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## SCRUTINY BOARD (INCLUSIVE GROWTH, CULTURE AND SPORT)

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Wednesday, 11th October, 2017 at 10.30 am

*(A pre-meeting will take place for ALL Members of the Board at 10.00 a.m.)*

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### MEMBERSHIP

#### Councillors

R Grahame	Burmantofts and Richmond Hill;
M Harland	Kippax and Methley;
G Hyde	Killingbeck and Seacroft;
J Illingworth	Kirkstall;
A Lamb (Chair)	Wetherby;
S Lay	Otley and Yeadon;
K Maqsood	Gipton and Harehills;
M Robinson	Harewood;
R. Stephenson	Harewood;
K Wakefield	Kippax and Methley;
N Walshaw	Headingley;

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*Please note: Certain or all items on this agenda may be recorded*

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**Principal Scrutiny Adviser:**  
**Angela Brogden**  
**Tel: (0113) 37 88661**

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# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></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><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <ol style="list-style-type: none"> <li>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.</li> <li>2. To consider whether or not to accept the officers recommendation in respect of the above information.</li> <li>3. If so, to formally pass the following resolution:-</li> </ol> <p><b>RESOLVED</b> – 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><b>No exempt items have been identified.</b></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 - 6TH SEPTEMBER 2017**

1 - 4

To approve as a correct record the minutes of the meeting held on 6<sup>th</sup> September 2017.

7

### **SYSTEMS APPROACH TO PHYSICAL ACTIVITY IN LEEDS**

5 - 52

To receive a report from the Head of Sport and Active Lifestyles outlining a new model for the delivery of physical activity within localities and to seek support in engaging communities and partners into this collaborative, systems based approach.

8

### **WORK SCHEDULE**

53 -  
72

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

9

### **DATE AND TIME OF NEXT MEETING**

Wednesday, 15<sup>th</sup> November 2017 at 10.30 am (pre-meeting for all Board Members at 10.00 am).

## **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.

## SCRUTINY BOARD (INCLUSIVE GROWTH, CULTURE AND SPORT)

WEDNESDAY, 6TH SEPTEMBER, 2017

**PRESENT:** Councillor A Lamb in the Chair

Councillors B Flynn, R Grahame,  
M Harland, G Hyde, J Illingworth, J Jarosz,  
K Maqsood, R. Stephenson and  
N Walshaw

### 19 Late Items

There were no late items.

### 20 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting, however the following matters were brought to the attention of the Scrutiny Board for information:

- Councillor J Illingworth advised that he was lobbying for a local scheme.
- Councillor A Lamb advised that he was a member of the Federation of Small Businesses.
- Councillor D Ragan advised that a family member was registered disabled.

The above Members remained present for the duration of the meeting.

### 21 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillors S Lay, M Robinson and K Wakefield.

Notification had been received that Councillor B Flynn was to substitute for Councillor M Robinson and Councillor J Jarosz for Councillor K Wakefield.

### 22 Minutes - 26th July 2017

**RESOLVED** – That the minutes of the meeting held on 26 July 2017 be approved as a correct record.

### 23 Leeds Inclusive Growth Strategy - Consultation

The Head of Governance and Scrutiny Support submitted a report which invited the Board to consider the draft Leeds Inclusive Growth Strategy and provide a response as part of the formal consultation.

The following were in attendance:

- Councillor Mohammed Rafique, Executive Member for Employment, Skills and Opportunity
- Tom Bridges, Chief Officer (Economy and Regeneration)
- Gareth Read, Senior Economic Development Officer
- Sue Wynne, Chief Officer (Employment and Skills)
- Richard Jackson, Chief Executive of Voluntary Action Leeds
- Mark Goldstone, Head of Business Representation & Policy, West and North Yorkshire Chamber of Commerce
- Janice Haigh, Branch Secretary, Leeds Federation of Small Businesses
- Tracy Lancaster, Deputy Vice Chancellor, Leeds Beckett University
- Tony Cooke, Chief Officer, Health Partnerships (LCC) and representative of the Leeds Academic Health Partnership.

The following representatives from the Adults and Health Scrutiny Board had been invited to contribute to this particular agenda item and were also in attendance:

- Councillor Billy Flynn
- Councillor Shirley Varley
- Councillor Denise Ragan.

The Chief Officer (Economy and Regeneration) provided a PowerPoint presentation, which highlighted some of the key aspects of the Leeds Inclusive Growth Strategy.

The key areas of discussion were:

- The need to develop work with the third sector, particularly support for volunteers.
- Concern that transport infrastructure remained an issue in Leeds.
- Access to skills and the need to better prepare young people for employment.
- The need to strengthen reference in the strategy to developing the cultural offer.
- The impact of poor health on economic development.
- More work needed to unlock talent in deprived communities.
- Greater support for businesses to grow and develop.
- The need to further support young people and people that wanted to change career direction.
- More work needed to connect young people to employment and training opportunities.
- The need to develop the inclusive aspect in the strategy, particularly access to jobs and opportunities for individuals with disabilities.
- Support for young people to gain work experience.
- The benefits of young people taking up part time employment whilst studying.

- The potential to develop health and social care opportunities for young people.
- Ensuring that the education system was suitable for all.
- Wage growth linked to the skills agenda and improvements to business efficiency.
- Engagement with local sports clubs to raise awareness about job and training opportunities.
- Exploring issues in relation to jobs and homes in different parts of the city.
- The need to develop digital infrastructure in parts of the city.

**RESOLVED** – That the issues raised be incorporated as part of the Board’s formal response to the draft Leeds Inclusive Growth Strategy.

(Councillor K Maqsood left the meeting at 12.50pm during the consideration of this item.)

## **24 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.

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

## **25 Date and Time of Next Meeting**

Wednesday, 11 October 2017 at 10.30am (pre-meeting for all Board Members at 10.00am)

(The meeting concluded at 1.05pm)

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Report author: Mark Allman  
Tel: 3780289

**Report of Head of Sport and Active Lifestyles**

**Report to Scrutiny Board (Inclusive Growth, Culture and Sport)**

**Date: 11<sup>th</sup> October 2017**

**Subject: Systems approach to physical activity in Leeds**

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

Enabling the population of Leeds to be physically active is vital to the health and wellbeing of the city in addition to the contribution it can make across all council priorities. This reports outlines why physical activity is so important and how it can help the city achieve its wider ambition and outcomes. It demonstrates that the role of physical activity in delivering city outcomes is increasingly being recognised and valued across Leeds suggesting it is time to harness this enthusiasm and commitment to drive forward a bold and transformational approach to its delivery.

It is recommended that a systems approach to physical activity is developed and academic rigour is applied to its practise. This approach will require cross-service and cross-agency collaboration and will be driven by the needs of the most deprived communities in Leeds. It seeks to influence the behaviour of the most inactive to evoke a cultural change in which being physically active becomes the norm. This approach is not a short-term fix. It is a long-term systemic response to physical inactivity which is necessary for real change to take place.

**Recommendations**

1. Note and discuss content of report
2. Consider the contribution that physical activity can make to city priorities

3. Discuss how scrutiny can support the engagement of the community in relation to;
  - a. the identification of community leaders and those who have had previous success at engaging priority communities in a positive way (not necessarily in relation to physical activity)
  - b. identifying community assets and needs in relation to physical activity
4. Consider how scrutiny can support cross-service and cross-agency collaboration in relation to a shared vision and the shared resources required to deliver a systems approach to physical activity.
5. Sport and Active Lifestyles to provide further updates to scrutiny on progress for the whole systems approach to physical activity.

## Purpose of this report

To raise awareness of the benefits of physical activity and the contribution it can make to city priorities. To outline a new model for the delivery of physical activity within localities and to seek support in engaging communities and partners into this collaborative, systems based approach.

### 1. Background information

- 1.1. The Sport and Active Lifestyle (S&AL) service offers a valuable contribution to the achievement of the Best Council Plan and it is working to secure Leeds position as the 'most active big city in the UK'.
- 1.2. The service has a key priority to support a reduction in health inequalities through the promotion of physical activity. The service aims to achieve this ambition through a number of means including; collaborating with key partners through the facilitation of the Sport Leeds Board and the Health Inequalities breakthrough Physical Activity steering group; delivering informal physical activity opportunities for inactive people across the city; supporting care pathways; enabling co-location and integration of services and influencing key decision makers and commissioners to embed physical activity into their policy, service design and provider contracts.
- 1.3. The gap in life expectancy between the least and most deprived wards in Leeds is 10.1 years. This trend is mirrored in terms of physical activity participation levels with the highest levels of participation strongly correlated to life expectancy statistics and in turn the balance between affluent and non-affluent areas of the city.
- 1.4. In Sport England's most recent Active Lives Survey 23% of the adult population in Leeds are inactive (taking 30 minutes or less of physical activity per week), with 21.6% of adults obese; rates that are higher than the national average. In addition half of young people in the city are not currently achieving the Chief medical Officer recommended 1 hour of moderate to vigorous physical activity per day.
- 1.5. The Lancet has recently highlighted that **physical inactivity** is the fourth leading cause of death worldwide. This puts deaths from physical inactivity on a par with deaths from smoking. Levels of physical inactivity are still on the rise internationally suggesting the repercussions for health and wellbeing in the UK and Leeds are only going to get more severe.
- 1.6. In Leeds the prevalence of long term conditions (both physical health and mental health conditions) is on the increase and affecting people at an earlier age. For example, there are 39,635 people with diabetes in the city, a rise of 14% in the last 3 years. In addition the male suicide rate in Leeds is five times that of females and the rate of years of life lost for men aged 15 – 74 in Leeds is 28% higher than the rate observed across England and Wales.
- 1.7. A wealth of evidence shows that an active lifestyle is essential for physical and mental health and wellbeing. Physical activity can guard against conditions such as obesity, hypertension, cancer, diabetes and depression. For example;

- Being active can reduce the risk of developing diabetes by 30-40%. People with diabetes can reduce their need for medication and the risk of complications by being more active.
  - Persuading inactive people to become more active could prevent one in ten cases of stroke and heart disease in the UK.
  - One in eight women in the UK are at risk of developing breast cancer at some point in their lives. Being active every day can reduce that risk by up to 20% and also improve the lives of those living with cancer.
  - Dementia affects 800,000 people in the UK. Staying active can reduce the risk of vascular dementia and also have a positive impact on non-vascular dementia.
  - Depression is increasing in all age groups. People who are inactive have three times the rate of moderate to severe depression of active people. Being active is central to our mental health.
- 1.8. In addition to the health and wellbeing benefits that can be derived through physical activity it has a much wider reach and impact across all Leeds City Council priorities. Boosting participation in physical activity has many socio-economic benefits and can, and does, make a profound impact on individuals, communities and wider society. For example;
- 1.8.1. Being active plays a key role in brain development in early childhood and is also good for longer-term educational attainment. For instance, young people's participation in physical activity improves their numeracy scores by 8% on average above non-participants. In addition, under-achieving young people who take up physical activity see a 29% increase in numeracy skills and a 12 – 16% increase in other transferable skills. Other programmes targeted at young people at risk of offending show that physical activity can enhance self-esteem, reduce re-offending and support access to the workplace. In Leeds, for example, this is evidenced through the delivery of the Dame Kelly Holmes project and Positive Futures interventions.
- 1.8.2. In terms of economic impact physical activity participation contributes £244.1 million to Leeds economy and provides a total of 7374 jobs in Leeds. It is also estimated that the value of volunteering related to physical activity is £147.5 million (information taken from Sport England local profile data). The economic impact of sports events in the city is also significant with, for example, the World Triathlon Series bringing in a cash boost to the local economy of at least £1.2 million with over 5 hours of TV coverage in the UK and worldwide. In a wider context increased energy levels through participating in physical activity boosts workplace productivity and reduces sickness absence.
- 1.8.3. Physical activity has the ability to strengthen social networks and community cohesion. Through physical activity and sport individuals can develop a sense of belonging and can build quality peer relationships with other member of their community. Projects that support the delivery of these outcomes include small scale asset based community development initiatives or larger scales

facility development associated to events, such as the social regeneration which followed the Commonwealth Games in Manchester.

1.8.4 Physical activity, through active travel – walking and cycling - also has the ability to connect people and places together whilst supporting an improvement in air quality through a reduction in road traffic emissions. It is understood that people who walk or cycling to work are four times more likely to achieve the Chief Medical Officers recommendation of 150 minutes of moderate intensity physical activity per week.

1.8.5 Social Isolation affects people of all ages but in particular it is older people who are at greater risk due to factors compounding such as wider determinants and long term health conditions. There are estimated to be 37000 older people experiencing loneliness or social isolation across Leeds. Cause for concern must be noted as research shows that loneliness and isolation is detrimental to health and comparable as a risk factor for early death to smoking 15 cigarettes a day. Therefore physical activity for older people not only improves physiological health outcomes but increases the opportunity for improving social connections.

1.9 Evidence from other countries tells us that getting Leeds active will only happen if we involve all sectors. Physical inactivity is not just a public health problem it is a challenge for all of society. We need to embed physical activity into the fabric of everyday life, making it easy, cost effective and the normal choice in every community in Leeds.

## 2. Commitment to physical activity in Leeds:

2.1 The role of physical activity in delivering city outcomes in increasingly being recognised and valued within Leeds. The following key citywide strategies and policy documents are now in place and demonstrate the strength of the commitment to physical activities in the city;

- **Health and Wellbeing Strategy (2016 – 2021)** - physical activity is one of only 12 priorities for the Leeds Health and Wellbeing Board (and the only lifestyle risk factor identified individually within a specific priority) – ‘More people, more physically active, more often’. In addition it is a key priority in the draft Leeds Health and Care Plan.
- **Best City Plan (2015 -20)** - it sits as one of 20 priorities in the best council plan ‘Promoting physical activity’
- **Sport Leeds strategy (2013 – 2018)** - where tackling health inequalities is firmly embedded as a key concern, they aim to ‘support the inactive to become active’
- **“Breakthrough” projects** - in addition to the above strategies Leeds is prioritising seven city wide ‘Breakthrough’ projects, one of which focuses on health inequalities with physical activity positioned as one of only three work streams.

2.2 The councils move towards more focussed locality working across directorates and with key stakeholders presents an opportunity for physical activity to highlight its role

and the impact it can have in communities. This direction of travel is also reflective of the national policy context with Sport England shifting towards a strategy that prioritises funding for 'place' based interventions.

- 2.3 In addition to the strong local and national strategic context there is a willingness of partners from organisations across Leeds to work together through greater alignment and more collaboration around the physical activity agenda; this has been demonstrated in Leeds recently in our response to the This Girl Can national campaign, embedding the successful Activator model and in the development of three new bike hubs. It is also shown in the links with Yorkshire Dance and the start of discussions around the opportunities that the Leeds Dance Partnership will bring to Leeds.
- 2.4 The "Activator model" has been a relatively recent intervention aimed at supporting the inactive to become active; targeting priority areas and under-represented groups such as women and girls, BAME and LGBT communities. Activators are embedded into communities with strong links to key individuals, partners and local community organisations. Applying a strong understanding of behaviour change techniques, providing tailored individual contact / engagement and finding "people like me" to continue to grow and scale opportunities has proved really successful; examples include Leeds Girls Can, Go Tri introductory activities, Run Leeds and Breeze women only lead bike rides. The Leeds Girls Can couch to 5k group set up in Kirkstall saw 116 women attend the first session.
- 2.5 The Activator Team illustrates collaboration of partners at all levels, including national organisations such as Sport England, National Governing Bodies e.g. British Cycling and Triathlon; alongside Yorkshire Sport and essential local partners such as Getaway Girls, community hubs and Bramley Baths.
- 2.6 The establishment of three bike hubs in Leeds provides another excellent example of working together behind a wider city strategic plan – with the opening of the closed road circuit at the Brownlee Centre, the development of pump tracks and mountain bike trails at the Urban Bike Park in Middleton and the focus on health rides at Fearnville. It involves the University of Leeds, Cycle Pathways (Community Investment Company), British Cycling, Yorkshire Bike Library hubs, City Connect, The Works, Cycling UK and the Fearnville Friendly Cycle Club, and demonstrates the range of partnership working.
- 2.7 The key challenge now is for these partners to build on the positive strategic position of physical activity in the city to bring about longer term sustainable change in relation to increased physical activity levels. This will involve driving a cross departmental approach and working collaboratively with external stakeholders. The breakthrough project for 'Early Interventions and reducing health Inequalities' has provided a platform to bring key partners together through the creation of the physical activity steering group.
- 2.8 The breakthrough project for 'Early Intervention and reducing health inequalities' has identified three priorities, one of which is to 'inspire communities and partners to work differently to reduce health inequalities'. Following a city wide Outcomes Based Accountability (OBA) event, which was held to launch the Health Breakthrough

Project in September 2015 and led by Cllr Mulherin, physical activity was identified as the focus for this priority.

2.9 A second OBA session was held in July 2016 and led by Cllr Charlwood, Cllr Coupar and Cllr J. Lewis to focus specifically on issues relating to physical activity in the city. The feedback from the attendees at these events, public and service user consultation and a report produced by the Sport and Active Lifestyles Service led to the emergence of the following themes around physical activity:

- The need for a whole system buy in - influencing decision makers and commissioners
- Promote the benefits of physical activity - as the norm and part of everyday life
- Environment - engage partners to ensure the physical activity agenda is addressed and prioritised in developing built infrastructure
- Improve the measurement of physical activity in the city
- Take a Community approach with a focus on assets

2.10 In response, a Physical Activity Steering Group has been set up to drive forward these recommendations. The group is jointly chaired by Public Health and S&AL and is comprised of representatives from Public Health, Sport and Active lifestyles, Parks and Countryside, Transport, Planning and Regeneration, Culture, PPPU and the Health and Wellbeing Service (Healthy Schools). This cross-directorate approach to an issue lies at the heart of the Council's aim for Breakthrough projects. The aim is to include external partners and the group currently reports to the Sport Leeds Board which provides a useful external strategic reference group.

2.11 The Physical Activity Steering Group has developed a draft work programme based around the above themes. One of the key priorities of this work programme is to support the delivery of a whole systems approach to physical activity – with a focus on delivering in the cities priority localities. This is a bold and transformational approach to the delivery of physical activity in Leeds and it is not one that is tried and tested. By working with world leading academic partners in Leeds, there will be the opportunity to learn and to become more informed about what a whole systems approach means and what needs to be done to utilise the approach to bring about better outcomes in Leeds.

### **3. Breakthrough and a whole systems approach to physical activity:**

3.1 The long term ambition in Leeds is to deliver a better, more holistic systems approach to physical activity, across the life-course and across the city. This is a massive step change for the delivery of physical activity in Leeds and would require a fundamentally different approach to the way all organisation work together on this agenda. A systems approach to physical activity would not embed over-night as it requires long term systemic change. The council has a key civic leadership role to play here and is in the best position to effect the change needed. A systems based approach in Leeds will seek to;

- Create a blueprint for how to collectively run and operationalise a physical activity system

- Demonstrate how this system can improve outcomes for specific communities and be replicated in other areas across the city/region/country

3.2 What is a whole systems approach? From an academic perspective a system is any group of interacting, inter-related or interdependent parts. Without the inter-dependencies we have just a collection of parts and not a system. A systems approach for physical activity involves working across all areas that are effective in tackling inactivity including policy, physical environment, local interventions, social marketing and community assets. It involves working at an individual, environmental and societal level.

NON-SYSTEMS APPROACH	SYSTEMS APPROACH
Silo working	Integrated / the whole system
Generalising	Tailored to context; what matters here?
Individual / isolated initiatives	Looking at how the system works as a whole
Linear cause and effect	Dynamic feedback loops
Top down control	LA holding the ring, stakeholders are partners

Figure 1: What is a whole systems approach?

3.3 A systems approach should build consensus and commitment by creating a framework so stakeholders can discuss and agree the way ahead. It enables all to understand the system and their role in it and it maximises all the assets in the system allowing resources to be mobilised more effectively.

3.4 Why do we need a whole systems approach?

“Recognising that (an issue) is a complex, dynamic systems problem is a first step in understanding why it is so challenging. And why we need to step outside our standard ways of looking at dealing with it.” (John Sterman)

3.5 To achieve significant and lasting change we need innovative frameworks that can tackle entrenched and complex social problems by making collaboration possible across multiple sectors, with communities and people in mind. The approach should be based on the belief that no single policy, government department, organisation or program can tackle – or solve – the increasingly complex social problems we face. Achieving success requires multiple organisations from different sectors to share a common goal and resources, with shared measurement and an aligned effort at the core.

3.6 Nationally Public health England and Sport England are supporting systems based approaches to address complex social issues such as obesity and physical inactivity. In particular Sport England are driving a place based approach through their Local



Delivery Pilot funding stream. In addition NICE guidance recommends community centred approaches to improving health and wellbeing and reducing health inequalities and whole systems locality approaches are a priority within the Prevent programme.

- 3.7 In Leeds programmes such as the aforementioned Activator Model, Leeds Let's Get Active, DAZL Dance and Leeds Girls Can have provided understanding about what approaches work at a community level in terms of increasing physical activity levels, but it recognises there are gaps in present practises that mean the current approach can be more functional than systemic. The aim is to better understand how to fill these gaps, build on the existing collaborative relationships, knowledge and interventions already in place to create a more joined up systems based approach.
- 3.8 In the development of a whole systems approach one of the most significant actions is the 'creation of the right environment for change'. This is termed 'pre-systems' thinking and has been identified by Leeds Beckett's University, in their work around obesity systems, as the initial stage in systems development. Pre-systems thinking involves building partnerships with a full range of stakeholders, engaging local communities to understand the local views and assets, identifying the local authorities biggest strengths, reviewing the local authorities overarching policies to map how physical activity is reflected in them, analysing existing interventions to see if they work and plotting out how physical activity fits with other major priorities locally. This will then help in understanding the current position, developing a systems action plan and will ensure decision making is informed.

#### **Locality working and physical activity:**

- 3.9 Given the strong link between inactivity and deprivation an expression of interest (EOI) was submitted to the Sport England Local Delivery Pilot fund in March 2017 based on taking one (large) deprived part of the city where it is believed that significant impacts can be made in terms of a whole systems approach to addressing inactivity. The EOI to Sport England is attached as appendix 1. The proposed areas for this work are in the Inner East:

- Burmantofts and Richmond Hill
- Gipton and Harehills
- Crossgates and Whinmoor
- Killingbeck and Seacroft
- Temple Newsam
- Chapelton

- 3.10 The areas outlined provide an appropriate level of scale to work within and have high levels of deprivation. Other important factors include:

- The housing growth and highways infrastructure planned for inner and outer east Leeds
- A number of high profile regeneration plans in the inner east area of the city (Neighbourhood Framework plans e.g. Killingbeck and Seacroft /East Leeds extension/Halton Moor).

- A move to more focused locality working within the Council and with key wider stakeholders. Two of the six priority areas are within the defined catchment - Lincoln Green and Torres in Burmantofts and Spencer Place, Bankside Street and St Shepherd's Lane plus Clifton / Newalls in Harehills / Chapeltown.
- A focus on locality profiling to better inform and prioritise interventions, alongside the integration and alignment of service provision.
- Two large city parks of national significance serving the catchment (Roundhay and Temple Newsam) with green corridors enabling connectivity.
- Integrated facility developments e.g. potential major development of existing Fearnville site into a large "activity park" concept including a mix of wellbeing centre / park life / open space / playing pitches / walking / commercial outdoor development / colocation with Adult Social care and other services e.g. Health / partnerships with British cycling and British Triathlon. There are also ongoing discussions with Children's Services about a possible new high school.

3.11 In parallel to this work officers have also been looking at developing a similar approach with colleagues in the Communities team in the inner south of the city (focussing on the wards of Beeston and Holbeck, City and Hunslet and Middleton Park) and Armley and Wortley. The approach would aim to support the council's locality based approach to future service delivery in the six most deprived communities in the city (chosen from the 17 LSOAs in the bottom 1%) where services will focus their resources with the aim of reducing health inequalities.

3.12 Unfortunately the bid was unsuccessful but there is still significant energy to continue to drive this work forward given the momentum the EOI gained from across the Council and partners and the potential long term benefits that could accrue. SAL development team has realigned its resources to better support the priority communities in the city and is positioning itself as the key driver of a systems approach for physical activity in the city. The partnership with the Communities teams is crucial to driving this agenda forward and will be vital to the success of the approach.

3.13 Given the local delivery pilot bid was unsuccessful officers are now in discussion with Sport England about developing an investment plan for whole systems work in priority communities in Leeds. There is potentially a minimum sum of £500k on offer from Sport England to move this work forward with the aim of working with partners over the next 3 months to develop a wider investment plan to then discuss with Sport England.

3.14 As part of the pre-systems phase of this project the University of Leeds and the Communities team invited the Physical Activity steering group to take part in the TRUE research project. TRUE stands for Transformational Route-mapping for Urban Environments. It is a tool traditionally used by built infrastructure projects to plan their project delivery. The research project is piloting TRUE as a toolkit for planning complex social projects. A draft enhancement plan has been received for the whole systems approach following two TRUE workshops in June / July 2017. Partners from across the council and external stakeholders were invited to be part of the workshops. This enhancement plan alongside learning from Leeds Beckett University's Public health England's obesity systems evaluation will form the basis of project planning for the whole systems approach to physical activity in Leeds.

3.15 There are a number of key challenges in delivering a systems approach to physical activity that the pre-systems phase of the project will need to address;

- The scale of delivery required – enabling whole communities to be impacted by the change, whilst ensuring individuals needs are still being met through the approach
- Engagement / influencing of key partners to work around the shared agenda – aligning work; a shared vision; building relationships
- Working in a truly collaborative way with partners – sharing and aligning resources
- Gaining community buy-in - ensuring that we work ‘with’ local communities and not do ‘to’
- Collating a comprehensive understanding of the current position in the inner east to inform future decision making and action planning
- Measuring the impact of the project

3.16 It is envisaged that a project team will be set up with attendees from the TRUE workshop to drive forward the pre-systems stage of the project and to ultimately develop the action plan for the whole systems approach to physical activity in Leeds.

## **4. Corporate Considerations**

### **4.1. Consultation and Engagement**

4.1.1 There has been initial consultation with key partners, community leaders and organisations. This includes the TRUE workshops, South Leeds Community Committee workshop on physical activity, ‘Enabling Active Communities’ workshop with partners from across City Development and Public health, engagement with Leeds Beckett’s University Obesity systems pilot, engagement of other Breakthrough projects (Air Quality, communities, vibrant city centre, housing growth) and the New Wortley localities group. Although the full scoping work is still to be undertaken as part of the pre-systems work, gaps within a “systems approach” are emerging and include;

- Research / insight including data and intelligence access and share
- Community development and wider partner engagement
- Workforce development
- Digital technology, solutions, access and use

4.1.2 Vital to the next steps in the pre-systems work will be the engagement of people living in the communities that are identified as focus localities for this project. The priorities for this consultation will be the engagement of community leaders and the engagement of individuals within the communities. The process will involve the (i) identification of community assets, (ii) the identification of key success factors required in engaging that community and (iii) the identification of needs within the community that can be addressed through activating the appropriate partners within the system. Vital to the consultation process will be the engagement of organisations and networks from the focus communities who can promote the

needs of under-represented groups in these localities, for example, third sector organisations, the Religion and Beliefs Hub and community groups.

#### **4.2. Equality and Diversity / Cohesion and Integration**

4.2.1 The aim of the whole systems approach is to reduce health inequalities through the reduction of physical inactivity within the focus localities. The effective delivery of this approach should ensure that resources from across organisations are re-aligned to focus on the areas of highest deprivation within the city.

4.2.2 The approach is to be delivered across the life course ensuring that everyone will have improved access to physical activity opportunities regardless of their age. In addition the project will specifically work with individuals and bodies within the communities that can represent the views of under-represented groups such as women and girls, older people, disabled people, Black and Minority Ethnic groups and LGBT+ groups.

#### **4.3. Council policies and City Priorities**

4.3.1 Please refer to section 1 of the report as this highlights the links to council policies and city priorities.

#### **4.4. Resources and value for money**

4.4.1 Sport England and Public health are each committing £50K towards the development of the pre-systems process. Once this has been achieved there is the opportunity to draw down another £450K from Sport England to support the delivery of the systems approach. This will be based on the recommendations and action plan developed through the pre-systems project scoping phase.

4.4.2 In addition to the external resource from Sport England it is hoped that the whole systems approach will enable resources from other services and organisations within Leeds to be aligned to compliment and enhance this locality based systems delivery. It is thought the level of re-aligned resource will be in direct correlation to the level of true partnership collaboration on this project. It is vital that an environment is created where services are working collaboratively and are able to share resources and budgets for the development of a locality systems approach to physical activity.

4.4.3 As part of the research framework that will be developed for this project the Return on Investment and cost effectiveness of the whole systems approach will be considered.

#### **4.5. Legal Implications, Access to Information and Call In**

4.5.1. There are no direct legal implications arising from the recommendations in this report.

#### **4.6. Risk Management**

4.6.1. The TRUE workshop process has highlighted the top risks to the project. These are:

- Overall project management and coordination
- Strategic level understanding and buy-in / strategic process
- Overall leadership of physical activity in the city
- Capacity – stretched key staff and competing priorities
- Community buy-in / physical activity not a priority for local people
- Alignment with other working areas

4.6.2 These risks will be considered by the project team as part of the pre-systems approach and mitigating actions will be developed.

## 5. Conclusions

5.1 This report has highlighted the valuable role that physical activity can play in delivering the Best Council Plan 2017/18. It has demonstrated that physical activity is well positioned strategically in the city and that the key challenge ahead is capitalising on this opportunity to ensure that physical activity achieves its potential in improving outcomes for those living in the most deprived neighbourhoods in the city. A transformational and bold systems approach to physical activity in priority localities is the recommended action. In order to work this model will require significant collaboration between partners and the gaining of buy-in and support from local communities. It is requested you note the recommendations below and provide support in driving this approach forward in the most effective way.

## 6. Recommendations

1. Note and discuss content of report
2. Consider the contribution that physical activity can make to the outcomes in the Best Council Plan
3. Discuss how scrutiny can support the engagement of the community in relation to;
  - a. the identification of community leaders and those who have had previous success at engaging the priority communities in a positive way (not necessarily in relation to physical activity)
  - b. identifying community assets and needs in relation to physical activity
4. Consider how scrutiny can support cross-service and cross-agency collaboration in relation to a shared vision and the shared resources required to deliver a systems approach to physical activity.
5. Sport and Active Lifestyles to provide further updates to scrutiny on progress for the whole systems approach to physical activity.

## 7. Background documents<sup>1</sup>

7.1. None used

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

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Local  
Delivery  
Pilots

Expression  
of  
Interest  
March 2017  
form

Before telling us about your pilot, please read the following information regarding Freedom of Information, Data Protection and Assessment. You should only proceed if you are happy to comply with the Freedom of Information and Data Protection requirements.

## FREEDOM OF INFORMATION

As Sport England is a Public Body we have to comply with The Freedom of Information Act 2000. The Act gives members of the public the right to request any information that we hold. This includes information received from organisations such as:

- grant applicants
- grant holders
- contractors
- people making a complaint

Some information is exempt from The Act, such as personal details. If information is requested under the Freedom of Information Act, we will release it. If you think that information you are providing may be exempt from release, you should let us know when you apply.

## DATA PROTECTION

As Sport England is a Public Body, we must comply with the Data Protection Act 1998. We are committed to protecting your privacy and will ensure any personal information is handled properly under the Data Protection Act.

We will use the information you give us in your submission and in supporting documents for:

- assessing applications
- monitoring grants
- evaluating the way our funding programmes work and the effect they have
- reporting statistics to Government

We may also give copies of this information to individuals and organisations such as:

- Accountants, auditors and external evaluators
- Other organisations or groups involved in delivering your submission
- Other lottery distributors, government departments
- Other organisations and individuals with a legitimate interest in lottery applications and grants
- Other organisations for the prevention and detection of fraud

## HOW WE WILL ASSESS YOUR SUBMISSION

This form should be completed and returned electronically to Sport England by **5pm on 31 March 2017**.

There are 6 sections in this form: all sections should be completed before returning. Each section refers directly to our published criteria/guidance for this stage of the Local Delivery Pilot applications.

Completed forms should be sent to: [localdeliverypilots@sportengland.org](mailto:localdeliverypilots@sportengland.org)

Please do not attach any plans, research or other supporting documentation to your electronic submission other than a map clearly indicating the boundaries of your chosen place. If any other documents are supplied these will not be considered as part of the assessment.

If you have any questions/queries whilst completing this form please refer to the guidance available on line at [www.sportengland.org/localdelivery](http://www.sportengland.org/localdelivery), call our funding helpline on 03458 508 508 or email: [localdeliverypilots@sportengland.org](mailto:localdeliverypilots@sportengland.org)



## LEAD ORGANISATION

This section requests general contact details for the organisation leading your pilot and is essential for the accurate assessment and administration of your submission.

Organisation name	Leeds City Council
Address (please note all correspondence in regard to this application will be sent to this address)	Sport and Active Lifestyles John Charles Centre for Sport Middleton Grove Leeds LS11 5DJ
Organisation type	Local Authority
Registration Number(s) (if applicable)	

Lead Contact	
<i>(This will be the lead officer responsible for this submission, and will be the point of contact for any correspondence)</i>	
Name	Mark Allman
Position in Organisation	Head of Service
Email	Mark.allman@leeds.gov.uk
Telephone	07891 270594

Second Contact	
<i>(in case of queries or requests for further information and the person above is unavailable)</i>	
Name	Gill Keddie
Position in Organisation	Development Manager
Email	Gill.keddie@leeds.gov.uk
Telephone	07891 275388

# 1. Your place

We want to understand the story of your place. You must have a strong and robust definition of your place and why that definition makes sense. We want you to have an excellent understanding of the most important issues in your place that are relevant to this pilot programme.

a. Describe the place you have chosen to be a potential pilot. Where is it and how it is defined?

## **The City of Leeds:**

Leeds is a thriving city with a population of over 750,000 and growing. It has the most diverse economy of all the UK's main employment centres and has seen the fastest rate of growth of private sector jobs in all of the core cities. After London it is the largest legal and financial sector outside of London with its financial and insurance service sector worth £2.1bn. Leeds economy is diverse and also has the UK's third largest manufacturing sector, together with strengths in medical technology, engineering, printing/publishing, food and drink and Chemicals. The economy is forecast to grow by 25% over the next 10 years. The City's aspiration is to ensure the whole of Leeds benefits from this strong predicted economic growth. A city that has successfully hosted world class sporting events such as the Tour de France and World Triathlon Series and is striving to become the European City of Culture in 2023

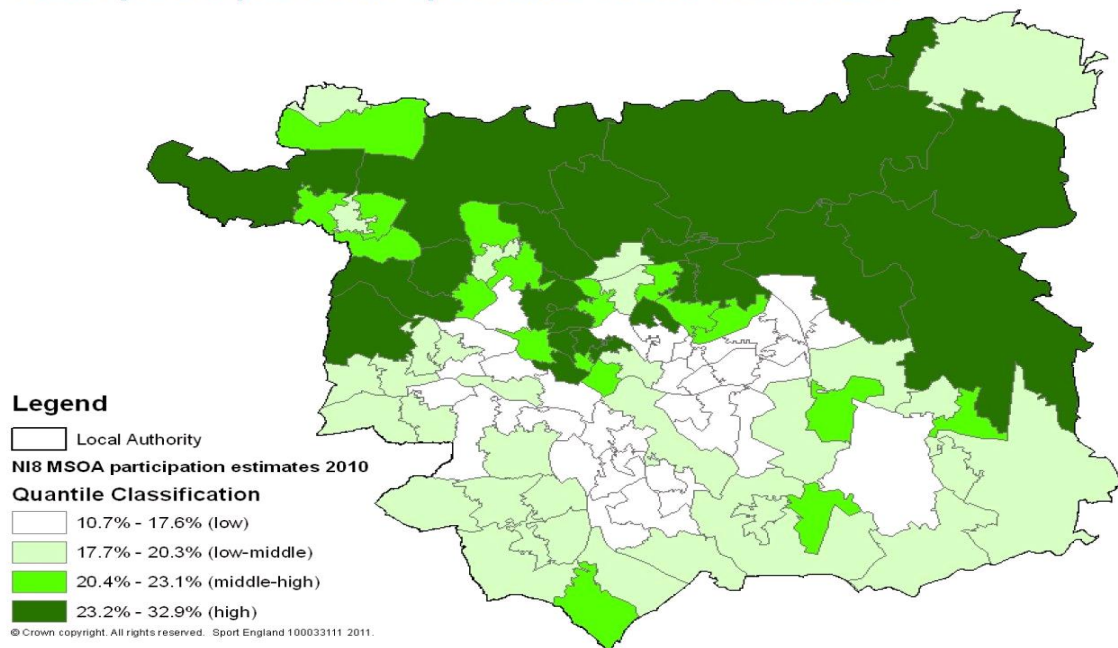


Leeds is a diverse city with over 75 ethnic groups, and with minority ethnic populations representing just under 11.6% of the total population.

## **A tale of two cities:**

Despite this success Leeds continues to face huge challenges in relation to the distribution of wealth and inherent inequalities relating to deprivation; with evidence that the inequalities gap between the most deprived and affluent areas of the City increasing. As Sport England will be aware from previous funding submissions the relationship between participation in activity and deprivation is strongly correlated and our Leeds Let's Get Active submission illustrated this point with the map below.

## Adult participation in sport and active recreation\*



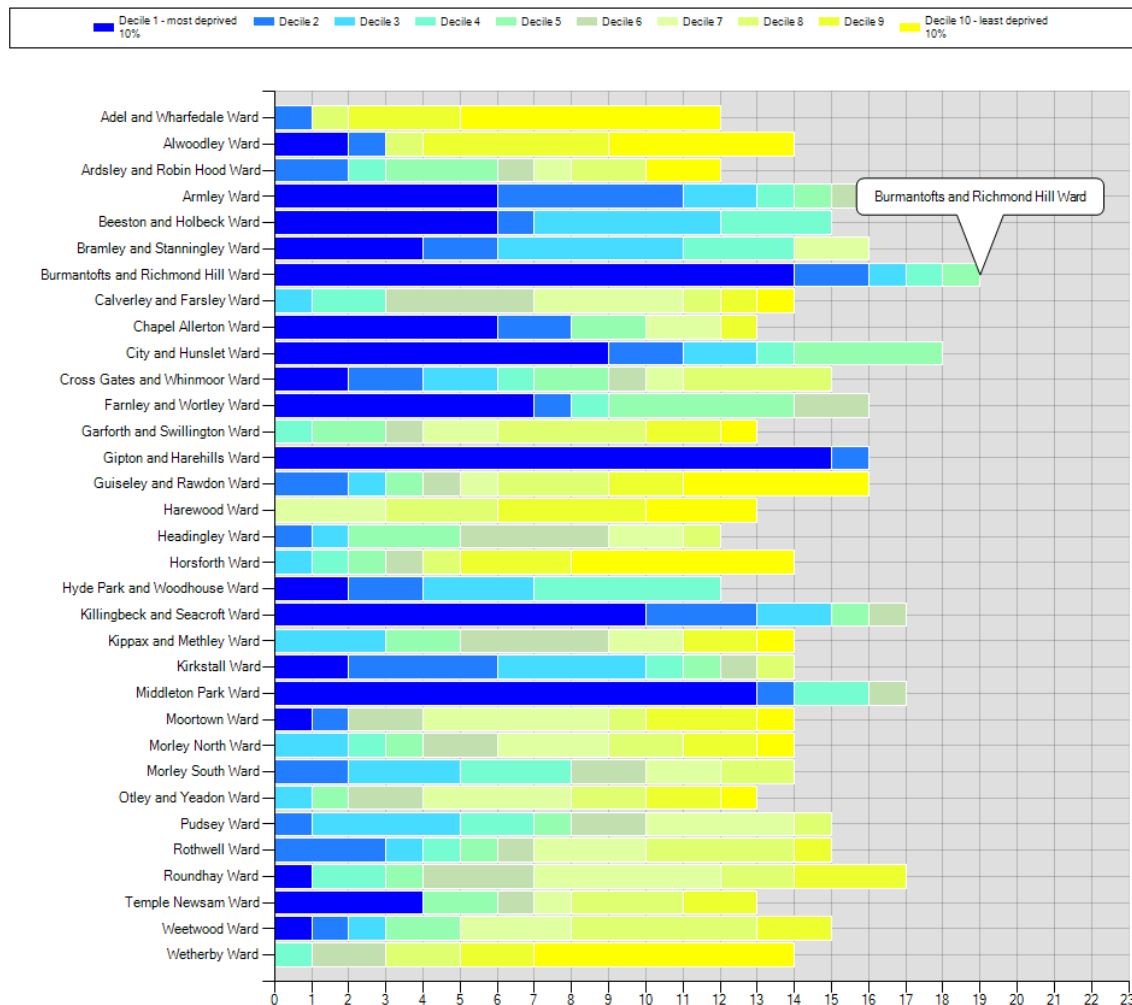
### Deprivation:

Using current IMDs (2015) Leeds is 31 out of 326 when ranking on proportion of neighbourhoods (LSOAs) in the most deprived 10% nationally. It has 105 neighbourhoods (LSOAs) in the most 10% deprived, which is 22% of all Leeds LSOAs, there are 17 LSOAs in the bottom 1% most deprived neighbourhoods.

### From Leeds JSNA 2015:

According to the Index of Multiple Deprivation (IMD) over 150,000 people in Leeds live in areas that are ranked amongst the most deprived 10% nationally, and this represents over 20% of the city's population. The IMD confirms the geographic concentration of poverty, with our most deprived communities in the Inner East and Inner South, with a further hotspot in Hawksworth within the Inner West area.

The table below shows number of LSOAs in each decile of deprivation (2015)



**Activity Levels:**

Approximately 21.6% of the Leeds population are obese and 23% are inactive (taking 30 minutes or less of physical activity a week). These rates are higher than the national average and there is a correlation between living in deprived areas and obesity and inactivity levels. In addition, there is the increasing prevalence of other long term conditions such as diabetes, there are now 39,635 people in the city with diabetes a rise of 14% over the last 3 years (compared to a national average of 6%), this is a key issue in the East Leeds area.

**The proposed area:**

Given the link between inactivity and deprivation this EOI is based on taking one (large) deprived part of the city that where we feel that significant impacts can be made in terms of a holistic approach to addressing inactivity. Given the size of the city the proposed pilot area will provide sufficient scale and opportunity for influencing wider stakeholders and as will be illustrated later there are a number of readiness factors that we believe would place our EOI as a very strong contender to be a local delivery pilot.

The area to be used is outlined below and is based on the Inner East of Leeds focussing on the areas within and around the wards of:

1. Burmantofts and Richmond Hill
2. Gipton and Harehills
3. Cross Flats and Whinmoor
4. Killingbeck and Seacroft
5. Temple Newsam

The total population for these wards is over 127,000 and we expect to influence / extend reach of the work into neighbouring wards taking the potential reach to over 200,000.

This area has identifiable, well established communities that reflect the diversity of Leeds; enabling us to work both on an area basis and across under-represented groups, that can be scaled-up city wide.

b. Why have you chosen this place and defined it in this way?

We have chosen to focus on one part of the city for a number of reasons, not least that the area outlined provides an appropriate level of scale to work within and has high levels of deprivation (as outlined below). Some of the readiness factors include for example:

### **City Wide:**

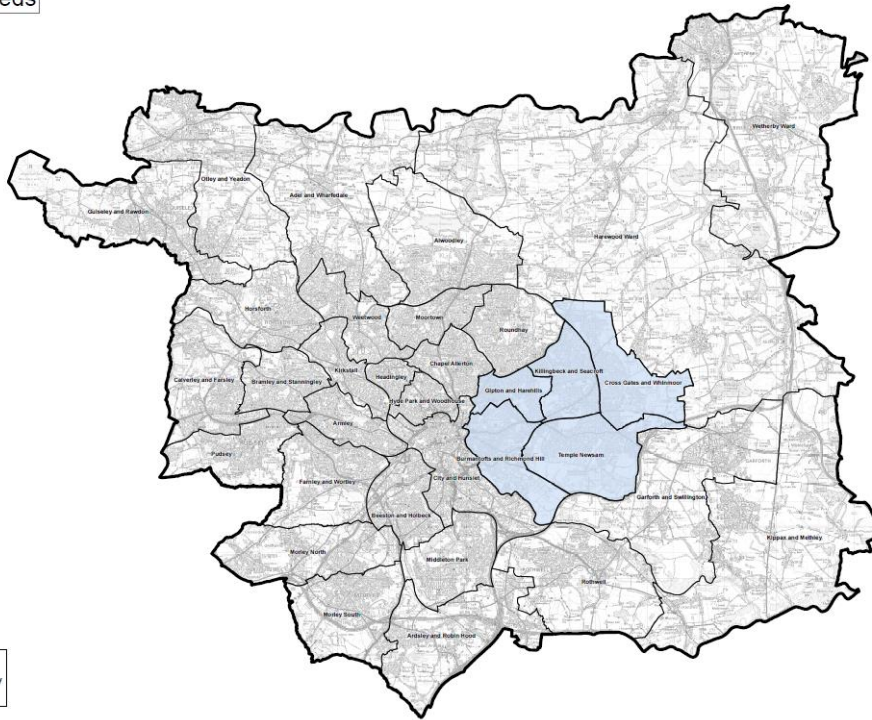
- **Housing growth** and highways infrastructure plans inner and outer east Leeds. The Local Development Framework Core Strategy targets the delivery of 70,000 new homes through to 2028 citywide. The Core Strategy plans for the longer term regeneration and growth of the District over a 16 year period, as part of an overall and integrated framework.
- **Physical activity high on policy profile** for the City Council and there is a willingness to try new things (Breakthrough project)
- **Strong partnerships with Social care and Public Health teams**
- **An on-going review of city wide commissioning arrangements** ( Head of service sitting on the main Board)
- **New city physical activity and sport strategy** to be developed mid 2018
- **New cycle strategy and playing pitch strategy** due for launch 2017.
- **Existing sports facility strategy** – due to be reviewed.
- **A nationally recognised, strong school PE and Sport offer in Active Schools**
- **Strong internal and external partnerships** including Health, Parks, Asset Management and Regeneration, Universities, voluntary sector, NGBs.
- **Restructure of the Leeds Development Team (Active Leeds). Goes live as from April 1st 2017.**
- **Recent air quality concerns with potential EU fines and potential impact / opportunities for Active Travel**

### Locally:

- A number of high profile **regeneration plans** in the inner east area of the city (Neighbourhood Framework plans e.g. Killingbeck and Seacroft /East Leeds extension/Halton Moor). These local frameworks, identify opportunities for housing development on both Council and third party land, improvements to open space and green connectivity, improvements to public transport including walking and cycling to help local people access training and job opportunities in the local area. It also sets out the likely need for new schools and additional local facilities to meet growing demand as a result of population growth and new housing development.
- A move to more focussed **locality working** within the Council and with key wider stakeholders. This is at estate level with potential for focus on physical inactivity, social cohesion and employability. Two of the six priority areas are within the defined catchment - Lincoln Green and Torres in Burmantofts and Spencer Place, Bankside Street and St Shepherd's Lane plus Clifton / Newalls in Harehills / Chapeltown.
- A focus on **locality profiling** to better inform and prioritise interventions, alongside the integration and alignment of service provision.
- Two large **city parks** of national significance serving the catchment (Roundhay and Temple Newsam) with green corridors enabling connectivity.
- **Integrated facility developments**. E.g. Potential major development of existing Fearnville site into a large "Activity Park" concept including a mix of wellbeing centre / Parklife /open space / playing pitches/ walking /commercial outdoor development/ colocation with Adult Social care and other services e.g. Health / partnerships with British cycling and British Triathlon. Also ongoing discussion with Children's services about possible new high school and potential integration with new Wellbeing centre.

The area chosen is outlined and highlighted in the wider map of Leeds immediately below. Following this is an example of one of the neighbourhood development plans (example shown is for the Killingbeck and Seacroft area). This shows the potential connectivity of the Pilot work to wider regeneration plans. It also shows the potential site for the Fearnville "activity park".

City Of Leeds



**Legend**  
[Black outline] Leeds MD Boundary  
[Thin grey line] Ward Boundaries

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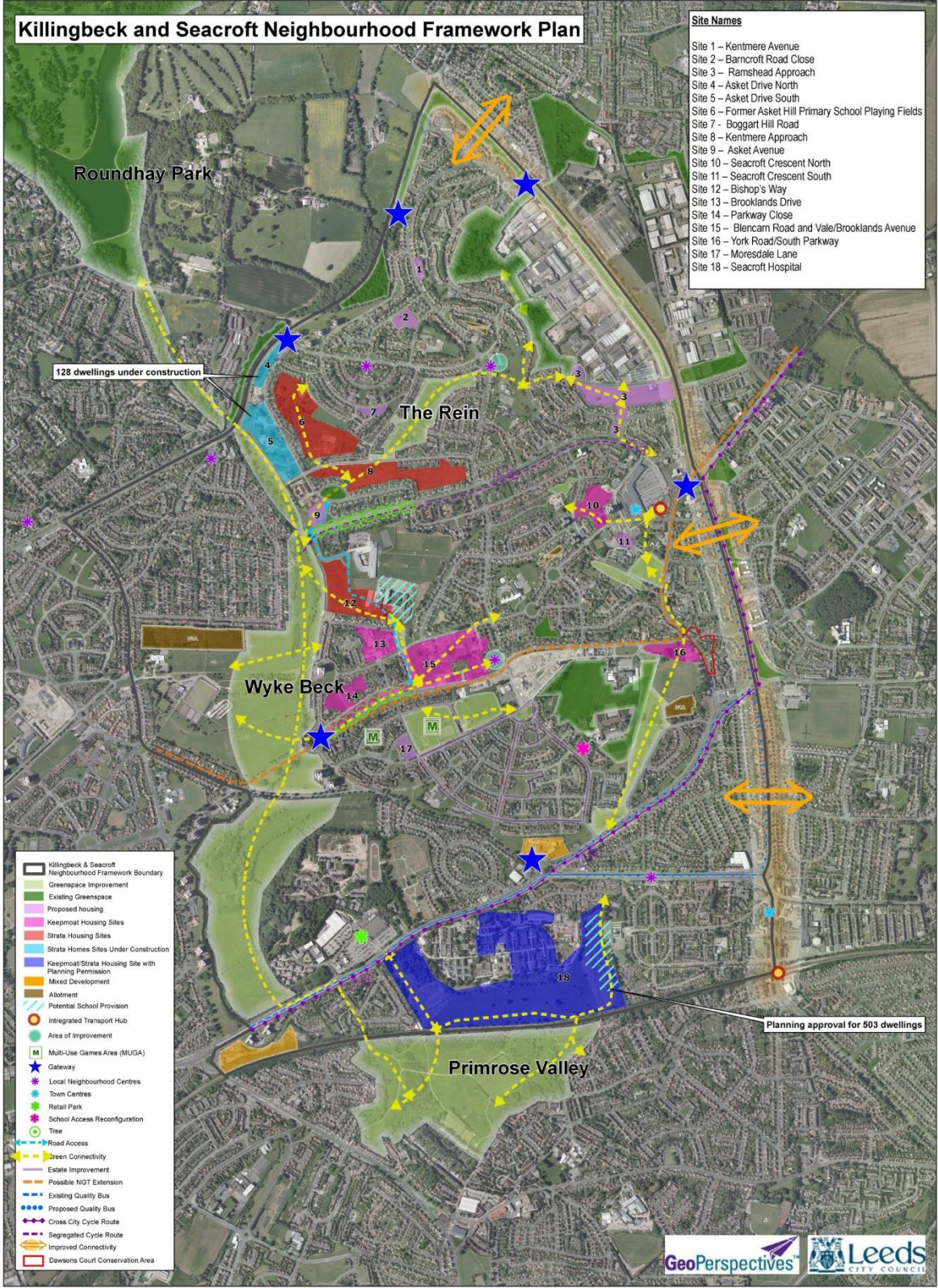


PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL. Scale: NTS

Document Path: L:\GIS\Work\Wardmap\Wardmap\Wardmap A3-2010 City of Leeds - WARDs.mxd

# Killingbeck and Seacroft Neighbourhood Framework Plan

- Site Names**
- Site 1 – Kentmere Avenue
  - Site 2 – Barncroft Road Close
  - Site 3 – Ramshead Approach
  - Site 4 – Asket Drive North
  - Site 5 – Asket Drive South
  - Site 6 – Former Asket Hill Primary School Playing Fields
  - Site 7 – Boggart Hill Road
  - Site 8 – Kentmere Approach
  - Site 9 – Asket Avenue
  - Site 10 – Seacroft Crescent North
  - Site 11 – Seacroft Crescent South
  - Site 12 – Bishop's Way
  - Site 13 – Brooklands Drive
  - Site 14 – Parkway Close
  - Site 15 – Blencarn Road and Vale/Brooklands Avenue
  - Site 16 – York Road/South Parkway
  - Site 17 – Moresdale Lane
  - Site 18 – Seacroft Hospital



- Killingbeck & Seacroft Neighbourhood Framework Boundary
- Greenspace Improvement
- Existing Greenspace
- Proposed housing
- Keepmoat Housing Sites
- Strata Housing Sites
- Keepmoat/Strata Homes Sites Under Construction
- Keepmoat/Strata Housing Site with Planning Permission
- Mixed Development
- Allotment
- Potential School Provision
- Integrated Transport Hub
- Area of Improvement
- Multi-Use Games Area (MUGA)
- Gateway
- Local Neighbourhood Centres
- Town Centres
- Retail Park
- School Access Reconfiguration
- Tree
- Road Access
- Green Connectivity
- Estate Improvement
- Possible NGT Extension
- Existing Quality Bus
- Proposed Quality Bus
- Cross City Cycle Route
- Segregated Cycle Route
- Improved Connectivity
- Dawson's Court Conservation Area





c. What are the most important issues in this place that are relevant to this pilot?

The experience, data and evidence from Communities teams and wider networks show that there are areas / neighbourhoods of the city which are “going significantly backwards”; where there is a combination of income, employment, education, training & skills deprivation, with high health deprivation, high crime, barriers to housing and services and importantly living environment deprivation. All these issues are relevant and impact on the communities within the wards identified; all are factors that impact on an individual’s lifestyle choices.

Higher levels of poor physical health, mental health and wellbeing and mental illness are inextricably linked with deprivation within Leeds. Local mapping highlights these issues and emphasises the geographic concentration in our most deprived communities.

It is also worth highlighting at this stage that the city is currently working with an external partner to look at how we measure community resilience – mapping, for example, the profile of an area, access to community facilities, access to GPs, deprivation data and health data to show hot spot areas which will be less resilient, we are hoping to have something in place by November.

The age structure within the Inner East resembles that of Leeds overall but with larger proportions of children. GP recorded ethnicity shows the area to have smaller proportions of “White background” than Leeds and higher proportions of some BME groups as the table below illustrates.

<b>GP Recorded Ethnicity (top 5)</b>	<b>Area</b>	<b>Leeds overall</b>
White British	52%	71%
Other White British	11%	10%
Pakistani or British Pakistani	9%	3%
Black African	8%	3%
Other Ethnic Background	4%	2%

This is also reflected in the pupil ethnicity and language.

<b>Pupil Ethnicity (top 5)</b>	<b>Area</b>	<b>Leeds overall</b>
White British	39%	67%
Pakistani	13%	6%
Black African	11%	5%
Any other white British	7%	4%
Bangladeshi	4%	1%

<b>Pupil Language (top 5)</b>	<b>Area</b>	<b>Leeds overall</b>
English	60%	80%
Urdu	6%	3%
Bengali	3%	1%
Czech	3%	1%
Polish	2%	1%

More specifically in terms of health inequalities the Inner East is arguably the area of Leeds Census data that shows a major gap in life expectancy between deprived and non-deprived wards in Leeds with life expectancy in, for example, **Burmantofts and Richmond Hill at 76.8 years, which is 10 years less than the life expectancy of the Harewood ward at 86.6 years.**

Our local intelligence / data, pulled from the Leeds Data observatory, enables us to breakdown and illustrate not only the scale of deprivation but the complex issues of each of the identified wards in our pilot area; **in Harehills**, for example:

### Population

- There is a very young population with higher than average numbers of children, young people and 20 - 44 year olds.
- One of the largest most diverse BME communities in the city – whereby, 24% of the population are Pakistani, 9% Bangladeshi and 8% African. Nearly 40% of the city's Bangladeshi and 20% of the city's Pakistani population live in the area.
- There is also a higher than average population that identify as Other White. 39% of the population identify as Muslim.

### Deprivation

In 7 out of the 8 recognised deprivation domains (income, employment, education, skills & training, health deprivation & disability, crime and living environment) – the average deprivation decile score in Harehills is 1 (1 being in the most deprived 10% of LSOAs).

- 41% of the households in the area have multiple dimensions of deprivation compared with 26% in Leeds overall.
- 23% of the population have been in Leeds for less than 10 years with the overall in Leeds being 6%. 30% of the 16-74 year old population are claiming at least one key DWP benefit which is classed as high.
- In terms of the living environment the housing stock is 70% terraced, compared to the overall figure of 26% for Leeds.

## 2. Audience

We want to know who you are trying to influence and change through your pilot. You must have a good understanding of the people you wish to focus on in your pilot and how you can influence them to change their behaviour. Equally we are keen to understand what you don't know but would like to explore through this pilot programme.

### a. Tell us about the people in your place and why this pilot matters to them

As illustrated above the people in our pilot place area reflect the diverse communities of the City; it is difficult in this document to reflect all the people in the communities and the under-represented groups we could potentially reach with a population area of at least 127,000, extending to over 200,000.

Outlined below are further examples of the range of intelligence we have that enables us to understand the people in our place and why the opportunity to become a Local Delivery Pilot will make a significant difference to individuals through changing and influencing both social and environmental factors. This is not an exhaustive list drawn from for example the Leeds Data Observatory. It excludes data we have on existing users of services e.g. through our Card based platforms and analytical tools such as Mozaic.

Community committee data for the Inner east shows;

- 88% of population are classed as being within the top quintile of deprivation. The remaining 12% are classed within the next quintile.
- Higher levels of BAME compared to Leeds average
  - 21% BAME (63% White British/other white)
  - Compared to 8% BAME city wide ( 81% White British/other white)
- All-cause mortality for both men and women under 75s is significantly above the Leeds average and the area is the highest of all in Leeds.
- Smoking, obesity and diabetes rates are all significantly above the Leeds average, and higher than all other Community Committee areas (it is estimated that 40% of all early mortality is due to lifestyle factors)
- National Child Measurement Programme data shows obesity rates in the Inner East cluster are higher than the Leeds average and by year 6 the area has obesity rates of 23.5%, compared to 15.6% in the most affluent areas of the city.

Again, we have detailed information at a ward level that helps us better understand our communities and target interventions, for example, in the Gipton ward;

- There is a mainly young area with nearly 50% of the population under 30. The proportion of over 45 year olds is lower than the city average, however higher in comparison to neighbouring Harehills. Higher than average population of BME residents, largely made up of Pakistani and African residents. There is also a notable number of mixed or multiple race residents in this area, mainly White and African or Carribean.

- In addition, the percentage of children classed as living in poverty is high. Attainment levels are below average across all stages. Attainment levels for KS2 have remained stable, however FS and KS4 performance have declined. Attendance levels are below average and occurrence of persistent absence is above average. Almost one in three students receive FSM, the percentage of students who have EAL is above average and around one in five students have SEN. The NEET rate has increased over the last three years.

We currently have physical activity data from the Leisure Centre systems and Leeds Let's Get Active (LLGA) database; however, we currently lack data on activity levels at an Inner East and ward level and would see this as a key element to pick-up on in the Local Delivery Pilot, with a possibility of extending the Active Lives survey to a locality level.

We do have strong analytical data but we recognise more work is needed on understanding the behaviours, motivations and wider barriers in the everyday lives of people in our place area; how we consult with our communities, we want to do "with" and not "to" and to continually look at how we better engage and motivate our more disadvantaged communities more consistently – we envisage the Local Delivery Pilot helping us with this.

Research undertaken by the Social Marketing Gateway (SMG) through the NGB Place Pilot, within our most deprived communities, highlighted the feeling of detachment and apathy for many about the issue of being active and people's perception that being active is not a social norm. This is a major challenge - how we make physical activity matter and make access to physical activity so embedded and easy that it becomes part of everyday life; this will be fundamental in the framework and systems approach outlined in section 4 and 5 below.

b. Who would you like to focus on in your pilot and why? What do you know about their motivations and attitudes?

### **A Life course Approach:**

The pilot will **take a life course approach to tackling inactivity** at a locality level as communities are interlinked across generations and the pilot aims to test how these influences and interrelationships can be maximised particularly in "hard to reach" communities like the Inner East; through a **"systems" approach** (which is detailed in section 4) and alongside **the opportunity to link to and influence planning and regeneration** with the development of new infrastructure and the built environment.

**Engaging children and families will be key as evidence shows establishing active lifestyles from an early age can set up behaviours for life.**

Our local data, intelligence and insight to the motivations and attitudes of the people in our place is wide ranging and covers life course, including;

- Leeds Early Years Foundation stage data – insights gathered through Children’s Centres that show Inner East parents are often not aware how important early years movement is for cognitive and physical development
- Leeds My School survey (completed by over 6000 8 – 16 years), illustrates that fewer children from the deprived areas of Leeds achieve the recommended 7 hours a week of physical activity;
  - Further insight, for example, with Asian Girls showed that they would like to be more active but parental and cultural attitudes were a barrier and they lacked female role models in their families, communities and the wider media
- Leeds has a strong, well established inclusive sport and physical activity programme, one of the most comprehensive in the country which is illustrated by the fact that in the period Jan 2016 to Dec 2016 there were 2650 individual disabled members who visited leisure centres and a total of 74,984 visits. Outside of leisure centre activity there were 562 individual disabled children and young people who accessed community and club disability sport provision we facilitated and co-ordinated, totalling 8946 hours of provision; providing a huge bank of intelligence, knowledge and expertise.
- The recent Inner East Youth Summit survey highlighted that the young people in the area wanted do something outdoors, 72% wanted that to be within their own communities, 41% wanted a sporty activity, 23% saying this needed to be fun and 13% that it should be inclusive / involve lots of people
- Leeds Let’s Get Active, NGB Place Pilot and Leeds Girls Can have enabled us to better understand what works in our communities – we know that increasing physical activity levels can impact on other lifestyle factors, that the right Activator with time to support / mentor and engage on social media can make the difference between an individual dropping out and staying with an activity and that the power of finding “people like me” within communities to enthuse, encourage and lead is essential. In our Leeds Girls Can programme nearly 60% are inactive at start and our Run Leeds programme has engaged 69% of women compared to 31% of men, both have targeted the Inner East area. LLGA has also demonstrated the benefits of working through other organisations that already have a trusted relationship with our target audience.
- The Ageing Well annual plan includes feedback from our older population that cites the need and want to be more active but are prevented by issues of social isolation and feeling safe in outdoor space. We can also draw on projects such as Yorkshire Dance’s Dancing in Time programme for older people which was piloted in Inner East and research showed significant improvement in mobility, falls prevention and mental wellbeing in older women. A life stage approach is really important at this phase of someone’s life – it is much less helpful to focus on age.

The above gives an indication of what we can draw on locally to understand motivations and barriers; we feel there is an opportunity through the Local Delivery pilot to better join up and use local knowledge with national research and insight.

c. How will you engage, communicate and influence your chosen audience?

NICE guidance recommends **community centred approaches** to improving health and wellbeing and reducing health inequalities; Leeds has already shown how effective these approaches can be at a locality level through, for example,

- the DAZL dance programme,
- Activator model
- Inspirations / Friday Night projects.
- Section 4 and section 5 of our proposal clearly **outline how in our systems approach community engagement is crucial and in what ways this needs to change going forward.**

We have highlighted the **partnerships and networks in place at a locality level** that are well established, such as, neighbourhood networks and community committees, which will continue to develop as locality working and planning embeds; we believe we will have greater reach into communities with the help from 3rd sector organisations, for example, the Healthy Living Services contract consortium “Feel Good factor”. Working through partners, especially the voluntary sector, is key to engaging inactive people.

Children’s Centres and Schools provide opportunities to engage adults as well as children and are often influential in the extended families. **The Leeds Active Schools locality model** has had excellent engagement from schools in the Inner East and our HENRY programme has strong links to Children’s Centres. The pilot will allow us to build on these partnerships to strengthen beyond school community based initiatives.

Feedback and evidence from Leeds Let’s Get Active, Leeds Girls Can, Active Schools and City College shows the **key role community champions / ambassadors can play in engaging, communicating and influencing** – our communities respond to **“people like me”**; we have a number of case studies on / blogs from individuals within our most deprived communities who have started walk / run groups or now have a team of women from their community that cycle and play rounders’ together regularly.

**Leeds has an aspiration to become 100% digital. Digital platforms and social media play a key role not only in how we communicate but also to enthuse, empower and encourage individuals to take action.** Our mosaic profiling shows that even in the most deprived of communities there is consistent access and use of smart phones. We have seen the value of information in one place / a hub site such as the Leeds Girls Can website; the importance of ongoing support and contact with individuals in our couch to 5km groups through facebook and twitter and the sharing of experience in our GO Tri first timers.

Our focus will not be just on engaging directly with the target audience it is crucially also about how we support change in their environment and social culture to influence individuals physical activity levels; this could be done without directly communicating to the individual but still influence motivations and abilities.

## 3. Leadership

We know that any successful pilot will require strong and clear leadership. We need to know that this is something you can provide for your pilot. We need to understand how this will fit with other leaders in your place. We also want you to be clear and honest about the challenges you will need to overcome.

a. Which organisation will lead the development of the pilot and why?

The pilot will be led and driven by **Leeds City Council** working alongside the **Sport Leeds its partners and other key networks.**

Validated externally; Sport Leeds is a strong, robust and mature partnership with extensive networks and good levels of trust between partners.

We are currently looking to review and possibly develop its role and governance to reposition the Partnership to respond to new approaches and ways of working; we also recognise the need to widen partner engagement and have used the Local Delivery Pilot discussions alongside key strategy developments (outlined in the next section) to start this process. The City Council will retain a central role in the overarching approach (in its strategic lead/Place making role) and is an essential element to future success.

The City Council's Sport & Active Lifestyles service will from the 1<sup>st</sup> April become "Active Leeds"; to become the **City's strategic lead for Physical Activity.** The Team has a depth of experience and expertise with specific resource allocated to policy & strategy development and partnership & relationship management with key areas of work including health, localities and communities, children, young people & families and also the mass market and outdoor recreation & planning. **This Team, in addition to the Sport Leeds network, provides significant capacity to help support any potential next stages of the development of a Local Delivery Pilot, working with Sport England.**

There is a **willingness of partners** from organisations across Leeds to work together through greater **alignment and more collaboration** around the physical activity agenda; this has been recently demonstrated in our response to the This Girl Can national campaign, embedding the successful Activator model and in the development of three new bike hubs. It is also shown in the links with Yorkshire Dance and the start of discussions around the opportunities that the City of Dance will bring to Leeds.

To further illustrate potential development opportunities there has been recent discussions at a strategic level with, for example, the Princes Trust – contributing and adding knowledge to our work on the training and development agenda together with our employment and skills colleagues within the City Council.

In addition, there are opportunities to link into new city level initiatives - Leeds has been identified as one of the first **Time to Change hubs in England**, bringing together partnerships of local organisations and mental health champions committed to improving local attitudes and behaviours towards people experiencing mental health problems.

**We believe we have the foundations in place to enable a step change in thinking and approach, with support from Sport England.**

b. Who are the other leaders in your place and how will you utilise them as part of the pilot?

Physical activity is extremely well placed in the City and this can be demonstrated in terms ;

- Strategy and Policy
- People organisations and functions
- Community Leadership

### **Strategy and Policy**

The following key citywide strategies and policy documents are now all in place

- **Health and Wellbeing Strategy (2016 – 2021)** - physical activity is one of only 12 priorities for the Leeds Health and Wellbeing Board (and the only lifestyle risk factor identified individually within a specific priority) – ‘More people, more physically active, more often’
- **Best City Plan (2015 -20)** - it sits as one of 20 priorities in the best council plan ‘Promoting physical activity’
- **Sport Leeds strategy (2013 – 2018)** - where tackling health inequalities is firmly embedded as a key concern, their aim to ‘support the inactive to become active’
- **“Breakthrough” projects** - in addition to the above strategies Leeds is prioritising seven city wide ‘Breakthrough’ projects, one of which focuses on health inequalities with physical activity positioned as one of only three workstreams

### **People organisations and functions**

We have commitment to sport and physical activity organisationally at the highest levels for example;



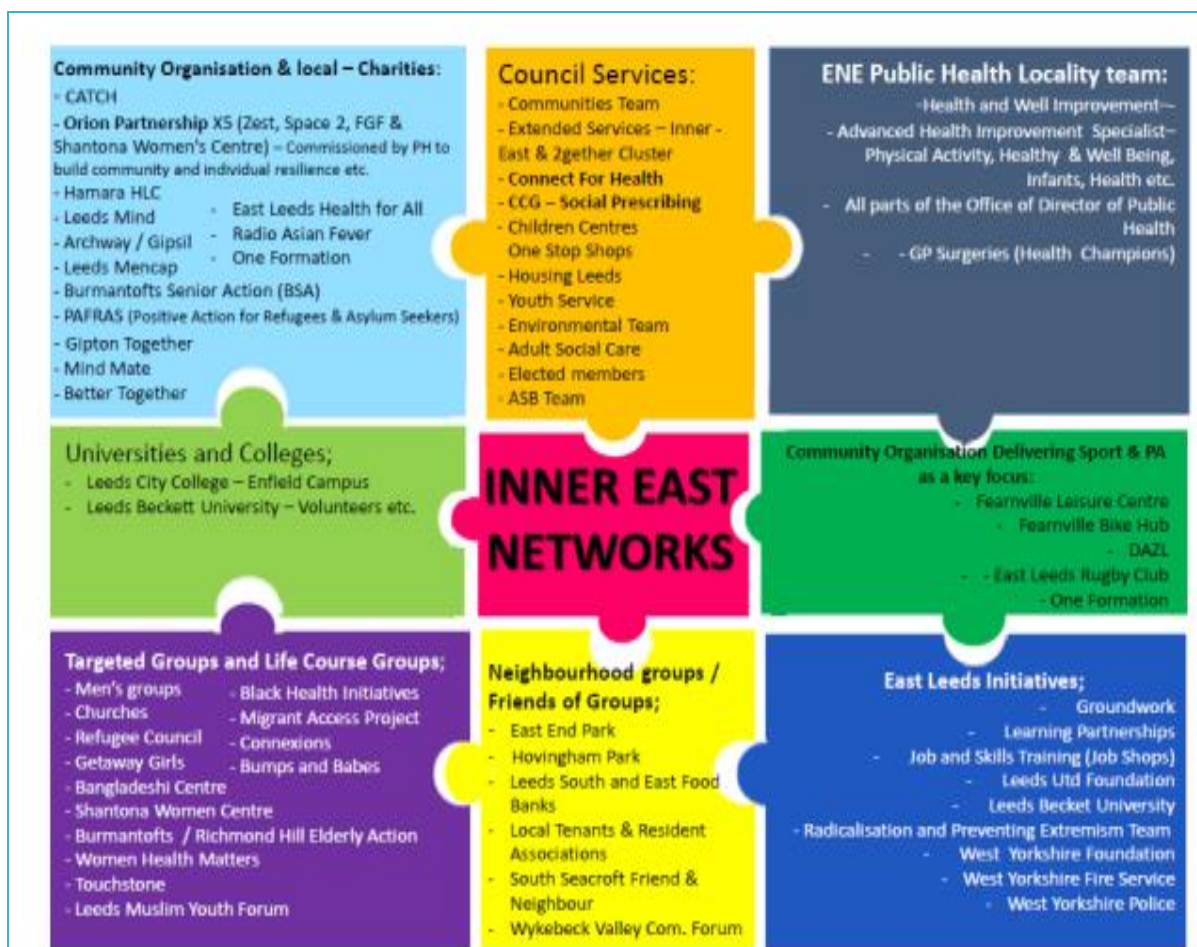
- There is **Executive level political support** through both the Leader and Deputy Leader (current portfolio holder); lead members of Health & Wellbeing, Childrens Services and Environment are all previous portfolio holders and total advocates of Physical Activity and therefore incredibly supportive of this agenda and recognise the impact it can have not just on health but wider outcomes such as community cohesion, education and training and contribution to creating a vibrant City. This support is also reflected at Chief Executive level with our CEO recently involved in, for example, the TDF Grand Depart, Tour de Yorkshire and the World Triathlon Series as well as partnership agreements with British Cycling and opportunities of bringing Park Life to Leeds.
- Through the partnerships and relationships we have built we now have strong **Director/Chief Officer. Officer allies** including, the Director of Public Health, Director of Adult Social Care and Director of Communities, providing key links and connectivity across crucial service areas and enabling us to, for example, have a role in relevant strategic level steering groups such as the citywide commissioning review group.
- Active Leeds sits in the **Directorate of City Development** alongside Planning and development, Highways, Economic Development, Regeneration and Asset Management; all services that are fundamental to our pilot proposal. We would want to develop an Active Living supplementary Planning document.
- **Sport Leeds comprises a wide and varied city leadership** including the three universities in Leeds, the City College (the largest in the UK), public health, the voluntary sector, dance sector, sustainable transport and professional sport clubs / foundations. In addition, the strategic commissioning project (funded by Sport England and Yorkshire Sport) and the health inequalities breakthrough project have supported the engagement of key non-sporting partners, including health and social care, transport, planning and regeneration, jobs and skills, third sector and children and families. All are eager to support physical activity priorities, with **many offering themselves and their workforces as conduits or gateways for physical activity opportunities at both strategic and delivery levels.**
- It is also worth emphasising the key supporting role **our CSP Yorkshire Sport** have and will continue to have within the City; adding valuable staffing resource / capacity, providing expertise and having an essential critical friend role. The pilot **gives the opportunity to build on this by defining a new relationship through the testing of national thinking on the role of County Sports Partnerships.**
- We also believe, **there are other key structures in place to support the development of future collaboration in Leeds** including, for example, , Physical Activity Breakthrough Steering group, Health and Wellbeing Board,

Yorkshire and Humber Physical Activity Knowledge Exchange (YohPAKE), Early Years physical activity steering group, Ageing Well Partnership Board and Active Schools and the Councils Strategic Commissioning Group/Board

### **Local Community Leadership**

We believe that delivering a systems approach will require strong leadership working the communities that will enable individuals in those communities to take greater ownership of the things that matter to them. Some of the locality based approaches relevant to this pilot include for example:

- **The Council is supporting a locality based approach to future service delivery.** It has initially identified six (2 of the 6 are within our place as previously identified) of the most deprived communities in the city (chosen from the 17 LSOAs in the bottom 1%), where services will focus their resources in the hope of reducing inequalities; with a focus on building individual and community resilience and health capacity.
- In addition, the Council has also responded to locality working through the creation of a “Locality Community Health Development and Improvement Service” for Leeds which will focus on the 10% most deprived areas of the city; as part of a wider integrated healthy living system there will be 3 area based contracts with the third sector to tackle the wider determinants of health, building social capital and more sustainable and resilient communities. One of the 3 areas covered will be the Inner East and there is a consortia in place to help drive our work, called “the feel good factor”.
- At a community level our teams have strong relationships with many community organisations and key individuals (those that lead and influence). Physical activity has a presence at all key meetings and is embedded in local action planning; the diagram below gives a flavour of the how this looks;



Our Local Delivery pilot is completely aligned to this locality based approach and as this way of working is currently being established it will enable us to shape the role, contribution and impact that physical activity can have in a place. It is envisaged that with the implementation of the new localities plans and the infrastructure developments within the Inner East that existing structures / networks will be further enhanced.

c. What are the main challenges you face in successfully completing this pilot? How do you plan to overcome these?

We do not underestimate the challenges the Local Delivery Pilot will pose;

- Leeds has an excellent track record of partnership work and collaboration in sport and physical activity at strategic, facilitation and delivery levels. Partners are used to working together and have strong relationships, built on trust and shared common purpose. These have been formalised through the Sport Leeds Board and other city wide structures. However, **we do recognise that the next step of our development is to move from collaboration to systems working.** This transformational change will bring numerous opportunities but will also be very testing - we believe we are well positioned and have a willingness to work through this, supported by the systems approach / process outlined in section 4.

- **Putting a theoretical framework into practice** can be difficult but working alongside a world leading academic partner with experience of application and landing in the receptive environment of Leeds we are confident **we can successfully apply theory to affect the level of change needed.**
- **Austerity** – Making the “Leeds Pound” go as far as it can, working together to make public finances work as effectively as possible; to share and plan resources.
- Maximising the opportunities of the current profile of Physical Activity – **“striking whilst the iron is hot”**; not missing the current momentum behind this agenda and impact on wider city outcomes. Building on the relationships already made.
- To build yet **wider strategic stakeholder engagement** through, for example, the city wide commissioning Board / Local regeneration plans / better locality working / Capital programme Board ( Wellbeing Centre transformation).
- To **better understand community motivations and behaviours** – we have strong local insight in terms of physical activity and sport, but we need to have a deeper understanding of the communities and groups we will be focused on; again the model / approach outlined in section 4 will enable us to achieve this.

## 4. Outcomes

We expect you to be clear about what you wish to achieve from your pilot and that this should be significant and transformational. We would like to know why these outcomes are of importance to you, your partners and why they will interest us. We also want to know more about your understanding of what transformational change will be required to deliver these outcomes.

a. What do you want a pilot to achieve in your place?

### **A holistic systems approach**

A local delivery pilot in Leeds will:

- Create a blueprint for how to collectively run and operationalise a physical activity system.
- Demonstrate how this system can improve outcomes for specific communities and be replicated in other areas across the city/region/country.

The **system approach** would seek to improve outcomes in the Inner East by:

- Increasing physical activity levels
- Changing attitudes towards physical activity
- Building individual and community resilience
- Building skills
- Improving community cohesion

The long term ambition in Leeds is to deliver a better, more holistic systems approach to physical activity, across the life-course and across the city. This is a massive step change for the delivery of physical activity in Leeds and would require a fundamentally different approach to the way all organisation work together on this agenda.

**A “whole” systems approach for physical activity is not one that is tried and tested**, but by working with world leading academic partners in Leeds, there will be the opportunity to learn and to become more informed about what a whole systems approach means and what needs to be done to utilise the approach to bring about better outcomes in Leeds.

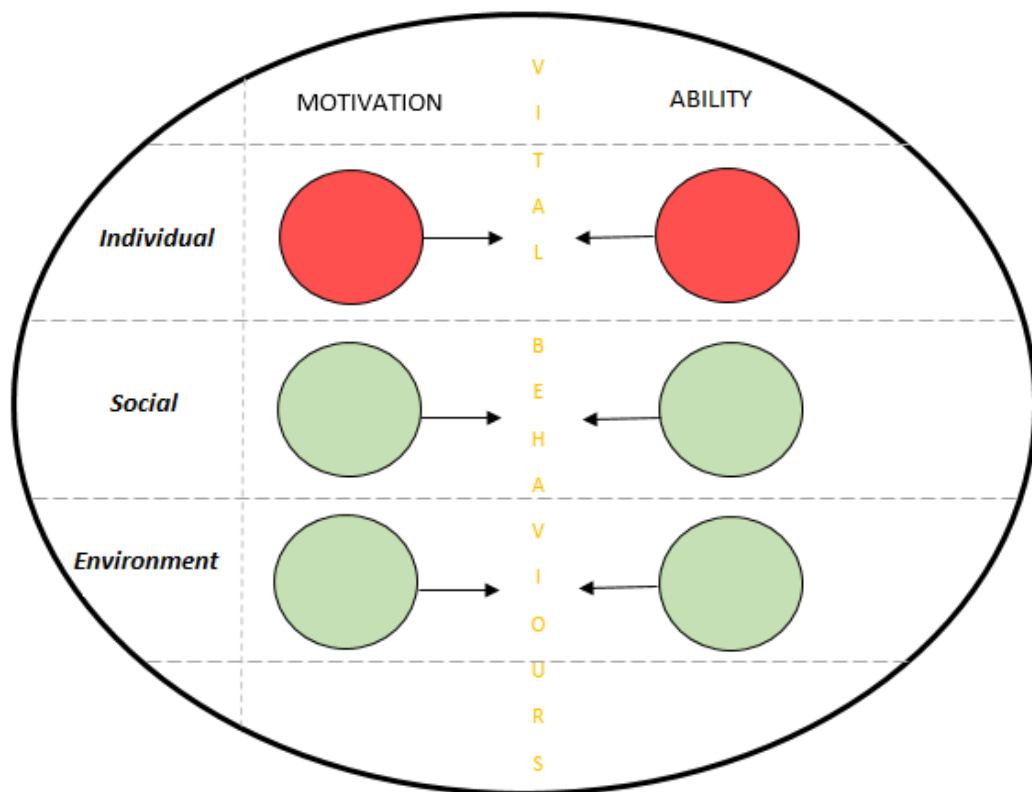
### **Functioning System approach and Influencer Framework**

The development of a whole system is an ideal. It is an approach that will drive better outcomes. In applying the principles of a whole systems approach we believe that a **‘functioning systems’** methodology presents a pragmatic and ambitious answer in helping us to set out on our journey. This means finding the linkages / assets that presently work for physical activity in the city and building on these.

In order to bring structure and to provide manageable parameters to the delivery of a 'functioning system' the city will utilise an academic model called **the 'Influencer Framework (IF)'**.

This particular model proposes that there are six domains of influence which determine if someone is physically active or not. These are grouped into three areas; **individual, social and environmental**. Through consultation with communities this model requires the identification of '**vital physical activity behaviours**' that need changing. Once these behaviours are identified action planning about how to support these changes in behaviour can be developed providing a clear focus and direction on which partners within the physical activity system can collaborate.

The Influencer Framework (IF; Grenny et al., 2015):



The above outcomes are important to Leeds as it strives to be the 'Best City for Health and Wellbeing' and the 'Most active big city in the UK'. A functioning systems approach would support the reduction of health inequalities in the Inner East whilst providing the city with a framework for rolling out this approach to other deprived communities within the city. The functioning systems approach for physical activity would also feed into and enhance the new whole systems approach to healthy living services which is to be implemented over the next 6 months.

It is also hoped that the Local Delivery Pilot in the inner east can provide a catalyst for all the city's breakthrough projects to focus on the inner east as a key area for transformational change across all partners in the city. This is especially crucial in light of new housing developments and other infrastructure investments being

developed in this part of the city over the coming years. This development provides an unprecedented opportunity to create new spaces that will affect the health of the Inner East population for decades to come.

b. What transformational change is needed in order to deliver your outcomes above?

Transformational change is required in the following areas:

- Adoption and use of the Influencer Framework
- Development of 'mastermind' groups

### **Influencer Framework**

The use and adoption of the Influencer Framework (IF) for physical activity system thinking is a transformational and innovative approach. **Leeds has a world-leading group of academics using the framework in community development settings including experience in whole systems approaches** to obesity, commissioned by Public Health England, and the analysis of Nottingham's City of Football scheme.

We will combine the framework with this academic experience to bridge the gap between complexity and simplicity in behaviour change interventions. **This is required for a community development approach where the system must be understood by local people, designed by local people and put into action by local people.** Many **behaviour change models and frameworks are too complex and difficult to put into practice.** As with any asset based approach ours regards the community as capable and would require transformational thinking for many partners across Leeds.

IF also offers the opportunity to assess how different people in the inner east area experience the provision across the six domains of influence. Learning from the City of Football has demonstrated that high recruitment occurs when provision relies on motivational and competency (ability) for behavior to be effective. When programmes address the structural and social impediments that can make it hard to engage, even for well-intentioned others, as well as individual impediments, programmes are more likely to achieve the successful behavior change required, Understanding this is essential to our approach and this is what can be replicated elsewhere, whereas the vital behaviours and their impacts will be locally unique.

### **Mastermind Groups**

Our initial intelligence will be driven by mastermind groups.

**These are groups of people who have had success in driving change within our target communities, not necessarily linked to physical activity or sport.**

Their success indicates holding local intelligence about what unlocks opportunity locally; they will be recruited as community informants to unlock problems, find

success factors and wield collective leverage. The use of **mastermind groups** would create transformational change in the way that tackling inactivity is approached in Inner East Leeds.

### **Summary**

- Systems need to be driven.
- People driving the system need to have the autonomy, authority, and accountability to affect change.
- This requires the blurring of boundaries between organisations and individual roles and responsibilities.
- Transformational change would bring together all the elements of current work in physical activity and create the systems approach, across the life course and across the city. This would signal a step change for the delivery of physical activity in Leeds, requiring a different approach to collective working.
- Testing these ideas within the confines of Inner East Leeds will provide a small enough crucible to test ideas and develop working practices. This will also offer viable governance across all areas of physical activity development. As outlined in the Leadership section Leeds has a good track record of partnership work and collaboration in sport and physical activity at strategic, facilitation and delivery levels.

c. What are the strengths and weaknesses in your place that will impact on the ability to deliver transformational change?

### **Challenges and weaknesses**

Leeds, like the rest of the country, is facing many difficult challenges due to;

- austerity measures within public finances across the Council/NHS etc
- the instability that political changes at an international level are producing and their potential impacts on employment especially for those living in our most deprived communities..

Despite this Leeds has a strong economy compared to many of its neighbours and endeavours to utilise the opportunities this economic position provides to bring benefit to those facing ever increasing levels of inequality in the city.

Whilst many resources are depleting across the city the strategic position for physical activity has never been stronger. The challenge budget holders are facing is requiring all organisations to think differently and innovatively about how they deliver their required outcomes. This is a huge opportunity for physical activity to show how it can support wider outcomes for Leeds whilst delivering cost effective solutions for the long term.

### **Strengths and Opportunities**

We have significant strengths and opportunities;



- **The positive strategic and policy position** for physical activity and the willingness of partners from across the city and from across organisations to align and collaborate on this agenda have been outlined in the Leadership section above.
- **Strong Leadership, Partnerships and collaborations**, through the city council and wider partners,
- **Physical Activity is a priority and we have a good understanding of what needs doing and where.** A framework for how best to increase physical activity levels in the city is emerging based on the findings from the strategic commissioning project, the Outcomes Based Accountability (OBA) sessions that the breakthrough project has delivered, consultations with Sport Leeds, Breakthrough partners and in localities and via expertise from within our partnership networks (i.e. the universities). For example, we know we need to be influencing, positioning and advising key partners, skilling up workforces (both physical activity professionals and the wider public health workforce), working with and in localities, using an intelligent approach to designing services, improving access to physical activity opportunities, improving the use of digital platforms and driving a more integrated, whole systems approach to the delivery of physical activity opportunities in the city. This emerging Leeds approach is building on the framework provided through 'Everybody Active Everyday' by incorporating local knowledge into the parameters. Vitally, these suggested ways of working are gaining buy-in from many key partners in the city and they will be enhanced through gaining a better understanding of the vital behaviours that need to change in our communities.
- **Strong readiness factors as illustrated in Section 1**
  - Section 1b shows the converging elements that create the strong case for Leeds and the inner east area overall.
  - Section 1c highlights where data from the communities team clearly demonstrates the social and demographic data that drives the rationale for working specifically in the inner east area.

### **In summary**

The above examples demonstrate that Leeds is ready and willing to work collaboratively on the Local Delivery Pilot. There is a lot of work taking place in the city and many successful and functioning linkages between partners, activities and residents are already in place. Leeds is building a good understanding of what is required to deliver a systems approach to physical activity, but it recognises there are gaps in present practises that mean the current approach, in many places, is more ad hoc than either functional or holistic. The aim is to better understand how to fill these gaps, initially to build on the collaborative relationships, knowledge and interventions we already have to create a series of 'functional' systems for physical activity and, long term to continue to develop and scale up this systems based approach to ensure better delivery outcomes.

The next steps are to gain a better understanding of what Leeds Inner East priority communities need from a physical activity system to improve their physical activity levels. This information then needs matching with what we already know and what is already happening in the city. This will allow the Inner East community to prioritise what vital behaviours it wants to address, where to direct resources

based on these levels of need and what its ability is to address this need based on present resources, relationships and understanding.

## 5. Learning

This pilot programme is all about enhancing knowledge and understanding through testing concepts and ideas. We need you to tell us what you think we could test in your pilot. We need to be assured that your place is comfortable working in an experimental manner (and the scrutiny this will bring) and that you are committed to effective and timely sharing of any learning including about what hasn't worked.

a. What will we be able to test and learn if we selected your place as a pilot?

Taking a “whole” systems approach to physical activity is complex and has never been tried and tested at population level. Part of the challenge is to understand what it means to take a systems approach; only by understanding mechanisms can specific outcomes be predicted. Mapping system elements - and their connections - is central to systems ‘thinking’. This provides an opportunity to test different combinations of interchangeable interventions and policy options to increase physical activity levels. To deliver this local level pilot, we will embody a philosophy where ‘the single most important intervention is to understand that there is no single most important intervention’ (Rutter, 2010).

A successful Leeds bid will be unique because a pilot in Inner East Leeds will create a blueprint for how to collectively run and operationalise a physical activity system. This will be achieved by adopting the Influencer Framework (IF).

IF provides a simple structure for delivering outcomes based on six domains of human influence (small circles). These create local-level leverage to encourage more people to become more active. IF is strongly resonant of, but more actionable than, the model proposed by the COM-B model (Michie et al., 2007).

The system provides a focus for measuring and then finding the best outcomes for communities. Through consultation, ‘vital behaviours’ can be identified among and by target populations. Once identified, action planning about how to support these changes – by considering the contribution of the six domains of influence - can begin. This, in turn, will drive the work and focus of partners in the system. Thus, effective systems align powerful local influences for local benefit.

IF proposes that most physical activity interventions still focus on individual-level approaches. Indeed, evidence suggests that in underserved communities, activity is most likely to be supported by individuals already high in both competence and motivation. To secure benefits at scale, our approach requires an additional, *concurrent*, focus on the social and environmental domains. Notionally, these are the areas that can make behaviour change more likely in those groups who have

yet to experience the motivation or the sense the personal competence that *follows* – rather than precedes - engagement. The following table shows what is required or the ‘job to be done’ in each domain to ensure attention, then successful try-outs, initial engagement, potentially progressing to fuller engagement.

	<b>MOTIVATION</b>	<b>ABILITY</b>
<b>INDIVIDUAL</b>	<p><i>MAKE THE UNDESIRABLE, DESIRABLE</i></p> <p>How can they become engaged in the behaviour?</p>	<p><i>HELPING THEM SURPASS THEIR LIMITS</i></p> <p>What strengths and skills will help them to live more actively?</p>
<b>SOCIAL</b>	<p><i>HARNESS PEER PRESSURE</i></p> <p>How are others encouraging or discouraging vital behaviours?</p>	<p><i>FIND STRENGTH IN NUMBERS</i></p> <p>How readily do others provide the help, information and resources required at particular times?</p>
<b>ENVIRONMENT</b>	<p><i>DESIGN REWARDS &amp; DEMAND ACCOUNTABILITY</i></p> <p>Are systems rewarding positive behaviours &amp; discouraging ineffective ones?</p>	<p><i>CHANGE THE ENVIRONMENT</i></p> <p>How easy is it to get involved where you live?</p>

Due to the nature of the demographics in Inner East Leeds the pilot will naturally reflect the wider key investment priorities of Sport England around tackling inactivity and targeting under-represented groups. However, a major challenge is to establish the combination of vital behaviours and interventions; to do this requires deep engagement with pre-existing local routines and customs to identify opportunities. A continuous feedback loop is required for the ‘system’ to analyse what works, when and what does not.

Therefore, it is pre-emptive to predict exact measures and outputs. The creation of an evaluation framework will be a crucial and ongoing process (in partnership with Sport England and academic partners) to understand our impact on local physical activity levels, attitudes towards physical activity and sport, individual and community resilience, building skills and developing community cohesion. A clear link will also be provided for our contribution to the Government and Sport England’s five outcomes of physical wellbeing, mental wellbeing, individual development, social and community development, and economic development.

b. How do you currently make use of insight to improve or change what you do?

The use of insight is embedded in the way we work in Leeds. There are a number of sources of insight that are utilised in project design and review and these are used in combination to give the clearest possible direction for our work. When we talk about insight in Leeds we can mean any, or all of the following:

- Data and analytics
- Officer intelligence and experience
- Formal insight based research (national and / or local)
- Learning from the evaluation of existing projects
- Academic learning

In terms of data and analytics our main source of information is from the Leeds Observatory that provides data at LSOA level via the Indices of Deprivation and a new, Leeds specific, Resilience framework. In addition, the JSNA and additional Health Needs Assessments for Leeds are available through this hub site. Data is also utilised from Active People / Lives, mosaic analytics and Leeds specific physical activity data sources, such as Leisure Centre management systems. Where a more intelligent approach to service design has been implemented it has been shown to enhance uptake of the opportunities by our targeted participants.

Officer Intelligence is combined with the data and analytics to give a broader view of how we need to improve or change our services. Officers across the city work closely with their communities and have a good understanding of what the needs and requirements of those communities are. It is this knowledge that we hope to build on through the introduction of Master Mind groups within the Local Delivery Pilot project governance structures. By engaging individuals who have achieved success in our targeted communities from areas outside of physical activity we hope to unlock opportunities for changing physical activity behaviour that might not have been trialled previously.

As well as the national level insight provided by Sport England and Public Health England, Leeds has previously commissioned its own insight report to get a better understanding of the 'inactive person in Leeds'. This work was funded by both the NGB Place pilot and Leeds Let's Get Active projects. The results of this work have since been embedded in service design. This evaluation was also recommended the development of an information hub for physical activity opportunities which will provide accessible information to people who want to become more active. Learning from the evaluation of existing projects and working closely with academics are areas of growth in Leeds. Being able to include funding for a research partner in the Leeds Let's Get Active project was hugely beneficial and the learning from this piece of work has not only influenced the future delivery and funding for this project and other physical activity interventions, but has also helped to shape the public health re-procurement of the new healthy living service for Leeds (raising the profile and importance of physical activity within this new service). It is work like this that we are seeking to share more widely through the development of the Yorkshire and Humber Physical Activity Knowledge Exchange (YohPAKE). This organisation emerged out of the PHE 'Everybody Active Every Day' evaluation event in Leeds in March 2016. The organisation / network is going

from strength to strength and has representation from across sectors, across the Yorkshire and Humber region.

With the funding from the Local Delivery pilot we would seek to enhance our use of insight in the following ways:

- Develop a hub of information / data about physical activity in Leeds. This could sit on the Leeds Observatory site and would therefore be an accessible and transparent resource for all to utilise. Through the Health Inequalities Breakthrough project we are already starting to bring together data / analytics experts from across organisations / services to discuss how this can be best moved forward.
- Explore the use of more innovative sources of data to get a better understanding of the picture for physical activity in Leeds. As an example, we would seek to build on the learning from Birmingham City Council re: the use of mobile data. In addition, we would seek to further develop the linking of physical activity data sets into online patient records which can be accessed by patients and GP's. This work has the potential to be rolled out nationally if successful.
- Together with the Director for Primary Care South and East CCG and the Head of Health Innovation (Leeds Health Partnerships) we are exploring innovative ways of **pushing data on physical activity into our local care system records**. The two companies that provide the IT platforms for care records are both based in Leeds. We have approached one of them (TPP) to explore this area of work and they have responded with huge enthusiasm. Discussions are at an early stage but designation as a local delivery pilot would significantly accelerate discussions.
- Enhance the role of YohPAKE as a network for physical activity practitioners and academics across the region to come together and share good practise and to work together more closely on increasing physical activity in Yorkshire and Humber.
- Support the Health and Wellbeing Board to develop a measure for the physical activity priority 'More people, more physically active, more often' A proxy measure would potentially be beneficial to the board on top of the Active Lives data we will have for the city. It is proposed that an enhanced Active Lives sample is funded in Inner East as part of this work.

c. How has the workshop informed the development of your thinking?

The aims of the Local Delivery Pilots workshop were articulated clearly - addressing inactivity, reducing inequalities and embedding a step change in approach all of which are fundamental to our proposal for Leeds.

It provided an opportunity through our partner and network discussions to reflect on where we are in Leeds and what we want to aspire to achieve – how our ambitions as a city match and align with the areas covered at the workshop.

We believe it reinforced our thinking and the conversations already taking place with a range of partners and organisations around whole systems / integrated approaches to physical activity in a place and the need for step change and our ability to replicate and scale.

Importantly, it highlighted the need for strong leadership at all levels and the importance of true collaboration, which we know have in Leeds. There is a readiness of the city to come together and make a difference.

## 6. Final question

Please explain why Sport England should choose your place to be a pilot?

Leeds is a city of contrasts; it is also a city of high ambition; a city willing to try something different and new. The wider partners in this great city have worked tirelessly to promote and deliver fantastic opportunities for people to be more active, but so much more needs to be done, so much more needs to be embedded.

We believe that Leeds has all the ingredients to be a cooperative and willing partner. We understand that effecting long term levels of participation is a massive challenge and addressing ways of working that understand behaviour change and the wider environment in which people take part is key to making progress.

The foundations are in many ways in place through the work undertaken to reposition physical activity at the centre of public health policy. **Timing is key** and being chosen as a pilot will enable those foundations to be built upon at scale and at speed.

Our proposal highlights why the time is right and by focussing our work within a defined part of Leeds where we can apply our learning city wide (and nationally) as part of the ongoing learning process.

In short we are ready because.

- Physical activity and sport are a high priority
- Actual and potential connectivity across Council service areas and wider key partner organisations is really strong
- Strong strategic / leadership at the highest levels across a range of key stakeholders
- An area of high deprivation with challenges that will test new approaches to the full
- A willing and able partner, with driven desire to take to make step change and to take calculated risks
- A systems based model underpinned by academic rigour and recognition that success will be based on addressing in parallel the built / natural environment together with behavioural influences of the individual.

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Report author: Angela Brogden  
Tel: 3788661

## Report of Head of Governance and Scrutiny Support

### Report to Scrutiny Board (Inclusive Growth, Culture and Sport)

**Date: 11<sup>th</sup> 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

### Summary of main issues

1. The Board's work schedule is attached as appendix 1. This will be subject to change throughout the municipal year.
2. Also attached at appendix 2 are the minutes of the Executive Board meeting held on 20<sup>th</sup> September 2017.

### Recommendation

3. Members are asked to consider the work schedule and make amendments as appropriate.

### Background documents<sup>1</sup>

4. None used

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

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Area of review	Schedule of meetings/visits during 2017/18		
	June	July	August
European City of Culture 2030 Bid		Detailed briefing on the current position SB 26/07/17 @ 11 am	
Council's approach towards devolution			
Culture Strategy 2017-2030 Delivery Plan			
Tackling health inequalities through the promotion of more active lifestyles.			
Achieving inclusive growth by addressing local employment and skills gaps.			
<b>Briefings</b>	Scrutiny Board Terms of Reference and Sources of Work SB 28/06/17 @ 10.30 am	Chief Executive's update to the Board SB 26/07/17 @ 11 am  South Bank Regeneration Area – Update on Burberry SB 26/07/17 @ 11 am	
<b>Budget &amp; Policy Framework/pre-decision Scrutiny</b>			
<b>Performance Monitoring</b>	Performance Update SB 28/07/17 @ 10.30 am		

## Scrutiny Board (Inclusive Growth, Culture and Sport) Work Schedule for 2017/2018 Municipal Year

Areas of review	Schedule of meetings/visits during 2017/18		
	September	October	November
European City of Culture 2030 Bid			
Council's approach towards devolution			Consideration of the potential gaps and opportunities regarding delivery of the devolution agenda. WG – date tbc
Culture Strategy 2017-2030 Delivery Plan			
Tackling health inequalities through the promotion of more active lifestyles.		An overview of key challenges and opportunities SB 11/10/17 @ 10.30 am	
Achieving inclusive growth by addressing local employment and skills gaps.	An overview of key challenges and opportunities SB 06/09/17 @ 10.30 am		
<b>Briefings</b>			
<b>Budget &amp; Policy Framework/pre-decision Scrutiny</b>	Formal consultation on the new draft Inclusive Growth Strategy. SB 06/09/17 @ 10.30 am		
<b>Performance Monitoring</b>			

Key: SB – Scrutiny Board (Inclusive Growth, Culture and Sport) Meeting

WG – Working Group Meeting

## Scrutiny Board (Inclusive Growth, Culture and Sport) Work Schedule for 2017/2018 Municipal Year

Area of review	Schedule of meetings/visits during 2017/18		
	December	January	February
European City of Culture 2030 Bid			
Council's approach towards devolution			
Culture Strategy 2017-2030 Delivery Plan			
Tackling health inequalities through the promotion of more active lifestyles.			
Achieving inclusive growth by addressing local employment and skills gaps.			
<b>Briefings</b>			
<b>Budget &amp; Policy Framework/pre-decision Scrutiny</b>		Financial Health Monitoring SB 17/01/18 @ 10.30 am  2018/19 Initial Budget Proposals SB 17/01/18 @ 10.30 am	
<b>Performance Monitoring</b>		Performance Update SB 17/01/18 @ 10.30 am	

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Key: SB – Scrutiny Board (Inclusive Growth, Culture and Sport) Meeting

WG – Working Group Meeting

## Scrutiny Board (Inclusive Growth, Culture and Sport) Work Schedule for 2017/2018 Municipal Year

Area of review	Schedule of meetings/visits during 2017/18	
	March	April (TBC)
European City of Culture 2030 Bid		
Council's approach towards devolution		
Culture Strategy 2017-2030 Delivery Plan		
Tackling health inequalities through the promotion of more active lifestyles.		
Achieving inclusive growth by addressing local employment and skills gaps.		
<b>Briefings</b>		
<b>Budget &amp; Policy Framework/pre-decision Scrutiny</b>		
<b>Performance Monitoring</b>		

## 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 17<sup>th</sup> 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, 17<sup>th</sup> 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, 14<sup>th</sup> 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, 19<sup>th</sup> 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 3.6 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, 20<sup>th</sup> 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, 8<sup>th</sup> 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 1<sup>st</sup> 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 1<sup>st</sup> October 2018 through to 30<sup>th</sup> 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, 21<sup>st</sup> 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, 21<sup>st</sup> 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, 22<sup>ND</sup> SEPTEMBER 2017

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