

Authority to receive and spend external funding on behalf of West Yorkshire ICB for work relating to estate collaboration and strategy development

Date: December 2022

Report of: Chief Officer, Health Partnerships

Report to: Director of Adults and Health

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief summary

The Government's One Public Estate (OPE) programme supports locally led partnerships of public sector bodies to collaborate around their public service delivery strategies and estate needs.

In February 2022, OPE (via WYCA) offered £142,000 funding, through its Opportunity Development Fund (ODF), to the West Yorkshire Integrated Care System (ICB) to support development of a collaborative West Yorkshire ICB Estates Strategy. In March 2022 West Yorkshire ICB's Capital & Estates Strategic Board agreed that Leeds would take the lead on behalf of the ICB to develop and implement a project proposal.

Given the established relationships between OPE, Leeds City Council (LCC) and WYCA (the region's OPE lead entity), it was agreed the council would lead commissioning, administering funding and monitoring of the project. This report seeks permission to enact this decision by giving authority to receive and spend the OPE funding on behalf of West Yorkshire ICB for work relating to the collaborative W Yorkshire ICB Estates Strategy Project and enter into a funding agreement with WYCA for this purpose.

In order to expediate delivery of the project, in line with timescales set by OPE, LCC has used its pre-procured route to commission Community Ventures Leeds (CVL) to undertake the work, which the £142k will fund. The work is due to be completed by the end of March 2023.

Recommendations

The Director of Adults & Health is recommended to:

- a) Give authority to receive £142,000 of One Public Estate funding via WYCA into the Health Partnership cost centre (50520) and sign a funding agreement between LCC and WYCA.
- b) Give authority to spend and administer the funding to deliver the West Yorkshire ICB Estates Strategy Project, as per the agreed project proposal (appendix 2).
- c) Note the role of Community Ventures Leeds in delivering the work in a consultancy capacity across the ICB footprint during the financial year 22/23.
- d) Note the timescale to complete the project.
- e) Note the Estates Programme Manager as the officer responsible for implementation of this decision.

What is this report about?

1. This report seeks approval to enter into a funding agreement with WYCA, in order to receive £142,000 into the Health Partnership cost centre (50520) from the Government's One Public Estate Programme (OPE), through its Opportunity Development Fund, offered to manage the West Yorkshire ICB Estates Strategy Project. Authority to spend is also sought, enabling the funding to be used in line with the agreed project proposal (appendix 2).
2. The £142,000 allocated to the project is currently sitting with WYCA, pending transfer to LCC upon necessary approvals on both sides, and signing of a funding agreement. This is not the first time that LCC has been successful in securing OPE funding, having received allocations in OPE rounds 4 and 5 for other projects, thus there is a precedent for receiving monies and signing what will be a standard funding agreement (which under round 4 and 5 have already been approved by LCC's legal team).
3. The development of the project proposal has outlined the necessity to first focus on place level estates collaboration prior to creating the regional West Yorkshire ICB Estates Strategy. The project will be delivered in 4 Phases:
 - Phase 1 – place-based estates collaboration maturity assessment across the 5 ICB geographies
 - Phase 2 – place-based bespoke package to deliver agreed outputs across the 5 ICB geographies, aligned to maturing collaborative estates work
 - Phase 3 – drafting of a West Yorkshire ICB Estates Strategy
 - Phase 4 - West Yorkshire ICB Estates Strategy produced, approved and reported back to OPE Leadership Group
4. LCC will hold the funding on behalf of the ICB and OPE regional partnerships, the entirety of which will be spent on commissioning of external consultants to deliver the West Yorkshire ICB Estates Strategy Project on behalf of West Yorkshire ICB, as detailed in the agreed project proposal.
5. In order to expedite delivery of the project, in line with timescales set by OPE, LCC has used its pre-procured route to commission Community Ventures Leeds (CVL) to undertake the consultancy work, as per the agreed project proposal.
6. Background:
 - 6.1. The One Public Estate (OPE) programme is an established national programme delivered in partnership by the Cabinet Office and Local Government Association (LGA). It provides practical and technical support and funding to councils to deliver ambitious property-focused programmes in collaboration with central government and other public sector partners.
 - 6.2. The OPE programme is managed on regional footprints, requiring bids to be submitted through regional partnerships, even when place focused. For Leeds this is done through West Yorkshire Combined Authority who, when funding is secured, is the initial recipient of the OPE monies.
 - 6.3. In February 2022, OPE made offers of Opportunity Development Funding (ODF) to regional partnerships, including to West Yorkshire Integrated Care System (ICB), to support development of a collaborative West Yorkshire ICB Estates Strategy. The offer of £142,000 was made through West Yorkshire Combined Authority (WYCA), as the region's OPE lead entity.
 - 6.4. In recognition of Leeds's advanced position in this field, the ICB and WYCA asked Leeds to lead on administering and delivery of the project.

6.5. In March 2022 West Yorkshire ICB's Capital & Estates Strategic Board agreed that Leeds would take the lead on behalf of the ICB to develop and implement a project proposal. Given the established relationships between OPE, Leeds City Council (LCC) and WYCA it was agreed the council would lead commissioning, administering funding and monitoring of the project.

What impact will this proposal have?

1. While the lens is shifting to focus on estates in the context of health inequalities, there is also a national drive to move specific activities away from hospital settings into more accessible community venues, for instance diagnostic services, community maternity and same day urgent treatment. This, along with what is forecast to be a significant increase in the primary care workforce, is creating a significant pressure on public, and specifically health, estate in our communities. If these pressures are to be managed effectively, in the medium to long term, it is imperative that the public sector, in particular local authorities and NHS bodies, come together to look at their collective estate and identify collaborative projects which seek to address health inequalities. In addition, the Mayor of West Yorkshire, Tracy Brabin, has a key focus on Levelling Up and addressing health inequalities. The West Yorkshire ICB Estates Strategy Project will actively contribute towards efforts to tackle these issues across the region, including Leeds.
2. Although LCC is to administer the funding on behalf of the ICB and WYCA, the city will also be a direct beneficiary of the work commissioned through CVL as Leeds, like the other West Yorkshire ICB Places, will have bespoke outputs developed through this work. Leeds was further advanced than some of the other ICB Place members at the start of this project, already having a draft Community Estates Strategy with headlines agreed at Partnership Executive Group (PEG) in May 2022. The project will enable Leeds to progress to completion of the Community (Health & Care) Estates Plan and a Leeds Strategic Estates Board-supported pipeline (list) of projects, that that could be put forward when funding next becomes available. In addition, Leeds will be included in the West Yorkshire ICB Estates Plan (which may also assist with accessing future funding).
3. The project will also enable further development of the Leeds SHAPE Atlas, regarding inclusion of estates information and other important data sets, such as anticipated housing growth.
4. The above outputs from the project will enable more collaborative, considered and evidence-led decisions to be made regarding our shared health and care estate in the future. This will also mean that we have robust methods of prioritising investment, where it is needed most and will make the biggest impact on the health and wellbeing of our communities.
5. An equality and diversity / cohesion and integration screening has been completed, attached at Appendix 1. It is considered that there are no impacts which would require a full assessment at this stage. Health Partnerships Team will be recommending that equality impacts are considered at the stage when each place is developing their estates plans and when the regional strategy is being developed.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

6. At the centre of the project proposal is a drive to collaboratively utilise our public estate to better support those communities across our region who experience the greatest levels of health inequalities, specifically around health, housing and education indicators.
7. Estate strategies have long reflected a focus on areas such as condition, cost and utilisation. Whilst these still have much merit, there is emerging recognition that the power of having the right estate, in the right place, used in the right way can act as an enabler for communities to thrive, providing support to

tackle the root causes of health inequalities, such as poor-quality housing, lack of access to early years services, education, low skills levels, access to employment.

8. The pipeline of potential property projects identified through the Estates Strategy Project will include those where multiple partners (local authority, health, education, voluntary and community sector) are brought together to deliver services which benefit the communities within which they sit. This could involve new opportunities, utilising existing buildings or land, involve new build or significant refurbishment.
9. The place-based estate strategies/plans developed through the project will be used to inform the WY ICB estates element of its Infrastructure Plan (which also includes digital). There will be significant benefit in this, as partnerships across the WY footprint widen in terms of involvement, set criteria for prioritising projects and therefore investment bids, and align to national, regional and local strategic drivers of levelling up and tackling health inequalities.
10. The points below focus on what the benefit for Leeds from this project, as a recipient of a package of support, rather than as the lead for administering the funding.
 - 10.1. Health and Wellbeing: Having world class clinic and non-clinical space for delivery of health and wellbeing services is essential if we are to support our communities to be well and stay well. To date action around health and care estate has tended to be opportunistic and project led, as opposed to driven by collective strategic thinking and intent. This project will help to push the city's ambition to develop and agree a system wide vision and set of partnership principles, which provide the foundations for delivering, by default, integrated and collaborative estate projects where they are needed most.
 - 10.2. The development (and delivery) of a Community (Health and Care) Estate Plan will play a crucial role in supporting the Health & Wellbeing Strategy's ambition to be the 'best city for health and wellbeing'. Leeds's Community Estate Plan will help support the following elements:
 - People will live longer and have healthier lives
 - People's quality of life will be improved by access to quality services
 - People will live in healthy, safe and sustainable communities
 - 10.3. Inclusive Growth: Alongside a focus on health and care estate, the Community Estate Plan will also have at its heart the need to consider, and where possible and appropriate, deliver more holistic estate solutions across a broader range of community services. The Burmantofts Community Wellbeing Centre is a good example of this, where proposals led by the health and care partnership also encompass council, voluntary and community sector services. Consequently, there are additional benefits beyond 'health' in terms of improved economic activity, skills and access to employment, education and uplifting living standards.
 - 10.4. This proposal supports a number of the 12 Big Ideas within the city's Inclusive Growth Strategy under each theme, these being:

People

 - Best city for health and wellbeing
 - Working together to create better jobs, tackling low pay and boosting productivity

Places

 - Supporting places and communities to respond to economic change
 - Doubling the size of the city centre
 - 21st century infrastructure

Productivity

- Leeds as a digital city

10.5. Climate Emergency: One of the headline principles of the Community Estates Plan is to actively deliver sustainable building solutions across all projects, contributing to the net carbon zero commitment. This will be achieved through design processes, ensuring buildings are as energy efficient and sustainable as possible.

What consultation and engagement has taken place?

Wards affected: All

Have ward members been consulted? Yes No

11. Given the nature of the project, the focus is on the city as a whole, rather than any particular Wards. Therefore, at this point there has been no direct engagement with any Ward Members. The Executive Board member for Adult and Children's Social Care and Health Partnerships was consulted in May 2022.

12. Where the Community Estates Plan leads to specifically identified projects engagement will take place with those stakeholders relevant to the area.

What are the resource implications?

13. Across West Yorkshire there is variance in the maturity of place-based public estate forums. This project focuses on providing specific support, which would not otherwise be available due to current resource pressures across the ICB footprint, to achieving a number of outputs in relation to public sector estates planning, now and into the future.

14. The only resource implication for LCC is in terms of administering and monitoring the funding on behalf of the ICB and WYCA. Given there is already an established partnership with CVL through the NHS Lift Strategic Partnering Agreement, which Leeds City Council is party to being a shareholder and member of the Strategic Estates Board, the procedures for processing invoices and monitoring partnering agreements are well known, therefore requiring minimal input. Currently this input is provided predominantly by Health Partnerships.

What are the key risks and how are they being managed?

15. As LCC will be holding and administering the OPE funding on behalf of the ICB and WYCA it is viewed that there are minimal risks for LCC associated with the proposal.

16. Any risk that the project could overspend is being managed through contractual obligations with CVL, with it being clear that no funding is available beyond the allocated £142,000. Spend against the budget is being closely monitored through established reporting arrangements with the Health Partnerships Team and Strategic Estates Board.

What are the legal implications?

17. LCC Legal Services are providing support in developing and signing the appropriate agreement documentation for the OPE funding. As stated above there are already agreements of this nature previously signed between LCC and WYCA, so this is not a new process.

18. There is a pre-procured route to commission CVL to undertake the necessary business case development, as LCC is a signatory to the Strategic Partnering Agreement that established CVL as a

key city partner in the development of health and care estate. LCC's Procurement Unit has provided advice on commissioning of CVL to undertake this work.

19. There are no access to information issues at this stage of the project.

20. Approval of authority to spend, as per this report, is deemed a Significant Operational Decision to be taken under officer delegation and is not subject to call-in, as per the Council's decision-making policy.

Options, timescales and measuring success

What other options were considered?

21. Leeds is viewed by both the ICB and WYCA as the regional forerunner in collaborative estates work. Therefore, it was the first point of consideration for leading on this project. In addition, Leeds is the only 'place' regionally that has resources dedicated to this agenda, including the Leeds Health and Care Strategic Estates Board, Estates Programme Team (Health Partnerships), and Community Ventures (Leeds), providing an obvious and available resource to deliver.

How will success be measured?

22. The success of the project will be measured in relation to the outputs delivered, as outlined in the project proposal developed in response to the funding offer and agreed by the ICB and WYCA. CVL are expected to deliver the outputs on time, within budget and to the satisfaction of the West Yorkshire ICB Capital and Estates Board. The primary outputs to be delivered are:

- Maturity assessments of the public sector estate forums for each of the 5 WY ICB place areas.
- Tailored package of support for each place, to progress at pace towards a functioning and focused estates forum and development of place-based estate strategies/plans.
- Pipeline of potential property projects providing opportunity to enable early consideration of feasibility, prioritisation, and possible future funding routes (revenue, as well as capital).
- ICB estates strategy

23. In addition, monitoring of progress against agreed milestones and other OPE (ODF) criteria will be undertaken by the OPE programme. As part of the partnering agreement, CVL will undertake production of monitoring reports for submission to WY OPE Leadership Group. In addition, reports will be submitted to West Yorkshire ICB Capital and Estates Board. These will include progress, risk, finance and gateway checks.

What is the timetable and who will be responsible for implementation?

24. The timetable for the Project's key milestones is as follows.

Date	High level milestone
4 th April 2022	Project start
27 th May 2022 (completed)	Phase 1 maturity assessment of place-based estates collaboration completed
10 th June 2022 (completed)	Phase 2 'bid-ready' and early pipeline of opportunities identified
28 th Oct 2022	Phase 2 place-based estate strategies/plans completed
25 th Nov 2022	Phase 3 ICB Estate Strategy drafting completed
19 th Dec 2022	Phase 4 ICB Estate Strategy produced, approved and reported back to OPE Leadership Group

Appendices

- Appendix 1 – Equality and diversity / cohesion and integration screening
- Appendix 2 - One Public Estate Opportunity Development Fund Proposal (project proposal)

Background papers

None