Integration Screening



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

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

Completed at the earliest opportunity it will help to determine:

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

Directorate: Environments & Neighbourhoods/City Development	Service area: Environmental Services/Sustainable Development Unit
Lead person: George Munson	Contact number: 3951767

<p>1. Title: Leeds Home Insulation Scheme</p> <p>Is this a:</p> <p> <input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other </p> <p>If other, please specify</p>
--

<p>2. Please provide a brief description of what you are screening</p> <p>A free cavity wall and loft insulation scheme for viable private sector properties across the city, based on the successful Kirklees 'Warm Zone' model.</p> <p>This will save residents money on their fuel bills, reduce CO₂ emissions, lift households out of fuel poverty and create employment opportunities.</p> <p>The original intention was to promote the scheme door-to-door across the entire city, but changes to government grant programmes and availability of finance means that we have to focus door-knocking in specific areas. However, the free insulation will be available across the entire city so networks representing people likely to be in fuel poverty will be used to help promote the scheme.</p>
--

3. Relevance to equality, diversity, cohesion and integration

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

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

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

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

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

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

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

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

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

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

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related

information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The scheme will be open to all private occupiers and eligibility will be determined simply by the technical capability of measures to be installed in the property.

Our recommended approach is to promote the scheme more heavily in deprived neighbourhoods (selected by combining the Leeds Neighbourhood Index with technical potential and ranking wards) and through groups representing excluded people, to ensure that people who otherwise may not access help are given every opportunity to do so.

We are currently working with the marketing team in corporate communications and our partner to develop a marketing strategy. It is designed to develop appropriate communications for the wards selected for intensive marketing and to directly contact excluded groups across the city, by working with appropriate community networks (sure start, elderly action, etc) and by direct marketing using information sources such as the council tax benefit database.

In addition, a separate city wide marketing campaign (using posters, ward members, bus advertising, radio advertising, events, etc) will take place to ensure that there is good awareness and uptake right across Leeds.

However, we are aware that people in fuel poverty (including low income groups and some BME groups) are typically concentrated in inner city terraces which are not suitable for loft or cavity insulation ('hard to treat' properties). We have agreed with our chosen contractor to gather information on those people whose properties aren't technically suitable so that we can re-contact them with new offers linked to the government's Green Deal.

- **Key findings**

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

Inclusion/exclusion for free insulation is based entirely on property characteristics rather than any personal or group characteristics. Anybody living in a suitable property will be offered insulation.

However, to try to include the fuel poor living in 'hard to treat' properties we are undertaking a procurement exercise that asks companies to consider providing free solid wall insulation in specific areas as part of their Community Energy Saving Programme (CESP) obligation.

- **Actions**

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

The scheme is primarily positive in that anyone living in a suitable property can have insulation provided for free, saving energy and money and making their homes warmer

and healthier. Impacts will be publicised via case studies and/or press releases/newsletter articles.

The procurement process has indicated that there is the potential in hard-to-treat properties in the more deprived parts of the city to also deliver free solid wall insulation. This is being explored further.

Householders who's homes are not technically suitable will be offered the chance to register for future offers which are suitable.

There is no negative impact.

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

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval

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

Name	Job title	Date
Tom Knowland	Head of Sustainable Development	2 December 2011

7. Publishing

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

Please send a copy to the Equality Team for publishing

Date screening completed	3/10/11
Date sent to Equality Team	tbc
Date published (To be completed by the Equality Team)	