



SCRUTINY BOARD (CHILDREN AND FAMILIES)

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Thursday, 19th October, 2017 at 9.45 am

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

MEMBERSHIP

Councillors

- J Akhtar - Hyde Park and Woodhouse;
- S Bentley (Chair) - Weetwood;
- D Cohen - Alwoodley;
- N Dawson - Morley South;
- C Dobson - Killingbeck and Seacroft;
- J Elliott - Morley South;
- C Gruen - Bramley and Stanningley;
- M Iqbal - City and Hunslet;
- P Latty - Guiseley and Rawdon;
- K Renshaw - Ardsley and Robin Hood;
- B Selby - Killingbeck and Seacroft;

Co-opted Members (Voting)

- Mr E A Britten - Church Representative (Catholic)
- Mr A Graham - Church Representative (Church of England)
- Vacancy - Parent Governor Representative (Primary)
- Ms J Ward - Parent Governor Representative (Secondary)
- Ms J Hazelgrave - Parent Governor Representative (Special)

Co-opted Members (Non-Voting)

- Ms C Foote - Teacher Representative
- Ms M Owen - Teacher Representative
- Mrs S Hutchinson - Early Years Representative
- Ms C Hopkins - Young Lives Leeds
- Ms C Bewsher - Looked After Children and Care Leavers

Principal Scrutiny Adviser:
Sandra Pentelow
Tel: (0113) 37 88655

Produced on Recycled Paper

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing 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> <ol style="list-style-type: none"> 1. To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2. To consider whether or not to accept the officers recommendation in respect of the above information. 3. If so, to formally pass the following resolution:- <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p>No exempt items have been identified.</p>	

3

LATE ITEMS

To identify items which have been admitted to the agenda by the Chair for consideration.

(The special circumstances shall be specified in the minutes.)

4

DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS

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.

5

APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES

To receive any apologies for absence and notification of substitutes.

6

MINUTES - 7 SEPTEMBER 2017

1 - 6

To approve as a correct record the minutes of the meeting held on 7 September 2017.

7

CHILDREN'S CENTRES - DRAFT SCRUTINY INQUIRY REPORT

7 - 44

To consider the report of the Head of Governance and Scrutiny Support which presents the draft Scrutiny Inquiry Report into Children's Centres, for agreement.

8

SCRUTINY INQUIRY - THE IMPACT OF CHILD POVERTY ON ATTAINMENT, ACHIEVEMENT AND ATTENDANCE

45 - 76

To consider the report of the Head of Governance and Scrutiny Support and the Director of Children and Families which provides information relating to the third session of the inquiry.

9

CLUSTER SUSTAINABILITY - POSITION STATEMENT UPDATE

77 -
84

To consider the report of the Director of Children and Families which provides an update following the report to Scrutiny Board in April 2017.

10

WORK SCHEDULE

85 -
104

To consider the Scrutiny Board's work schedule for the 2017/18 municipal year.

11

DATE AND TIME OF NEXT MEETING

Thursday 16 November 2017 at 9:45am

(pre-meeting for Board Members at 9:15am)

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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SCRUTINY BOARD (CHILDREN AND FAMILIES)

THURSDAY, 7TH SEPTEMBER, 2017

PRESENT: Councillor S Bentley in the Chair

Councillors J Akhtar, D Cohen, N Dawson,
C Dobson, J Elliott, P Gruen, P Latty,
K Renshaw and B Selby

CO-OPTED MEMBERS (VOTING)

Mr E A Britten – Church Representative (Catholic)
Mr A Graham – Church Representative (Church of England)
Mrs J Ward – Parent Governor Representative (Secondary)
Ms J Hazelgrave – Parent Governor Representative (Special)

CO-OPTED MEMBERS (NON-VOTING)

Ms C Foote – Teacher Representative
Ms M Owen – Teacher Representative
Mrs S Hutchinson – Early Years Representative
Ms C Hopkins (Young Lives Leeds)

21 Late Items

The following late information was submitted to the Board:

- Agenda item 7 – SILC attendance data 2014/15 to 2015/16.
- Agenda item 9 – School data in relation to the Board's inquiry into the impact of child poverty on attainment, achievement and attendance.

The above information was not available at the time of agenda despatch, but was subsequently made available on the Council's website.

22 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

23 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillor C Gruen and Co-opted Member, Ms C Bewsher.

Notification had been received that Councillor P Gruen was to substitute for Councillor C Gruen.

24 Minutes - 20 July 2017

RESOLVED – That the minutes of the meeting held on 20 July 2017 be approved as a correct record.

25 Aspire, Empower, Accomplish - Supporting Young People with Special Educational Needs and Disabilities in Leeds - Tracking of scrutiny recommendations/desired outcomes and Progress made following the SEND Ofsted inspection February 2017

The Head of Governance and Scrutiny Support and the Director of Children and Families submitted a joint report which outlined the progress that had been made in response to the recommendations arising from the Board's inquiry into Aspire, Empower and Accomplish – Supporting Young People with Special Educational Needs and Disabilities in Leeds.

The following information was appended to the report:

- Recommendation tracking flowchart and classifications
- Details of progress made against each recommendation
- Ofsted / CQC Area SEND Inspection Outcomes.

The following were in attendance:

- Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
- Steve Walker, Director of Children and Families
- Andrew Eastwood, Chief Officer, Learning Improvement
- Barbara Newton, Head of Service, Complex Needs
- Dr Jane Mischenko, NHS Leeds South and East CCG.

The status of recommendations were agreed as follows:

- Recommendation 1 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 2 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 3 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 4 – Achieved
- Recommendation 5 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 6 – Achieved
- Recommendation 7 – Achieved
- Recommendation 8 – Achieved
- Recommendation 9 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 10 – Not fully implemented (Progress made acceptable. Continue monitoring)
- Recommendation 11 – Not fully implemented (Progress made acceptable. Continue monitoring).

The key areas of discussion were:

- An update on support for young people leaving custody, particularly through development of a personalised action plan.
- The level of specialist special educational needs and disabilities (SEND) provision in Leeds.
- The types of support for children and young people with an Education and Health Care (EHC) plan.
- An update on progress in relation to the supported internship pilot.
- Concern that some young people's needs could only be met outside of Leeds.
- Clarification sought regarding waiting times for children diagnosed with autism. The Board was advised that latest data indicated good progress and that resources were in place to support further improvements.
- Clarification sought regarding longer term care for young people that had been diagnosed with autism. The Board was advised about waiting times and wrap around support provided by the child and adolescent mental health service (CAMHS), the speech and language therapy service and tier 4.
- The low percentage of dyslexia diagnosis locally compared to nationally.
- A suggestion that future reporting included target dates and outcomes.
- The access to training and support for schools in relation to SEND.

RESOLVED –

- (a) That the above status of recommendations be approved.
- (b) That future reporting included target dates and outcomes.

26 Ofsted - Areas for Improvement - Inspection March 2015

The Director of Children and Families submitted a report which presented an update on the progress made against the areas of improvement identified by Ofsted.

The following were in attendance:

- Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
- Steve Walker, Director of Children and Families
- Jancis Andrew, Head Teacher, Virtual School
- Andrew Eastwood, Chief Officer, Learning Improvement.

The key areas of discussion were:

- An acknowledgement regarding the significant progress that had been made. Board members expressed concern about the length of time

taken in some areas with recognition that there was still more to be done in terms of improving outcomes for vulnerable young people.

- Confirmation about a reduction in the level of pupil premium funding despite an increase in the number of deprived children, and issues associated with accessing funding.

RESOLVED –

- (a) That the Board notes the progress made on the Ofsted areas for improvement.
- (b) That an update report be presented to the Board in 2018/19.

27 Scrutiny Inquiry - The Impact of Child Poverty on Attainment, Achievement and Attendance

The Head of Governance and Scrutiny Support submitted a report which provided information as part of the Board's inquiry into the impact of child poverty on attainment, achievement and attendance.

The following were in attendance:

- Councillor Jonathan Pryor, Deputy Executive Member, Children and Families
- Mariana Pexton, Chief Officer, Strategy and Resources
- Steve Walker, Director of Children and Families
- Andrew Eastwood, Chief Officer, Learning Improvement
- Peter Storrie, Head of Service, Performance Management and Improvement.

The key areas of discussion were:

- Concern that there was a need for clear understanding about the progress and impact of child poverty work strands undertaken by, or in partnership with the council in order to understand effectiveness and if objectives were being achieved. Board members expressed concern that any gaps in service to mitigate the impact of, or prevent child poverty were not currently known.
- Concern that the Child Poverty Sub-Group had not met for some time and a suggestion that more work was needed to consider cross-cutting themes and strategies, how these were integrated and what further action was required.
- The Board felt that the limited data provided did not facilitate the selection of schools and cluster and requested that the Chair made the selection following advice from the scrutiny officer and consultation with representatives from children's services.
- The data that was required to support the November session of the Board's inquiry.

RESOLVED –

- (a) That the issues raised as part of the Board’s inquiry into the impact of child poverty on attainment, achievement and attendance, be noted.
- (b) That the Chair selects appropriate schools and school cluster to visit with advice from scrutiny following consultation with representatives from children’s services.

(Councillor K Renshaw left the meeting at 11.55am, Councillor P Latty and Mrs S Hutchinson at 12.15pm, Mr A Graham at 12.20pm and Councillor J Akhtar at 12.35pm, during the consideration of this item.)

28 Work Schedule

The Head of Governance and Scrutiny Support submitted a report which invited Members to consider the Board’s work schedule for the 2017/18 municipal year.

The Board was advised that there had been changes to the schedule for November. A November Board meeting replaced the scrutiny inquiry visits that had been previously scheduled. The visits were now to take place in late November.

RESOLVED – That subject to any on-going discussions and scheduling decisions, the Board’s outline work schedule be approved.

29 Date and Time of Next Meeting

Thursday, 19 October 2017 at 9.45am (pre-meeting for all Board Members at 9.15am)

(The meeting concluded at 12.40pm)

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Report author: Sandra Pentelow
Tel: 37 88655

Report of Head of Governance and Scrutiny Support

Report to Scrutiny Board (Children and Families)

Date: 19 October 2017

Subject: Scrutiny Inquiry – Children’s 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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" 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 At the meeting on the 16 of June 2016, the Scrutiny Board (Children’s Services) considered potential sources of work for the 2016/17 municipal year and resolved to undertake an inquiry which would consider the value of children’s centres and how they deliver the aspirations defined in the Children and Young Peoples Plan.

- 2 Terms of reference for the inquiry were agreed on the 15 of September 2016 when it was agreed that the inquiry would be undertaken with significant focus on how services provided through children’s centres:
 - a) impact on the lives of children, particularly in their early years (pre- school age),
 - b) improve the lives of their associated family,
 - c) deliver wider economic and social benefits.

- 3 The inquiry was conducted over three evidence gathering sessions which took place between October 2016 and February 2017. Visits were conducted to four children’s centres in January 2017 to speak to practitioners, parents and carers. The resulting draft scrutiny inquiry report is appended for the consideration of the Scrutiny Board.

- 4 Scrutiny Board Procedure Rule 13.2 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate

Executive Member before providing any such advice. The detail of that advice shall be reported to the Scrutiny Board and considered before the Board's recommendations are finalised and published on the Council's website". The Director of Children's Services and the Director of Resources and Housing was invited to provide advice on or before the 10th of October 2017. The Director of Resources and Housing has advised that the Council's budget is agreed in accordance with the Council's Budget and Policy Framework, therefore recommendation 6 has been updated to reflect this advice.

- 5 A further opportunity for the provision of advice is available at the meeting on the 19 October 2017 and the Scrutiny Board is recommended to consider this before agreeing its report.
- 6 Once the Board publishes its final report, the appropriate Director(s) will be asked to formally respond to the Scrutiny Board's recommendations within three months.

Recommendations

- 7 The Scrutiny Board (Children and Families) is recommended to consider and agree the appended report following its inquiry into Children's Centres.

Background documents

- 8 None used¹

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.

Draft Scrutiny Inquiry Final report

**Children's Centres
Draft V4 publication draft
19 October 2017**



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DRAFT



Desired Outcomes and Recommendations

Desired Outcome – To promote and enhance parental voice and influence.

Recommendation 1 – That the Director of Children and Families undertakes a review of Children's Centre Advisory Boards to assess the strength of governance arrangements and parental inclusion. Where action is required the Director is requested to provide the necessary support to secure improvement.

Desired Outcome – To provide better informed and integrated support to vulnerable children and families.

Recommendation 2 – That the Director of Children and Families investigates the strength of partnership and information sharing between each Children's Centre and local GP services, and where required facilitate support to build up partnership arrangements to provide better support for families who require targeted services.

Desired Outcome – To ensure full Cluster support is maintained to all Children's Centres across Leeds to provide identified targeted support.

Recommendation 3 – That the Director of Children and Families investigates the impact of changing Cluster Partnership structure on the support available to Children's Centres and ensures that full support services are restored and maintained.

Desired Outcome – To better engage with the public by facilitating clear and up to date information to families and to promote the benefits of Children's Centres.

Recommendation 4 – That the Director of Children and Families undertakes a review of electronic media, website and social media provision for all Leeds Local Authority Children's Centres to enhance the provision of information to families and facilitate engagement digitally.

Desired Outcome – To support parents in improving the communication skills of their children.

Recommendation 5 – That the Director of Children and Families investigates the possibility of commissioning and provision of adult learning courses in Makaton in Children's centres, to aid parents who wish to support the development of their child's communication skills.

Desired Outcome – To secure the future financial sustainability of all Children's Centres in Leeds.

Recommendation 6 – That the Director of Children and Families explores how further funding reductions can be prevented in order to support the continued sustainability and prosperity of all Leeds Children's Centres by

- a) working in collaboration with partner organisations to secure sufficient funding which will support continued integrated practice.
- b) working in collaboration with the Director of Resources and Housing to attain sufficient Local Authority funding in accordance with the Council's Budget and Policy Framework
- c) bringing a detailed report regarding Children's Centre funding proposals for 2018/19 to the Scrutiny Board in December 2017



Desired Outcomes and Recommendations

Desired Outcome – To promote financial planning, the building of aspirations and delivery of longer term programmes.

Recommendation 7 – That the Director of Children and Families provides additional stability by supporting the planning of services in the longer term and by investigating the feasibility of budget allocation to all Children’s Centres that extends beyond the current 12 month annual settlement. The outcome of this investigation to be reported to this Scrutiny Board in December 2017.

Desired Outcome – To ensure that the physical infrastructure of Children’s Centres is fit for purpose currently and in the future.

Recommendation 8 – That the Director of Children and Families undertakes a review of buildings and facilities to ensure that the infrastructure and space available facilitates the provision of support services currently, and the aspirations of the early years services in the longer term.

Desired Outcome – To secure the future sustainability of Children’s Centres in Leeds.

Recommendation 9 – That the Director of Children and Families provides the Scrutiny Board (Children and Families) with a sustainability and development plan for Leeds Children’s Centres

- a) which reflects the recommendations made in this report, and
- b) explores the merits and risks of the family hub model, and
- c) supports the review of asset utilisation so that the most effective use of Children’s Centre buildings in Council ownership is achieved in order to generate additional income or reduce expenditure.



Introduction and Scope

Introduction

1 Leeds City Council has an ambition to be the best council in the UK: fair, open, compassionate and welcoming with an economy that is both prosperous and sustainable so all our communities are successful. The City's vision encompasses the aim to be a Child Friendly City by 2030. The methodology for delivering this vision is defined in The Children and Young People's Plan (CYPP) 2015-19 from good to great which details five headline outcomes. These outcomes are:

- All children and young people are safe from harm
- All children and young people do well at all levels of learning and have the skills for life
- All children and young people choose healthy lifestyles
- All children and young people are happy and have fun growing up
- All children and young people are active citizens

2 The CYPP also highlights the importance of Leeds Best Start Plan, which is a preventative programme from conception to age 2 years. This programme aims to ensure a good start in life for every baby, with early identification and targeted support for vulnerable families. It is stated that providing the best start impacts on all the outcomes and priorities in the CYPP.

3 At our meeting on the 16 of June 2016, we considered potential sources of work for the 2016/17 municipal year. Following discussion with the Executive Board Member (Children and Families) and representatives from Children's

Services we resolved to undertake an inquiry which would consider the value of children's centres and how they deliver the aspirations defined in the CYPP.

4 We also wanted to identify how the services provided through children's centres impact on the lives of children, particularly in their early years, and improve the lives of their associated family. We also wanted to identify how austerity measures within the Council and wider partnerships are impacting on children's centres and the strategic and operational intention for sustaining children's centres now and in the future.

Scope of the Inquiry

5 Terms of reference for the inquiry were agreed on the 15 of September 2016. We agreed that the inquiry would be undertaken with significant focus on how services provided through children's centres:

- a) impact on the lives of children, particularly in their early years (pre-school age),
- b) improve the lives of their associated family,
- c) deliver wider economic and social benefits.

6 We concluded that the purpose of the inquiry would be to make an assessment of and, where appropriate, make recommendations on the following areas:



Introduction and Scope

- The strategic and operational approach to making a positive difference in the lives of children and their families through the provision of children's centres
 - The roles and responsibilities of Leeds City Council and Partners in the provision and resourcing of children's centres and the effectiveness of those partnerships.
 - The range, quality and impact of services provided by children's centres, including the recognition and sharing of good practice,
 - Aspirations for the development of children's centres and exploring opportunities to secure a sustainable future.
- 7 The inquiry was conducted over three evidence gathering sessions which took place between October 2016 and February 2017, when we received a range of evidence both written and verbal.
- 8 We also visited four children's centres in January 2017 to speak to practitioners, parents and carers. We are grateful for the enlightening contribution they made to this inquiry and for the open and helpful information provided. We would like to thank them for giving up their valuable time to support this inquiry.

Best Council Plan

- 9 The scope of the inquiry fulfils some of the best council objectives and priorities as defined in the Best Council plan for 2015 to 2020, particularly supporting children to do well at all levels of learning and have the skills they need for life, keeping children safe, supporting families, and raising aspirations and educational attainment.

Desired Outcomes, Added Value and Anticipated Service Impact

- 10 In conducting this Inquiry we reflected on the aspirations of the City endeavoured to establish if robust strategies, partnerships and services are in place to provide the necessary support that young children and their families require as they progress through their early years.
- 11 We also considered the challenge of providing high support in a climate of reducing financial resources. We also acknowledge that there continues to be a rise in the number of children in Leeds who are entitled to early years support and education.
- 12 Our recommendations require a number of improvement measures. Such measures potentially may require additional local authority resources and/or support from relevant partners across the city.
- 13 We hope that our findings and recommendations will influence the improvement in services and support provided by Leeds City Council and Partner organisations, including the health sector. Our overarching desire is to highlight the value and unique nature of our Children's Centres in Leeds and ensure support is put into place to secure a sustainable and enterprising early year's service for the future. We consider investment in early start a long term solution to achieving the 'obsessions' set out in the CYPP which should be maintained with persistence



Introduction and Scope

and steadfastness in the face of the challenges highlighted in this report.

appropriate an equality impact assessment should be carried out.

Equality and Diversity

- 14 The Equality Improvement Priorities 2016 – 2020 have been developed to ensure that the council meets its legal duties under the Equality Act 2010. The priorities help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity.
- 15 Children’s centres provide support to young children who have special educational needs or a disability as defined in the Equality Act 2010. This Act sets out the legal obligations that early years providers, local authorities and others have towards disabled young children.
- 16 Equality and diversity issues have been considered throughout this Scrutiny Inquiry. The evidence submitted and the topics debated in this inquiry have highlighted that young children who have English as an additional language and/or live in an area of high deprivation face additional challenges that can hinder their early development. We identified that the Childcare Act 2006 places a duty on Local Authorities to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers. (See para.29)
- 17 In all inquiries, where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity and where



Conclusions and Recommendations

Background

18 At the launch of our inquiry we ascertained that Sure Start Children's Centres were established nationally from 2010 as the cornerstone of early support and advice for families with young children. The services provided were intended to be targeted at families with greatest need, and available in all communities. The intention for Sure Start Children's Centres was to be:

"... the key mechanism for improving outcomes for young children, reducing inequality in outcomes between the most disadvantaged and the rest, and help bring an end to poverty." (DfES 2006).

19 Children's centres support families with young children from pre-birth (pregnancy) through to 5 years, providing targeted support, parent training, information, support and advice and access to child care. The services delivered at the centres and in the local community are detailed in appendix 1

20 We were advised that there are fifty six children's centres in the Leeds area. These were developed in phases, established first in areas identified with the greatest need and high levels of deprivation. Each centre provides a universal core offer that any parent in the city can access, with additional services and support available to meet the need of the local population. For that reason children's centres have differing attributes dependant on the phase in which they were introduced and the communities they serve. Twenty five of the children's centres in Leeds are managed by schools in accordance with service level agreements monitored by Leeds City Council.

21 It was brought to our attention that an Integrated Early Start Service offers early learning, child care and health services. Most families supported receive some level of subsidy through working tax credit or childcare vouchers. Leeds children's centres are collectively one of the largest nursery businesses in the country, serving over 2,500 children under 5 every day.

22 We were further informed that the Early Start Service recognises the importance of early help and giving every child the best start in life. This service includes health visitor service practitioners and children's centre practitioners working in integrated teams which are aligned to Cluster Partnerships.

23 Further service strands include social services support, training and employment services, and information and advice services for parents and prospective parents.

24 To understand the scale of support provided at the fifty six children's centres we were informed that 96% of families in Leeds with children under 5 are registered with children's centres which is approximately 25,304 families. A total of 13,581 families are in target groups which are considered to be 'hard to reach'. In addition 7,443 families in target groups (70%) regularly engage with children centres.

25 Professionals, including Family Outreach Workers, work intensively with targeted families. These are families who have been referred or refer themselves for short, but intensive support. At the time of our inquiry 4,495 families with 6,543 children under 5 were being supported through family



Conclusions and Recommendations

difficulties by family outreach workers in centres across Leeds.

- 26 In 2015, 334 children supported by children's centres across Leeds were on the edge of care, 23 children supported by children centres were in care. Childrens centres also provided support for 33 children coming out of care.

Legislation, Governance and Strategy

27 During our preliminary investigations we sought to understand the framework of legislation, governance and strategy that define and influence the support services provided by children's centres. We established that The Childcare Act 2006 defines the statutory requirement for local authorities and commissioners of local health services (and job centre plus) relating to children's centres.

- 28 A Sure Start children's centre is defined in the Act as a place or a group of places:
- which is managed by or on behalf of, or under arrangements with, the local authority with a view to securing that early childhood services in the local authority's area are made available in an integrated way;
 - through which early childhood services are made available (either by providing the services on site, or by providing advice and assistance on gaining access to services elsewhere); and
 - at which activities for young children are provided.¹

¹ Sure Start children's centres statutory guidance For local authorities, commissioners of local health services and Jobcentre Plus, April 2013

29 The Act places a duty on Local Authorities to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in the areas of:

- child development and school readiness;
- parenting aspirations and parenting skills;
- child and family health and life chances.

30 The Children and Families Trust Board is responsible for the governance of local authority children's centres in Leeds. The plan for improving outcomes for children and young people in the city is outlined in the CYPP.

31 In addition, The 0-5 Early Years Partnership brings together partners involved in the provision of learning and support, in order to improve outcomes for children aged 0-5 and encourage and secure integrated services for children and their families. Children's centres perform a key function in the delivery of improved outcomes which the 0-5 Early Years Partnership aims to achieve.

32 With regard to strategic approach to the delivery of services through children's centres we were advised that the Wave Trust report (2013) gives strong evidence of the economic value of investing in the earliest years resulting in real gains in social, health and economic benefits. The study 'The First 1001 days' forms the basis of the Leeds Best Start strategy. This strategy aims to clarify the approach to giving every child the best possible start in life. This



Conclusions and Recommendations

is also a commitment defined in the Leeds Health and Wellbeing Strategy and aligns with the Leeds CYPP.

33 The Leeds Best Start Plan defines a programme from conception to age 2 years which aims to ensure a good start for every child. The focus of the plan is on early intervention to resolve emerging problems in order to promote social and emotional capacity and cognitive growth, and break inter-generational cycles of neglect, abuse and violence.

34 The aim of 'A Life Ready for Learning-0-5 Strategy' is to ensure that every child in Leeds will be ready to get the best start from their early learning experience. Principles of this strategy are:

- All communities have access to good or better early learning and care opportunities;
- Every child, from the age of 2 should be supported and encouraged to attend high quality learning experiences across all sectors
- Well prepared and informed parents will be supported to make good choices about their child's early learning;
- Families who are most vulnerable will be identified early and well supported by a highly skilled and well trained workforce
- Parents will have access to places they feel welcome, build networks and relationships to support their child's early learning and care
- Development of early language and communication

Educational outcomes for children in their early years are reported in the Annual standards report which is

considered by this Scrutiny Board and the Executive Board on an annual basis.

35 Childrens Centres are inspected by Ofsted. The inspection framework focuses on the impact of children's centres on targeted young children and their families, especially those identified as being most in need of intervention and support. The three elements for judgement are:

- Access to services by young children and their families;
- The quality and impact of services and practice;
- The effectiveness of leadership, governance and management.

36 We were informed that the collective results of Children's Centre Ofsted inspections are above national average, with most centres achieving a good or outstanding judgement. (See appendix 2). At the end of August 2015 73% of children's centres in Leeds were good or outstanding, against a national comparison of 49%.

37 The Joint Area Ofsted and CQC SEND inspection in 2017 stated that parents of children with special educational needs and disabilities reported smooth and efficient identification of needs through their involvement in children's centres.

Children's centres Visited

38 On the 26th of January we visited four children's centres, Bankside, New Beverley, Boston Spa and Burley. The purpose of the visits was to meet with professional practitioners and service



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users in order to gain a better understanding of what is being delivered and achieved “on the ground”. The visits facilitated a greater understanding of the unique challenges at each Children’s Centre, and enabled us to identify comparative and contrasting approaches and practices along with common themes.

39 Reflecting on our terms of reference for the inquiry we focused on the following areas during our visits:

- Best Start & Preparation for Learning
- Improving outcomes for families with multiple needs and supporting parents
- Obtaining service user views about their Children’s Centre and the support they value
- Partnership working - Strength of partnerships and the multi-agency approach. The links to Clusters, GP’s, Primary Schools and voluntary organisations in the area.
- The centres main priorities, barriers to be overcome and how best practice is captured and shared
- Aspirations, future plans and building sustainability.

The relevant information and evidence gathered during our visits is reflected throughout this report.

40 When speaking to practitioners at the children’s centres we were provided with background information which highlighted the unique communities that each centre supports.

41 Bankside – This children’s centre is run by the school, situated in an area of high deprivation near the centre of Leeds. There is a high demographic of black and ethnic minority children in the centre

with 98% having English as an additional language. Some are bilingual or new to speaking English. Staff ratios are 1:4 for 2yr olds, 1:8 for the rest which is higher than what is required (1:13), in order to meet the needs of children, as most do not initially meet age related expectations in development. The nursery is always full and they serve 750 families.

42 Boston Spa - The children’s centre was established in 2010 and operates in collaboration with Wetherby Children’s Centre, sharing one overall manager as well as a deputy. The reach area of the centre is large and includes a number of isolated villages. This reach area serves 1,960 0-5 year olds. One of the principal challenges for the centre is providing services that parents can access easily. In order to overcome local challenges such as this, professionals provide support and guidance to groups within the local village communities. Where possible, the centre invites services based within the city centre to their reach area to guarantee families are able to access resources. The centre acts as a hub within the community where families can receive signposting information for the services that they require. The reach area of Boston Spa Children’s Centre includes both wealthy professions and families which suffer from high levels of deprivation.

43 Burley Park – This Children’s Centre supports a community which is considered to be transient. This includes 744 children under the age of 5, 430 families, with 264 families speaking English as an additional language. 23 different languages are spoken. The day care provision has 120 children from a range of backgrounds accessing



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support. The centre supports a range of families in different circumstances including those who access support funding from the Government, those who are working, and young parent families. Many families are living in low quality private rented housing.

- 44 New Bewerley – The population in the reach area of this children’s centre is also considered to be transient with many families living in low quality back to back properties with little outdoor play space for children. A high number of immigrants settle in the area. 53% of children in the centre have English as an additional language with 16 different languages spoken. A significant number of children speak no English when they join the centre for day care and parents utilise the children’s centre to teach their children English. Some pockets of the community are in the top 3% of areas of multiple deprivation. We were advised that there are problems with anti-social behaviour in the area along with drug use and supply. Giving away of food parcels is common, a clear indication of poverty and of families who are struggling.

Voice and Influence

- 45 Throughout the inquiry we maintained a focus on the mechanisms in place at children’s centres to seek out and identify the views of parents and carers. Our visits confirmed the strong connections that parents have with the practitioners based within the centres. They advised us that they could speak to professionals in the centres openly about their problems and concerns.
- 46 In terms of more formal structures in facilitating and encouraging the voice

and influence of parents and carers we were interested in the role of advisory boards and how these enable the views of parents to be taken into account.

- 47 We were advised that every children’s centre is required to have an advisory board. These are defined as;

“a group of persons who represent the interests of the children’s centre users. The role of advisory board members is to provide advice, assistance and challenge to centre leaders, in order to ensure that the children’s centre operates effectively and efficiently and fulfils its remit.”

- 48 We established that through Ofsted inspection the advisory board for each Children’s Centre is held to account. Ofsted focus on the extent to which families contribute to the Centres performance, and if their views are taken into account to shape services and improve access.
- 49 The latest Ofsted report² for Temple Newsam and Colton Children’s Centre highlighted the effectiveness of their advisory board. It states that parents work in close partnership with centre staff to ensure that practice and policies reflect their needs. Through their advisory forum, a large number of parents, 23 in 2014, consider the centre’s challenges, policies, planning and successes.
- 50 The Ofsted inspection for Bramley Children’s Centre³ states that the advisory board provides good-quality governance with professional partners

² Ofsted Inspection June 2015

³ Ofsted Inspection March 2015



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taking care to ensure that parent members understand and so play a full part in the board's deliberations. Parents put forward suggestions to the advisory board for consideration to help shape services. The Centre was advised to strengthen systems to inform parents and children of the outcomes of the decisions taken by the advisory board.

51 We were informed that most advisory boards in Leeds have representation from centre staff, parents or carers, local schools, health visitors, clusters and voluntary sector. It was stated that parents are encouraged to engage in this process. We established that advisory boards engage parents and operate in different ways with varying degrees of success, with some centres struggling to engage parental and voluntary sector support.

52 During one visit we established that the advisory board was still evolving with the aim of strengthening governance arrangements further. There was an identified need for police or PCSO representation to enable parents to discuss challenges faced within their community.

53 There are evident examples of outstanding parental participation facilitated by advisory boards in Leeds. This enables parents to provide challenge about the quality of practice and services whilst influencing the drive for improvement. We acknowledge that the capacity of each advisory board to function effectively is a key consideration at each Ofsted inspection and therefore we recommend that all advisory boards should be reviewed to identify gaps and weaknesses in governance arrangements and parental

participation. Children's centres should also be supported where necessary to facilitate stronger governance and parental influence.

Recommendation 1 – That the Director of Children and Families undertakes a review of Children's Centre Advisory Boards to assess the strength of governance arrangements and parental inclusion. Where action is required the Director is requested to provide the necessary support to secure improvement.

Partnerships and Service Integration

54 We wanted to explore the roles and responsibilities of Leeds City Council and Partners in the provision of services, and resourcing of children's centres and the effectiveness of those partnerships to meet the needs of communities through the provision of locally influenced services. During our visits we sought to identify how working in partnership is making a difference and the strength of links to clusters partnerships, GP's, health services, primary schools and voluntary organisations.

55 We were advised that the provision of services for families has been facilitated in general by developing partnership working with key partners. This was recognised by Ofsted who stated;

"There are extensive early and targeted help services available to families at the first emergence of a problem, delivered by knowledgeable, confident and well-trained practitioners." Ofsted 2015.



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- 56 The most significant of these partnerships has been the integration of health visiting services (Leeds Community Healthcare NHS Trust) and children's centre services into twenty five cluster based Early Start Teams. We were informed that this has impacted favourably on all children's centres and health visiting services through improved information sharing, service monitoring and accessing support from other services.
- 57 Public Health has commissioned a range of universal preventative services to be delivered through the children's centre offer. These include Preparation Birth and Beyond, HENRY (a health lifestyles programme for parents), and breast feeding support. (Included in Appendix 1)
- 58 The three Clinical Commissioning Groups for Leeds (CCG's) have elected to integrate city-wide children and maternity services utilising children's centres as a resource for delivery. We were advised that a number of core services are commissioned and delivered city wide such as maternity care and perinatal mental health support which is connecting maternity, early start and mental health services.
- 59 The children's centres visited were very aware that the South and East CCG has made additional investment in their area for paediatric first aid training for families and carers. Practitioners at children's centres outside the south and east CCG area stated that they too would welcome similar additional investment into first aid. We were advised that the way additional services are commissioned is based on the needs of the local population. It was explained the South and East CCG has the highest use of A&E for young children and families, therefore first aid was prioritised for local investment. We asked the representative from the South and East CCG about the feasibility of additional investment in the remainder of the city for first aid. We were advised that each CCG will consider the needs of the population, how services are being used and what can be done to improve. It was stated that children's centres have been key to the success of the first aid for families scheme due to their position in the heart of target areas and the strong reputation they have amongst their communities.
- 60 Additional investment has also been made by Leeds West CCG who have been working closely with the Bramley children's centre to identify why the most vulnerable parents in that area are not engaging in local services and how those parents can be encouraged to participate. We were informed that this centre is providing advice relating to sexual health, emergency contraception and perinatal service support available at local GP practices. In the CCG's view this is a demonstration of the Centres ability to form partnerships and professional relationships quickly and use them as a conduit for providing essential information in the community.
- 61 All centres visited highlighted their Pregnancy, Birth and Beyond programme as an example of integrated working, where midwives provide support alongside health visitors and children's centre staff. Family Outreach Workers contact parents prior to the sessions in order to engage them in activities initially. During our discussions we quickly established the importance of



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the role of the Family Outreach Worker with whom parents form strong and valued connections.

- 62 Practitioners at the Burley Park Children's Centre advised us that their health visitor meets with GP's to share information regarding families that are being supported in a targeted way. This strength of link to GP practices was not established as firmly during other visits and therefore we feel that warrants further review.

Recommendation 2 – That the Director of Children and Families investigates the strength of partnership and information sharing between each Children's Centre and local GP services, and where required facilitate support to build up partnership arrangements to provide better support for families who require targeted services.

- 63 Based on the evidence received we recognise the strength of integration and partnership with health services within children's centres. We were keen to establish if there is or had been any issues with co-ordination, overlap or gaps in services due to the integrated multi-agency approach, and the various strategies and policies in place (referred to earlier in this report).
- 64 We were advised that before the days of the integrated early start service there was potential for overlap- particularly around the very early days of a child's life. Integrated practicalities on the ground means that there is no overlap and any gaps in service which are managed and facilitated through joint working. Health Visitors and children's centre practitioners jointly undertake

allocation meetings. When a request for support is received for a family the needs for that family are identified and the package of support that could be offered is considered, along with who within the integrated team has the best skill set to lead in the delivery of that support.

- 65 We sought to establish how Cluster Partnerships work collaboratively and in partnership with children's centres. We were advised that the twenty five Early Start Teams which operate from children's centres are completely aligned with Cluster Partnerships. Children's centre staff and Health Visitors meet with their cluster to gather intelligence regarding vulnerable families and to secure support.
- 66 All the children's centres visited provided some reassurance about the targeted support services received from their Cluster Partnership. Concern was expressed however due to the changing structures of Cluster Partnerships and the impact that this was having on the Burley Park Children's Centre in particular. At the time of our visit, their Cluster was not taking any more referrals. When this was raised with Children's Services representatives we were advised that all children's centres would continue to have Cluster links whilst any structure changes evolve. We are concerned that the transition in cluster arrangements would potentially result in weaknesses in partnership support and impact negatively on families.



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Recommendation 3 – That the Director of Children and Families investigates the impact of changing Cluster Partnership structure on the support available to Children’s Centres and ensures that full support services are restored and maintained.

- 67 We heard how trained volunteers from National Childbirth Trust (NCT) have been working with the Bankside Children’s Centre since 2003 to provide support to mums as early as possible in their pregnancy. NCT started ante-natal classes with refugee parents and their children which developed into a post-natal group. We were advised that uptake and impact of the service was good, however there was some concerns about future funding to enable this support to continue.
- 68 Two children’s centres brought to our attention to their close links with social care, undertaking joint visits to improve support to families and to share any concerns and advice. Bankside Children’s Centre highlighted their new partnership arrangement with the Department of Works and Pensions (DWP) who are working from the Children’s Centre to specifically support the long term unemployed. New Bewerley also advised us that assistance is provided to support parents into employment. This includes formal education and training.
- 69 In the context of preparing children for school we wanted to understand the strength of partnership between children’s centres and primary schools. All the children’s centres visited provided a good overview of the links in place. New Bewerley Children’s Centre, who are based on the site of New Bewerley Community Primary School, advised us that teachers visit the centre. Both this centre and Burley Park Children’s Centre advised us that they recognise that all schools do not operate in the same way so they prepare children and parents for what is expected at the school to which they will move. The centres also continue to track the progress of the child when they go to school to identify if there are any improvement to be made in the early years education support provided. Information about each child is shared with their prospective primary school. One parent at New Bewerley Children’s Centre stated that the transition to primary school for his child, who has an undiagnosed special education need, was excellent due to the support they received.
- 70 We were advised that Boston Spa Children’s Centre has hosted a parent and toddler group within Bramham Primary School. Parents were able to become familiar with the school’s ethos and it provided continuity between the children’s centre and the school, as well as stability and reassurance.
- 71 The Head Teacher of Bramham Primary School advised us that she valued the supportive links offered by Boston Spa Children’s Centre and how this aided the children now attending her school, such as a child’s ability to attach with their parents which directly affects their relationships with teachers and peers.
- 72 We recognise that there are differences between children’s centres in terms of being attached or not attached to a school. We recognise that those centres



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not attached to a primary school are making considerable extra effort to forge good relationships with schools in their areas.

73 We established that Bankside Children's Centre has a unique model in the way that it operates and its link to the school. We were advised that the children's centre is run as an integrated part of Bankside School. The children's centre manager is the Assistant Head of the school and the centres budget is successfully managed through the school with staff supporting children in the school and the children's centre's outreach area, which stand-alone children's centres would not be able to facilitate. It was stated that the reason why the Bankside model is considered to be successful is because of the seamless connection between the centre and the school. "That is down to the head teacher and the governors who have been very creative with funding, putting in short-term investments for long-term gains."

Service Philosophy and Ethos

74 During the inquiry we gained a valuable insight into the embedded culture and values demonstrated in each children's centre. All had a commitment to sharing good practice and improving their services for the benefit of the children and families they support. We found staff retention rates and investment in professional development particularly reassuring. Communication and access to information was an area we felt needed further development.

75 We heard first hand from parents who felt that their children's centre was like an 'extended family' where they are able to network with one another and create friendship and support groups; therefore reducing isolation and its consequent impact. We consider these are factors that contribute to the success of children's centres and the high return rates by parents who initially attended Pregnancy, Birth and Beyond sessions. We were advised by the Children's Centre and Early Help Lead Officer that the objective has always been to include parents, ensuring that there is regular contact, speaking to them every day if possible, but also through a range of forums and consultations.

76 We questioned parents and practitioners about the different aspects of communication. We acknowledged the face to face support provided but wanted to know how easily service users or potential users could access information about the centres and the range of support available. We commented that our initial research of the centres had proven quite difficult due to a lack of accessible web based information. Parents also stated that much of the information they received was through leaflets obtained at the centres.

77 We were informed that centres aspire to work more digitally in order to be time and cost effective. Investment into technology has often been overlooked as a result of financial constraints; however less paperwork would increase the amount of time available to support and visit families. Practitioners acknowledged that there is a need to develop websites and apps to keep parents engaged and up to date.



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Recommendation 4 – That the Director of Children and Families undertakes a review of electronic media, website and social media provision for all Leeds Local Authority Children’s Centres to enhance the provision of information to families and facilitate engagement digitally.

- 78 We were advised that the integrated early years workforce is between 6000 to 7000 professionals working across the city. Employees at the children’s centres are recruited through a number of avenues including recruitment fayres and apprenticeship programmes. Progression paths are provided whilst skills are learned and individuals develop professionally. Staff retention is good, with some staff being in post for many years. We witnessed the genuine drive and enthusiasm that practitioners have towards their duties and responsibilities.
- 79 We were informed that there has been a considerable amount of investment in professional development, particularly in leadership skills and in improving the business acumen of children’s centre managers through business planning seminars.
- 80 We sought to establish how good practice is shared across Leeds, particularly by those children’s centres rated outstanding by Ofsted. We were advised that there is an annual appraisal or ‘conversation’ with each children’s centre followed by a six monthly review, where performance is measured against the Ofsted framework. This is supported by local forums which enable all of the children’s centre practitioners to come together to look at lessons learned from

the ‘outstanding’ settings as well as the ‘requires improvement’ settings, to discuss what is going well and share ideas. If it was identified that when the performance of a children’s centre was not adequate, intervention through additional support at a senior level and an action plan for improvement would be implemented. Mentoring programmes are also in place across all children’s centres and there is access to a team of qualified teachers who can provide support to improve performance.

Best Start and Preparation for Learning

- 81 During our visits we asked practitioners about their approach to providing pre-birth, antenatal support and support in the early stages of a child’s development. We were also keen to establish the approach to speech and language development in order to support their educational progress.
- 82 We were advised that the Early Start Service supports families with their child’s development through reducing social isolation, promoting well-being, increasing parenting capacity and supporting access to training and employment.
- 83 We established that all centres recognised the value of forming early relationships with families, building trust and confidence to ensure all parents can access necessary support. We recognise that the Pregnancy, Birth and Beyond programme is pivotal in initiating relationships with families, familiarising families with the culture of their



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Children's Centre and increasing the likelihood of their return to become involved in programmes such as 'Baby Steps'. This programme engages families with complex needs and provides support from a range of professionals such as social workers, midwives, children's centre staff and family outreach workers.

- 84 Practitioners at the New Bewerley Children's Centre highlighted that they try to ensure contact with all families through midwives and health visitors. The Family Outreach Worker goes door knocking to make contact with families living in the area. Once a relationship has been established with parents on a one to one basis they then take the opportunity to introduce colleagues in order to build a solid support network. The parents in attendance at this centre advised us that their Family Outreach Worker is seen as a friendly face and friendly voice.
- 85 We were advised that perinatal mental health is a priority and that investment has been made into infant mental health services. This provides support for families with complex needs and who require support with early attachment. It was brought to our attention that maternal mental health has a big impact on attachment and a baby's development and this has become one of the priorities within that maternity strategy. This services has been commissioned by Leeds and York Partnership trust and Leeds Community Healthcare Trust. The support is being provided at children's centres through early start services.
- 86 We were advised that although incredibly important, the infant mental health service is tiny, with a small amount of capacity for the direct referral of families to receive help from professionals such as psychologists and psychotherapists. This service is mainly funded by Public Health and their ability to fund this service and develop it is now limited. It was stressed by one Public Health representative that further investment into infant mental health services from CCG's is required, particularly for consultation and therapeutic referral services. The CCG Associate Director of Commissioning (Leeds South and East CCG) was requested to provide this feedback to the CCG's during the course of our inquiry.
- 87 We were advised that the key area of focus to prepare children for 'A life ready for learning' is to increase the take up of 2 year old early years places, support communication and language development and promote focus on play and learning within the home.
- 88 All the centres visited, particularly those which a high percentage of children whose first language is not English (EAL), stressed the importance of delivering speech and language development as this increased the likelihood of children reaching a good level of development before starting their primary education. A number of parents advised us about the improvements in children's communication, engagement and interaction since attending the day care provision in the centres.
- 89 During our visits we were advised that there is a recognised 'gap' around speech and language therapy in terms of health service resourcing which is



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having a negative impact. It was stated that during 2015/16 there has been a decline in health service provided speech and language support. Children's centre practitioners felt that there is now a pressure to bridge the gap through alternative services provided by their centre.

- 90 The provision of speech and language therapy is an issue that was identified by Ofsted and CQC during their joint inspection in February 2017. This stated that,

Decisions made by Leeds Community Healthcare leaders about recruiting speech and language therapists to the NHS mainstream provision, and their plans to implement new ways of working, are not effectively meeting the needs of children who still wait too long to receive their services. More than 600 children in school based settings and more than 200 children in clinic settings are experiencing prolonged waits that exceed 18 weeks.⁴

Action is being taken to rectify this and progress will be monitored by Scrutiny Board (Children and Families) as part of our Ofsted progress review.

- 91 We were informed that Health Visitors at the children's centres are trained in reducing basic speech, language and communication difficulties. During our visit to New Bewerley we were advised that they encouraged speech through their early learning environments. They are also using Makaton to communicate, for those children who struggle to communicate verbally. One parent expressed how pleased he was with this

and how it had helped his child however he also said that he would like support to learn Makaton so that he can understand and communicate better with his child in the home environment. We were advised that this type of course had been explored by parents however it was found to be oversubscribed, expensive and provided in three day blocks instead of manageable sessions that fit with family life.

Recommendation 5 – That the Director of Children and Families investigates the possibility of commissioning and provision of adult learning courses in Makaton in Children's centres, to aid parents who wish to support the development of their child's communication skills.

- 92 Centres with a significant number of EAL children advised that they encourage speech in their first language as well as using English, however in many circumstances parents want their children to develop their English language skills in the early years setting. A number of parents advised us that their children's communication skills had improved considerably since attending the centre, through the support provided and through forming friendships with their peers.
- 93 With regard to the focus on learning through play, children's centres stressed the importance of having outside space, particularly in those areas where the nature of the housing does not support outside play, due to lack of gardens or a prevalence of crime. At Bankside Children's Centre whole families are encouraged to go outdoors and get involved in messy play. They are also

⁴ Ofsted and CQC Joint local area SEND inspection in Leeds, 19 February 2017



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encouraged to take the children out shopping, go to libraries and go to local parks. New Bewerley Children's Centre were particularly proud of their sensory room which supports sensory play and is available for community use, encouraging families to use the centre.

Improving outcomes for families in challenging circumstances.

- 94 Throughout the inquiry we sought to establish the role of children's centres in supporting families with complex needs and providing support to parents in challenging circumstances. We also explored how children's centres identify risky behaviour and provide safeguarding support and advice to change behaviours and safely avoid children becoming looked after.
- 95 It was evident that Family Outreach Workers play a vital role by building up good relationships with local families. We established that they initially meet families at their homes and often talk about the issues families may be facing. This work and the work in the centre has resulted in families gaining confidence about visiting. We noted that the informal nature of children's centres improves attendance from typically hard to reach families and we were advised that the safe environment enables difficult conversations to be conducted with parents to prevent children becoming looked after.
- 96 Practitioners advised us that it is usual to engage with families where children are on the edge of social care or at risk of becoming looked after. All the centres visited were clear in their motivation to provide support and intervention to safely reduce the number of children who could become looked after. Boston Spa Children's Centre advised us of the number of cases successfully de-escalated from Social Care. One children's centre provided a poignant example of a parent who had been successfully supported to safely care for her 11th child when her other children had become looked after.
- 97 Practitioners at Burley Park Children's Centre advised us that they have a social worker as part of their integrated team who provides additional challenge from a social service perspective. The centre undertakes safeguarding audits with the families they are working with. We understand that this type of integrated practice between children's centres and social work practitioners is currently evolving across Leeds.
- 98 We asked parents who had encountered particularly challenging situations if they felt that they had access to the right people and support in a way that met their needs. We also asked parents about what they value about the support they have received.
- 99 Some of the parents who spoke to us were very kind in openly sharing their difficult experiences. We heard about lives that had been affected by stress, depression and isolation and how the support provided had positively changed lives. One parent advised us that their centre provided the opportunity to network and feel confident enough to share their experiences with other parents in similar situations. One parent accessed a centre for counselling for



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stress and depression and doing so gave her confidence.

100 We were advised that some parents do not always feel comfortable attending programmes and that retaining families in challenging situations within a programme can be difficult. Where parents find attending courses overwhelming, centres will consider one to one support to ensure that they continue with their course.

101 A key support function of children's centres is to support parents to either find or return to employment. We were informed that there are a number of steps that need to be taken before people, who are long term unemployed or who have lost confidence, are ready for employment. Parents who qualify with one or more 'social justice' criteria such things as sickness debt and substance misuse can be referred for support from a Job Centre Plus professional. The support provided by children's centres can include confidence building and informal learning before formal learning takes place. Children's centres offer this support through one to one support and providing volunteering opportunities.

102 The DWP representative at Bankside Children's Centre is working in the centre to help parents into employment; this is a recent initiative. Practitioners at this centre advised us that they encourage parents to get involved and volunteer in the centre. One parent advised us that she is now volunteering two days a week to gain employment experience to support her to moving into work. We were also pleased to hear that this approach has been a success with one parent, who had been volunteering

in the school, having just been offered a Teaching Assistant post in Year 1.

103 The Council's Adult Learning Programme also delivered 58 targeted family courses in the 2015/16 academic year. The courses delivered in primary schools and children's centres engage parents and carers of children to improve their skills including English, Maths and ESOL for those where English is not their primary language. The offer of a nursery place for children also provides the support required to attend training or work.

Value and Impact

104 During this inquiry we aimed to establish the value and impact of Leeds children's centres and to understand what makes them different to other early years provision available in Leeds. We wanted to know what makes them unique and indispensable. We established that whilst most, if not all, private provision focuses on traditional child care, children's centres provide a package of services, that have developed over a number of years, which provides targeted support for families including those with very complex needs. We recognise that Leeds children's centres enable collaborative working between health services, local authority services, schools and voluntary sector partners in Leeds. Integrated partnership working has enabled the provision of seamless services to families, reducing the need to engage with multiple agencies.

105 Before embarking on this inquiry we were aware that many authorities have closed or redefined the work of their children's centres as a result of austerity



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measures and budget reductions. The approach of Leeds to support the best start and learning strategies is through the Children's Centre model and therefore we would recommend caution before any consideration is made to follow in the footsteps of other authorities. Once lost we consider that it would be very hard if not impossible to restore or replace the integrated services provided by our children's centres.

106 We asked, who is better off? We were advised that over the past 4 years there has been a significant increase in direct face to face contact with parents. Health Visitors have been able to see almost 100% of mothers who give birth in Leeds. There are fewer children identified as obese in reception, bucking the national trend and there has been a decrease in the number of children under the age of 5 becoming looked after. The tangible impact that children's centres have had is demonstrated in appendix 3.

107 With regard to the achievement information provided in appendix 3 we raised concern about the percentage of children achieving a good level of development, particularly in comparison to national figures. We also raised our concerns again when considering the annual standards report at our meeting in April 2017. We were advised that in 2013, Leeds was the lowest performing Local Authority against the low achievers indicator for early years. Since then priority has been given to addressing this issue in children's centres. The gap has reduced every year since then and the improvement in Leeds has been at a faster rate than the national rate. However, the low

achievers gap in Leeds remains higher than the national comparator. Leeds has improved its ranking to 112th of 151 Local Authorities, and is therefore in the third quartile on this measure. We consider that there is still significant improvement to be made and this Scrutiny Board will continue to monitor progress through the review of the annual standards report and associated data dashboards.

108 In summary, it was very apparent to us that service users value their centres highly. They provided some very positive feedback, particularly about the influence centres have had in improving the confidence of their children, mixing with their peers and most importantly being happy. Parents told us that they felt less isolated and more confident so they could build relationships and prepare for employment.

Facing the Future

Funding

109 In the full knowledge of the value of children's centres we wanted to identify the known challenges to their future sustainability and the threats to services which could undermine support to children and their families.

110 We were advised that the 4Children National Children's Centre census, undertaken in July 2015, suggested that of the 3,700 children's centres opened across the country in 2010. 63% of centres have experienced significant changes such as closure, de-delegation or grouping of centres together. A high proportion of centres nationally state that budget cuts are having a tangible impact on the level of service, with the direct result of a reduced service for



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families. It is possible that further changes have taken place since undertaking the census however hard evidence of what happening around the country is difficult to ascertain as data is not available.

111 We asked if there was any link between the reduction in funding for children's centres nationally and Ofsted local authority Children's Services inspection judgements. We were advised that this is difficult to assess because of the timings of inspections. We were provided with examples of extracts of Ofsted reports which highlighted that all of the 'Good' inspection results have evidence of a good early preventative offer, which included children's centres in that support.

112 As part of the Child Friendly Leeds approach Leeds City Council has committed to maintain all 56 children's centres. We were informed that universal services for all families, with more service for those in need have been retained.

113 We establish that the child care function of children's centres has become increasingly sustainable as a business in its own right. Family service functions are not financially self-sustaining. Over the last 5 years partners, such as Schools Forum, Public Health and the CCG's have contributed to the funding of children's centres. However, over the past 5 years funding has reduced to children's centres year on year.

114 We were reminded that despite budget pressures every local authority is still responsible for the sufficiency for

early learning and child care places. Over the last 2 years Leeds has had an expansion of free places for eligible two year olds. Additional pressure was anticipated due to the expansion of the offer in September 2017 to incorporate the free 30 hour places for 3 & 4 year olds which replace the free 15 hours previously received.

115 In 2015-16 Public Health, CCG's and Schools Forum made additional investment to sustain children's centres in the short term. The budget in 15/16 was £6,353,240, in 16/17 this reduced to £6,151,000. The breakdown of partner funding is as follows:

Source	Amount
LCC (Children's Services)	2,252,300
LCC (Public Health)	1,398,700
Schools - DSG	900,000
CCG	1,600,000
Total	£6,151,000

116 The Associate Director of Commissioning (Leeds South and East CCG) advised us that the days of CCG's having additional funding for investment is not what it used to be. There has been rising demand in the acute hospital sector, which for the first time has restricted their ability to use growth funding.

117 We acknowledge that the budgets of contributors are also under considerable pressure, particularly Public Health who have had their grant reduced by Central Government. We consider that the trend of year on year budget reductions poses considerable risk to the future sustainability of children's centres without intervention.



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118 We were informed that cost benefit analysis undertaken around the Leeds children's centre model suggests that investment in the earliest years is already adding value to the Leeds pound. We are therefore concerned the trend of reduced investment could potentially have a direct detrimental impact on services and ultimately lead to increased costs to Leeds City Council and Partners in the future. We would like to see the reducing budget trend stop and the invest to save principle preserved for all children's centres.

Recommendation 6 – That the Director of Children and Families explores how further funding reductions can be prevented in order to support the continued sustainability and prosperity of all Leeds Children's Centres by

- a) working in collaboration with partner organisations to secure sufficient funding which will support continued integrated practice.
- b) working in collaboration with the Director of Resources and Housing to attain sufficient Local Authority funding in accordance with the Council's Budget and Policy Framework
- c) bringing a detailed report regarding Children's Centre funding proposals for 2018/19 to the Scrutiny Board in December 2017

119 With regard to individual centres, we identified that there are limitations imposed due to the current system of annual budgeting. Practitioners explained that they find it difficult to have a long term vision, or plan

programmes or sustainable solutions that span more than one financial year. We were also concerned to hear about the practice of leaving job vacancies unfilled in order to make efficiency savings, as this will ultimately have a direct impact on available support to families.

Recommendation 7 – That the Director of Children and Families provides additional stability by supporting the planning of services in the longer term and by investigating the feasibility of budget allocation to all Children's Centres that extends beyond the current 12 month annual settlement. The outcome of this investigation to be reported to this Scrutiny Board in December 2017.

Housing

120 At three of the children's centres visited, concerns were raised around the quality of private sector housing and the seemingly poor response from landlords to ensure that families are properly accommodated with an adequate standard of living.

121 We were advised a concerning proportion of families are living in overcrowded situations where whole families were sleeping in one room. We were informed that support had been provided to one family who had no facilities for washing clothes and inadequate toilet facilities. Practitioners stated that it is common for housing to be cold, damp, unsafe and overcrowded. Many do not complain and put up with these conditions for fear of being evicted. This impacts on family health and the ability of children to learn at home. There is also an increased risk



Conclusions and Recommendations

of infant mortality due to co-sleeping. In these circumstances the centres work with housing providers to obtain more appropriate accommodation.

- 122 We consider that the detrimental impact of poor housing on the education and welfare of children and young people a potential area for Scrutiny focus in the future.

Children's Centre Buildings

- 123 Three of the centres visited presented limitations due to the nature of the buildings occupied. The site at Bankside Children's Centre is on the site of the school which has no room for further growth. The school itself is already facilitating three form entry. We were advised that the children's centre would like expand to provide baby care in order to offer more support earlier in the lives of children.
- 124 New Bewerley Children's Centre is a victim of its own success and is quickly running out of physical space. We were advised that there is no space for a crèche facility so providing adult training can be a challenge. The centre is part of a PFI school building, therefore there are restrictions for expansion and opening hours. Practitioners believe there is a local library building which would be perfect to enable expansion in the future. The Head of Service (Learning for Life) advised us that there have been some conversations regarding this, and she would very much welcome being able to expand the family services side of the operation. However, one of the stumbling blocks could be investment for the renovation of that space.

- 125 Burley Park Children's Centre is situated in a pre-fabricated construction building with no visible frontage. It was constructed in the 1980's as a temporary building. It is evident that practitioners are making the best use of very poor accommodation, about which parents made reference.

Recommendation 8 – That the Director of Children and Families undertakes a review of buildings and facilities to ensure that the infrastructure and space available facilitates the provision of support services currently, and the aspirations of the early years services in the longer term.

Future Potential

- 126 Considering the challenges ahead for children's centres we wanted to explore the opportunities that could strengthen sustainability and would create capacity for growth. We recognise that children's centres are a prime example of investing to save providing early interventions that minimise both cost and impact upon a child's life in the long term. We consider that this should continue to be recognised and valued though continued investment.
- 127 We were advised that an All Party Parliamentary Group (APPG) decided to undertake an inquiry into the future of children's centres as part of its programme of activity for the 2015-16 Parliamentary session.
- 128 The focus of their report 'Family Hubs: The Future of Children's Centres' is about the role that children's centres could potentially play as hubs for local



Conclusions and Recommendations

services and family support, expanding Children's Centre provision to provide holistic support which joins up services for the whole family. The report defines family hubs as:

The 'go to' place for any parent (including fathers) to access services or information about all family-related matters including: birth registration, antenatal and postnatal services, information on childcare, employment and debt advice, substance misuse services, relationship and parenting support, local activities for families and support for families separating.

129 The APPG made a number of recommendations to Local Authorities across the country, some of which are already in place in Leeds. The recommendations do highlight the potential to devolve further local family services into the heart of each community. We are concerned about the risk of losing focus on the 0-5 age range by expanding the range of services to include an array of family related support. However, the opportunity to further co-locate health and targeted family services that would benefit children in the 0-5 year age range, should be considered in order to expand integrated services to families and reduce overall costs.

130 We were reassured to hear that the CCG perspective was that there is 'more to come' in terms of integrating services within children's centres particularly in respect of their maternity and mental health services. They also consider that children's centres have the potential to become part of their social prescribing model for Leeds akin to the model in

place in Neighbourhood Networks for older communities.

131 We briefly explored the potential to trade assets in order to generate income. We consider that this area should be investigated further, particularly for those centres that are not situated on school sites. During our visit to Boston Spa Children's Centre we were advised of a potential opportunity to establish a joint arrangement with the Salvation Army to establish a community hub at Wetherby Children's Centre. We were informed that the centre at Wetherby is currently unable to open as much as the community needs and that the space is used solely for planned sessions. There is therefore an opportunity to utilise the building more efficiently and to potentially generate an income.

132 We consider that there is a need to protect the services in place, whilst easing the pressure on future budgets. There is also a need for investment into the infrastructure of children's centres over the long term.

Recommendation 9 – That the Director of Children and Families provides the Scrutiny Board (Children and Families) with a sustainability and development plan for Leeds Children's Centres

- a) which reflects the recommendations made in this report, and
- b) explores the merits and risks of the family hub model, and
- c) supports the review of asset utilisation so that the most effective use of Children's Centre buildings in Council ownership is achieved in order to generate additional income or reduce expenditure.

Evidence

Monitoring arrangements

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

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

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

Reports and Publications

- Report of the Director of Children's Services 13 October 2016
- Early Start Service – One Minute Guide February 2016
- Improvement Cycle
- Details of Children's Centres by cluster, ward, phase and governance lead
- City Wide Early Start Dashboard
- Inspection example – outstanding, good, requires improvement
- Leeds Best Start Plan 2015-2019: A Preventative Programme from Conception to Age 2
- A Life: Ready for Learning 2015-2069: A Preventative Programme from 2 to Age 5
- All Parliamentary Group on Children's Centres: Family Hubs – The Future of Children's Centres (July 2016)
- Economic Modelling in support of Children's Centre Business Case for Leeds.
- Report of the Director of Children's Services 10 November 2016
- Early Start Service Handbook – Supporting Practitioners delivering the Leeds Early Start Service (Edition 2)
- NHS Leeds and Leeds City Council Early Start Dashboard
- Economic Modelling in support of Children's Centre Business Case for Leeds
- Scrutiny Board (Children's Services) Leeds CCGs' Briefing.
- Burley Park CC 2016 Cohort Outcomes July 2016
- Early Years Setting Improvement Plan - Burley Park Children's Centre
- Report of the The Head of Governance and Scrutiny Support 23 February 2017
- Ofsted and CQC Joint local area SEND inspection in Leeds, 19 February 2017
- Annual Standard Report 2015/16, Leeds City Council, 19 April 2017
- EYFS Data Dashboards 2015/16 - Attainment, 19 April 2017
- Sure Start children's centres statutory guidance for local authorities, commissioners of local health services and Jobcentre Plus, April 2013

Evidence

Witnesses Heard

Andrea Richardson- Head of Services (Learning for Life)
Amanda Ashe- Children's centres and Early Help Lead
Sharon Yellin- Consultant in Public Health
Janice Burberry- Health Improvement Manager, Public Health
Debra Gill- Service Manager for Health Visiting, Leeds Community Healthcare NHS Trust.
Sam Childs- Business Manager (Children's Services), Leeds Community Healthcare NHS Trust.
Sarah Lovell- Associate Director of Commissioning (Leeds South and East CCG)
Claire Slaney- Service Delivery Manager, Children's Social Work Services
Hannah Danby- Assistant Head Teacher of Bankside Primary School
Kausar Jan – Assistant Head Teacher of Bankside Primary School
Sarah Ruddy- Head Teacher of Bankside Primary School
Valerie Winder- NCT volunteer
Shuhana Hussain- Deputy Manager
Salma Begum- Family Outreach Worker and two year old lead
Shirley Durham- Family Outreach Worker
Rubina Rahman- Chair of Advisory Board
Julie Brady- Children's Centre Manager
Cheryl Robson- Deputy Children's Centre Manager
Kathy Hudson- Deepdale Pre-school Manager
Harriet Ovenden- Senior Family Outreach Worker
C. Madigan- Health Visitor
Kelston Stanford- Wetherby Salvation Army Leader
Gayle Beesley- EYFS Leader Federation Scholes & Wetherby
Sarah Richards- Head Teacher of Bramham Primary School
Lisa Smith – Early Learning Manager
Joanne Harrison – Family services Manager
Christine Floyd-Smith – Lead Children's Centre Teacher
Tammie Millar – Senior Family Outreach Worker
Rachel Smith – Health Visitor/ Baby Steps Team
Michelle Soden – Family Outreach Worker
Carla Ellis – Senior Family Support Worker
Keely Woodward-Chapman - Early Years Children's Centre Manager
Mandy Quayle – Family Services Manager
Councillor Lisa Mulherin- Executive Board Member (Children and Families)
Councillor Jane Dowson- Deputy Executive Board Member (Children and Families)
Sue Rumbold- Chief Officer (Partnership Development and Business Support)

Evidence

Dates of Scrutiny

Meetings

13 October 2016
10 November 2017
23 February 2017

Visits – January 2017

Bankside Children's Centre
Boston Spa Children's Centre
Burley Park Children's Centre
New Bewerley Children's Centre

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Appendix 1 - Offer

<p>Preparation for Birth & Beyond</p>	<p>A programme of perinatal education and support based on a systematic review of what works (DoH 2011). The programme is a seven week course taught by family outreach worker, health visitor and midwife. It teaches parents about;</p> <ul style="list-style-type: none"> • Labour and meeting your baby; • Practical care of your baby; • Understanding your baby; • Baby development; • Parent health and wellbeing; • Support and networks. <p>PBB is a universal offer for every first time parent in the city.</p>
<p>HENRY (Health, Exercise and Nutrition for the Really Young)</p>	<p>Developed in Leeds the HENRY programme has one of the strongest evidence bases of any early years obesity prevention programme (Willis et. Al. 2013). The approach is an integral part of the Care Pathway for the Management of overweight and very overweight babies and preschool children (0 - 4), see Appendix 5.</p> <p>The programme aims to tackle childhood obesity through training health professionals to work more effectively with parents of preschool children around obesity and lifestyle issues. The 2-day Core Training was developed and piloted in 2007 and has since been adopted nationwide. Over 800 members of the Early Years and Health Visiting service teams have participated in the HENRY core 2 day training and over 40 completing the 2 day Group Facilitation Training. The impact of HENRY includes increased self-efficacy and ability to encourage good behaviour. Increased consumption of fruits and vegetables was reported in both children and adults, together with reduced consumption of sweets, cakes and fizzy drinks in adults. There were also positive changes in eating behaviours e.g. frequency of family mealtimes and eating while watching television or in response to negative emotion and reduced screen time in adults.</p>
<p>Safeguarding interventions</p>	
<p>Early Help Assessments and Safeguarding Assessment Plans</p>	
<p>Bereavement Support</p>	
<p>Breastfeeding Support</p>	

Appendix 1 - Offer

Stay and play	Locally based parenting groups to support parenting and child development
Family Learning (delivered in partnership with Leeds City College – jointly funded)	
Promotion of Free Early Education Entitlement 2-5	
0-6 Parenting programmes	
Parenting support individual packages	
Support for domestic violence	

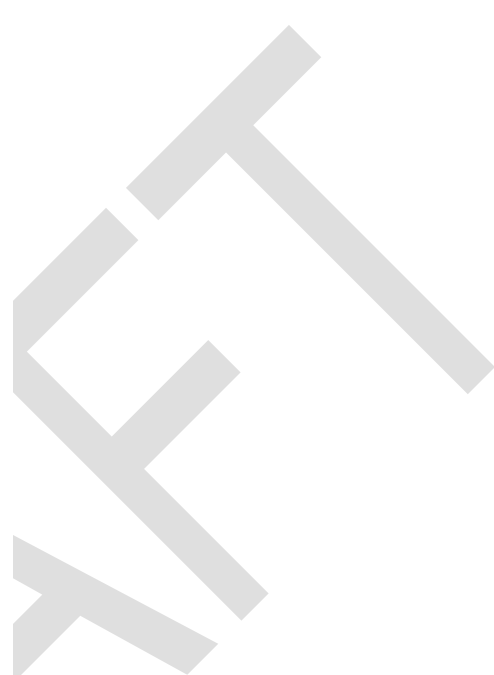
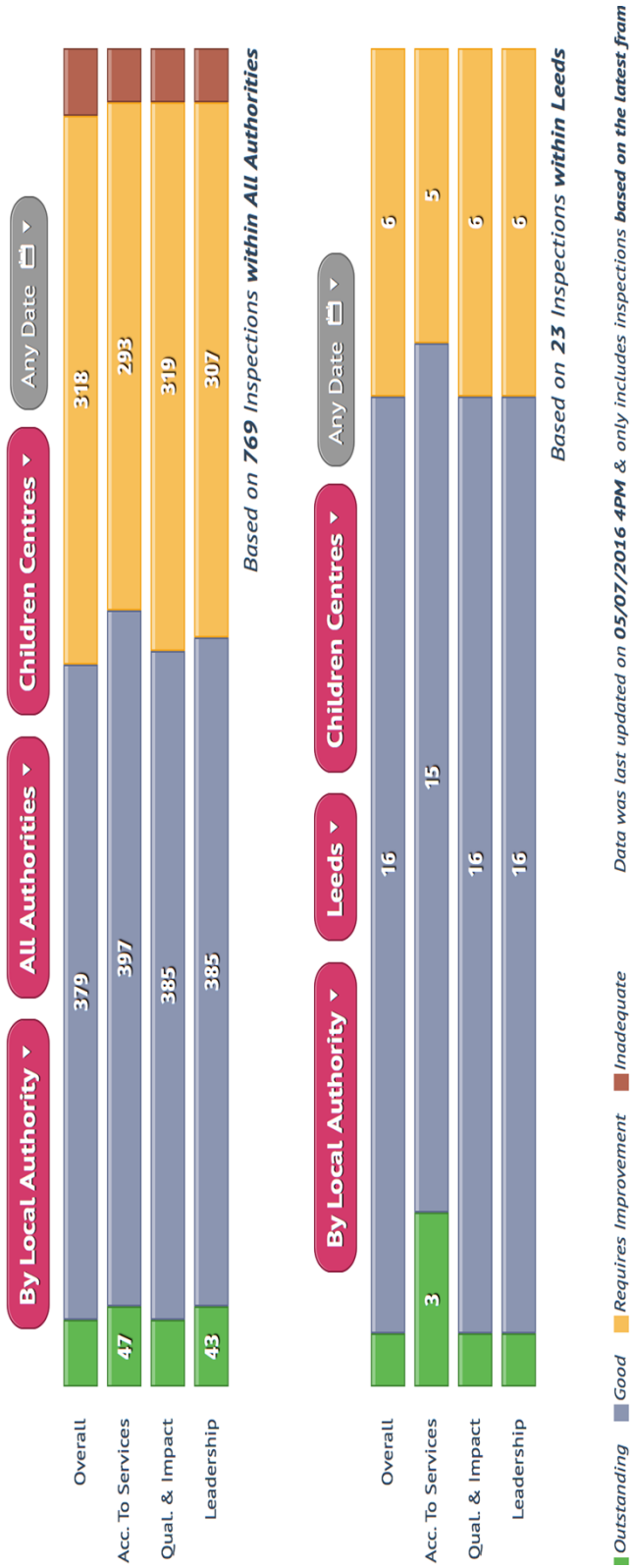
Additional Offer

Healthy Start in Childcare	Currently funded by South East CCG
First Aid for Parents	Currently funded by South East CCG
Baby Steps	Targeted ante-post natal training Joint funding
Infant Mental Health Service	Joint commissioned staff development and support service in baby brain development, early attachment

Centrally run / commissioned services

Service	Provided by	Core or additional
Parenting: <ul style="list-style-type: none"> Incredible Years or others Webster Stratton 	Parenting Team	Additional – funded by South East CCG
Counselling for parents (contract for £173,001 per annum)	Northpoint Wellbeing	Core - Targeted
Citizens Advice Bureau (contract for £135,000 per annum) Children's Centre delivery is part of a larger service commissioned by Citizens and Communities	Leeds Advice Network	Core - Targeted

Appendix 2 – Ofsted Inspection



Appendix 3 – Progress and Impact

2010	2016 quarter 1 (excluding a) 2015)
a) 72% of families received a face to face antenatal contact from Health Visiting service;	2015 - 98.5% numbers of families received a face to face antenatal contact - <u>28% increase</u>
b) 9.6% children were identified as obese in reception	9.5% identified as obese in reception, <i>Leeds now has one of the lowest childhood obesity rates, significantly lower than five of the seven core cities.</i>
c) 600 'vulnerable' 2 year olds were accessing early education places	2976 vulnerable 2 year olds were taking up early education places - <u>2376 more children</u>
d) The percentage of children achieving a good level of development at EYFS in <u>2013</u> Leeds 51 National 52	The percentage of children achieving a good level of development at EYFS in 2016 Leeds 63 National 69
e) The percentage of 'low achievers' (inequality) gap at EYFS in 2013 Leeds 44.6 National 36.6	The percentage of "low achievers' (inequality) gap at EYFS in 2016 Leeds 34.8 National 32.4
f) 450 children under 5 years were taken into the care of the local authority (in quarter 4)	237 children under 5 were taken into the care of the local authority- <u>213 less in a growing population</u> (in quarter 1)
g) 125 went onto a CP plan (in quarter 4)	83 children under 5 going onto a CP plan (in quarter 1) <u>42 less children in a growing population</u>

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Scrutiny Board (Children and Families)

19 October 2017

Report author: Sandra Pentelow

www.scrutiny.unit@leeds.gov.uk



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Report of the Head of Governance and Scrutiny Support

Report to Scrutiny Board (Children and Families)

Date: 19 October 2017

Subject: Scrutiny Inquiry– The impact of Child Poverty on Attainment, Achievement and Attendance

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 type="checkbox"/> Yes <input checked="" 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. At its meeting on the 15 of June 2017, the Scrutiny Board considered potential sources of work for the 2017/18 municipal year. Following discussion with representatives from Children’s Services the Board expressed a desire to undertake an inquiry which would consider the effect of child poverty on educational attainment, achievement and school attendance. The Scrutiny Board expressed a desire to understand how the impact of child poverty on a child’s education is being challenged, strategically and practically, and also how the impact is managed in order to improve educational outcomes for children, particularly those who are vulnerable, in order to narrow the attainment/achievement gap and improve school attendance.
2. The Scrutiny Board agreed the terms of reference and conducted the first part of the inquiry on the 20 July 2017. At this meeting the Scrutiny Board determined that there would be further focus on the statistical data which would enable the Board to analyse the potential links between poverty and poor achievement, attainment, attendance, and the numbers of identified vulnerable children. This work was originally scheduled to be undertaken in September. Children’s Services requested that the analysis of statistical data be deferred until the November meeting of the Scrutiny Board. This request was agreed by the Board at the September Meeting.
3. On the 4th of October Cllr Sue Bentley and Sandra Hutchinson met with the Education Reference Group of the Leeds Safeguarding Children’s Board to discuss the Scrutiny Inquiry with reference group members. The information gathered at

that meeting will be presented to the Scrutiny Board at the meeting of the 19 October 2017.

4. With regard to the inquiry terms of reference the areas planned for the third session of the inquiry on the 19 October is focused on how Council managed service areas are drivers for strategic and practical change to reduce the impact of child poverty on attainment, achievement and attendance, with particular focus on:

- School Improvement and Governor Support Services
- Free School Meals and Child Hunger, - the take up of FSM in comparison to entitlement, the known/perceived barriers to parents taking up free school meals and what Leeds City Council is doing to raise awareness of entitlement, target parents and promote take up.
- Initiatives run or supported by the Council which aims to ensure that children are not hungry at school and are ready for learning.
- Voice and Influence and the extent to which the impact of poverty is understood from a Child's perspective and how impacts on them at school.

The Director of Children's Services has prepared a report for the Scrutiny Boards consideration.

5. Recommendations

The Scrutiny Board (Children and Families) is recommended to:

- a) Note the information contained within this report, and the information provided by the Director of Children and Families.
- b) Note the verbal information presented at the meeting
- c) Make recommendations as deemed appropriate.

Report of: Director of Children and Families

Report to: Scrutiny Board (Children & Families Service)



Date: 19th October 2017

Subject: Scrutiny Inquiry- The Impact of Child Poverty on Attainment, Achievement and Attendance (with a focus on Free School Meals, Learning Improvement, School Governance and Voice & Influence)

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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" 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:		

1. Summary of main issues

We know that poverty potentially impacts children and young people, both in the short and long term. Experiencing poverty becomes a statistically significant factor when analysing gaps in educational attainment, physical and mental health, longevity, wellbeing, economic and employment outcomes.

The relationship between Free School Meals eligibility and attainment is reflected in national studies, such as the recent the Education Policy Institute – Closing the Gap; Trends in Educational Attainment and Disadvantage (August 2017). Key conclusions arising from their analysis from the period 2007 to 2016 were that disadvantaged pupils (those eligible for free school meals in last 6 years) finish secondary school 19.2 months behind their peers. This proportion increases with persistent disadvantage (those pupils who were eligible for FSM for 80% or more of their time in school) who had a gap of 24.3 months.

Poverty is, however, a complex topic, with a multitude of intertwining factors that lead to difficulties when defining, measuring and discussing the impact of child poverty. To mitigate the effects of poverty and improve children’s life outcomes, Children and Families have established a holistic, whole directorate, approach; working in partnership with a wide variety of educational settings and partners to develop expertise and share knowledge and best practice. This joined up approach is seen as crucial in advantaging the disadvantaged.

The effects of living in poverty can involve hunger, feelings of low self-worth, emotional instability, increased worry and stress; can result in a lack of adequate equipment or educational space at home. Poverty also results in lower wellbeing, poor health, inadequate or crowded homes, and social isolation. All, none, or a combination of these effects can be felt by children who live below the poverty line, with the impact of these effects changing depending on the individual child.

Some children who fall below the poverty line, however, experience home lives that are struggling in monetary terms, but are rich in parental care, stability and emphasis on child learning and development. Some children who live above the poverty line may be rich in monetary terms, but who have instable home lives, with parents who do not invest their time or care and do not emphasise child development.

Children experience differing environments and will develop differently, dependent on their personality, characteristics and the resilience of the child. It is, therefore, extremely difficult to gather intelligence and provide the relevant services and support to two children who live in the same household, let alone for a wide range of children from a wide range of backgrounds and experiences.

With this understanding, the approach to improving the lives of children who experience poverty needs to involve a wide range of partners, who provide knowledge and understanding from a variety of different fields to work with families, schools and additional services. We are aware that the quality of learning that children experience is impacted by their life outside school, which has led to an increased emphasis on working with parents and carers to ensure every child is ready to learn when arriving at school. Schools, however, have little control over the pupil's life outside school, and therefore consideration needs to be paid to the realistic influence that schools can have on mitigating the negative impacts of child poverty, as the impact of experiencing poverty is not left at the school gates.

Children who have been in receipt of Free School Meals at any time in the proceeding 6 years (FSM6) attract additional funding into school budgets. This grant is known as pupil premium. Currently it is set at £1,320 for a primary school child and £935 in a secondary school. The money must be used for raising the attainment of disadvantaged pupils of all abilities to reach their potential

There are additional payments for Children looked after or in a special guardianship or residential order set at £1,900. This pupil premium plus payment must be managed by the designated virtual school head (VSH) and used without delay for the benefit of the looked-after child's educational needs as described in their personal education plan

This report will discuss the impact of child poverty on Attainment, Achievement and Attendance (The 3As) with a specific focus on Children and Families services.

2. Recommendations

2.1. Members are recommended to:

- Consider and comment on the information provided.
 - Identify the information they may want at future meetings.

3. Purpose of this report

- 3.1. This report supports Children's and Families scrutiny inquiry into the impact of poverty on children's learning, with a focus on Free School Meals, Learning Improvement, School Governance and the Voice, Influence and Change team

4. Background information

- 4.1. This report:

- Examines the strategic approach to reducing the effects of child poverty, with reference to the statutory requirements of local authorities
- Discusses the definition and complexity of poverty and measuring poverty with a focus on free school meals and pupil premium
- Provides an overview of the strategies, approaches and measures taken by Learning Improvement, Governor Support Service and the Voice, Influence and Change team with regard to reducing the impact of poverty on the 3A's.

5. Main issues

5.1. Strategic approach to poverty

5.2. The legislative changes to child poverty have removed the need for a child poverty strategy. That is not to say, however, that Leeds City Council do not focus on child poverty, in terms of its impact on health, housing, employment, education, fuel poverty, and wellbeing. The commitment to tackling child poverty has been seen as implicit across all directorates of the council. Children and Families link with a number of local and national initiatives; including troubled families, pupil premium and Education Endowment Foundation research. They also work with key partners from schools, including clusters, learning alliances and seconded Headteachers.

5.3. The Best City for Learning Strategy, 2016-2020 is a strategy to improve education across Leeds. It was developed from intelligence gathered from a series of debates, entitled Leeds: The Big Education Debate. These events were held in 2015, and attended by a wide variety of educationalists and professionals across Leeds. Improving the experiences and outcomes of vulnerable and disadvantaged learners was expressed as an area of necessary improvement within these debates. Seven priorities, born from the debates, were identified and together they create the Best City for Learning Strategy. One of these priorities is 'High Expectations for All', in which the emphasis is placed on identifying 'Creative and innovative approaches need to be used to address the gaps which prevent children from achieving their potential'. This priority addresses the gap between the less and more advantaged, and discusses the importance of providing equity of education.

5.4. The Annual Standards Report's, 2013-2014, 2014-2015, 2015-2016, all have sections on child poverty and the impact of this on educational attainment in terms of pupil premium and free school meal measures. The Annual Standards Reports now provide an update on the priorities highlighted in the Best City for Learning Strategy.

5.5. Children & Families Service are also looking at creating partnerships across the city that will use impact boards to create interventions that aim to improve specific effects of child poverty, which are then researched to evaluate the impact of these interventions.

5.6. There is a strong feeling in Learning Improvement that if we are going to genuinely advantage the disadvantaged, that we need to be able to forensically analyse data to

create meaningful interventions and targeted support. A data analysis of poverty across Leeds has proved to be as complex as the causes and effects of poverty. As highlighted in previous scrutiny reports, approximately 40% of children in the poorest communities are classed as disadvantaged (in receipt of pupil premium). If we are to address the effects of poverty we also need to be cognisant of the large proportion of children not captured by the government's definition (Free School Meals in the last 6 years – FSM6).

We know that in areas where eligibility for pupil premium is low, but poverty is high, that there is often a high degree of in year movement in classes, high levels of English as an additional language and increased numbers of children with a Special or specific educational need or disability. This report briefly addresses such complexity in order to highlight all vulnerable children who need support, however this will be discussed in greater detail at November's Scrutiny session.

6. Free School Meals and Child Hunger

6.1. Free School Meal Take up

The below charts detail the take up of Free School Meals and explores the trend over time

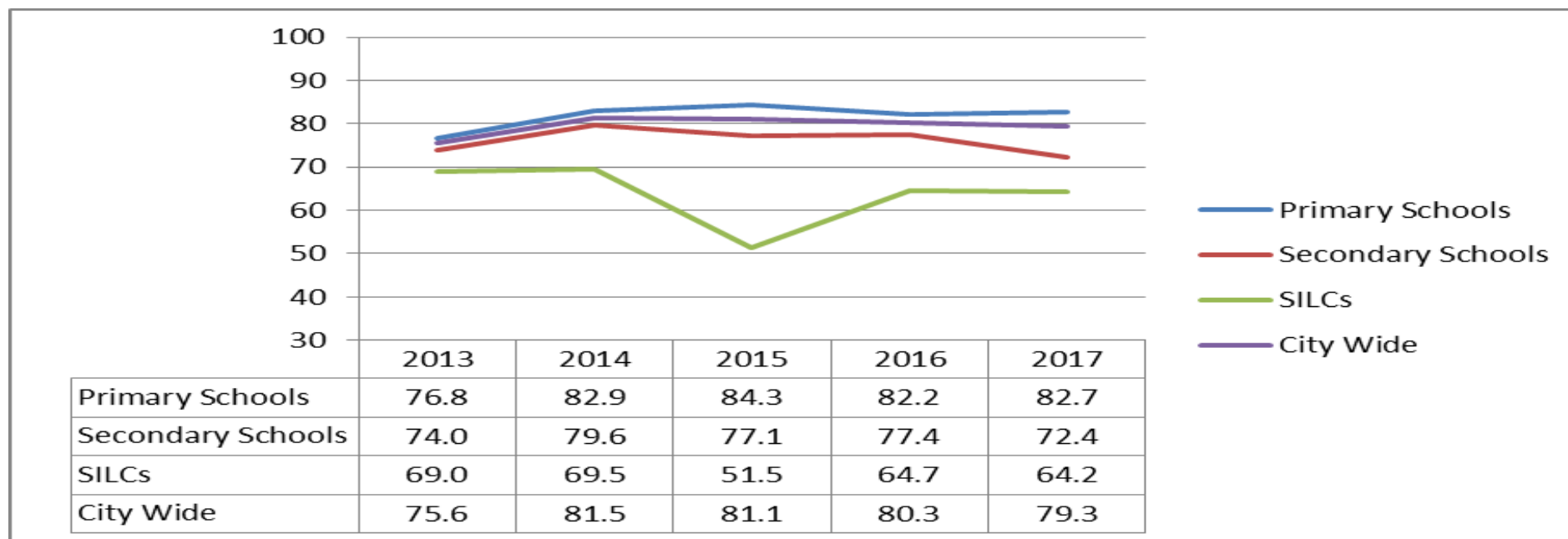
Source: January School Census

Only includes those schools who shared their FSM uptake data

2017: 12 Academies did not send FSM uptake data to the LA

% free school meal take-up	2013	2014	2015	2016	2017
Primary Schools	76.8	82.9	84.3	82.2	82.7
Secondary Schools	74.0	79.6	77.1	77.4	72.4
All Through Schools	-	-	-	81.8	90.9
SILCs	69.0	69.5	51.5	64.7	64.2
City Wide	75.6	81.5	81.1	80.3	79.3

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6.2. Barriers to uptake of Free School Meals

Research was undertaken by the University of Leeds and Leeds Beckett University, for Leeds City Council, in 2012 which made many recommendations about how a school meal service could be improved. The research also looked at the barriers to take up of school meals generally and in terms of free school meals (FSMs). The traditional view that stigma and fussy eating were main factors, was not born out by the research. Whilst these factors may have contributed, by far the most important matters related to the dining experience and quality of food. Below is an extract from the research findings:

“Findings suggested that parents felt the registration process to be relatively straightforward although many secondary schools were not proactive in promoting free school meals. Quality and choice of food were regarded by both pupils and parents as significant in determining school meal choices, with stigma being less of an issue than originally anticipated.

Schools should develop proactive approaches to promoting free school meals and attention should be given not only to the quality and availability of food, but also to the social, cultural and environmental aspects of dining. Processes to maintain pupils’ anonymity should be considered to allay parents’ fear of stigma. “

The situation has changed considerably since that time and the food quality has improved markedly, in part due to the revision of the School Food Standards in January 2015. A prominent marketing campaign was organised about 4 years ago and a strategy group was established chaired by an Elected Member which oversaw work across services and partners involved in the delivery of the free school meals service. A large part of what can be achieved is dependent on work undertaken directly by schools. The take-up of free school meals in Leeds has hovered around the 80% mark (79.3% at January 2017 Census) for several years and increasing the rate has proved to be difficult. There is a massive variation between schools with take-up below 50% in some schools but others achieving 100% take-up. Uptake in primary schools is typically higher (82.7%) than in secondary schools (72.4%). Programmes in Leeds such as School Food Ambassadors and the Leeds Packed Lunch Guidance and Toolkit also contribute towards an improved lunchtime experience.

Changes in funding has not helped the situation. Previously schools received funding per FSM eaten but following changes in funding method, schools now get all of the budget for FSMs delegated to them as part of the general school funding formula. This means that there is no financial incentive to increase take-up of FSMs. Pupil premium also does not provide an incentive. A school gets pupil premium based on a child having an ‘award’ for FSMs. The premium is paid irrespective of whether a child eats the meal or not.

There is concern nationally that, because pupils in reception and key stage 1 are now all eligible for a Universal Infant Free School Meal (UIFSM), parents will have less incentive to apply for a FSM, resulting in the school not receiving pupil premium for this. However in Leeds the negative impact of UIFSM on overall FSM numbers is believed to have been small. Whilst there was a fall in awards in the year following the introduction of UIFSM by over 500 this was probably following a trend (the 2 years prior to the introduction of UIFSM saw a fall of over 1500 in awards over the 2 year period). Indeed, 2016 saw a levelling off and there was no fall in awards at all during that year. It is generally believed that in Leeds the number of awards has not been impacted particularly following UIFSM. This is due to the Council’s policy of retaining a single benefits claim form. Anyone wanting help with their rent or Council Tax must complete the same form as that used to claim FSMs. Unless they state otherwise, everyone completing a claim form is automatically considered for all 3 benefits and crucially this includes an assessment of FSM eligibility for all Key Stage 1 children already accessing UIFSM. The overall number of FSM awards in place on census day January 2017 actually represented a small rise in the total number from that recorded the previous year, the first time this has happened since 2012.

- 6.3 Leeds promotes take up through a number of avenues and supports schools in making parents aware of their entitlement:
- Free School Meals information on the website for parents - How to claim: <http://www.leeds.gov.uk/residents/Pages/FreeSchoolMeals.aspx>
 - Leeds City Council generates and mails out FSM award notifications to parents/ carers every time an FSM award is put in place
 - Free school meals training for frontline practitioners. Schools can book online at: <http://www.leedsforlearning.co.uk/Event/51337>
 - This is delivered 2-3 times per year to around 20 delegates per time. This course is free to all schools and delivered in partnership with the benefits service. The training includes information and advice for schools to support parents and make them aware of their entitlement.
 - School Food Ambassadors (2015): toolkit and guidance available for schools, alongside training for staff and pupils. This model engages pupils with school meals and provides them with the skills to monitor their lunch provision to promote pupil voice.
 - The Leeds Packed Lunch Toolkit: (2015) training also available and a full resource toolkit including a template policy, lesson plans, letters for parents, assemblies, leaflets posters etc.
 - My Health My School Survey: <https://www.myhealthmyschoolsurvey.org.uk/> - A pupil perception survey available to all schools that provides data on health behaviours and perceptions. The survey includes questions on school meals and school food. Last year over 10,000 pupils completed the survey.
 - The Free School Meals Strategy group meets 2-3 times per year
- 6.3 In January 2015 the council supported FareShare; Leeds to launch a school breakfast cereal delivery. This involves supplying cereal to school breakfast clubs and Children's Centres to enable children to have a breakfast before starting the school day. A Number of school cluster groups have signed up for this provision, however, further work in this area is to be undertaken during 2017/18 to increase the take up of this provision over the school cluster groups.
- 6.4 In Leeds there is an automated process linked to the current Housing Benefit application process. Our standard application form covers housing benefit, council tax support, and FSM. The vast majority of people in Leeds (over 95%) claim FSMs alongside housing benefit and/or council tax support. Once we have a live claim we periodically run Potential FSM qualifier reports to track changes in circumstances that may lead to cancellations or re-awards of FSMs. It also picks up those children who reach school age or enrol at a Leeds School for the first time. We send schools a list of all their pupils on FSMs every Monday to assist them in identifying any pupils who may be missing out. It also helps schools in informing us of any pupils who no longer attend their school, so we can amend the FSM award. Each summer we do a data matching task that matches new Reception and Year 7 starters identified as having current FSM eligibility to maximise awards for the new academic year.

7. Learning Improvement

- 7.1. The 20th September 2017 Executive Board report entitled 'The role of Learning Improvement in driving up standards with a focus on vulnerable learners' reflects areas that are discussed in the below section of this scrutiny board report
- 7.2. All discussions about our education system and schools must be seen through the lens of what is best for the children and young people of Leeds. Learning Improvement plays a crucial role in working with schools and settings to close the gap and to intensify a focus on improving the 3A's (Attainment, Achievement and Attendance) for children and young people who are less advantaged or vulnerable.
- 7.3. Leeds has continued to support Learning Improvement across the city working with all sectors from 0 – 19. There are strong partnerships with schools, settings, key partners and communities in order to raise Attendance, Achievement and Attainment for our children, and to enable our young people to both contribute to, and benefit from, the strong economic development in the city.
- 7.4. Over the last decade, whilst overall attainment has risen in our schools, the performance gap between some pupils and their peers has remained. In Leeds, the reasons for the gap can be many and varied, and change from school to school; typically gaps occur for those in receipt of pupil premium, with Special Educational Needs and Disabilities, Social Emotional and Mental Health, gender, ethnicity and with English as an additional language, or for those children who start off the learning journey disadvantaged. Analysis of local authority data gives us a clear picture of the gaps across the city and has a key part in refining the strategy to focus on need.
- 7.5. Closing the gap in these learning outcomes is a key priority for the Children & Families service and Learning Improvement. Leeds is striving to ensure education in Leeds is equitable through acknowledging that not every child starts at the same point, and therefore focusing extra support to ensure that children who are disadvantaged make accelerated progress and achieve the same outcomes as their peers.
- 7.6. All Learning Improvement staff work with leadership teams to identify any gaps, and support them to apply strategies to address the gaps and diminish the impact of disadvantage. It is also acknowledged by all staff within Children & Families that any interaction with a family, child or young person should include an acknowledgement that learning is a fundamental element of support. The 3A's, of Attendance, Achievement and Attainment are at the heart of the innovations bid and work is taking place through the vulnerable learners group to ensure that learning has a high priority in all consultations.
- 7.7. Whilst the changing demography of Leeds presents challenges and a context within which performance should be viewed, this does not fully explain the extent of the gap in outcomes for our vulnerable and deprived children and young people. Department of Education analyses of statistically similar Local Authorities consistently indicate that the outcome gaps in Leeds are larger than in comparable Local Authorities.
- 7.8. There are many examples of where Leeds is at the forefront of developing a sector based system but keeping the local authority as a central player. The Area Inclusion Partnerships (AIPs) are a unique demonstration of trust and respect between the local authority and schools. There is a considerable amount of funding from the High Needs Block, which is allocated to reduce the level of exclusions. This is achieved through the sector wide creation of a range of innovative and creative ways to manage pupil behaviour and

intervene appropriately and early to diminish the need to exclude children. Headteachers lead and manage these partnerships, which are then quality assured by the local authority. Accountability systems are developed alongside the schools and any issues that arise are collectively addressed; a true partnership.

7.9. Clusters are another example of the unique way that Leeds encourages strong relationships between schools and the local authority to support city-wide initiatives. Supported by Children and Families and Health, schools are developing effective links with families and communities to improve the lives, outcomes and engagement of all children and their families. The success of this model can be seen through the willingness of schools in Leeds to buy into the clusters. Through these arrangements the schools have been instrumental in creating pioneering ways to engage with the families of their vulnerable learners, and support active engagement. We know as we continue to develop these links we need to ensure a strong and positive effect on the standards being achieved in schools.

7.10. In partnership with schools, partner head teachers and third sector groups, Learning Improvement are using a variety of bespoke projects and programmes to narrow the gaps in Leeds.

- Efficient sharing of key information, including sharing Local Authority and school performance data e.g. at Primary Headteacher briefings, secondary Headteachers and Principals meeting, Leeds Learning Partnership senior leader briefings and Governing Body network meetings
- Delivery and training for governors focussed on vulnerable learners
- Data sharing with a deeper, more forensic analysis of need
- Further engagement with national evidence based projects, with more of these cross phase eg: Education Endowment Foundation
- Traded work referenced and informed by performance data and research analysis
- Use of outstanding local and regional practice to challenge low expectations; for example the 'Achievement for All' conference (March 2017). This was a major event attended by school leaders and governors from both the primary and secondary phases. The key note speaker, Sir John Dunford, was the former National Pupil Premium Champion
- A seconded Headteacher was employed to champion Pupil Premium/ disadvantaged children
- Early Years implementation of pupil premium and developing Continuing Professional Development to support effective use of Early Years Pupil Premium funds
- Work with Children's Centre teachers to focus on raising attainment
- Comprehensive Early Years training and support offer based on analysis of data and Ofsted outcomes

The impact of the measures outlined above have raised awareness and sharpened leaders' focus around the issues of the gaps for vulnerable children.

8. School Governance

8.1. Effective governance provides strategic direction and control to schools, academies and Multi-Academy Trusts (MATs). It creates robust accountability, oversight and assurance for their educational and financial performance and should be ambitious for all children and young people to achieve the very best outcomes. The Governor Support Service (GSS) offers a selection of packages, which include clerking, training, advice and support for governors.

- 8.2. Governor Support is a traded element of the council and is bought in by the majority of schools (including academies) but is not an exclusive service.
- 8.3. Leeds Governor Support is a team of knowledgeable, experienced governance experts who work in close partnership with School Improvement Advisers, Finance, HR, Leeds Children’s Safeguarding Board and Legal Services to provide comprehensive high quality support and development for governance boards. They draw on an extensive network of experienced governance professionals and external bodies (National Co-ordinator of Governor Services, The National College and the Department for Education) to ensure the very latest advice, support and training is available to our schools and academies. Their professional clerking service ensures compliance and supports governance boards to understand their role, functions and legal duties.
- 8.4. Through the clerking service and model agendas, the Governor Support Service recommend that governing boards appoint a governor with specific responsibility for pupil premium and attendance (see appendices 5, 6 & 7 for guidance documents)
- 8.5. The GSS also provides a substantial training programme for all governors. Training directly related to improving attainment, achievement and attendance for vulnerable learners includes:
- Pupil Premium and Closing the Gap
 - Improving Pupil Attendance

9. Voice and Influence

- 9.1. Currently there is no targeted intelligence gathering through the Voice, Influence and Change team (VIC) relating to the thoughts and feelings of children living in poverty and how it impacts on them in schools.
- The Health and Wellbeing Service lead on the My Health My School Survey which is completed annually by a growing number of schools. In 2015/16 survey children and young people were asked if they had been bullied in or around school in the last 12 months, and why. Out of 5321 children and young people who answered this question, just 65 said they thought they had been bullied because they had a free school meal and only 109 because of family income.
 - Project Officers are currently involved in a research project with Oxford University and Leeds Beckett University which could significantly contribute to our understanding of the impact of poverty on attainment.
 - Leeds has worked closely with the Children’s Commissioner who visited Leeds as part of the work on the ‘Growing Up North’ project. The Children’s Commissioner expressed support and spoke positively in regards to the Leeds strategy to put the child at the heart of everything that we do.
 - The Office of the Childrens Commissioner and Young People’s Advisory Group have consulted with children and young people and produced some fantastic [research reports](#) with [clear recommendations](#) in recent years.

Key messages from this work include:

- Poverty is a children’s rights issue
- Children and young people have a different understanding of the term “poverty” and related more to discussing the impact of their family having a low income or lack of money.
- Poverty / low income stigma can lead to bullying stereotyping and discrimination
- Low incomes can impact on their education e.g. not having access to IT equipment, bullying, strain on family relationships, isolation, and worry about lack of jobs.

The annual work programme of the VIC team is primarily determined by the top issues/priorities identified and voted for by young people, for example UK Youth Parliament, Local or National Campaigns, Leeds Childrens Mayor manifesto and Children in Care Council and

Care Leavers Council priorities. If young people prioritised this agenda in the future we would commit to working with them to develop a campaigns and work with partner organisations to tackle the issues they wanted to address.

10. Corporate considerations

10.1. Consultation and engagement

10.1.□1. This is an information report and as such does not need to be consulted on with the public. However the information in this report is available to the public through such as the Leeds Data Observatory, LCC report, DFE performance tables and DFE statistical releases. Some content FFT may not be directly available but equivalent information is.

10.2. Equality and diversity/cohesion and integration

10.2.□1. This report is focused on poverty and it explores equality areas. Some young people are statistically more likely to have relatively poor outcomes, for example those with learning difficulties and disabilities; those from some ethnic minority backgrounds; those with English as an additional language (EAL); those living in deprived areas; poor school attenders; and those involved in the social care system. This report is intended to explore the outcome issue and considers a number of these groups.

10.3. Council policies and city priorities

10.3.□1. This report provides context on a key city regional and national challenge. Improving learning outcomes is a priority in the Children and Young People's plan, raising attainment for all while closing the gaps that exist. This priority is reflected in all city strategies contributing to the strong economy compassionate city including the Best Council Plan 2015-20 and the Joint Health and Well Being Plan). Learning being central to improving future outcome for citizens and the city.

10.4. Resources and value for money

10.4.□1. There are no specific resource implications from this report.

10.5. Legal implications, access to information and call in

10.5.□1. All performance and school population information is publicly available. This report is an information update providing Scrutiny with a summary of performance for the strategic priorities within its remit and as such is not subject to call in.

10.6. Risk management

10.6.□1. The report is an information report to support a scrutiny inquiry into the impact of poverty on learning outcomes. It is aimed at helping the city manage this risk.

11. Conclusions

11.1. This report provides a summary of Leeds primary schools and the relationship between disadvantaged or poverty levels in the school population and wider school characteristics. It is intended to inform next steps in the committee inquiry.

12. Recommendations

12.1. Members are recommended to:

- Consider and comment on the information provided.
 - Using the recommendations provided to agree school visits.
 - Identifying the information they would want at future meetings.

13. Background documents

Appendix 1 Maps of Free School Meal eligibility and Index of Multiple Deprivation ranking by cluster

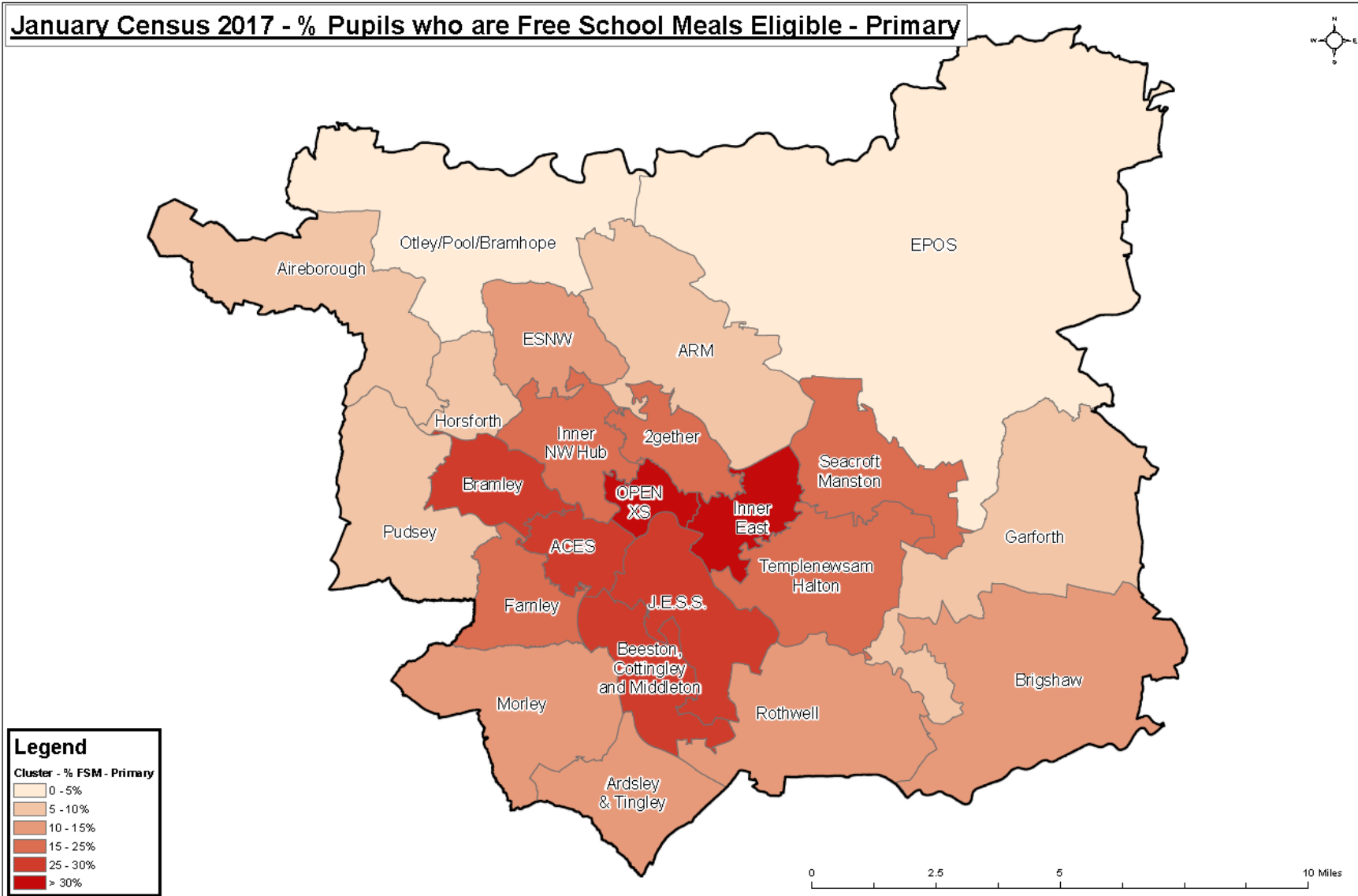
Appendix 2 Pupil premium governor guidance document

Appendix 3 Pupil Attendance governor guidance document

Appendix 4 Draft notice of pupil support committee meeting

Appendix 1: Primary School Free School Meal eligibility and Index of Multiple Deprivation average by cluster

January Census 2017 - % Pupils who are Free School Meals Eligible - Primary



Page 59

Legend

Cluster - % FSM - Primary

- 0 - 5%
- 5 - 10%
- 10 - 15%
- 15 - 25%
- 25 - 30%
- > 30%

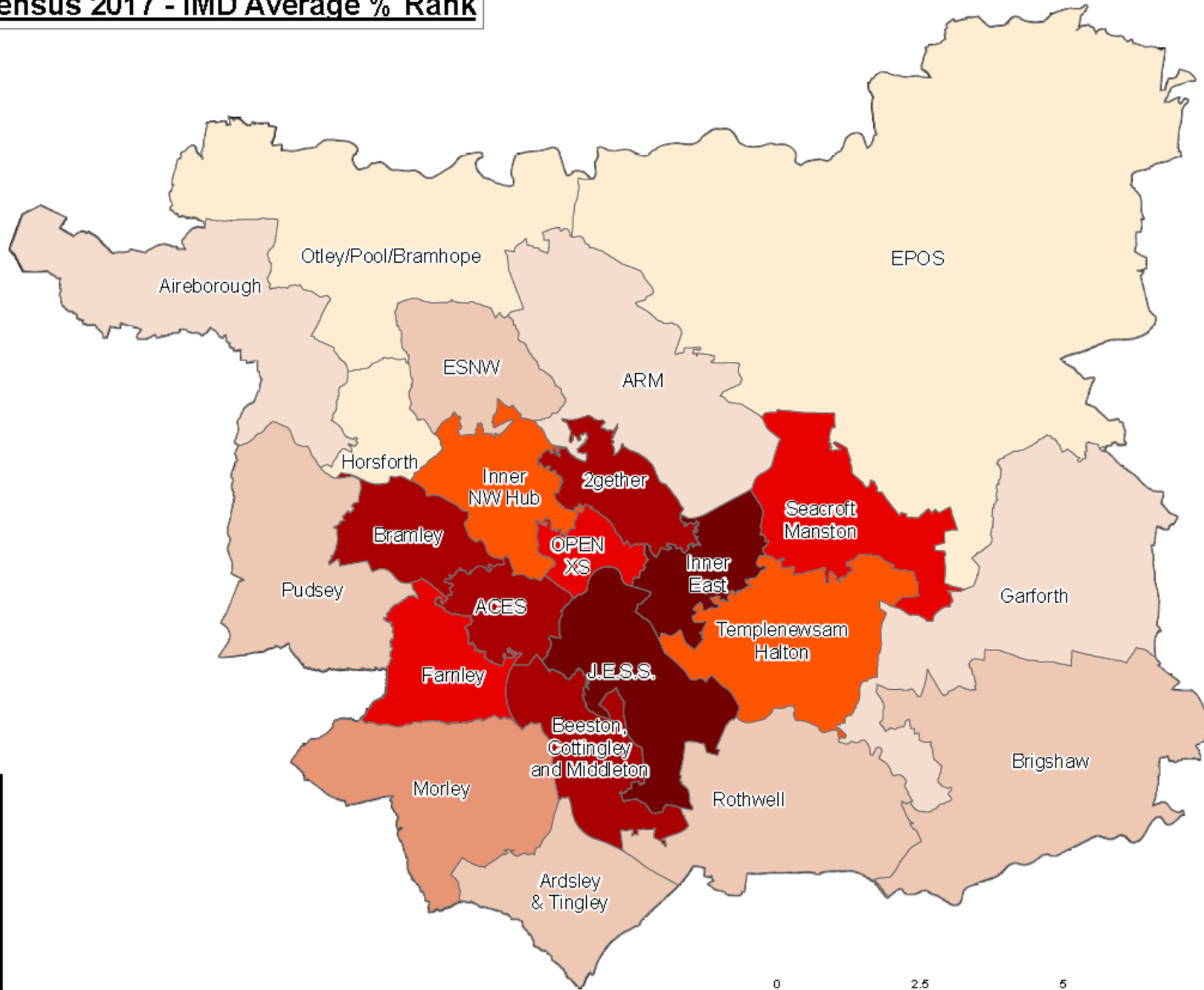


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 This map produced by the Children's Performance Service, Children's Services, Leeds City Council.
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 Filepath: \\S:\CHILDREN'S PERFORMANC E SERVICE\ES\School census\2017_January_30\wfsyma

Notes: Where an index is used this compares the proportion (e.g. in a Cluster or LSOA) against the city average. This provides an easy to understand visual interpretation. An index of 100 means that the proportion is the same as the city average; a proportion of 50 means that it is half the city average, while an index of 200 means that it is twice the city average



January Census 2017 - IMD Average % Rank



Legend

IMD - Average % Rank

- 0 - 10%
- 10 - 20%
- 20 - 30%
- 30 - 40%
- 40 - 50%
- 50 - 60%
- 60 - 70%
- > 70%



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 This map produced by the Children's Performance Service, Children's Services, Leeds City Council.
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Notes: Where an index is used this compares the proportion (e.g. in a Cluster or LSOA) against the city average. This provides an easy to understand visual interpretation. An index of 100 means that the proportion is the same as the city average; a proportion of 50 means that it is half the city average, while an index of 200 means that it is twice the city average



Appendix 2

Guidance document – governors’ specific roles Updated Sept 2017

Pupil premium governor

1. Background

The pupil premium is additional funding to raise the attainment of disadvantaged pupils and close the gap between those who are not. Disadvantaged pupils are pupils claiming free school meals at any point in the last six years and pupils in care or who left care through adoption or another formal route.

There is also a ‘service child premium’ which is extra funding for schools to support children and young people with parents in the armed forces. Although service premium allocations are made to schools at the same time as pupil premium allocations, service children are not included in the overall disadvantaged cohort.

Schools are free to choose the best way of using the money provided but they are accountable for showing the evidence and impact of this spending to governors, parents and Ofsted.

Early Years pupil premium (EYPP) funding has been introduced for early years settings to improve the education they provide for disadvantaged 3 and 4 year-olds.

2. The role of the governing board

The DfE’s Competency Framework for Governors states that everyone on the board is expected to know how the school receives funding through the pupil premium, how this is spent and how spending has an impact on pupil outcomes.

When looking at pupil outcomes, it is important that governors compare the outcomes of pupil premium eligible children in the school to the outcomes of the non-eligible population nationally (sometimes just called “other” group). This is because the performance of disadvantaged pupils nationally is known to be substantially lower than that of non-disadvantaged (other) pupils. It is a national priority to diminish the national performance difference between disadvantaged and other pupils. For this reason, the DfE Performance Tables and data contained in Analyse School Performance show the performance of a school’s disadvantaged pupils in comparison with the performance of other pupils nationally

Schools are required to publish a pupil premium strategy on the school website and for the current academic year this must include:

- the school’s pupil premium grant allocation amount
- a summary of the main barriers to educational achievement faced by eligible pupils at the school
- how the school will spend the pupil premium to overcome those barriers and the reasons for that approach

- how the school will measure the impact of the pupil premium
- the date of the next review of the school's pupil premium strategy

For the previous academic year, schools must include:

- how they spent the pupil premium allocation
- the impact of the expenditure on eligible and other pupils

It is good practice for the governing board to appoint a named governor who will work with school and the staff member who is responsible for pupil premium, to understand the decisions about targeted provision, scrutinise data and oversee the progress and impact of spending.

The following accountabilities are included in the Models of Working for Governing Boards (Terms of reference).

Resources committee

- Item 2.08 - To ensure the pupil premium, PE and sports premium and other resources, including 16-19 bursary and year 7 catch up funding (high school only) are used to overcome barriers to learning.

Teaching and learning committee

- Item 6.05 - To consider annual performance data from a number of sources such as school performance tables, Analysing School Performance (ASP) and Fischer Family Trust's dashboard to support governors in monitoring priorities and outcomes for pupils.
- Item 6.07 - To monitor and evaluate assessment and target setting procedures to ensure that all groups of children, including the most vulnerable and pupils with high prior attainment make good progress.
- Item 6.14 – To monitor the impact of pupil premium funding on outcomes for children.

3. The role of the pupil premium governor

Regular meetings should be arranged with staff leads in school to support, challenge, monitor and evaluate the work of the school in raising the attainment and progress of children who are eligible for the pupil premium.

Governors may wish to consider the following training offered by Governor Support (dates and more information can be found at [Leeds for Learning](#)):

- Pupil premium and diminishing the difference

4. Checklist for an annual report to governors

During the year the items below should be considered and a brief summary report tabled in a full governing board meeting. (The report from a monitoring visit will be sufficient and a sample is provided in Appendix A). This will provide governors with assurance that key responsibilities are being met as well as providing a means of sharing knowledge across the governing board.

Autumn term: Meet with Senior Leaders and staff to:

- a) Review internal performance data for all year groups, Analyse School Performance data and national test results for the previous year to understand if/how the gap was narrowed.

- b) Compare your school's pupil premium performance with other schools using the Families of Schools Database available from the resources section of Education Endowment Fund website <https://educationendowmentfoundation.org.uk>
- c) Discuss plans for allocation of funding for the coming year which reflect learning from previous approaches. Ask the question 'how will this spending impact on the progress and achievement of the disadvantaged learner?' If the question cannot be answered reconsider the strategy.
- d) Understand the specific intended outcomes of activities and targets which will be monitored on a termly basis. It is recommended that school prepares an action plan to provide details of:
 - The intervention/action funding will be used for with a brief summary and details of the year groups/pupils involved, timescales and who is responsible for the action
 - The amount of money to be allocated to each action
 - Whether the action is new or continued
 - The intended outcome (how will the action improve achievement)
 - How, when and by whom the action will be monitored
 - The impact (what the action actually achieved and any changes proposed)
- e) Ensure school has identified all children eligible for the pupil premium including those eligible for the early years pupil premium funding where there is a school-run nursery provision.
- f) Determine if all staff know who the pupil premium children are and know how the pupil premium funding is being spent.
- g) Determine if school has a policy (if not develop one), and become familiar with this.
- h) Ensure that the school website includes the pupil premium strategy described on page 1 of this guidance.

Schools are now required to explain how the use of pupil premium may have benefited pupils who are not eligible for pupil premium funding, for example if the school has taken a whole school approach to raising standards.

Pupil premium funding is allocated for each financial year, but the information published online should refer to the academic year, as this is how parents understand the school system. As the school won't know allocations for the end of the academic year (April to July), it should report on the funding up to the end of the financial year and update allocation information when this is known.

Spring term:

- a) Meet with Senior Leaders to understand if/how teachers are held accountable for the progress of pupil premium children in their class.
- b) Review latest data/monitor progress against targets.
- c) Understand the barriers that are impacting on the progress of attainment of pupils, these could include:
 - Literacy or numeracy
 - Behaviour for learning
 - Self-esteem or confidence issues
 - Home environment

- Access to basic school equipment
- Punctuality or attendance
- Social integration issues
- Lack of a positive role model at home/aspiration

There are many sources to find this information which can include learning walks, shadowing pupil premium children, pupil premium voice, achievement and attendance data, feedback/views from parents, SLT, staff and governors.

- d) Hold discussions with key staff (e.g. teachers, Family Support Worker, attendance officer, Learning Support Assistants, SENCo) about the impact of their work with children as a result of plans/funding.
- e) Research practice and activities in other schools for later discussion, if appropriate.

Summer term: Meet with Senior Leaders and staff to:

- a) Review latest data/monitor progress against standards.
- b) Discuss plans for allocation of funding for the next academic year (has school evaluated the impact of strategies and have any changes been made?)

5. Questions for governors to ask during visits to school

The whole governing board is responsible for monitoring the compliance of the school with agreed funding allocation, actions and policies associated with pupil premium. The following are questions that governors can consider during visits to school. Governors should provide a short report/feedback to the pupil premium governor and during governing board meetings where appropriate.

Questions for leaders and teachers

- Who are the disadvantaged learners in this cohort?
- Are they achieving in line with other pupils within school who are not disadvantaged with similar starting points?
- Are they achieving in line with other pupils nationally who are not disadvantaged with similar starting points?
- Are there any 'barriers to learning' that could be contributing to the poorer progress observed in this pupil? (Attendance, behaviour etc.)
- Which pupils are not making the progress expected?
- What specifically is being done in a classroom context to address the gap in progress? Is this enough?
- Are there any additional interventions or support mechanisms that can be put in place to better support a pupil to make improved rates of progress in line with other pupils?

6. Key contacts and for more information

The government website provides guidance information on the pupil premium and links to links to examples of good practice <https://www.gov.uk/pupil-premium-information-for-schools-and-alternative-provision-settings>

The [NGA Learning Link](#) is an online governor training site and is a useful source of information.

Information on Early Years Pupil Premium:

<https://www.gov.uk/early-years-pupil-premium-guide-for-local-authorities>

The Sutton Trust has created a toolkit which summarises research on strategies that impact most on achievement to support schools in making informed choices

<https://educationendowmentfoundation.org.uk/toolkit/toolkit-a-z>

An updated guide to effective pupil premium reviews was issued in May 2016 by the Teaching Schools Council (TSC) and National College for Teaching and Leadership.

The guide includes template to support all schools in developing and presenting their pupil premium strategy and a selection of completed primary and secondary school examples

and can be found at: <http://tscouncil.org.uk/resources/guide-to-effective-pupil-premium-reviews>

Sample of a monitoring visit for pupil premium

Record of Governor's Visit to School

Governor Name:	John Smith		
Date:	XX XX XXXX	Term	Autumn
Visit to:	Met with Deputy Headteacher to discuss Pupil Premium tracking, data collection dates and interventions.		
Purpose of visit: <i>(including any links to school improvement plan)</i>	<p>Pupil Premium tracking, data collection dates and interventions – closing the gap</p> <p>Our disadvantaged pupils were well below other (non-disadvantaged) pupils nationally in end of key stage 2 outcomes for the following indicators:</p> <ul style="list-style-type: none"> • KS1 to KS2 value address progress scores • The percentage of pupils achieving the expected standard in reading, writing and maths; as individual subjects and as a combined indicator. <p>School Improvement plan links: <u>Priority 2 – SIP Ref: 5</u> <u>Interventions to narrow the gap between various groups of pupils</u> <u>Priority 2 – SIP Ref 31</u> To ensure value for money and impact on pupil outcomes for pupils eligible for Pupil Premium</p>		

Activities seen:

Internal Tracking

I reviewed the tracking system where assessment outcomes are recorded for all year groups. The spreadsheet had been populated with children's names and where each child is at in relation to age related expectations. Children are colour coded into discrete groups to identify vulnerable characteristics, e.g., pupil premium, SEN.

Data from in-school summative assessment is uploaded once a term.

I particularly liked:

- that all teachers will be responsible for updating their class spreadsheet
- Colour coding for distinct groups makes it easy to track discrete groups such as pupil premium children
- The highlighted boxes show where children should be with regards to age related learning and clearly identifies any children at risk of falling behind
- That all staff know who the pupil premium children are
- That data recording as part of this tracking process is not seen as an end in itself. Teachers are using summative assessment data to plan for subsequent teaching and learning, and school leaders are using this to identify any gaps among pupil groups. School leaders make clear that these are the purposes of in-school summative assessment and so this is not distorted by also being used for other purposes. Because data is only collected where there is a clear rationale to do so, the practice of data-inputting is not burdensome for class teachers.

I look forward to:

- Seeing the updates from next term's assessment outcomes

Funding

I was shown a system that monitors the cost and impact of all interventions.

I particularly liked:

- That the system in place has the capacity to clearly identify effective interventions
- That governors and staff can see the cost of each intervention per child
- That impact of interventions can be closely monitored
- That all staff will be aware of how pupil premium funding is being spent
- the system could be used in the performance management of staff

I look forward to:

- Rigorous monitoring of interventions
- Seeing which interventions are cost effective
- Which are making the most impact
- Which interventions need to be stopped
- Clarity around how funding is being used

	<p>Policy The Deputy head teacher is to draft a policy to be presented to governors.</p>
<p>Comments:</p>	<p>I found the Inspection Dashboard provided by the school useful in preparation for this visit.</p> <p>There are effective systems being put in place to monitor, evaluate and measure the impact of all pupil premium interventions. I am confident that these will show the impact of all the hard work of the staff and leadership team. The systems are particularly impressive for clarity, simplicity of use and producing information that is easily accessible and understood.</p> <p>I recognise that the leadership team has worked extremely hard and I am sure they have put many extra hours in to ensure that these systems are up and running and they should be commended for this.</p> <p>I am looking forward to seeing next term's data. I will arrange for a further visit following this and I would also like to meet staff and pupils to see some qualitative evidence.</p> <p>I would like to make particular mention of the work the Deputy Headteacher has done around pupil premium. Her experience at previous schools has meant that although she has only been at this school a short time, she has taken a significant lead in making changes to the systems to ensure they are robust. I was impressed with her in depth knowledge of pupil premium in the school. The changes will ensure that our disadvantaged children's needs are met, that they are the responsibility of all members of staff and that the systems in place will also help governors to keep a strategic overview to ensure the gap quickly begin to narrow.</p>

Signed:

Governor Role/Responsibility: Co-opted governor responsible for Pupil Premium

Appendix 3

Guidance document – governors’ specific roles Updated Nov 2016

Pupil attendance governor

1. Background

The government expects:

- Schools and local authorities to:
 - Promote good attendance and reduce absence, including persistent absence;
 - Ensure every pupil has access to full-time education to which they are entitled; and,
 - Act early to address patterns of absence.
- Parents to perform their legal duty by ensuring their children of compulsory school age who are registered at school attend regularly.
- All pupils to be punctual to their lessons.

Under the [Education \(Pupil Registration\) \(England\) Regulations 2006](#) (and subsequent amendments) the governing board is responsible for making sure that admissions and attendance registers are kept. School governors are also bound by the statutory requirement under [Section 538](#) of the Education Act 2006 which requires governing boards to provide information requested by the Secretary of State - absence data that will be collected every term through the school census.

From 1 September 2013, schools have only been able to authorise requests for leave in exceptional circumstances. A clear and unambiguous policy should be in place and communicated to parents and carers about which exceptional circumstances will be considered. The policy should state what will happen (i.e. unauthorised absence/Penalty Notice) if a request for leave is declined and the leave of absence is still taken.

Children at risk of missing education - All schools must agree with the relevant local authority, the regular interval that the school will inform the local authority of any pupil who fails to attend school regularly, or has been absent without the school’s permission for a continuous period of 10 days or more.

2. The role of the governing board

For a student to reach their full educational achievement a high level of attendance is essential. The governing board should consider how the ethos of the school, the curriculum, standards of teaching and learning and leadership and management all contribute to promoting the highest levels of attendance. It is good practice for the governing board to appoint a named governor to oversee progress, or the role may be taken on by the Pupil Support committee or the full governing board.

The following accountabilities are included in the Models of Working for Governing Boards (Terms of Reference)

Pupil support committee

- Item 7.06 – To monitor exclusions and the support available pre and post exclusion with regard to integration and the wellbeing of the child.
- Item 7.11 – To ensure a register of pupils' admission to school is in place.
- Item 7.12 – To ensure a register of pupils' attendance is in place.

3. The role of the pupil attendance governor

Termly meetings should be arranged with the designated staff lead to support, challenge monitor and evaluate the work of the school in relation to:

- Ensuring statutory duties in relation to pupil attendance are met.
- Minimising levels of absence and the impact on pupils' achievement.

A robust and regularly reviewed attendance policy should be in place that reflects the views of pupils and parents, sets out clearly expectations for parents, pupils and staff, explains how absence from school will be monitored and managed, how the school will intervene when a child's attendance becomes cause for concern and how good attendance will be celebrated.

The pupil attendance governor may also wish to be a member of the school attendance panel which meets with parents whose children's attendance has not improved in spite of support from the school, local authority and other services.

Suitable training, including that offered by the governor support service, should also be considered (dates and more information can be found at [Leeds for Learning](#))

4. Checklist for an annual report to governors

During the year the items below should be considered and a brief summary report tabled in a full governing board meeting. This will provide governors with assurance that responsibilities are being met as well as providing a means of sharing knowledge across the governing board.

Autumn term:

- a) Does the school have an attendance policy which is regularly updated in consultation with staff, parents and pupils? Is the policy on the school website?
- b) Does school keep a register of admissions and a register of attendance?
- c) Does the school have a clear policy on what is and is not deemed to be exceptional leave? Has this been drawn up in partnership with other schools in the cluster, including high schools to promote consistency and fairness?
- d) How well is the attendance policy communicated to staff, parents and pupils?

- e) What is your school agreed attendance target/ambition?
- f) Are any pupils being electively home educated (EHE)?
- g) Does school have procedures in place to notify the local authority of children who could be at risk of missing education?

Spring term:

- a) What is the overall level of attendance?
- b) What is the rate of persistent absence across the school (From September 2015 the DfE defines persistent absentees as school-age pupils missing more than 10% of sessions in a school year which equates to around 19 days.
- c) How many persistently absent (PA) pupils are there? Can the school identify any particular patterns in the cohort of PA pupils e.g. a particular class or year group, children with additional learning needs or of a particular ethnicity?
- d) How well does the school understand why its pupils are absent? Have they undertaken any analysis? Is registration practice consistent?
- e) Who is the school's named attendance leader and are they a member of the senior leadership team?
- f) Is attendance clearly a shared responsibility across every member of staff with specific actions assigned to the full range of staffing roles?
- g) What support is in place from the cluster or other local arrangements and how is this accessed?
- h) How does the school identify pupils whose attendance is cause for concern and how is early support and intervention mobilised to prevent the absence becoming difficult to deal with or solve?
- i) What strategies/interventions does school use to improve attendance and how?

Summer term:

- a) The Headteacher should provide a report on exclusions (for consideration and challenge by the Pupil Support committee which includes:
 - The number of exclusions
 - Support for the emotional health and wellbeing of pupils
 - Plans to re-integrate pupils
- b) Review latest attendance data and trends, including persistent absence (with updates on topics covered in spring term as necessary).

5. Key contacts and for more information

The [Governor e-learning site \(GEL\)](#) is a useful source of information.

A One Minute Guide provides a summary of statutory responsibilities and can be accessed from <http://www.leeds.gov.uk/residents/Pages/One-Minute-Guides.aspx>

The Education (Pupil Registration) (England) Regulations 2006 apply to all schools in England unless stipulated. http://www.legislation.gov.uk/ukxi/2006/1751/pdfs/ukxi_20061751_en.pdf

DfE guidance on School Attendance <https://www.gov.uk/government/publications/school-attendance>

The Anti-social Behaviour Act 2003 allows schools and local authorities to enter into contracts with parents where attendance or behaviour is a cause for concern - it is a matter for the local authority or governing body of the school to consider whether it would be appropriate to offer a parenting contract to the parent:

<http://www.legislation.gov.uk/ukpga/2003/38/contents>

Non statutory support from Leeds School Attendance Service which includes Training, Attendance Audits/Reviews, Quality Assurance, Case Work etc can be purchased through Traded Services at: <http://www.leedsforlearning.co.uk>

School Attendance Service information including FAQ's can be found at: <http://www.leeds.gov.uk/residents/Pages/Regular-school-attendance.aspx>

Appendix 4



Governor Support Service
Adam's Court
Kildare Terrace
Leeds
LS12 1DB
Contact Person: **Name**
Telephone: 0113 3785213
Email: **Name**@leeds.gov.uk

Dear governor

XXXXXX PRIMARY SCHOOL GOVERNING BOARD NOTICE OF PUPIL SUPPORT COMMITTEE MEETING

Please find enclosed the agenda and supporting papers for the Pupil Support Committee meeting which will be held at the school on:

DAY 00 MONTH 2017 AT 0.00PM

Papers: Governors should be aware that all documents, including committee minutes, are to be circulated to all members a minimum of 7 days prior to the meeting, to enable governors time to pre-read and formulate any questions.

Quorum: Please note that the quorum for a committee meeting is three. If you are unable to attend this meeting please inform the Clerk, Chair or Headteacher so that your apologies can be recorded.

Yours sincerely

DfE Competency Framework for Governance, Jan 2017

Name

Clerk to the governing board
Governor support service

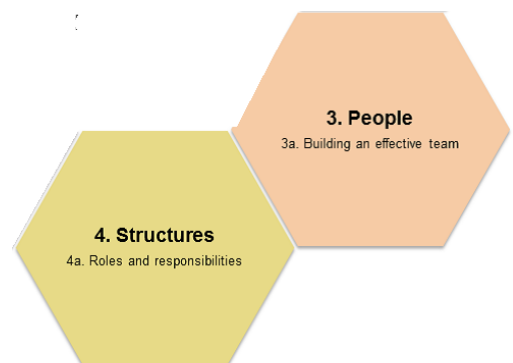
PTO for autumn term agenda



PUPIL SUPPORT COMMITTEE – Autumn Term 2017 – 2018

People and structures (the way governance is organised)

- 1. Apologies and any new declarations of interest not previously declared**
- 2. Elect a committee chair (if not done in full governing board meeting)**
- 3. Agree terms of reference for committee**
- 4. Minutes of the last meeting**
- 5. Matters arising**



Compliance with key governance duties and evaluation (ensuring and improving governance)

- 6. Attendance (ideally including a report from the governor with monitoring duties for attendance)**
It is recommended a governor is allocated to monitor and evaluate the implementation of strategies to improve the attendance and punctuality of pupils. A guidance document, with questions to ask in termly visits is available on Leeds for Learning. Reports from visits should be circulated prior to the meeting. Governors should be satisfied that that the following live documents are in place:
 - STATUTORY ITEM: Register of pupils attendance** (Term of reference 7.10)
 - STATUTORY ITEM: Register of pupils' admissions** (Term of reference 7.10)
- 7. Partnership work**
Ensure regular targeted services reports are received from partnerships in place (Cluster, Trust, Area Inclusion Partnership, Learning Alliance) which evidence the



impact of provision/initiatives on children on roll at school. To question/challenge provision ensuring there is appropriate governance and school/governing board involvement in decision making *(Term of reference 7.11)*

8. Child protection (Ideally including a report from the governor with monitoring duties for child protection)

STATUTORY ITEM: Ensure school has an effective Child Protection policy and safeguarding policies and procedures in place which include arrangements to keep pupils free from the dangers of radicalisation and extremism and understand how these are monitored (e.g. staff training) *(Term of reference 7.01)*

Note: The policy must be approved by the full governing board and reviewed annually.

- It is recommended a governor is allocated to monitor child protection duties and a guidance document, with questions to ask in termly visits, is available on Leeds for Learning. Reports from visits should be circulated and tabled in the meeting.
- Responsibilities in relation to safeguarding, which all governors are responsible for, are also summarised in a separate guidance document. Staff and governors should have sight of a copy of the guidance document 'Keeping Children Safe in Education'.
- The Prevent Duty: the governing board should also ensure safeguarding arrangements are in place to keep pupils free from the dangers of radicalisation and extremism and understand how these are checked and monitored (e.g. staff training)

9. STATUTORY ITEM: Review the policy for Supporting Pupils at School with Medical Conditions and ensure that statutory guidance is followed *(Term of reference 7.15)*

Statutory guidance: Supporting pupils at school with medical conditions

NB: The policy cannot be approved at committee level but the committee should review it and recommend approval by the full governing board. A policy review planner is available from GSS.

10. Special educational needs and disabilities (SEND) and SENCO arrangements (ideally including a report from the governor with monitoring duties for SEND)

Monitor and evaluate the effectiveness of provision for the welfare of children with special education needs and disabilities (SEND) ensuring there is a qualified teacher designated as special educational needs co-ordinator (SENCO) *(Term of reference 7.14)*

It is recommended a governor is allocated to monitor this and a guidance document, with questions to ask in termly visits, is available on Leeds for Learning. Reports from visits should be circulated and tabled in the meeting.

In particular governors should be satisfied that:

- SEND Information Report (and policy) – to be approved annually by the full governing board and published on the school website. The committee should consider the Report and be satisfied suitable provision is in place.
- Education, health and care plans (EHCPs) are in place and that these are fit for purpose. The committee should be made aware of top up funding applications.
- An accessibility audit has been carried out and an [Accessibility plan](#) is in place and published (review every three years in conjunction with the Resources committee) *(Term of reference 3.04)*

11. Monitor and evaluate the effectiveness of provision for children looked after (ideally including a report from the governor with monitoring duties for CLA)

Governors should be satisfied that Personal Education Plans are in place. *(Term of reference 7.15)*

It is recommended a governor is allocated to monitor this and a guidance document, with questions to ask in termly visits, is on Leeds for Learning. Reports from visits should be circulated and tabled in the meeting.

12. Ensure school promotes the cultural development of pupils through spiritual, moral, cultural, mental and physical development requirements *(Term of reference 7.04)*

To include preparing children for British society and their understanding of British Values

13. Review and approve the complaints policy and ensure it is published on the school website *(Term of reference 7.09).*

Strategic leadership and accountability (the core pillars of the board's role)

14. Monitor and evaluate priorities in the school improvement plan

Allocate governors who will monitor the top 3 priorities and determine how progress will be tracked and evaluated (e.g. agenda items in future meetings, reports from governor visits).

15. Any other urgent business

16. Date and time of next meeting



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Report of the Director of Children and Families

Report to: Scrutiny Board (Children's Services)

Date: 19th October 2017

Subject: Cluster sustainability position statement update



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 type="checkbox"/> Yes	<input checked="" 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 April 2017 the Children and Families scrutiny board received a report providing an update entitled cluster sustainability position statement.
- 2) The report noted that 31 March 2017 marked the end of the arrangement whereby school forum was able to top slice the dedicated schools budget (DSG) by 1% to create a £5.2m pot which was redistributed to clusters through a formula based on needs and pupil numbers.
- 3) During this time there were between 24 and 26 clusters given that over time some clusters merged with others and that a SILC cluster was established.
- 4) Since April 1st 2017, arrangements have come into effect as follows:
 - a. Clusters continuing as they were with all schools buying into the cluster (18 clusters)
 - b. Clusters continuing as they were but with some schools no longer buying into the cluster (2 cluster)
 - c. Possible new groupings of schools coming together to create a new cluster (1 cluster)
 - d. Clusters ceasing to operate completely with new/alternative partnership arrangements still emerging (2 clusters).
- 5) At the time of writing the future of the SILC cluster is still unknown; a meeting to make a decision is due to take place in the next couple of weeks.
- 6) The map and table included in this report provide a more detailed breakdown of these developments. It should be noted that in some instances changes are still work in

progress as some localities are working through the development of new arrangements.

- 7) At the same time as these changes have been taking place the Restorative Early Support (RES) Team model has been further developed and is in the process of being rolled out to the 7 high needs clusters which are: 2gether, JESS, Bramley, Seacroft Manston, Inner East, Beeston Cottingley Middleton and Armley.
- 8) It should also be noted that the CCGs have continued to invest in the Future in Mind strategy by funding the Mindmate single point of access and additional mental health professionals which ensures that children and young people can access mental health support through clusters.
- 9) Recommendations
 - a. That the report contents are considered and noted particularly, the developments that have taken place since 1 April 2017
 - b. That the scrutiny board notes the wide range of work currently taking place to determine the next iteration of the cluster model.

1 Purpose of this report

- 1.1 In April 2017 the Children and Families scrutiny board received a report providing an update entitled cluster sustainability position statement. That report set out the key issues facing clusters at that time and the work being undertaken to address those issues with the intent of maintaining the integrity of the model.
- 1.2 The purpose of this report is to update the Children and Families scrutiny board on:
 - 1.2.1 developments with regard to the cluster model since April 2017
 - 1.2.2 the current cluster geography (see map at appendix 1) in terms of clusters continuing to operate as they were and those where change has either happened or is still happening
 - 1.2.3 specific areas of work that are currently being undertaken which will inform the next iteration of the cluster model

2 Background information

- 2.3 The previous report noted that 31 March 2017 marked the end of the arrangement whereby schools forum was able to top slice the dedicated schools budget (DSG) by 1% to create a £5.2m pot which was redistributed to clusters through a formula based on needs and pupil numbers.
- 2.4 The arrangement came to an end due to a change in the funding formula used by the DfE which meant that 100% of funding had to be delegated to schools from 1 April 2017 onwards.
- 2.5 Since this date, a variety of models for delivering targeted early help services have emerged as indicated below. There are currently 24 clusters including the SILC cluster although it should be noted that the SILC cluster is still in the process of reviewing their position. It should also be noted that the Springwell SEHM provision is not within the cluster model as Springwell will be making its own provision for early help services.
- 3 At the same time as these changes have been taking place the Restorative Early Support (RES) Team model has been further developed and is in the process of being rolled out to the 7 high needs clusters which are: 2gether, JESS, Bramley, Seacroft Manston, Inner East, Beeston Cottingley Middleton, Armley.
- 3.6 It should also be noted that the CCGs have continued to invest in the Future in Mind strategy and the Mindmate single point of access to ensure that children and young people can access rapid mental health support. The cluster geography has been central to securing this investment as the CCGs will not fund individual schools.
- 3.7 Therefore, as at 27 September 2017 the position is as follows:

Clusters with all schools bought into continuing funding arrangements	Clusters continuing but with some schools not buying in and other changes	Possible new clusters arrangements emerging	New partnership arrangements emerging following cessation of previous arrangement
<p>2gether*</p> <p>ARM</p> <p>ACES* (Armley)</p> <p>Aireborough</p> <p>Bramley*</p> <p>Brigshaw</p> <p>EPOS</p> <p>ESNW</p> <p>Farnley</p> <p>Horsforth</p> <p>Inner East*</p> <p>Beeston, Cottingley and Middleton*</p> <p>Pudsey</p> <p>Rothwell</p> <p>Seacroft Manston*</p> <p>Temple Newsam Learning Partnership</p> <p>Garforth</p> <p>Otley</p>	<p>JESS*</p> <p>Schools out:</p> <p>Beeston St Francis of Assisi and Beeston Hill St Luke's</p> <p>Decision awaited</p> <p>Ruth Gorse academy bought in until end Sept 17 – future plans awaited</p> <p>MORLEY</p> <p>Schools in:</p> <p>Churwell, Seven Hills, Gildersome, Birchfield, Morley Victoria, St Francis, Drighlington, Fountain</p> <p>New schools joining:</p> <p>Blackgates (formerly Ardsley and Tingley)</p> <p>Schools out:</p> <p>Morley Newlands, Bruntcliffe, Morley academy</p>	<p>CATSS – comprising of schools formerly part of the Ardsley and Tingley cluster:</p> <p>East Ardsley, Westerton, Hill Top, Woodkirk</p>	<p>Inner north west – this cluster has ceased to operate as a cluster and cluster staff contracts have been terminated. Some of the schools in the cluster are in the process of forming into the Kirkstall Headingly Partnership</p> <p>OPEN XS – this cluster has ceased to operate but the functions of the cluster are being carried out by the Lantern Trust which comprises of the 5 primary schools that were formerly part of the cluster.</p>

- * denotes a high needs cluster where RES teams are in the process of being rolled out
- NB the SILC cluster are still in the process of deciding whether or not to continue operating in a partnership arrangement.

4 Main issues

- 4.8 The loss of the top slice arrangement no doubt presents a number of challenges. These need to be seen in the context of the above table which demonstrates that the vast majority of clusters are continuing as were and that in fact, schools are currently contributing approx. £4.5m to continue cluster working.
- 4.9 In addition to this there is currently a range of major reviews being undertaken to determine the shape of the model going forward including:
- 4.9.5 a review of early help
 - 4.9.6 a review of family support
 - 4.9.7 a review of cluster objectives and expectations
 - 4.9.8 a review of the cluster risk assessment to ensure that new sources of risk are identified and mitigation put in place.
- 4.10 Members of the scrutiny board are also reminded that the restorative early support (RES) team model is also in the process of being rolled out.
- 4.11 The other key factor at this stage is the impact of the new funding formula for schools, the impact of which is still uncertain or though clearly there will be winners and losers in Leeds.
- 4.12 In view of the range of work currently being undertaken it is proposed that further information is brought back to the scrutiny board once this has been completed.

5 Corporate considerations

6 Consultation and Engagement

- 6.13 Throughout the period leading up to the end of the top slicing arrangement a considerable amount of consultation was undertaken with clusters to ascertain their views and plans in terms of the way forward.
- 6.14 Further consultation and engagement is planned for the autumn term where the future of clusters will be part of the agenda of a wider conference for schools in Leeds.

7 Equality and Diversity / Cohesion and Integration

- 7.1 The targeted early help offer provided through clusters is an essential component of supporting children, young people and families to access services at a local level and as such plays a key role in supporting community cohesion and integration.

8 Council policies and Best Council Plan

- 8.1 The cluster model is an integral part of our child friendly ambition to be the best city for children and young people to grow up in.

8.2 Resources and value for money

8.2.1 Continuation of the cluster locality working model is central to the children's and families services budget strategy.

8.3 Legal Implications, Access to Information and Call In

8.3.1 None

8.4 Risk Management

8.4.1 This report highlights the risks that the end of the top slice approach to funding poses and the steps that are being taken to mitigate them.

9 Recommendations

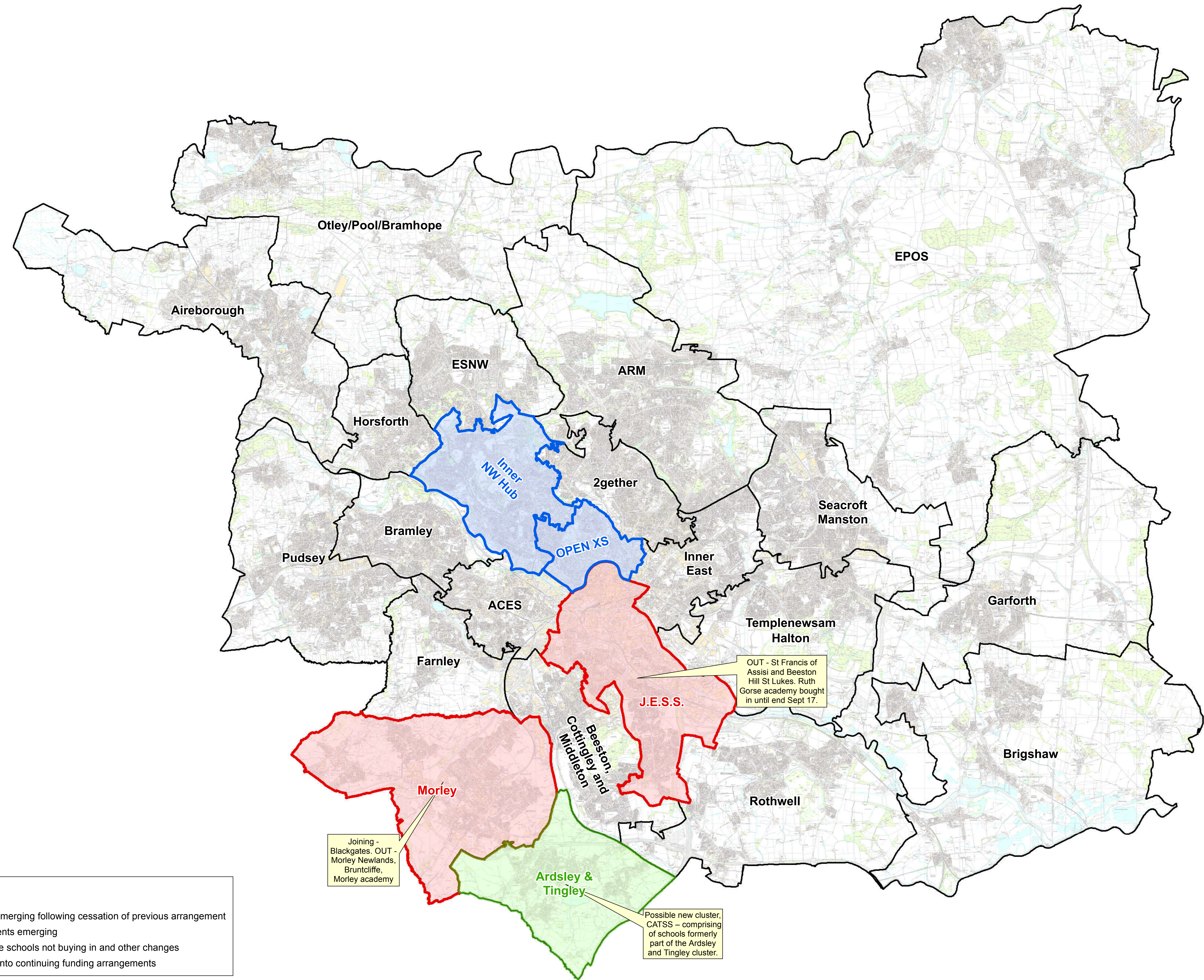
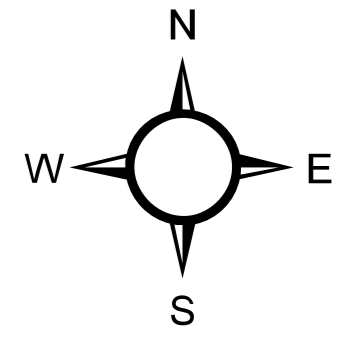
9.1 Recommendations are:

9.1.2 That the report contents are considered and noted particularly, the developments that have taken place since 1 April 2017

9.1.3 That the scrutiny board notes the wide range of work currently taking place to determine the next iteration of the cluster model.

9.1.4 That the scrutiny board is invited to pose any questions arising out of the report.

Current cluster arrangements and proposed changes



OUT - St Francis of Assisi and Beeston Hill St Lukes. Ruth Gorse academy bought in until end Sept 17.

Joining - Blackgates. OUT - Morley Newlands, Bruntcliffe, Morley academy

Possible new cluster, CATSS - comprising of schools formerly part of the Ardsley and Tingley cluster.

Legend

- New partnership arrangements emerging following cessation of previous arrangement
- Possible new clusters arrangements emerging
- Clusters continuing but with some schools not buying in and other changes
- Clusters with all schools bought into continuing funding arrangements



(c) Crown Copyright and database right 2016 Ordnance Survey LA100019567
 This map produced by the Children's Performance Service, Children's Services, Leeds City Council.
 For further information, please call 0113 3785 530

L:\PMIT\School Org\Requests\2017\20170918 - DL - Map - Cluster data for scrutiny



Notes:
 Schools at September 2017
 Clusters at September 2017

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Report of the Head of Governance and Scrutiny Support

Report to Scrutiny Board (Children and Families)

Date: 19 October 2017

Subject: Work Schedule

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 type="checkbox"/> Yes <input checked="" 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

1 Purpose of this report

1.1 The purpose of this report is to consider the Scrutiny Board’s work schedule for the forthcoming municipal year.

2 Main Issues

2.1 A draft work schedule is attached as appendix 1. The work programme has been provisionally completed pending on going discussions with the Board.

2.2 When considering the draft work programme effort should be undertaken to:

- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
- Avoid pure “information items” except where that information is being received as part of a policy/scrutiny review
- Seek advice about available resources and relevant timings taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place
- Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year

2.3 With regard to the scheduling changes required for the Child Poverty Inquiry and the rescheduling of the inquiry visits the Board will conduct a full meeting on the 16 November. Visits are now provisionally scheduled for the 23rd, 24th or 29th of November.

2.4 Attached as appendix 2 is the minutes of Executive Board for 20th September 2017.

3. Recommendations

3.1 Members are asked to:

- a) Consider the draft work schedule and make amendments as appropriate.
- b) Note the Executive Board minutes

4. **Background papers**¹ - None used

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.

Draft Scrutiny Board (Children and Families) Work Schedule for 2017/2018 Municipal Year

Schedule of meetings/visits during 2017/18			
Area of review	15 June	July	August
Inquiries		Inquiry 1 – Terms of Reference and First Inquiry Session - Impact of Child Poverty on 3 A's	
Annual work programme setting - Board initiated pieces of Scrutiny work (if applicable)	Consider potential areas of review		
Budget	Budget Update 2017/18 outturn 2016/17		
Policy Review			
Recommendation Tracking			
Performance Monitoring	Performance Report	Universal Activity Funding – performance, consistency and delivery since the delegation of responsibility and budgets to Community Committees - review (or sept)	
Working Groups	Post 16 SEND School Transport 15 June 17 – Executive Board Statement		
Resource considerations		Report Writing	Report Writing

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*Prepared by S Pentelow

Key: SB – Scrutiny Board (Children’s Services) Meeting

WG – Working Group Meeting

Draft Scrutiny Board (Children and Families) Work Schedule for 2017/2018 Municipal Year

Schedule of meetings/visits during 2017/18			
Area of review	September	October	November
Inquiries	<u>Evidence Gathering</u> Session 2- Impact of Child Poverty on 3 A's	<u>Evidence Gathering</u> Session 3- Impact of Child Poverty on 3 A's (Ref EB report 20 Sept) <u>Agree Report</u> Children's Centres	<u>Evidence Gathering</u> Impact of Child Poverty on 3 A's –data analysis (deferred from Sept)
Recommendation Tracking	SEND Inquiry		
Policy Review		Cluster Position Update	Corporate Parenting (moved from October) Update on the picture of primary and secondary schools in Leeds. (from January)
Performance Monitoring	Ofsted improvement areas – progress update (2015 and SEND inspection)		
Working Groups			Visits – Impact of Child Poverty on 3 A's 23 rd /24 th Nov
Resource Considerations	Report Writing	Report Writing	

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Draft Scrutiny Board (Children and Families) Work Schedule for 2017/2018 Municipal Year

Schedule of meetings/visits during 2017/18			
Area of review	December	January	February
Inquiries	<p><u>Evidence Gathering</u> Final Session 4- Impact of Child Poverty on 3 A's</p> <p><u>Directors Response – to be agreed</u> Children's Centres</p>		
Budget	<p>Initial Budget Proposals 2018/19 and Budget Update - Budget and Policy Framework (including Cluster Funding Arrangements)</p> <p>Children's Centre Budget – Recommendation 6</p>		
Policy Review		Educational support and identification of Dyslexia and Dyspraxia	Youth Service - review of impact of previous service reconfiguration.
Recommendation Tracking			NEET – recommendation tracking
Performance Monitoring	Performance Report - Including Voice and Influence	Leeds Safeguarding Children – Update summary to include feedback on Wood review.	
Working Groups			Youth Council – Racism and Hate Crime (with LSCB chair and manager)
Resource Considerations	Report Writing	Report Writing	Report Writing

Draft Scrutiny Board (Children and Families) Work Schedule for 2017/2018 Municipal Year

Schedule of meetings/visits during 2017/18			
Area of review	March	April	May
Inquiries		Agree Report Impact of Child Poverty on 3 A's	
Budget and Policy Framework			
Recommendation Tracking			
Performance Monitoring	Learning for Leeds - Basic Need Update and School Allocation (or April)	Annual Standards Report (depending on Exec Board schedule)	
Working Groups			
Resource Considerations	Report Writing	Report Writing	

Unscheduled - required :

- Youth Justice Plan (Budget and Policy Framework)
- Transition to Adult Services – Young People outside social care
- SEMH provision and Behaviour Management – to be reviewed later in year (last discussed April 17)

Updated - Oct 2017

*Prepared by S Pentelow

Key: SB – Scrutiny Board (Children’s Services) Meeting

WG – Working Group Meeting

EXECUTIVE BOARD

WEDNESDAY, 20TH SEPTEMBER, 2017

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, R Charlwood,
D Coupar, S Golton, J Lewis, R Lewis,
M Rafique and L Yeadon

SUBSTITUTE MEMBER: Councillor J Pryor

APOLOGIES: Councillor L Mulherin

52 **Substitute Member**

Under the provisions of Executive and Decision Making Procedure Rule 3.1.6, Councillor Pryor was invited to attend the meeting on behalf of Councillor Mulherin, who had submitted her apologies for absence from the meeting.

53 **Late Items**

Although no formal late items of business had been submitted for the Board to consider, prior to the meeting and with the Chair's agreement, Board Members had been in receipt of correspondence which provided an additional recommendation to agenda item 21 entitled, 'Leeds Children and Families Services' Sector Led Improvement Role' (Minute No. 71 refers).

54 **Declaration of Disclosable Pecuniary Interests**

There were no Disclosable Pecuniary Interests declared at the meeting, however, in relation to the agenda item entitled, 'Leeds Talent and Skills Plan – Consultation Draft', Councillor Golton drew the Board's attention to his role as an 'Inclusive Jobs Champion' with the West Yorkshire Combined Authority.

In addition, in relation to the agenda item entitled, 'Request to approve the model for continuing Leeds City Council's Investment in Neighbourhood Network Services', Councillor A Carter drew the Board's attention to his position as Chair of the Farsley, Calverley and Tyresal Live at Home Scheme

(Minute Nos. 58 and 67 refer).

55 **Minutes**

RESOLVED – That the minutes of the meeting held on 17th July 2017 be approved as a correct record.

ENVIRONMENT AND SUSTAINABILITY

56 **The development of a new park in Moortown and an update on the Parks and Countryside Service apprenticeship scheme**

The Director of Communities and Environment submitted a report which highlighted the value of community greenspaces in Leeds and how funding

Draft minutes to be approved at the meeting
to be held on Wednesday, 18th October, 2017

from development had been used to support facilitating the improvement of existing greenspaces. In addition, the report detailed proposals for the establishment of a new park in Moortown, with associated approvals being sought regarding injection of funding and 'authority to spend', and which also highlighted the potential to support the continued expansion of the Parks and Countryside services apprenticeship programme.

Members welcomed the proposals, emphasised the importance of continuing to engage with local Ward Members during the development of the project, and also welcomed the proposal to establish an associated 'friends of' group.

Furthermore, in highlighting the benefits of looking to increase community greenspace provision, Members encouraged replicating this scheme in other areas across the city, where possible and appropriate.

RESOLVED -

- (a) That the injection together with 'authority to spend' of £300k, to be fully funded from section 106 monies in order to support the development a new park in Moortown, be authorised;
- (b) That the future commitment of a further £200k investment to support the ongoing maintenance of the site be noted, with the potential for this to support the continued expansion of the Parks and Countryside services apprenticeship programme also being noted.

ECONOMY AND CULTURE

57 Design and Cost report for the development and delivery of design proposals for public realm improvements at Quarry Hill

Further to Minute No. 48, 17th July 2017, the Director of City Development submitted a report outlining proposals for the Council to progress public realm improvements to the area of land known as Gateway Court and Playhouse Square which sit adjacent to West Yorkshire Playhouse.

Members welcomed the proposals which had been submitted and in response to an enquiry, received clarification on aspects of the financial implications arising from the proposals. In addition, it was also noted that there was no intention from the Council to seek a change in the name of the area known as Quarry Hill.

RESOLVED –

- (a) That the injection of £1.926m into the Capital Programme (Capital Scheme no 32804) towards the proposed public realm improvements for the existing green space at Quarry Hill, known as Gateway Court and Playhouse Square, be authorised;
- (b) That authority to spend £1.926m from the Capital Scheme no. 32804 for the proposed public realm improvement works to Gateway Court and Playhouse Square be approved, subject to the outcome of the

planning submission of the scheme and the tender for the proposed works being within the project's cost plan allowance;

- (c) That it be noted that in July 2017 Executive Board: gave approval to the submission of a planning application later this year for the Gateway Court and Playhouse Square landscape proposals under development, as presented to this Executive Board for approval in principle; and authorised the award of the contract for the proposed landscape improvement proposals at Gateway Court and Playhouse Square, subject to the tender for the proposed works being within the project's cost plan allowance;
- (d) That it be noted that in July 2017, Executive Board approved in principle the inclusion of the proposed public realm improvement works to Gateway Court and Playhouse Square in the contract for the proposed works to the West Yorkshire Playhouse;
- (e) That it be noted that in July 2017, Executive Board gave approval to the Council bringing forward for disposal for residential use, the site on Quarry Hill previously held for use as a coach layover facility and to the use of the subsequent capital receipt to contribute towards the cost of the proposed public realm improvement works at Gateway Court and Playhouse Square;
- (f) That subject to consultation with the Executive Member for Regeneration, Transport and Planning, approval be given to authorise the Director of City Development to negotiate and approve the final terms of all legal agreements associated with the delivery of the project, in accordance with the Council's officer delegation scheme.

EMPLOYMENT, SKILLS AND OPPORTUNITY

58 Leeds Talent and Skills Plan - Consultation Draft

The Director of City Development submitted a report which set out the recent work undertaken in order to develop the first Leeds Talent and Skills Plan for the period 2017 – 2023. The report outlined the work undertaken so far in preparation of the draft, together with the approach being taken towards proposed publication in the autumn.

Responding to Members' comments, it was highlighted that the aim of the Council was to attract new employers into the city, adding to those already operating in Leeds, in order to provide a whole range of job opportunities for local communities. In addition, the aim was also to ensure that such employers provided social value in line with Council's ambitions. With regard to the issue of relocating jobs from other parts of the UK into Leeds, the Board was provided with further detail of the benefits that such relocation would bring to the local economy.

Emphasis was also placed upon the important role to be played by the Apprenticeship Levy in the promotion and creation of opportunities, whilst Members also highlighted the collaborative approach which needed to be taken with partners in order to ensure that Leeds citizens had the appropriate skills base in order to fully benefit from current and future employment and skills opportunities.

In conclusion, Members looked forward to receiving information which provided the outcomes of the proposed consultation exercise. Also, having received an update on the current position regarding the employment opportunities being brought to the local economy by Burberry, it was suggested that further evaluation of such matters could be submitted to the Board at the appropriate time for consideration.

RESOLVED –

- (a) That the publication of the Leeds Talent and Skills Plan draft be approved for the purposes of consultation;
- (b) That the approach proposed by officers to engage with business and stakeholders and to seek specific commitments, be supported;
- (c) That agreement be given to the Plan being published in the autumn of 2017;
- (d) That it be noted that the Head of Employment Access and Growth will be responsible for the implementation of such matters.

RESOURCES AND STRATEGY

59 The New Leisure and Wellbeing Centre for East Leeds

Further to Minute No. 119, 14th December 2016, the Director of City Development submitted a report providing an update on the progress which had been made in developing proposals for a new leisure and wellbeing centre for inner east Leeds, and which sought agreement of the preferred site, for the purposes of consultation and further feasibility works.

Responding to a Member's enquiry, the Board was provided with further information in respect of proposals regarding the associated financial delivery model for the project.

RESOLVED –

- (a) That approval be given for the site of the new inner east Leeds Leisure and Wellbeing Centre to be within the boundary, as set out within Appendix A to the submitted report;
- (b) That following resolution (a) above, approval be given to the commencement of a public consultation exercise, the outcome of which will be used to inform the future facility mix of the new centre and to comment upon the site proposal;

- (c) That following the conclusion of the consultation exercise, 'authority to spend' of £300k be approved to commission a feasibility study to develop proposals for a new Leisure and Wellbeing centre at a new location within the existing Fearnville Leisure Centre and surrounding site;
- (d) That the current position regarding progress made on the wider 'Vision for Leisure & Wellbeing Centres' programme be noted, and that it also be noted that further updates will be submitted to Executive Board for consideration in February 2018;
- (e) That it be noted that the Head of Sport and Active Lifestyles will be responsible for the implementation of such matters.

60 Financial Health Monitoring 2017/18 - Month 4

The Chief Officer (Financial Services) submitted a report presenting details of the Council's projected financial health position for 2017/18 as at month 4 of the financial year. In addition, the report sought approval of a virement to increase the Children and Families budget in order to provide resource to fund the additional costs of children looked after, whilst the report also sought approval for an adjustment to the 2016-17 outturn and general reserve, following the identification of two post balance sheet events, as detailed within the submitted report.

Responding to an enquiry, the Board was provided with assurances that appropriate processes were in place with regard to the Council's Carbon Reduction Commitment submission. Linked to this, Members also briefly discussed the issue of street lighting provision in the city.

Members noted the proposed virement to increase the Children and Families budget in order to fund the additional costs of children looked after, with it being noted that the level of demands on resource in this area would continue to be monitored, as part of established budget monitoring processes.

The Board also received further information regarding the Council's approach towards the provision of reserves.

RESOLVED –

- (a) That the projected financial position of the authority, as at month 4, be noted, together with the ongoing work within the Children and Families directorate to balance the revenue budget;
- (b) That a virement to increase the Children and Families budget by £3.7m in order to provide resources to fund the additional costs of children looked after, be approved; with it being noted that the officer responsible for the implementation of such matters is the Chief Officer (Financial Services), together with the fact that the virement will be actioned before the next reporting period;

- (c) That the adjustments to the 2016-17 outturn and general reserve, following the identification of the two post balance sheet events, as outlined within the submitted report, be approved.

REGENERATION, TRANSPORT AND PLANNING

- 61 Leeds Local Plan - Adoption of the Aire Valley Leeds Area Action Plan**
Further to Minute No. 194, 19th April 2017, the Director of City Development submitted a report which sought Executive Board's approval to recommend that Council adopt the submission draft Aire Valley Leeds Area Action Plan (AVLAAP), together with the Main Modifications to it, as recommended by the independent Inspector.

Members welcomed the advanced stage that the AVLAAP had now reached, and thanked all concerned for the work which had been undertaken to enable it to reach this stage.

Responding to a Member's enquiry, the Board received an update and further information regarding a proposal for the potential development of a rolling stock depot for HS2 within the AVLAAP area, a matter which was currently the subject of public consultation.

RESOLVED –

- (a) That the recommendations and proposed Main Modifications of the Inspector, as detailed within their report (dated August 2017) at Appendix 1 to the submitted cover report, be noted;
- (b) That Council be recommended to adopt the Aire Valley Leeds Area Action Plan, as submitted for examination and including: the Main Modifications recommended by the Inspector (as detailed within the submitted Appendix 1; map changes at Appendix 2 and the Additional Modifications at Appendix 3), pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004 (as amended);
- (c) That any further additional modifications which are required to be made as grammatical, consequential or factual updates, be delegated to the Chief Planning Officer in consultation with the relevant Executive Member.

(In accordance with the Council's Executive and Decision Making Procedure Rules, the matters referred to within this minute were not eligible for Call In as the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules)

- 62 Key Junction Improvements (CIP Phase 1)**
The Director of City Development submitted a report which sought support for the development of junction improvement schemes at Dawson's Corner, Dyneley Arms and Fink Hill, together with relevant approvals for 'authority to spend', from the West Yorkshire Combined Authority 'Corridor Improvement

Programme' grant, in order to enable the progression of Phase 1 scheme development.

Members welcomed the proposals, highlighted the need to ensure that local Ward Members were kept informed and also emphasised the need for a comprehensive consultation exercise to be undertaken in respect of the three schemes.

With specific emphasis to Dawson's Corner, a Member highlighted the need to ensure that the proposed changes enabled fluent traffic movement through the junction.

RESOLVED –

- (a) That in principle support be given to the development of junction improvement schemes at Dawson's Corner, Dyneley Arms and Fink Hill, together with land acquisition where required, with it being noted that the West Yorkshire Combined Authority has approved in principle sufficient capital to substantially fund the implementation under the Corridor Improvement Programme (CIP);
- (b) That 'authority to spend' £1.525M, which is funded from the West Yorkshire Combined Authority CIP grant be approved in order to enable Phase 1 of the scheme development, in advance of signing the grant funding agreements, if required;
- (c) That it be noted that officers will return to Executive Board in order to seek approval for the construction of Phase 1 schemes, subject to the outcome of the development work and consultation;
- (d) That it be noted that the Chief Officer Highways and Transportation is responsible for the programme delivery, with a substantial completion date of March 2021.

63 Delivering the East of Otley Housing Allocation

The Director of City Development submitted a report which sought approval to the key principles of a potential transaction for land in the Council's ownership that would enable the development of the East of Otley mixed use development allocation.

RESOLVED –

- (a) That the Heads of Terms, as outlined in section 3.11 of the submitted report be approved, in order to enable a detailed agreement to be developed for further consideration by Executive Board;
- (b) That the proposal to develop a marginal viability application with the developers of the East of Otley site, for submission to the Housing Infrastructure Fund (HIF), be noted.

64 Phase 2 Leeds (River Aire) Flood Alleviation Scheme

Further to Minute No. 170, 20th April 2016, the Director of City Development submitted a report providing an update on the emerging proposals for the Phase Two River Aire Leeds Flood Alleviation Scheme in advance of widespread engagement with stakeholders. In addition, the report sought approval for the submission of funding applications, together with the subsequent undertaking of an accelerated package of advanced works.

Members welcomed the innovative proposals which had been submitted and how they would build upon phase one of the scheme. With regard to phase two, Members specifically welcomed the 'whole catchment' approach which was being taken.

With regard to phase two, the Chair welcomed the offers of cross-party support which had been made during the discussion in respect of approaching Government for the financial support required to deliver such proposals.

RESOLVED –

- (a) That the emerging proposals for Phase Two in relation to Natural Flood Management; the construction of actively controlled river floodwater storage areas; the removal of existing obstacles effecting the river channel in high flow events; and the residual construction of linear defences and potential terracing, be noted;
- (b) That widespread engagement to be undertaken with stakeholders on the emerging proposals, be approved;
- (c) That support be given to ensure that defence works are progressed as quickly as possible; that the submission of business cases to ascertain funding in relation to £3.4m of advanced works be endorsed; and subject to the outcome of those business cases, that the necessary 'authority to spend' for the undertaking of such works be delegated to the Director of City Development, in consultation with the Director of Resources and Housing;
- (d) That it be noted that a further report will be submitted to Executive Board in December 2017 which seeks approval of the outline business case submission to the Department of Environment, Food & Rural Affairs and the subsequent planning application submission.

HEALTH, WELLBEING AND ADULTS

65 Better Lives - Phase 3 Implementation

Further to Minute Nos. 136 and 153, 8th February 2017, the Director of Adults and Health submitted a report providing an update regarding the implementation of Phase 3 of the Council's 'Better Lives' programme.

Responding to Members' enquiries, the Board was advised that currently, there were no plans to submit to the Board a report which considered a fourth

phase of the Better Lives Programme, although it was highlighted that such matters would continue to be kept under review.

With regard to former residents of The Green, again responding to an enquiry, the Board was provided with further information and context in respect of the choices which had been made by those residents and their families in respect of the homes that they had moved into. During the discussion, it was also acknowledged that Councillor A Carter was currently in correspondence with the Director of Adults and Health in respect of specific issues regarding The Green.

Members also discussed the submitted evaluation data regarding the outcomes from the former users of the Radcliffe Lane Day Centre.

RESOLVED –

- (a) That the successful transfer of all customers to alternative services, where that was their preference, be noted;
- (b) That it be noted that the closure of all establishments has been achieved without any compulsory redundancies, with staff having made a successful transition to their new posts within the Council, where they have chosen to remain in employment;
- (c) That the planned opening date of November 2017 for The Green as a new recovery facility, as part of the Council's wider Leeds Recovery Service, be noted.

66 Adults and Health Regulated Services Quality Account

The Director of Adults and Health submitted a report presenting the 2017 'Quality Account' in respect of regulated Social Care services (those registered and inspected by the Care Quality Commission) for Leeds.

In receiving the submitted Quality Account, the Board discussed the aim of developing a 'one city' approach towards the evaluation of quality of care provision, and also discussed the options available, together with the potential restrictions regarding the role which could be played by members of the local community in such processes.

In addition, responding to an enquiry, Members were assured that the Council liaised with those Local Authorities who performed highly in this area, in order to share experience of good practice.

RESOLVED –

- (a) That the contents of the submitted report be noted; that the work outlined within it to deliver improvements be supported; and that approval be given for the publication of the Adults and Health Quality Account for Leeds, as appended to the submitted report;
- (b) That it be noted that the Head of Commissioning (Contracts and Business Development) for Adults and Health will ensure that the

Quality Account 2017 is published on the Leeds City Council website by the end of this calendar year.

67 Request to approve the model for continuing Leeds City Council's investment in Neighbourhood Network services from 1st October 2018

The Director of Adults and Health submitted a report which sought approval to proceed with the proposals to establish new arrangements for the funding, length of agreement and awarding mechanism for Neighbourhood Network services from 1st October 2018.

Members welcomed the proposals and highlighted the crucial role played by Neighbourhood Network services across the city, with an emphasis being placed upon the need to continue to raise awareness of the valued work undertaken by those organisations.

Responding to an enquiry, the Board was provided with further information regarding the formula which had been used for the submitted funding proposals, and a Member highlighted the need to ensure that the funding arrangements for such organisations was regularly evaluated in order to ensure the sustainability of those organisations.

RESOLVED – That the following proposals be approved:-

- (a) To continue the contributory funding of Neighbourhood Network services for a further 5 years based largely on the current mapping of the city. This investment to commence on 1st October 2018 through to 30th September 2023, with the proviso to review the service prior to the expiry of the agreement and to seek approval for the continuation of the grant agreement for a further 5 years on a rolling programme. The formal approval process will be adhered to at the appropriate juncture.
- (b) To move away from the current contracting approach to long term grant arrangements based on core, central principles aligned with the Leeds Health and Wellbeing Strategy 2016-2021, the Better Lives Strategy 2017-2022 and Best Council Plan 2017/18. A fair, open and transparent competitive grants process to be utilised for the award of funding. This would be based 100% on quality, and the price for each Neighbourhood Network area will be set before going to market, as per the details within Appendix 2 to the submitted report;
- (c) To standardise the funding currently labelled as either dementia add-on or additional funding as core funding for those areas affected (16 in total);
- (d) To increase the overall value of the contract by a further £564,967 per annum, with the areas that currently receive the lowest investment seeing the greatest uplifts;

- (e) To engage on a case by case basis with current providers adjacent to unallocated areas of the city in order to redefine the boundaries to be covered by the funding allocation;
- (f) That Commissioning Officers (Adults and Health) engage in the work necessary to develop the funding agreement document and formalise how processes will be managed for the award of funding for the ensuing 5 year period covered by the submitted report, with these proposals being submitted to the Director for Adults and Health for approval before going to market to set arrangements in place.

68 Delivery of the Leeds 'Person Held Record' (PHR) Programme

The Director of Adults and Health and the Director of Resources and Housing submitted a joint report regarding the development and proposed rollout of the 'Personal Held Record' programme in Leeds, with the report also seeking approval of the relevant expenditure.

Responding to an enquiry, assurance was provided with regard to the level of security that the system would use in order to protect the data within it.

RESOLVED – That approval be given to initially incur expenditure of £590K (year one) of a total of £1,800K over three years, in order to develop and rollout the 'Personal Held Record' programme in Leeds for those reasons as outlined within the submitted report, with subsequent releases of funding being subject to successful progress and gateway reviews.

CHILDREN'S AND FAMILIES

69 Outcome of a statutory notice to change the lower age limit of Hovingham Primary School from 3-11 years to 2-11 years

Further to Minute No. 7, 21st June 2017, the Director of Children and Families submitted a report which detailed the outcome of a statutory notice regarding a proposal to change the age range of Hovingham Primary School from 3 - 11 to 2 - 11 years, and which sought a final decision in respect of such matters.

RESOLVED –

- (a) That the proposal to permanently change the lower age limit of Hovingham Primary School from 3 years to 2, changing the school's age range from 3-11 years to 2-11 years, with effect from October 2017, be approved, which will enable the school to deliver free early education entitlement for eligible 2 year olds;
- (b) That it be noted that the responsible officer for implementation of such matters is the Head of Learning Systems.

70 The Role of Learning Improvement in driving up standards, with a focus on Vulnerable Learners

The Director of Children and Families submitted a report which focussed upon the role of the Council with regard to learning, and the development of the

education system in the city. The report also considered the collaborative approach being taken towards the delivery of education provision in Leeds, and how this could be developed further.

Responding to an enquiry, the Board was provided with further information on the bespoke approaches being taken to further develop the Council's learning improvement objectives with a range of cohorts across the city.

Members also discussed the current position in respect of the Education Services Grant (ESG).

Following a suggestion that this matter be referred to the relevant Scrutiny Board for consideration, it was noted that the Scrutiny Board (Children and Families) was currently conducting an inquiry into 'the impact of child poverty on attainment, achievement and attendance', and it was undertaken that the Scrutiny Board would be made aware of the matters being considered today, should they wish to take them into consideration either as part of that inquiry or associated work.

RESOLVED –

- (a) That it be acknowledged that the Council has an important role to play in the future of education;
- (b) That it be agreed that the Council should use Learning Improvement in order to develop a model for collaboration between schools and settings;
- (c) That it be recognised that co-operation between schools and settings should be enhanced;
- (d) That agreement be given to develop a stronger collaboration with key comparative cities in order to strengthen the learning improvement offer across Leeds, which will be developed in the next 12 months;
- (e) That the future plans to reduce the learning gaps for vulnerable learners, be acknowledged;
- (f) That it be noted that the officer responsible for the implementation of such matters is the Chief Officer Learning Improvement.

71 Leeds Children and Families' Services Sector Led Improvement Role

The Director of Children and Families submitted a report which reviewed the Children and Families directorate's recent and ongoing work with other Local Authorities in order to support their improvement, and which also set out the proposed plans for developing the directorate's future role in the field of sector led improvement.

Responding to an enquiry regarding the Council's sector led improvement role, assurances were provided that as part of the ongoing negotiation

process which was currently taking place, sufficient resource would be maintained for Leeds whilst the Local Authority undertook this role.

Prior to the meeting, Board Members had received correspondence proposing the incorporation of an additional recommendation to the submitted report. The additional recommendation was considered alongside the submitted agenda, and it was

RESOLVED –

- (a) That the contents of the submitted report be noted, with the agreement that support continues to be provided in respect of the improvement agenda in Children and Families in Leeds;
- (b) That in relation to the development of a formal Improvement Partnership between Leeds City Council, Kirklees and the Department for Education, the necessary authority be delegated to the Chief Executive, in consultation with the Director of Children and Families, the Executive Member for Children and Families and the City Solicitor, in order to enable him to undertake the negotiation and agreement of the detailed terms of the partnership agreement, and other agreements and arrangements to be implemented.

COMMUNITIES

72 Citizens@Leeds: Tackling Poverty and Supporting Communities - Update

Further to Minute No. 62, 21st September 2016, the Director of Communities and Environment submitted a report providing an update on the progress which had been made in supporting communities and tackling poverty in Leeds over the past 12 months, presented the ongoing and planned activities for the forthcoming year, whilst also providing information on key challenges in this area.

Responding to enquiries, the Board was provided with further information on how 'Priority Neighbourhoods' had been identified, and the collaborative approach which would be taken to ensure the delivery of an 'enhanced focus' upon those neighbourhoods. It was noted that a further report regarding the Priority Neighbourhoods was currently scheduled to be submitted to the Board in November 2017, and it was undertaken that Councillors A Carter and Golton be provided with a briefing on related matters prior to the further report being submitted to the Board.

In conclusion, Members thanked officers within the Financial Inclusion team for the valuable work which they continued to undertake.

RESOLVED –

- (a) That the information as detailed within the submitted report be noted;
- (b) That the progress made in delivering against the actions which had been identified for 2016/17 be noted;

- (c) That the key activities being delivered in 2017/18 be noted;
- (d) That a report be submitted in a further 12 months, which sets out the progress made in respect of supporting communities and tackling poverty.

DATE OF PUBLICATION: FRIDAY, 22ND SEPTEMBER 2017

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** FRIDAY, 29TH SEPTEMBER 2017