Public Document Pack

Leeds CITY COUNCIL

EXECUTIVE BOARD

Meeting to be held remotely on
Monday, 20th July, 2020 at 1.00 pm

MEMBERSHIP

Councillors

J Blake (Chair)
R Charlwood
D Coupar
J Lewis
L Mulherin
J Pryor
M Rafique
F Venner

A Carter

S Golton

Note to observers of the meeting:

To remotely observe this meeting, please click on the link below. This will take you to Leeds City Council's YouTube channel, and the meeting can be viewed live from there.

https://www.youtube.com/user/Leedscouncil

Agenda compiled by:
Governance Services
Civic Hall

Governance Services
0113 37 88664

Produced on Recycled Paper

CONFIDENTIAL AND EXEMPT ITEMS

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

9.0 Confidential information – requirement to exclude public access

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

9.2 Confidential information means

(a) information given to the Council by a Government Department on terms which forbid its public disclosure or

(b) information the disclosure of which to the public is prohibited by or under another Act or by Court Order. Generally personal information which identifies an individual, must not be disclosed under the data protection and human rights rules.

10.0 Exempt information – discretion to exclude public access

10. 1 The public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed provided:

(a) the meeting resolves so to exclude the public, and that resolution identifies the proceedings or part of the proceedings to which it applies, and

(b) that resolution states by reference to the descriptions in Schedule 12A to the Local Government Act 1972 (paragraph 10.4 below) the description of the exempt information giving rise to the exclusion of the public.

(c) that resolution states, by reference to reasons given in a relevant report or otherwise, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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

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

10. 4 Exempt information means information falling within the following categories (subject to any condition):

1 Information relating to any individual

2 Information which is likely to reveal the identity of an individual.

3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).

4 Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.

5 Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.

6 Information which reveals that the authority proposes –

(a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or

(b) to make an order or direction under any enactment

7 Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

A G E N D A

Item No K=Key Decision	Ward	Item Not Open		Page No
1			**APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS** To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded) (*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)	
2			**EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC** 1 To highlight reports or appendices which officers have identified as containing exempt information within the meaning of Section 100I of the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2 To consider whether or not to accept the officers recommendation in respect of the above information. 3 If the recommendation is accepted, to formally pass the following resolution:- **RESOLVED –** That, in accordance with Regulation 4 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of those parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information.	

Item No K=Key Decision	Ward	Item Not Open		Page No
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			**MINUTES** To confirm as a correct record the minutes of the meeting held on 24th June 2020.	9 - 20
			<u>COMMUNITIES</u>	
6	Beeston and Holbeck		**THE MANAGED APPROACH INDEPENDENT REVIEW** To consider the report of the Director of Communities and Environment presenting the findings and recommendations from the Independent Review of the Managed Approach to on-street sex working in Leeds. The Board is receiving this report in order to ask officers to proceed with considering the report's key findings and recommendations.	21 - 98

Item No K=Key Decision	Ward	Item Not Open		Page No
			INCLUSIVE GROWTH AND CULTURE	
7			**UPDATE ON CORONAVIRUS (COVID-19) PANDEMIC - RESPONSE AND RECOVERY PLAN** To consider the report of the Chief Executive providing an update on the actions of the Leeds Health and Social Care system and Leeds City Council, working with broader partners, in response to and facilitating the recovery from the Coronavirus (COVID-19) pandemic. ***(Report to follow)***	-
			RESOURCES	
8			**FINANCIAL HEALTH MONITORING 2020/21 – MONTH 2** To consider the report of the Chief Officer (Financial Services) presenting the Council's projected financial health position for 2020/21 as at Month 2 of the financial year.	99 - 130
9			**CAPITAL PROGRAMME 2020/21 - 2024/25: QUARTER 1 UPDATE** To consider the report of the Chief Officer (Financial Services) providing an update on the Council's Capital Programme 2020/21 as at Quarter 1 and includes an update of Capital resources and progress on spend. The report also outlines the review of the Capital Programme as a result of the need to address the financial impact of Covid-19.	131 - 146

Item No K=Key Decision	Ward	Item Not Open		Page No
			CLIMATE CHANGE, TRANSPORT AND SUSTAINABLE DEVELOPMENT	
10 K	Beeston and Holbeck; Burmantofts and Richmond Hill; Hunslet and Riverside	10.4(3) (Appendix 1 only)	**DISTRICT HEATING PHASE 3E EXTENSION TO THE SOUTHBANK** To consider the report of the Director of Resources and Housing that informs Members of the progress of the district heating project since the previous report to the Board and which seeks approval to construct Phase 3E of the network subject to securing funding from the Heat Networks Investment Project and other conditions being met. (Please note that Appendix 1 to this report is designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3))	147 - 174
11 K	Ardsley and Robin Hood; Bramley and Stanningley; Burmantofts and Richmond Hill; Gipton and Harehills; Middleton Park; Morley North; Pudsey; Rothwell		**TRANSPORT HUB IMPROVEMENTS AND PUBLIC TRANSPORT ACCESS SCHEMES** To consider the report of the Director of City Development that seeks approval for the design and delivery of a package of schemes to provide new or upgrade existing facilities, to improve the waiting environment and travel information as well as improving walking and cycling links between public transport hubs and local communities.	175 - 224

Item No K=Key Decision	Ward	Item Not Open		Page No
			LEARNING, SKILLS AND EMPLOYMENT	
12			**LOCAL GOVERNMENT AND SOCIAL CARE OMBUDSMAN REPORT ON THE PROVISION OF SUITABLE EDUCATION FOR A CHILD ABSENT FROM SCHOOL DUE TO ANXIETY** To consider the report of the Director of Children and Families that provides an update and assurance to the Executive Board that the Council has taken effective action in response to the Ombudsman recommendations and that both the Council's Children and Families Scrutiny Board and the Ombudsman are satisfied with the actions taken.	225 - 256
13			**THE ANNUAL STANDARDS REPORT 2018-19** To consider the report of the Director of Children and Families presenting the outcomes from the 2018/19 academic year and also detailing the progress made in comparison with the Annual Standards Report for 2017/18. The report outlines where Leeds is in relation to the ambition to support children, including those living in poverty and with disadvantage, as set out in the 3A's Strategy.	257 - 306

Item No K=Key Decision	Ward	Item Not Open		Page No

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 named 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.

Webcasting

Please note – the publically accessible parts of this meeting will be filmed for live or subsequent broadcast via the City Council's website. At the start of the meeting, the Chair will confirm if all or part of the meeting is to be filmed.

REMOTE MEETING OF EXECUTIVE BOARD

WEDNESDAY, 24TH JUNE, 2020

PRESENT: (REMOTELY) Councillor J Blake in the Chair

Councillors A Carter, R Charlwood, S Golton, J Lewis, L Mulherin, J Pryor, M Rafique and F Venner

APOLOGIES: Councillor D Coupar

1 Chair's Opening Remarks

The Chair welcomed everyone to the remote meeting of the Executive Board, which was being held as a result of the ongoing social distancing measures established in response to the Coronavirus pandemic.

On behalf of the Board, the Chair extended her thanks and appreciation to Council employees, together with all partner organisations and sectors across the city and the wider region for the extraordinary co-ordinated efforts which continued to be taken to safeguard and serve communities during these unprecedented times.

The Chair also highlighted that as the national measures in place began to change over the coming weeks, key messages around the ongoing importance of caution and safety, in line with the Government's guidance, would continue to be communicated.

2 Late Items

Agenda Item 15 (Update on Coronavirus (COVID-19) Pandemic – Response and Recovery Plan)

With the agreement of the Chair, a late item of business was admitted to the agenda entitled, 'Update on Coronavirus (COVID-19) Pandemic – Response and Recovery Plan'.

Given the scale and significance of this issue, it was deemed appropriate that a further update report be submitted to this remote meeting of the Board. However, due to the fast paced nature of developments on this issue, and in order to ensure that Board Members received the most up to date information as possible the report was not included within the agenda as originally published on 16th June 2020. (Minute No. 14 refers).

3 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting.

4 Minutes

RESOLVED – That the minutes of the previous meeting held on the 19th May 2020 be approved as a correct record.

RESOURCES

5 Financial Performance - Outturn Financial Year Ended 31st March 2020

The Chief Officer (Financial Services) submitted a report presenting the financial outturn position for the 2019/20 financial year in terms of both revenue and capital elements, with it also including details regarding the Housing Revenue Account and expenditure on schools. In addition, the report also highlighted the position in respect of other key financial health indicators including: Council Tax and Business Rates collection statistics; sundry income; reserves and the prompt payment of creditors.

The Executive Member for Resources extended his thanks to Council officers for the work undertaken to achieve the Council's outturn position for 2019/20, as detailed within the report.

RESOLVED –

(a) That the Council's financial outturn position for 2019/20, as detailed within the submitted report, be noted;

(b) That the creation of earmarked reserves, as detailed within paragraph 6.3 of the submitted report, be agreed, with agreement also being given to delegate the release of such reserves to the Chief Officer (Financial Services);

(c) That it be noted that the Chief Officer (Financial Services) will be responsible for the implementation of these resolutions following the conclusion of the 'Call In' period.

6 Treasury Management Outturn Report 2019/20

The Chief Officer (Financial Services) submitted a report providing the financial outturn position for the 2019/20 financial year in terms of the Council's Treasury Management Strategy and operations.

Responding to a Member's enquiry, the Board was provided with an update on the Council's current approach towards borrowing, with it being noted that during this current financially uncertain period, the Council was monitoring the markets with the aim of ensuring that future borrowing achieved best value for the Council.

RESOLVED – That the Treasury Management outturn position for 2019/20, as detailed within the submitted report, be noted, with it also being noted that treasury activity has remained within the Treasury Management Strategy and policy framework.

7 Financial Health Monitoring 2020/21 – Month 1

The Chief Officer (Financial Services) submitted a report which presented the projected financial health position of the Authority for 2020/21, as at month 1 of the financial year.

With regard to a Member's comments regarding the appended action plan which looked to address the pressures upon the 'Children Looked After' budget for 2020/21 and the approach being taken to deal with any increased demand for related services which could potentially arise as a consequence of the Coronavirus pandemic, the Board was advised that a detailed set of actions were in place to address such matters and that such information could be shared with Board Members, as required. Also, it was noted that there was a focus upon the transfer of children and young people currently in external placements to foster care wherever possible and appropriate, which was alongside the actions being taken aimed at increasing the recruitment levels of foster carers in Leeds.

RESOLVED –

(a) That the projected financial position of the Authority, as at Month 1 of the 2020/21 financial year be noted, and that the projected impact of COVID-19 on that position also be noted;

(b) That the savings plan, as provided by the Director of Children and Families which identifies initial proposals to address pressures in 'Children Looked After' budgets and the reduction in grant funding as announced after the 2020/21 budget had been set, be noted;

(c) That in line with principles laid out by Government, it be noted that the Council has continued to charge schools as normal for Council services disrupted by COVID-19, for which they have a regular financial commitment.

8 Impact of Coronavirus (COVID-19) upon Leeds City Council's 2020/21 Financial Position and Update on the Forecast Budget Position for 2021/22

The Chief Officer (Financial Services) submitted a report which provided an update regarding the Council's financial position in respect of 2020/21 and 2021/22, taking into consideration the current position regarding the financial impact upon the Authority arising from Coronavirus pandemic.

In introducing the report the Executive Member for Resources highlighted the scale of the budget shortfall which was currently forecast, with it being noted that the Council continued to be in dialogue with the Government on such matters, including the need for further support.

In considering the submitted report, the Board discussed a number of key issues, including:-

- Whilst recognising the support which had been provided by the Government to date, emphasis was placed upon the unprecedented scale of the financial situation being faced by Local Authorities and the need for further support to be provided, with it being noted that a co-ordinated approach was being taken by Local Authorities and the Local Government Association in communicating such concerns to Government;
- In acknowledging the possibility that a budgetary shortfall may still remain even with the provision of further support from Government, Members

discussed the need for further discussion to take place with Government around the possibility of being able to address the Council's financial position over a longer term and with greater flexibility;

- Members discussed matters relating to the current level of reserves held by the Council when compared to other Local Authorities; the longstanding budgetary approach which has been taken in Leeds; the Council's track record in consistently delivering balanced budgets; the nature and size of the economy in the city as a whole and the role which the Council continued to play within that;
- The key role which has been played by Local Authorities throughout the pandemic was highlighted, and the need for that key role to continue and be appropriately supported by Government, with emphasis also being placed upon the importance of the Council being agile enough to adapt and respond to the evolving needs of local communities and the economy as we progressed through the different stages of the pandemic.

RESOLVED –

(a) That the position, as outlined in the submitted report by the Chief Officer (Financial Services) concerning Leeds City Council's financial position as a consequence of the COVID-19 pandemic, be noted;

(b) That it be noted that the Government has been written to asking for further financial assistance;

(c) That it be noted that if further assistance from the Government is not forthcoming or is insufficient to address the scale of the financial overspend as detailed within the submitted report, then an Emergency Budget would be considered by Full Council in the Summer;

(d) That if the actions that the Council can take on this issue are in the professional opinion of the Chief Officer (Financial Services) insufficient to reduce the Council's cost base to enable there to be sufficient resources to fund services, then it be noted that a Section 114 report would be issued;

(e) That the revised estimated budget gap for 2021/22 and the actions being taken to address this position, as detailed within the submitted report, be noted;

(f) That it be noted that an updated Medium Term Financial Strategy is to be bought to Executive Board in September 2020 which will provide an update on the Council's financial position covering the period 2021/22 – 2025/26.

9 Annual Corporate Risk Management Report

The Director of Resources and Housing submitted a report that provided an update on the Council's most significant corporate risks, how they were currently being managed and presenting details on the further activity planned to address such risks during 2020/21.

In introducing the report, the Executive Member for Resources emphasised the impact of the Coronavirus pandemic upon the range of risks which were currently being faced by the Council, as reflected within the submitted report.

Responding to a Member's enquiry, the Board received further information on the stress test work undertaken regarding the resilience of the Council to maintain its financial position and deliver services under certain circumstances, with it being undertaken that the details of such work could be provided to Board Members as required.

In addition, further to the discussions in the preceding item, the need for continued dialogue with Government around the possibility of being able to address the Council's financial position over a longer term and with greater flexibility was reiterated.

RESOLVED –

(a) That the contents of the annual risk management report, as submitted, together with the assurances given on the most significant corporate risks, in line with the Council's Risk Management Policy and the Board's overarching responsibility for their management, be noted;

(b) That it be noted that the submitted report will provide a key source of evidence on the Authority's risk management arrangements contributing towards the Annual Governance Statement to be considered later this year by the Council's Corporate Governance and Audit Committee.

LEARNING, SKILLS AND EMPLOYMENT

10 Learning Places Design & Cost Report School Places Delivery September 2020

The Director of Children and Families and the Director of City Development submitted a report providing information on the need for additional secondary school places across the city for delivery by September 2020, and which sought approval regarding authority to spend and to incur a total expenditure of £7,595,000 to deliver projects at both Cockburn Academy and Leeds City Academy for September 2020 to address specific demographic growth pressures in those respective areas.

A Member raised concerns relating to the proposals within the submitted report regarding Cockburn Academy, with specific reference to the £6,835,000 capital expenditure proposed for that one school, indicated the potential for the matter to be 'Called In' which would require consideration by Scrutiny, and made an enquiry regarding any previous funding which had been provided to the Cockburn Multi Academy Trust. Responding to the concerns raised, the Board discussed and received further information regarding:-

- The delayed delivery of the Laurence Calvert Free School and the impact of this upon school places in the area, with Members receiving an update on the current position regarding the continued dialogue

taking place with Government in relation to the delivery of this Free School;

- Further detail was provided on how the proposed expenditure would be used, which included addressing the historical capacity issues at the school and the required adaptation of the current on site infrastructure, whilst also ensuring the delivery of appropriate facilities – with an offer that further detail could be provided to the Member in question, if required;
- In terms of timescales, it was confirmed that the 60 additional places proposed to be created at Cockburn Academy to address that bulge cohort would remain at the school until those 60 pupils had completed Year 11;
- Members also discussed the broader issue of appropriate resource being provided to the Local Authority for the delivery of further school places across the city to enable levels of demand to be met, with it being highlighted that further consideration and discussion of such matters would be welcomed.

RESOLVED –

(a) That the additional secondary places which are required in order to reduce the amount of children being allocated a school place out of area, be noted;

(b) That the necessary authority to spend be approved, together with approval also being given to incur expenditure of £6,835,000 from Capital Scheme number 33176/BGE/CBN to deliver the works associated with a 60 place 'bulge' at Cockburn Academy for September 2020;

(c) That the proposal for the freehold transfer of the land identified within the submitted report, which forms part of the former South Leeds Golf Course to Cockburn Multi Academy Trust be approved, to allow the delivery of the sports field provision required as part of the proposals as detailed within paragraph 3.1.4 of the submitted report;

(d) That the necessary authority to spend be approved, together with approval also being given to incur expenditure of £760,000 from Capital Scheme number 33176/BGE/LCA to deliver the works associated with a 60 place 'bulge' at Leeds City Academy which are being delivered by the Local Education Partnership (LEP) for September 2020;

(e) That the programme dates, as detailed in the submitted report, in relation to the implementation of these resolutions, which represent the critical path for project success and must be adhered to where possible, be noted;

(f) That it be noted that the officer responsible for the implementation of such matters is the Head of Service Learning Systems in the Children's and Families directorate.

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

11 Outcome of statutory notice on a proposal to permanently increase learning places at Allerton Grange School from September 2021

Further to Minute No. 147, 12th February 2020, the Director of Children and Families submitted a report which presented details of a proposal brought forward to meet the Local Authority's duty to ensure a sufficiency of school places. Specifically, this report described the outcome of a Statutory Notice published under the Education and Inspections Act 2006 and in accordance with the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 in regard to a proposal to expand secondary school provision at Allerton Grange School and which sought a final decision in respect of this proposal.

Responding to an enquiry, officers undertook to provide Executive Members with information on the timeframe by which Ofsted inspections would resume and also with information regarding the outcomes from inspections which took place immediately prior to the Coronavirus outbreak.

RESOLVED –

(a) That the proposal to permanently expand secondary provision at Allerton Grange School from a capacity of 1200 pupils to 1500 pupils in years 7 to 11, with an increase in the admission number from 240 to 300 and with effect from September 2021, be approved;

(b) That the recommendation to exempt the decision from the Call In process for the reasons as set out within paragraph 4.5.2 of the submitted report, be approved;

(c) That it be noted that the responsible officer for the implementation of such matters is the Head of Learning Systems.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from the Call In process by the decision taker if it is considered that the matter is urgent and any delay would seriously prejudice the Council's, or the public's interests. In line with this, the resolutions contained within this minute were exempted from the Call In process, as per resolution (b) above, and for the reasons as detailed within sections 4.5.2 of the submitted report)

12 Outcome of consultation and request to approve funding to permanently increase learning places at Leeds West Academy from September 2022

The Director of Children and Families submitted a report which presented details of a proposal brought forward to meet the Local Authority's duty to ensure a sufficiency of school places. Specifically, this report described the outcome of a consultation exercise which had been undertaken regarding a proposal to expand secondary school provision at Leeds West Academy and

which sought a decision to fund the delivery of a scheme to create the additional learning places required.

RESOLVED –

(a) That the outcome of the consultation process undertaken on the proposal to permanently expand Leeds West Academy from a capacity of 1200 to 1500 students by increasing the admission number in year 7 from 240 to 300, with effect from September 2022, be noted;

(b) That provisional approval for the authority to spend (ATS) £5.269m to deliver the proposed permanent expansion at Leeds West Academy be granted, with it being noted that early feasibility indicates the final cost is likely to be lower than this amount;

(c) That it be noted that the implementation of this proposal is subject to funding being agreed based upon the outcome of further detailed design work and planning applications, as indicated at section 4.4 of the submitted report, with it also being noted that this proposal has been brought forward in time for places to be delivered for 2022;

(d) That it be noted that the responsible officer for the implementation of the Capital budget is the Head of Learning Systems;

(e) That it be noted that the White Rose Academies Trustees intend to self-deliver the build scheme.

CHILDREN AND FAMILIES

13 Update on 'Thriving': The Child Poverty Strategy for Leeds

Further to Minute No. 105, 25 November 2019, the Director of Children and Families submitted a report which provided an update on the work being undertaken towards the outputs and outcomes of each Impact Workstream under the 'Thriving' Strategy, provided details of the work being undertaken in response to the effects of COVID-19 in this area, whilst the report also provided details of the associated monitoring and evaluation arrangements for the work streams within the Strategy.

In introducing the report, the Executive Member for Children and Families highlighted how the report had been adapted to incorporate the effects of the Coronavirus pandemic when considering child poverty, together with a summary of current national issues linked to this agenda.

In considering such matters, a Member emphasised the need for all children and young people across the city who were affected by the effects of poverty to be supported, especially given the likely exacerbation of the issue as a result of the pandemic. Linked to this, the importance of continuing to monitor the extent of the impact of the pandemic in respect of child poverty was emphasised, so that appropriate responses to the needs of children and young people could be delivered.

Responding to comments, it was highlighted that all initiatives included within the strategy aimed to ameliorate the impact of poverty for children and young people and following this, Members received updates on, and discussed the approaches taken towards both the Period Poverty initiative and also the Healthy Holidays programme.

RESOLVED –

(a) That the strategic framework in place to mitigate the impact of child poverty, together with the work being undertaken by the Council and its partners in the key areas of activity, as detailed within the submitted report, be noted;

(b) That the data overview, the current work being undertaken and the reporting updates, as outlined within the submitted report, be noted;

(c) That it be noted that the officer responsible for the implementation of such matters is the Chief Officer, Partnerships and Health, by December 2022;

(d) That it be noted that Executive Board has an understanding of the potential impact of COVID-19 on child poverty, with the calls for a national approach towards mitigating the impact of child poverty also being noted.

(During the consideration of this item, under the provisions of Executive and Decision Making Procedure Rule 3.2.5, in the temporary absence of Councillor Blake, Councillor Lewis assumed the Chair of the meeting. In returning to the meeting, Councillor Blake resumed her position as Chair)

INCLUSIVE GROWTH AND CULTURE

14 Update on Coronavirus (COVID-19) Pandemic - Response and Recovery Plan

Further to Minute No. 170, 19th May 2020, the Chief Executive submitted a report which provided an update on the continued coronavirus (COVID-19) related work across the city being driven by the response and recovery plan, which aimed to mitigate the effects of the outbreak on those in the city, especially the most vulnerable, and prepare for the longer term planning of stages of recovery including local outbreak planning. The report highlighted how the city's multi-agency command and control arrangements continued to be used, which had been updated to reflect local outbreak management arrangements for Leeds, and also provided information on the organisational issues which were being faced by the Council arising from the pandemic.

With the agreement of the Chair, the submitted report had been circulated to Board Members as a late item of business prior to the meeting for the reasons as set out in section 10.1 of the submitted report, and as detailed in Minute No. 2.

In introducing the submitted report and providing an update on the current position, the Leader, on behalf of the Board, extended her thanks to all of those involved in the continued delivery of statutory services across the city and also the delivery of those actions which were in response to the pandemic. Linked to this, the key role being played by Local Authorities throughout the pandemic, as highlighted earlier in the meeting was reiterated.

In addition, Members paid tribute to the work being undertaken at a national level by the Chief Executive, Tom Riordan, as part of the Government's ongoing test and trace programme.

The Board received an update from the Chief Executive on the key aspects of the work which continued to be undertaken in respect of planning for the control and management of any Coronavirus outbreaks, how such work was being co-ordinated at a local and regional level and how this fed into the national strategy, with details also being provided on how the newly established Leeds Outbreak Control Board fitted within existing governance arrangements.

Responding to an enquiry, the Board received further information and assurance on the close liaison which continued to take place with neighbouring Authorities regarding the control and management of localised outbreaks, to facilitate a more regionalised approach, where appropriate.

A Member highlighted the need, moving forward, to build upon the partnership working which had been developed throughout the pandemic, and the importance of looking to harness the effectiveness of local communities working together which had been a key part of the local response. Linked to this, Members highlighted how an effective communications strategy from a national to a local level continued to be fundamental to the successful management of outbreaks as restrictions began to be relaxed, with the role of Ward Councillors in helping to deliver such communications within communities being highlighted.

RESOLVED –

(a) That the updated context, the progress being made and the issues being faced as the Council moves through the phases of dealing with the COVID-19 pandemic, be noted;

(b) That the submitted report and the comments made in respect of it during the discussion be noted in context with the more detailed report on the financial implications of Coronavirus for the Council, as presented within Minute No. 8;

(c) That the establishment of the Leeds Outbreak Board and Outbreak Plan to ensure that effective local arrangements are in place and which are linked to national testing and tracing approach, be noted;

(d) That the continued focus of the collective response on health and wellbeing which recognises the direct health impacts of COVID-19,

together with focus upon the emerging social and economic consequences, be noted.

DATE OF PUBLICATION: FRIDAY, 26TH JUNE 2020

LAST DATE FOR CALL IN OF ELIGIBLE DECISIONS: 5.00 P.M. ON FRIDAY, 3RD JULY 2020

This page is intentionally left blank

Report author: Paul Money
Tel: 0113 3789662

Report of the Director of Communities and Environment

Report to Executive Board

Date: 20th July 2020

Subject: The Managed Approach Independent Review

Are specific electoral wards affected? If yes, name(s) of ward(s): Beeston and Holbeck	☒ Yes	☐ No
Has consultation been carried out?	☒ Yes	☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes	☐ No
Will the decision be open for call-in?	☒ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes	☒ No

Summary

1. Main issues

- This report documents the findings and recommendations from the Independent Review (IR) of the Managed Approach ('MA') to on-street sex working in Leeds.
- The MA represents a multi-faceted, multi-professional, and co-ordinated approach to managing on-street sex work in Leeds and the issues and problems associated with it.
- The MA was developed and introduced by the Safer Leeds Partnership in October 2014, initially for a one-year trial period, as a response to the various issues concerning pre-existing on-street sex work in the Holbeck area of South Leeds, particularly the high number of reports of sex work in residential areas and the low rate of reporting crimes to police.
- On 14th November 2018 the Council voted in favour of an independent review of the Managed Approach to street-based sex working. The University of Huddersfield was successful through the tender process and has now completed the research and submitted the MA Independent Review Report.
- There have been several small-scale reviews comprising of residents and business surveys (in 2016 and 2018 whose findings helped to shape the current MA model), this is the first comprehensive review of its performance conducted by an independent party.

2. Best Council Plan Implications

- Leeds has an ambition to be a strong economy and a compassionate city. A key dimension of this is tackling poverty and inequality. The MA is a strategic response to managing pre-existing on-street sex work with the ambition of reducing the prevalence of street-based sex working in Leeds, reducing the problems caused by on-street sex working to residents and businesses which currently suffer from such nuisance. It also seeks to improve engagement with street sex workers to facilitate the provision of appropriate support to improve their safety and health and enable them to exit on street work.
- The objectives of the MA supports the strategic objectives of Safe, Strong Communities as part of the focus on keeping people safe from harm, protecting the most vulnerable and tackling crime and anti-social behaviour.

3. Resource Implications

- The resources for the current MA delivery are in place. There are no direct resource implications outlined in the MA Independent Review report. Further work will be completed subject to the recommendations of the Executive Board and there may be moderate future resource implications which would be reported back to the Executive Board.

4. Recommendations

4.1 Members of Executive Board are recommended to:

a) Receive the Managed Approach Independent Review noting the key findings and recommendations;

b) Note that the Director of Communities and Environment and where appropriate partner representatives will be responsible for considering the recommendations and implementing any changes proposed, reporting to the Safer Leeds Executive partnership, and;

c) That Members of Executive Board be kept informed and updated on any key changes proposed arising from the independent review.

1. Purpose of this report

1.1 This report documents the findings and recommendations from the Independent Review (IR) of the Managed Approach ('MA') to on-street sex working in Leeds.

1.2 The Executive Board is receiving this report in order to ask officers to proceed with considering the report key findings and recommendations. The Independent Review of the Managed Approach to on-street sex working in Leeds 2014-2020 completed by the University of Huddersfield is attached in appendix 1.

2. Background information

2.1 The MA represents a multi-faceted, multi-professional, and co-ordinated approach to managing on-street sex work in Leeds and the issues and problems associated with it.

2.2 The MA was developed and introduced by the Safer Leeds Partnership in October 2014, initially for a one-year trial period, as a response to the various issues concerning pre-existing on-street sex work in the Holbeck area of South Leeds, particularly the high number of reports of sex work in residential areas and the low rate of reporting crimes to police.

2.3 On 14th November 2018 the Council voted in favour of an independent review of the Managed Approach to on-street sex working. Safer Leeds developed a tender specification in consultation with relevant stakeholders and the invitation to tender was published on YorTender on the 7th May 2019.

2.4 Four tenders were received in June 2019 and consultees from West Yorkshire Police, representatives from Voice of Holbeck and a representative group of on-street sex workers from the MA cohort worked with the evaluation panel to identify strengths and weaknesses of each submission.

2.5 The evaluation panel scored the submissions in line with the recognised and accredited evaluation guidelines. The contract was awarded to the University of Huddersfield Enterprises Limited, with the review being undertaken by academics in their Applied Criminology and Policing Centre.

2.6 The contract required the University of Huddersfield to evaluate progress made against the three strategic objectives:

- To reduce the prevalence of on-street sex-working in Leeds.
- To reduce the problems caused by on-street sex-working to residents and businesses which currently suffer from such nuisance.
- To better engage with on-street sex workers to improve their safety and health, with a view to enabling them to exit this way of life;

2.7 As well as to:

- Seek and understand the views of a wide range of residents, businesses, sex workers and other stakeholders;

- Provide recommendations for the future

3. Main issues

3.1 The MA Independent Review has been undertaken by the University of Huddersfield for the Safer Leeds partnership to provide evidence concerning the extent to which the MA has achieved its objectives. The Independent Review report includes a review of other schemes and approaches in response to the problems associated with on -street-sex working in the UK and abroad. The Review draws conclusions from the evidence gathered and suggests recommendations informed by that evidence and through consultation with stakeholders, to inform future decision-making. The Safer Leeds Executive will be considering and accepting the report on the 26th June 2020

3.2 The Independent Review utilised a number of methodological approaches: focus groups and interviews (with residents, support service professionals, on-street sex workers, local Elected Councillors, Police, Safer Leeds, residents' groups, prominent community members, Leeds City Council representatives, and a local Member of Parliament); local resident and business surveys (on-line and face-to-face); attendance at 'Listening Well' community and MA strategic leads (e.g. the Director of Communities and Environment, the Chief Officer of Safer Leeds, the Executive Member for Communities, the Leeds WYP District Commander and local Elected Members).; analysis of police and Safer Leeds data; and evaluation with key stakeholders to reflect on the implications of the findings

3.3 The key findings of the MA Independent Review are outlined in the Executive Summary in full. Briefly they include:

- The MA reflects a move away in thinking about on-street sex work from an 'enforcement led' approach toward an 'adult protection/safe-guarding' approach. All of the residents interviewed showed sympathy towards on-street sex workers and acknowledged that help and support for them were key to reducing the problems caused by on-street sex work.

- Almost 70% of those residents and community members who were interviewed said that the MA should remain but needed to change in some way. Through the review process there appeared to be a realisation that whilst the MA may not be considered ideal, it comprised a joined-up approach for targeting important resources, such as a dedicated police presence, support for sex workers, and street cleansing, without which the problems associated with on-street sex work, as the impact on local residents and the negative impact on the wellbeing of on-street sex workers would increase significantly.

- Communication and co-operation between Holbeck residents and those governing the management of the MA has improved immensely with regular 'Listening Well' sessions and resident representation in the management and governance of the MA.

- The summary view of on-street sex workers is that the MA has significantly improved their health and safety.

- The summary view of allied professionals working with on-street sex workers is that the MA has helped support service provision become more professional, better targeted, more holistic and improved relationships.

- Resourcing of the MA has improved with a dedicated police team since 2016 and a dedicated line for reporting on-street sex work related problems. There has been a steading increase in reporting.

- The systematic review of research literature and surveys of other police forces in England and Wales, did not identify any more effective interventions or ways of reducing the problems associated with on-street sex work within the parameters of existing UK law.

3.4 The MA Independent Review report outlines some emerging questions from the research and proposed recommendations for consideration, the full details of which are included in the Executive Summary. Briefly they include:

- The MA was found to be more effective at reducing the impact of problems associated with on-street sex working than any other approach or model. The MA must continue to evolve and adapt to changes in on-street sex work or changes in UK law.

- It is recommended that at least the same level of investment and organisational support is necessary to achieve and sustain progress to better engage with on-street sex workers to improve their safety and health, with a view to enabling them to exit this way of life.

- There is a need to clarify what 'reducing the prevalence of on-street sex work' means in terms of a strategic aim and to explain more widely the complexity of prevalence reduction and 'exiting from on-street sex work' to a wider audience (including Holbeck residents, businesses and the media).

- Much work has been done and progress made in bringing local residents and businesses on board with the MA. It is recommended that more be done to ensure that the residents and community continue to be brought along on in the evolution of the MA. Responsibility also needs to be shared with the community so that there is a shift in the thinking that solutions to the problems caused by on-street sex working lie solely with police and LCC.

- To consider forming and developing a representative 'MA Future Planning Group' (MAFPG) whereby changes in on-street sex work and their effects can be predicted and planned for in advance according to accurate data and feedback.

- Devise and stage a positive campaign amplifying the positive aspects of being part of Holbeck, including respect for all in Holbeck (not about the MA). This should be jointly developed and presented by residents and businesses of Holbeck.

- To help counter some of the negative perceptions of the MA, it is recommend that the positive aspects of 'Holbeck life' be rigorously promoted, such as the fact that it is home to diverse and vibrant communities. Moving forward, to develop an inclusive and co-ordinated PR and media strategy for the whole of

Holbeck to promote its strengths and successes and help to shift perceptions away from Holbeck being solely about the MA.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 The methodology for the review is outlined in the report and included significant consultation with the community and a wide range of active stakeholders. Any further developments as a result of the findings and recommendations of the Independent Review would be developed with appropriate consultation and engagement with local elected members, the community stakeholders and wider partners.

4.2 Equality and diversity / cohesion and integration

4.2.1 The Managed Approach is located in small area of Holbeck. The wider Holbeck community is vibrant and diverse and is also identified as a community where many residents experience poverty. The Independent Review report is not seeking to reduce existing service provision and has focused on listening to the views of the key stakeholders as identified and is outlining recommendations which would seek to sustain and improve the current arrangements for the Managed Approach if adopted. Due regard to equality will be considered during any further developments and where appropriate an equality impact assessment will be completed.

4.3 Council policies and the Best Council Plan

4.3.1 Leeds has an ambition to be a strong economy and a compassionate city. A key dimension of this is tackling poverty and inequality. The MA is a strategic response to managing pre-existing on-street sex work with the ambition of reducing the prevalence of street-based sex working in Leeds, reducing the problems caused by on-street sex working to residents and businesses which currently suffer from such nuisance. It also seeks to improve engagement with street sex workers to facilitate the provision of appropriate support to improve their safety and health and enable them to exit on street work.

4.3.2 The objectives of the MA supports the strategic objectives of Safe, Strong Communities as part of the focus on keeping people safe from harm, protecting the most vulnerable and tackling crime and anti-social behaviour.

Climate Emergency

4.3.3 The report is asking the Executive Board to receive the MA Independent Review and ask officers to consider the recommendations and report back. There are no climate emergency implications.

4.4 Resources, procurement and value for money

4.4.1 The original procurement exercise was done in accordance with Council procurement guidance using 'YorTender'. There are no further resource implications at this stage.

4.5 **Legal implications, access to information, and call-in**

4.5.1 There are no legal implications at this stage and the report is open for call-in.

4.6 **Risk management**

4.6.1 The Managed Approach is not identified as a corporate risk. The key risk was to ensure that the MA Independent Review process was inclusive of all key community stakeholders and wider partners and that the findings are reported in an open and transparent way.

5. Conclusions

5.1 The MA Review has used an inclusive, rigorous and wholly independent methodology. The researchers have worked openly and transparently with all of the stakeholders involved. The final report outlines key findings and recommendations to be considered as part of the ongoing development and evolution of the Managed Approach in Leeds.

6. Recommendations

6.1 Members of Executive Board are recommended to:

a) Receive the Managed Approach Independent Review noting the key findings and recommendations;

b) Note that the Director of Communities and Environment and where appropriate partner representatives will be responsible for considering the recommendations and implementing any changes proposed, reporting to the Safer Leeds Executive partnership, and;

c) That Members of Executive Board be kept informed and updated on any key changes proposed arising from the independent review.

7. Background documents[1]

7.1 There are no background documents relevant.

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

This page is intentionally left blank

An Independent Review of the Managed Approach to on-street sex working in Leeds 2014-2020.

Commissioned by Safer Leeds

University of Huddersfield

June 2020

Jason Roach

Kate Wood

Ashley Cartwright

Barry Percy-Smith

Michelle Rogerson

Rachel Armitage

Acknowledgements

This review would not have been possible without the kindness and cooperation of too many people to name individually. We would like to thank our PhD. students, Kirsty Bennett and Rebecca McCarthy, for their tireless efforts contacting local businesses in Holbeck. We are especially grateful to Safer Leeds, the Voice of Holbeck, the Dedicated Managed Approach Policing Team (WYP); Joanna Project, Basis, Save our Eyes, Leeds City Council staff Elected Local Council members and the people and workers of Holbeck.

The University of Huddersfield review team

Lead - Professor Jason Roach

Dr Kate Wood

Professor Barry Percy-Smith

Dr Ashley Cartwright

Dr Michelle Rogerson

Professor Rachel Armitage

Disclaimer

There were no declared conflicts of interest between persons involved in conducting the independent review. Researchers from the University of Huddersfield have no connections with Safer Leeds and Leeds City Council, West Yorkshire Police, any support and voluntary sector agencies, local businesses in Holbeck, or any residents' groups.

On appointment, all members of the Independent Review Team signed an agreement declaring that they had no moral, religious or ideological stance or viewpoint with regarding on-street sex work in Leeds or anywhere else.

Contents

Acknowledgements **University review team** **Executive Summary**		p.10
Chapter 1	**Introduction to the review report** 1.1. Aims of the Independent Review 1.2. The structure of the Independent Review Report	p.14 p.1
Chapter 2	**A review of the law, academic research and policing approaches to on-street sex working** 2.1. Introduction 2.2. A systematic review of the extant research literature pertaining to the policing of on-street sex working 2.3. Current police guidance on the policing of sex working and prostitution in England and Wales. 2.4. Sex work and the law in England and Wales 2.4.1. Paying for sex 2.4.2. Soliciting for on-street sex 2.5. A brief survey of current UK policing approaches to street sex work. 2.5.1. the 'Ipswich Model'.	p.16 p.16 p.17 p.18 p.18 p.19 p.20
Chapter 3	**The Managed Approach to on-street sex working in Leeds (2014-2020)** 3.1. Introduction 3.2. Policing on-street sex- working in Leeds prior to the Managed Approach. *3.3. The Managed Approach model* *3.31. The three strategic aims of the MA*	p.21 p.21 p.23 p.24

Chapter 4	**Methodology and data used** 4.1. Introduction 4.2. Scoping of field work and stakeholder engagement 4.3. Data collected by the Independent Review Team. 4.4. data collection methods used 4.4.1. Focus groups 4.4.2. Individual interviews 4.4.3. Attendance at 'listening Well' meetings 4.4.4. Residents' survey (online) 4.4.5. Rapid street survey 4.4.6. IR findings feedback sessions to stakeholders 4.5. Materials 4.6. Additional data provided	 p.26 p.26 p.27 p.28 p.28 p.28 p.28 p.29 p.29 p.29 p.30 p.30
Chapter 5	**Key findings to key questions** 5.1. Introduction **5.2. Have the right things been done?** 5.2.1. Partnership working. 5.2.2. Managing the Managed Approach 5.3. **Have things been done well?** 5.3.1. The early performance of the MA 5.4. **What results have been achieved?** 5.4.1. Resourcing 5.4.2. Shifts in thinking over time 5.4.3. An increase in the reporting of crimes to police against on-street sex workers by on-street sex workers **5.4.4 Environmental cleansing (keeping Holbeck clean)** 5.4.5. Liaison and Diversion for sex-buyers who break the MA rules **5.4.6 Communication and cooperation between those governing the MA and residents of Holbeck.** **5.5. How could things be better in the future?** 5.5.1. The Managed Area	 p.31 p.31 p.32 p.32 p.33 p.34 p.34 p.35 p.35 p.36 p.37 p.37 p.38

	5.5.2. Sustainability and the future **5.5.3. Media representations of the MA**	p.39 p.40
Chapter 6	**Findings for strategic aim: To reduce the prevalence of street-based sex working in Leeds.** 6.1 Introduction 6.2 Has the MA reduced the prevalence of street sex workers in Leeds? 6.3. Has the MA reduced the prevalence of on-street sex working? 6.4. What does prevalence actually mean?	 p.42 p.442 p.43 p.44
Chapter 7	**Findings for strategic aim:** **To reduce the problems caused by sex working residents and businesses which currently suffer from such nuisance** 7.1. Introduction 7.2. The police and partners perspective **7.2.1. Analysis of calls to the dedicated MA line (WYP and SL data).** **7.3. What was on-street sex working like in Holbeck before introduction of the MA in 2014?** 7.4. Residents' views 7.5. The views of local businesses 7.6. Perceptions of impact on residents and businesses.	 p.45 p.45 p.45 p.48 p.48 p.51 p.52
Chapter 8	**Findings for strategic aim:** **Improve sex worker safety and help better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life**	p.53

Chapter 8	8.1. Introduction	p.53
	8.2. Improving the health and safety of on-street sex workers.	p.53
	8.2.1 Sex Worker Health and Safety: Before the Managed Approach	p.54
	8.2.2. Sex Worker Health and Safety: With the Managed Approach.	p.55
	8.3. Provision of support and accessing sex workers.	p.57
	8.3.1 On-street sex worker perspectives of support	p.57
	8.3.2 Interprofessional and multi-agency working	p.58
	8.3.3 Targeting support and engaging hard to reach groups	p.59
	8.4 Support for exiting or reducing sex working	p.60
Chapter 9	**Emerging questions, perspectives about the future and recommendations**	
	9.1 Perspectives about what should happen to the Managed Approach?	p.62
	9.2. Emerging questions and recommendations	p.63
	9.3 MA operational and performance management suggestions	p.66
References		p.67
Appendix	Appendix 1. Search terms and databases used in literature review	p.68
	Appendix 2. Further parts of the Sexual offences Act 2003 and Policing and crime Act (2009).	p.68
	Appendix 3. A survey of approaches to the policing of on-street sex working in the UK.	p.70

Glossary

ACC Assistant Chief Constable

EM Elected Members for Leeds city Council

IR Independent Review

IRT Independent Review Team

LCC Leeds City Council

MA Managed Approach

NPCC National Police Chiefs' Council

SL Safer Leeds

SWLO Sex Worker Liaison Officer

Figures	Pages
Figure 3.1. The location of on-street sex working in Leeds 1970 2020	p.21
Figure 3.2. A summary of the policing of on-street sex -working in Leeds 2004 -2014	p.22
Figure 3.3. The streets demarcating the Managed Area	p.23
Figure 3.4. A time-line summary of important points in the evolution of the Managed Approach from 2014 to the present day.	p.25
Figure 5.1 Total condoms per week in 2018 collected both inside and outside of the Managed Zone/area by the LCC Cleansing Team. Figure 5.2 The amount of sex-litter collected per month in residential and non-residential areas of Holbeck by the LCC Cleansing Team Figure 5.3 Warnings and cautions issued per month to on-street sex workers in Holbeck by police January 2019 to February 2020 Figure 5.4. The number of 'sex -buyers' per month arrested or warned by the dedicated MA policing team. Figure 5.5– Resident respondents' views on whether the Managed Approach has met its aims.	p.36 p.37 p.38 p.39 p.41
Figure 6.1. Dedicated MA police team contact with on-street sex workers per four- week period January 2019 to February 2020 Figure 7.1. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020 Figure 7.2. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020found not relating non-street sex work issues. Figure 7.3. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020 where no issues were found. Figure 7.4 – Resident respondents' opinions on the Managed Approach to street sex work. Figure 7.5. Reasons given by Holbeck businesses for not taking-part in the IR	P.43 p.46 p.46 p.47 p.49 p.51

Tables	Pages
Table 4.1. The different data collection and analyses used to facilitate the independent review of the MA.	p.24
Table 4.2. Data provided to the IR Team	p.27
Table 5.1. The increase in reporting of crimes by on-street sex workers before and since the MA	p.35
Table 6.1. Arrests and warnings given by the Dedicated MA Policing Team January 2019 – January 2020	p.44
Table 7.1. Residents' perceptions of the last 6 months of the MA	p.44

Executive Summary

This report documents the findings and recommendations from the Independent Review (IR) of the Managed Approach ('MA') to on-street sex working in Leeds.

The MA represents a multi-faceted, multi-professional, and co-ordinated approach to managing on-street sex work in Leeds and the issues and problems associated with it.

Previous policing approaches, which where predominantly 'enforcement-led', had been found to be ineffective, with a significant number of complaints regarding sex work taking place in residential areas continuing to be reported.

The MA was developed and introduced by the Safer Leeds Partnership in October 2014, initially for a one-year trial period, as a response to the various issues concerning pre-existing on-street sex work in the Holbeck area of South Leeds, particularly the high number of reports of sex work in residential areas and the low rate of reporting crimes to police (including those of violence) against them by street-based sex workers.

The MA has continued to evolve since 2014, with, for example, the introduction of a dedicated call line for the reporting of on-street sex work related incidents established in 2016, a, (fully resourced) dedicated policing team and an effective strategic command and management structure, in place since late 2018, changes in leadership in a number of roles and the relatively recent involvement of LASBT (the Leeds Anti-Social behaviour Unit) as a key partner service.

Although there have previously been several small-scale reviews comprising of residents and business surveys (in 2016 and 2018 whose findings helped to shape the current MA model), until now there has not been a comprehensive review of its performance conducted by an independent party.

The aims and objectives of the Independent Review

The aims and objectives given in the Invitation to Tender document (ITT) for the Independent Review was to:

I. Assess progress made against the 3 strategic objectives:

- To reduce the prevalence of street-based sex working in Leeds.
- To reduce the problems caused by on-street sex working to residents and businesses which currently suffer from such nuisance.
- To better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life

II. Seek and understand the views of a wide range of residents, businesses, sex workers and other stakeholders.

III. Provide recommendations for the future.

Methodological approach

The Independent Review employed the use of: focus groups and interviews (with residents, support service professionals, on-street sex workers, local Elected Councillors, Police, Safer Leeds, residents' groups, prominent community members, Leeds City Council representatives, and a local Member of Parliament); local resident and business surveys (on-line and face-to-face); attendance at 'Listening Well' community and MA strategic leads (e.g. the Director of Communities and Environment, the Chief Officer of Safer Leeds, the Executive Member for Communities, the Leeds WYP District Commander and local Elected Members).; analysis of police and Safer Leeds data; and evaluation with key stakeholders to reflect on the implications of the findings.

A summary of the key findings

The MA reflects a move away in thinking about on-street sex work from an 'enforcement led' approach toward an 'adult protection/safe-guarding' approach. All of the residents interviewed showed sympathy towards on-street sex workers and acknowledged that help and support for them were key to reducing the problems caused by on-street sex work.

The summary view of those residents and local community members who took part in the IR was that the MA should remain but needed to change in some way (e.g. almost 70% of those interviewed). Through the review process there appeared to be a realisation that whilst the MA may not be considered ideal, it comprised a joined-up approach for targeting important resources, such as a dedicated police presence, support for sex workers, and street cleansing, without which the problems associated with on-street sex work, as the impact on local residents and the negative impact on the wellbeing of on-street sex workers would increase significantly.

Communication and co-operation between Holbeck residents and those governing the management of the MA has improved immensely with regular 'Listening Well' sessions and resident representation in the management and governance of the MA.

The summary view of on-street sex workers is that the MA has significantly improved their health and safety.

The summary view of allied professionals working with on-street sex workers is that the MA has helped support service provision become more professional, better targeted and more holistic The MA has also helped to improve the relationship between on-street sex workers and police, culminating in increased crime reporting by them.

Resourcing of the MA has improved exponentially since its introduction in 2014, for example, since December 2018 it has had a dedicated policing team and since 2016, a dedicated line for reporting on-street sex work related problems.

There has been a steady increase in reporting of crimes by on-street sex workers

A systematic review of the research literature and conducting of a survey of police forces in England and Wales, did not identify any more effective interventions or ways of reducing the problems associated with on-street sex work within the parameters of existing UK law.

A summary of questions raised and recommendations

The review produced some emerging questions taken directly from stakeholder responses. These are presented in summary with recommendations for answering them (in no particular order).

- **Should the MA continue?** - The MA was found to be more effective at reducing the impact of problems associated with on-street sex working than any other approach or model. There are currently no alternative models or approaches that promise to be more effective and which fit within existing UK law on sex working. The MA needs to be fluid enough to react swiftly to changes in on-street sex work or a change in UK law. The MA must continue to evolve and adapt when needed as it has done over the past six years.

- **Does the MA succeed enough at this aim '*to better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life?*' to justify current funding levels?** As it was found that on-street sex workers, allied professionals and police, unequivocally considered the MA to be invaluable to achieving this aim, particularly as it has helped services better identify and build relationships with on-street sex workers and to provide individual support in a more co-ordinated way, it is recommended that at least this level of investment and organisational of support, is necessary to achieve and (and sustain progress/achievement) this aim.

- **What does the MA strategic aim of '*reducing the prevalence of street-based sex working*' actually refer to or mean?** Is it to reduce the number of those street sex working? Is it to reduce the amount of reporting of on-street sex work? There is a need to clarify what 'prevalence' means in terms of a strategic aim and to explain more widely the complexity of prevalence reduction and 'exiting from street sex work' to a wider audience (including Holbeck residents, businesses and the media). This echoes current National Police Chief's Council Guidance for adopting a 'harm reduction' approach to sex workers (NPCC, 2019).

- **Is it now time for the Holbeck community to now share responsibility for the MA?** Much work has been done and progress made in bringing local residents and businesses onboard with the MA. It is recommended that more be done to ensure that the residents and community continue to be brought along on in the evolution of the MA. Considering a slight change to the current MA management structure in order to ensure true community involvement (including considering terminology used to emphasise a more joined-up approach) should help. Responsibility also needs to be shared with the community so that there is a shift in the thinking that solutions to the problems caused by on-street sex working lie solely with police and LCC.

- **Should there be a fully representative 'future planning group' whereby changes in street sex work can be predicted and planned for in advance based on accurate data and feedback?** To consider forming and developing a representative 'MA Future Planning Group' (MAFPG) whereby changes in on-street sex work and their effects can be predicted and planned for in advance according to accurate data and feedback. Moving from a reactive MA to a future scanning and 'pro-active' MA. This group could identify, plan, and develop different scenarios and strategies for the future (including possible end strategies, reactions to the development of the area, changes to off street sex working). The MFAPG should complement the existing MA management structure. To also consider

    - Appointing an Independent Chair of the 'MAFPG' to help facilitate agreement and to increase trust and transparency.

    - MAFPG to lead on the conducting of a short, transparent and inclusive annual performance review of the MA.

- **How can we make the women residents of Holbeck feel safer and less intimidated by the problems associated with on-street sex work?** Devise and stage a positive campaign amplifying the positive aspects of being part of Holbeck, including respect for all in Holbeck (<u>not about the MA</u>). This should be jointly developed and presented by residents and businesses of Holbeck. Possibly a 'We love and respect Holbeck' month?

- **Is there a need for a more coherent, coordinated and 'partnership approach' (including media strategy) and if so, what would it look like?** To help counter some of the negative perceptions of the MA, we recommend that the positive aspects of 'Holbeck life' be rigorously promoted, such as the fact that it is home to diverse and vibrant communities. This may also help to address issues associated within its online presence (for example Holbeck children and young people highlighted the fact that 'Googling Holbeck' brings up a top ten of stories about the MA). Previous 'deliberate media use' has tended to focus more on the negative aspects of living in Holbeck (such as the MA) which has often been detrimental to the overall image and impression of the area. Residents, residents' groups, businesses and partners need to be more mindful of this in future. Moving forward, to develop an inclusive and co-ordinated PR and media strategy for the whole of Holbeck to promote its strengths and successes and help to shift perceptions away from Holbeck being solely about the MA.

Chapter One: Introduction

In June 2019, the Applied Criminology and Policing Centre, at the University of Huddersfield, was appointed to conduct an independent review of the Managed Approach to on-street sex working in Leeds (IR).

The Managed Approach (MA) represents a multi-faceted, multi-professional, and co-ordinated approach to managing on-street sex work in Leeds and the issues and problems associated with it.

Previous policing approaches, which where predominantly 'enforcement-led', had been found to be ineffective, with a significant number of complaints regarding sex work taking place in residential areas continuing to be reported.

The MA was developed and introduced by the Safer Leeds Partnership in October 2014, initially for a one-year trial period, as a response to the various issues concerning pre-existing on-street sex work in the Holbeck area of South Leeds, particularly the high number of reports of sex work in residential areas and the low rate of reporting crimes by on-street sex workers to police (including those of violence) against them.

1.1. Aim of the Independent Review

The remit of the Independent Review (IR) was to:

I. Assess progress made against the strategic objectives:

- To reduce the prevalence of street-based sex working in Leeds.
- To reduce the problems caused by sex working to residents and businesses which currently suffer from such nuisance.
- Better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life

II. Seek and understand the views of a wide range of residents, businesses, sex workers and other stakeholders

III. Provide recommendations for the future

Specifically, the review sought to assess the following:

- Have the right things been done?
- Have things been done well?
- What results have been achieved?
- How do the results compare with alternative interventions?
- How could things be done better in the future?

- Are the results sustainable?

The focus of the Review is therefore of the efficacy of the MA since 2014, rather than a review of what residents, businesses and other stakeholders feel more generally about on-street sex working.

To ensure that this review was as inclusive as possible, emphasis was placed on seeking and obtaining as wide a representation of views and experiences from as diverse range of stakeholders as possible, by employing a variety of research methods, including; individual interviews, survey questionnaires, focus-groups, a review of secondary data (e.g. police calls for service) and by attending a number of public and community meetings (e.g. 'Listening Well').

This Independent Review has been undertaken for the Safer Leeds partnership (as the client) to provide evidence concerning the extent to which the MA has achieved its objectives. The Independent Review includes a review of other schemes and approaches in response to the problems associated with on -street-sex working in the UK and abroad. The Review draws conclusions from the evidence gathered and suggests recommendations informed by that evidence and through consultation with stakeholders, to inform future decision-making.

1.2. The structure of the Independent Review Report

The Report begins with Chapter 2 providing a wider context within which to understand the MA and its introduction in 2014. This includes an overview of the law relating to sex working in the UK, current guidance on the policing of sex working and prostitution in England and Wales (NPCC, 2019) and a systematic review of key research concerning the policing of sex working both in the UK and overseas. A brief account is also provided of the policing approach to on-street sex working in Leeds prior to the introduction of the MA. Chapter 3 outlines the main features of the MA charting its evolution to the present day, including detailing current resourcing and policing levels. Chapter 4 outlines the research methods used in the Review. Chapter 5 provides an overview of key findings and Chapters 6-8 present findings for each of the strategic aims in turn. Chapter 9 shares stakeholder perspectives on the future of the MA and highlights emerging questions from the Review and recommendations for future decision making and moving the MA forward.

Chapter Two - A review of the law, academic research and policing approaches to on-street sex working

2.1. Introduction

This chapter will provide a context for the MA to on-street sex working in Leeds by:

1. providing a systematic review of the extant research literature pertaining to the policing of street sex -work in the UK and abroad;
2. presenting the current National Police Chiefs' Council Guidance on the policing of sex work and prostitution in England and Wales (2019);
3. presenting the current legal context for sex working in England and Wales;
4. presenting the results of a brief survey of current police practice in the UK;
5. presenting a brief synopsis of the policing of on-street sex working in Leeds before the MA (2014).

2.2. A systematic review of the extant research literature pertaining to the policing of on-street sex working

The results of a systematic review of the selected research literature pertinent to on-street sex working, prostitution, soliciting, and policing, identified the following six themes:

1. **Adult -protection, safe-guarding and harm reduction** (e.g. support or therapeutic interventions for sex workers). These papers present methods and modes of supporting women to leave sex work, through referrals to drug and alcohol services, sexual health, and other support agencies.

2. The legalisation/decriminalisation of sex working and prostitution. These papers identify certain positive effects from the legalisation of sex working in New Zealand. As soliciting is not legal in the UK then there is little that can be learned with regards to UK police practice.

3. The criminalisation of sex-selling/prostitution. These papers focus on countries and places where the selling of sex and soliciting are criminal offences and are subject to police enforcement. Again, as it is an entirely different legal context to that of the UK, the utility of these papers is of limited value here.

4. The criminalisation of sex-purchasers/buyers of sex. These papers (predominantly focusing on Sweden) relate to research looking at approaches such as the 'Nordic model', where those buying sex are targeted by police because it is illegal. The buying and selling of sex is not illegal in the UK, whereas the soliciting for sex, use of coercion for sexual purposes, human slavery and people trafficking are. The utility of these papers is again of limited value here.

5. Victimisation and violence against sex workers. A notable proportion of these research papers focus on the violence commonly experienced by sex workers at the hands of those buying sex and how this can be reduced (e.g. by introducing 'tippelzones' in the Netherlands)[1]

6. Human trafficking and sex working. These papers look specifically at the links between human trafficking and sex working.

In summary, it is fair to say that the policing of on-street sex working remains at best an emergent area for academic research and at worst woefully neglected, with much of that which does exist being not easily extrapolated to the UK context. The literature review did not identify any silver-bullets or panaceas for solving the problems associated with on-street sex working, either in the UK or anywhere in the rest of the world, irrespective of the different laws and legal systems.

2.3. Current police guidance on the policing of sex working and prostitution in England and Wales

The current context for the policing of sex working and prostitution is outlined in the National Policing Sex Work and Prostitution Guidance for England and Wales (2019) provided by the National Police Chiefs' Council (NPCC) for England and Wales This aims to offer:

> 'practical advice to those dealing with sex work related issues. It recognises the need to address community concerns but also stresses as a priority the duty that police services have to enhance the safety of sex workers and to find practical ways to address crimes against, and exploitation of, those connected to prostitution' (NPCC, 2019, p.3).

Recognising the complex nature of sex- work and prostitution, the NPCC guidance promotes the adoption of a 'supporting the vulnerable' and 'adult protection' approach to the problems associated with sex working and prostitution. More specifically, it does not seek to proscribe, but instead advocates for:

> 'principles which will guide the police approach' whereby police officers and staff are 'encouraged to focus upon addressing the safety of sex workers and targeting those who seek to victimise and exploit'.

Within the NPCC guide, the clearest indication given of the current expected approach to the policing of sex working and prostitution in England and Wales is presented in the five 'guiding statements'[2] :

[1] 'A 'tippelzone' is a designated legal street prostitution zone, where soliciting and purchasing sex is tolerated between strict opening and closing hours at night.

[2] 'Developed in consultation with national partners from across law enforcement, academics and partners in both the statutory and voluntary sectors, and those directly involved in sex work and prostitution' (NPCC, 2019, p.4).

1. The sex industry is complex, often stigmatised, and has many evolving typologies. It is often hidden from the wider public. We recognise this environment is conducive to the abuse or exploitation of those selling sex.

2. Policing starts from a position that seeks to address vulnerability and exploitation. We will engage with those involved in order to build mutual trust and confidence and encourage the sharing of information to improve safety.

3. The police should use engagement and intelligence to develop a better understanding of the typologies and extent of prostitution. We will work with partners to develop an approach that tackles the issues associated with sex work and prostitution by engaging a wide group of stakeholders.

4. The role of policing is not to make moral judgements. The police focus will be on reducing vulnerability and criminality. We will seek to maximise safety and increase trust and confidence. This will encourage those in the sex industry to report crimes and abuse. This approach will shift the focus onto safeguarding those being harmed in the sex industry. Intelligence and information should be shared between forces and relevant partners to maximise safety and target those who exploit or cause harm.

5. An evidence-based 'what works' approach will be used to enhance awareness of officers and partners dealing with this complex environment. It will ensure the focus is on vulnerability and safety and a consistent approach across the country.

(Reproduced from the National Policing Sex Work and Prostitution Guidance, NPCC 2019, p4.)

The section titled '*Guidance for Community Managers'* is the only place in this guide that specifically refers to on-street- working.

> 'Street sex- working is likely to cause the most community concern or complaints. Street sex- workers are much more likely to become victims of crime, and to have complex vulnerabilities. Engagement with all parties, partners and support programmes is a good starting point. Displacement of street sex working should be avoided. A problem orientated partnership approach is preferred, focusing on welfare and vulnerability, environmental deficiencies, and education and exit from sex- working support should be considered. In all cases suspected exploitation should be prioritised' (NPCC 2019, p.8).

2.4. Sex work and the law in England and Wales

The 'Managed Approach to on-street sex working in Leeds has been set up within the wider legal context in England and Wales. The following are the main tenets of the law as it pertains to the policing of on-street sex working in England and Wales. [3]

[3] See appendix two for additional elements of the law regarding Sexual Offences Act (2003) and the Police Act (2009)

2.4.1 Paying for sex

The **Sexual Offences Act 2003** has been amended by the **Policing and Crime Act 2009** to introduce a new offence of making it illegal: "to pay for the sexual services of a prostitute subjected to force, threats (whether or not relating to violence) or any other form of coercion or any form of deception of a kind likely to induce or encourage the prostitute to provide those services".

It is not therefore a valid defence for a defendant to argue that he did not know the prostitute had been subject to force or coercion. The maximum penalty is a level 3 fine.

In respect of the abuse of a child through prostitution, the Sexual Offences 2003 Act introduced "an offence of paying for the sexual services of a child, for which the maximum penalty is life when the child is under 13 and involves penetration; otherwise 14 years when the child is under 16, or 7 years if the child is 16 or 17".

2.4.2. Soliciting for on- street sex

The Street Offences Act 1959 (as amended by the Sexual Offences Act 2003 and the Policing and Crime Act 2009) criminalises loitering or soliciting for the purposes of prostitution. It is an offence for a person persistently to solicit or loiter in a street or public place for the purposes of prostitution. Conduct is persistent, for the purposes of this offence, if it takes place on two or more occasions in any period of three months. The maximum penalty is a level 3 fine or an Engagement and Support Order.

The Sexual Offences Act 2003 has been amended by the Policing and Crime Act 2009 to create an offence of "soliciting a person in a street or public place for the purpose of obtaining sexual services from a prostitute". This can include a person soliciting from a vehicle in a street or public place and replaces the offences of kerb crawling and persistent soliciting found in the Sexual Offences Act 1985.

2.5. A brief survey of current UK policing approaches to street sex work

A survey was conducted of national police forces via the National police Chiefs' Council (NPCC) to explore (1) current street sex worker policies and initiatives that are currently being used and/or (2) any initiatives that they have applied in the past 5 years.

In total, we received information comprising details of projects, policies, and initiatives, from seven UK police forces, shown in Appendix 3. All of the seven police forces who responded described current policing approaches that clearly follow current NPCC Guidance. All reported having adopted a safe-guarding policy to on-street sex- working, focusing on the vulnerability of street sex- workers, within a multi-agency partnership approach to solving the problems associated with it. Although some police forces do continue to include elements of enforcement in their approach, for example South Wales Police reported using Sec 59 of the ASB Act against 'kerb-crawlers' as 'nuisance drivers', this remains a very small part of their overall policing approach to on-street sex working. As shall be seen, these 7 police force approaches have much in common with the current NPCC guidance and importantly, appear consistent with elements of the MA in Leeds.

2.5.1. The 'Ipswich model'

In what has become commonly known as the 'Ipswich model', it has been claimed that street prostitution and kerb-crawlers in Ipswich 'were eliminated' (Boswell et al., 2013) by adopting a 'Nordic type' approach to 'tackling demand'. By employing, for example, "a combination of high intensity police patrolling, environmental changes such as strategic Closed- Circuit Television (CCTV) placement, and a zero-tolerance approach to kerb-crawling" (Boswell et al., 2013, p2).

In response to our email asking for all police forces to tell us about their current and recent policies relating to the policing of on-street sex work, one officer from Suffolk Police was keen to tell us that their policing approach was, and still is, more comprehensive than simply the targeting of 'demand', as it has three other strategic aims (see Appendix 3), reflecting a multi-agency approach to the problems caused. Interestingly, the Suffolk officer also stated that:

> *"If indeed sex working in Ipswich was removed at this time, and remember that we had a serial murderer killing sex workers in Ipswich in 2005 which is bound to have had some effect on those buying and selling sex on the streets of the city, then it was the result of a number of measures and not just arresting and deterring 'the men'."*

He finished our conversation with a comment that the approach taken was no longer the sole remit of the police but of police plus partner agencies, co-ordinating support for the vulnerable

> *"It definitely became visible again after 2013 and we have a much more co-ordinated and partnered approach now* (2019)".

It appears, therefore, that the Ipswich/Suffolk approach was/is not simply about enforcement and as shall be seen in the next chapter, it therefore shares more commonality with the MA in Leeds, than would seem at face-value.

Chapter Three: Development of the Managed Approach to on-street sex working in Leeds

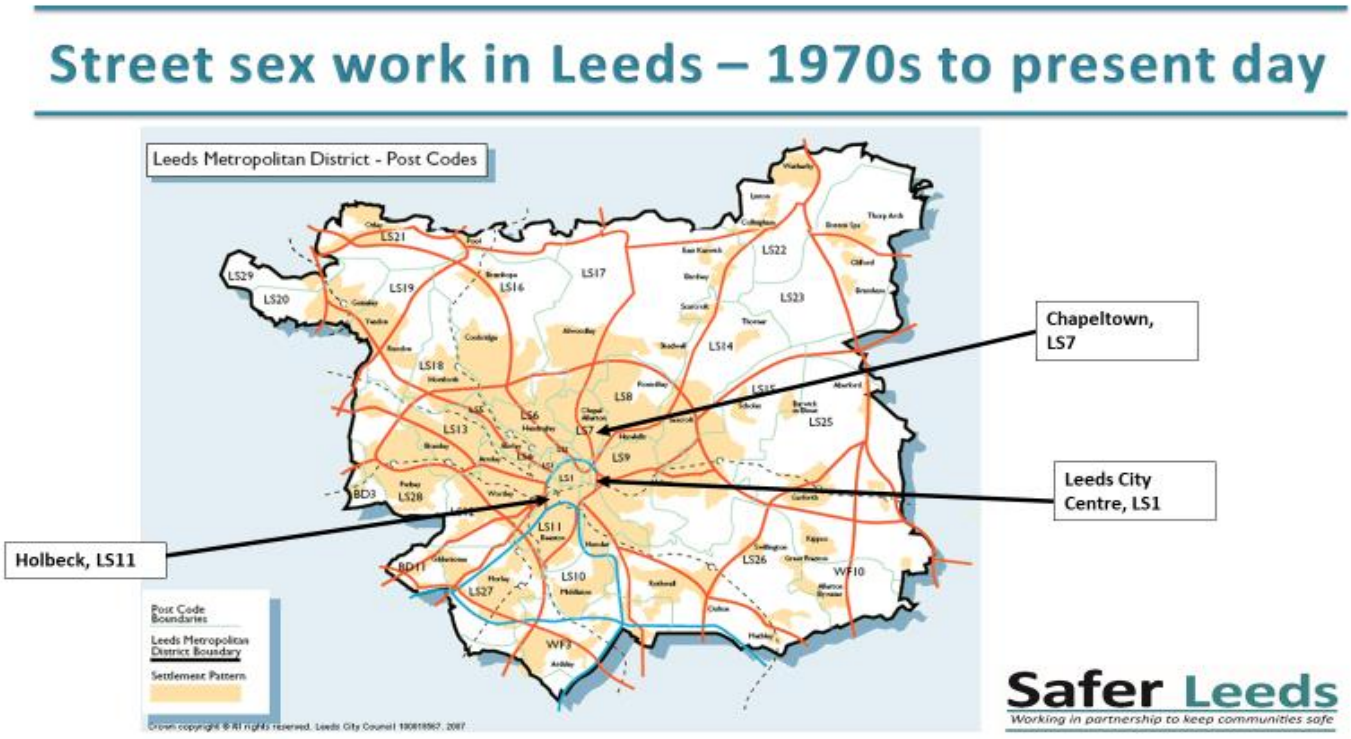
3.1. Introduction

This chapter will first set a context for the development and introduction of the Managed Approach to on-street sex working in Leeds, before moving to its current configuration.

3.2. Policing on-street sex- working in Leeds prior to the Managed Approach

Like most (if not all) cities and towns in the UK, Leeds has always had on-street prostitution and the problems associated with it. As the City has developed and changed over the past few decades, so have the prevalence and location of the main areas for on-street sex working in response. Figure 3.1. shows the geographical location of on-street sex work in Leeds from 1970.

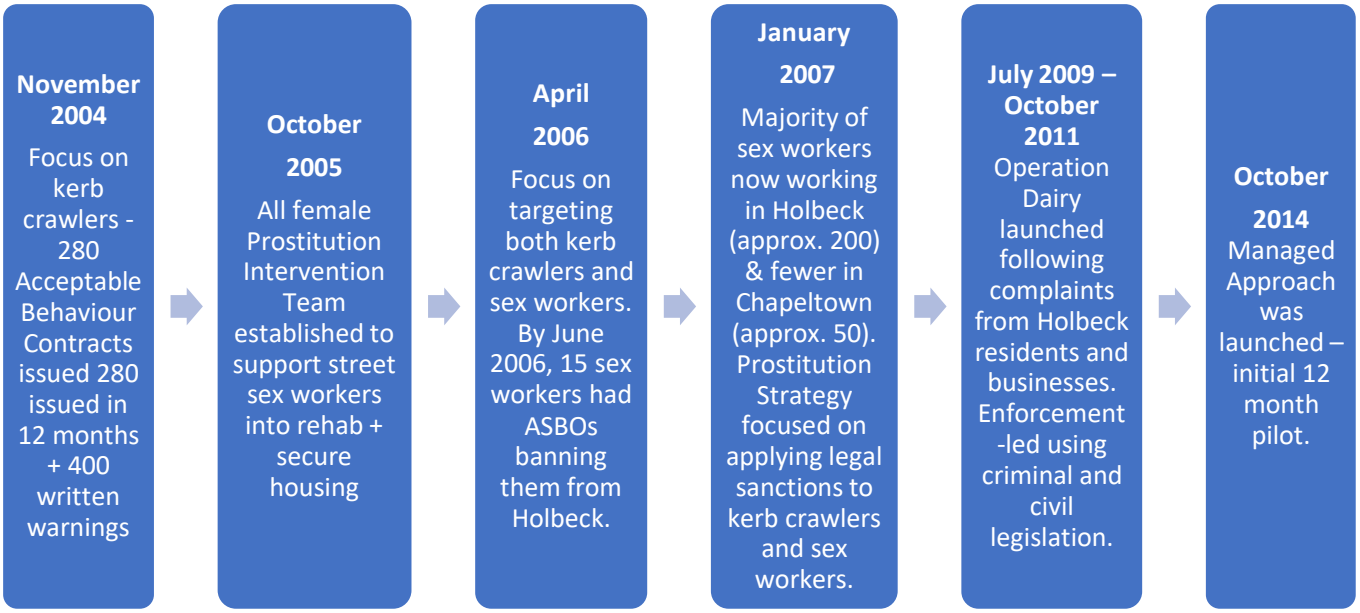
Figure 3.1. The location of on-street sex working in Leeds 1970 2020



As areas of Leeds have been re-developed, the location of on-street sex work has moved and become condensed. It has also become concentrated in one location and since 2006 this has been the Holbeck area.

The traditional policing approach to on-street sex working was clearly enforcement-led, primarily by arresting street sex workers and those buying their services. Figure 3.2 provides a brief summary of the policing of on-street sex working in Leeds from 2007 to the introduction of the Managed Approach in 2014.

Figure 3.2. A summary of the policing of on-street sex -working in Leeds 2004 -2014



Approaches to on-street sex working reveal a range of policing initiatives - predominantly enforcement led – that have been used to tackle on-street sex work in Leeds. There is a common belief that an enforcement approach did not reduce the prevalence of on-street sex work, nor did it mitigate the negative impact on the lives of local residents, local businesses, or improve the safety of on-street sex- workers[4]. A consequence of adopting the enforcement-led approach to policing on-street sex work in this period, was the fostering of a poor relationship between police and on-street sex workers, evidenced by the very low reporting rate to police of crimes experienced by them. This was further illustrated by evidence of a significant disparity in the levels of violence being reported via National Ugly Mugs [5] and that being reported to West Yorkshire Police. As a result, the vast majority of crimes committed against on-street sex workers never entered the criminal justice process at all. Equally importantly, it become increasingly apparent to police, LCC, and support services and agencies, that a policing by enforcement approach was making it more difficult for health and third sector partners to engage with sex workers and provide the services and support necessary to help them leave on-street sex working.

[4] Perceptions of what it was like in Holbeck leading up to the introduction of the Managed Approach are presented in the 'Findings' section later in this this report.

[5] National Ugly Mugs is national organisation which provides greater access to justice and protection for sex workers who are often targeted by dangerous individuals but are frequently reluctant to report these incidents to the police (see https://uglymugs.org/um/)

By 2014, it was generally accepted by all parties that a new approach to the policing of on-street sex -work and its associated problems was urgently needed and a report was produced that suggested an alternative way forward (Brown and Moore, 2014).

The remainder of this chapter outlines the initial conception and introduction of the Managed Approach (MA), the strategic objectives set, and its evolution to the present day.

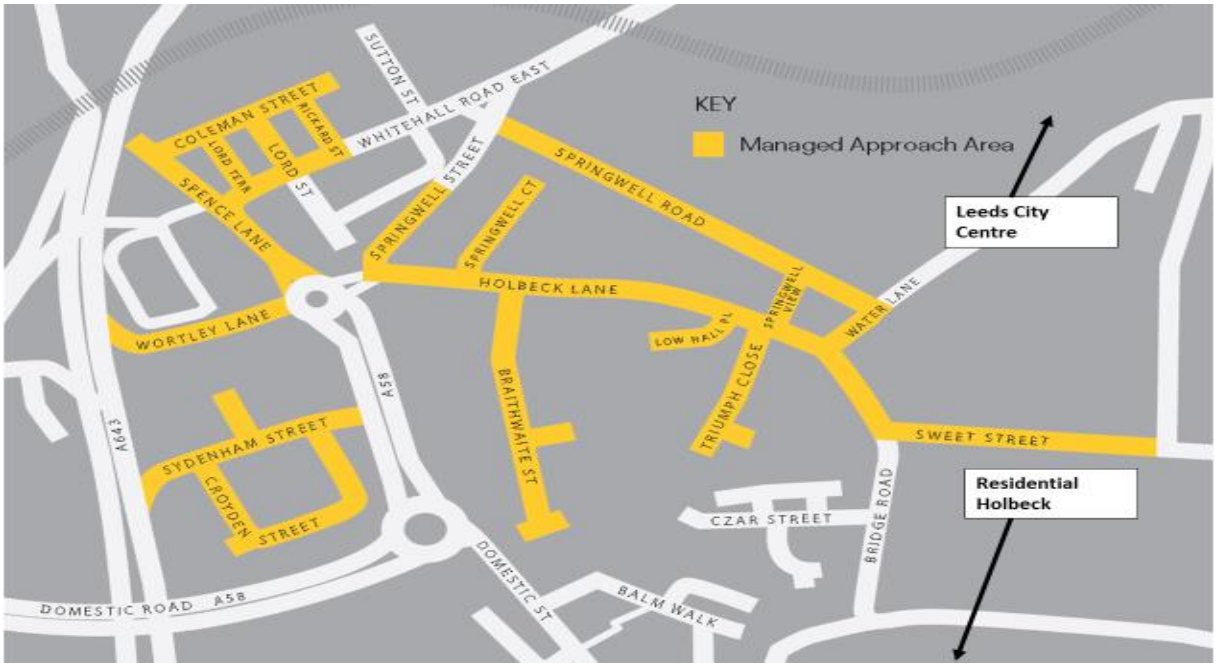
3.3. The Managed Approach (MA) model

The MA involved establishing a set of rules that, if adhered to, meant a reduced likelihood of arrest or other enforcement measures for loitering, soliciting, or kerb-crawling. The rules, summarised below, have been kept 'under review' by Safer Leeds and West Yorkshire Police:

- no offences will be tolerated at any time within residential areas;
- no offences will be tolerated between 6 a.m. and 8 p.m. (extended from 7pm previously);
- no offences will be tolerated outside businesses which are operating;
- business premises will be respected and litter disposed of responsibly;
- drug use, trafficking, organised crime and coercion will at no time be tolerated;
- crime, public disorder and anti-social behaviour will not be tolerated;
- indecency will not be tolerated at any time.

Figure 3.3. below shows the Managed Area[6] of Leeds

Figure 3.3. The streets demarcating the Managed Area



[6] Formally known as the 'Managed Zone)

According to Safer Leeds, by taking a more rounded partnership approach it was hoped that the MA would:

- increase public confidence in the work of the police and partners to address street-based sex work and the nuisance that this causes;
- increase confidence in sex workers to report offences against them to the police;
- reduce the amount of enforcement action taken against sex workers;
- maximise the opportunities for sex workers to access support services (including drug and alcohol services, health, housing, sexual, and domestic violence services) with a view to exiting sex work.

3.31. The strategic aims of the Managed Approach

Although, some of those recalling the early days of the development remember a slightly different order and emphasis in the original aims (IOA/1), those involved with the MA have told us that the aims have not really changed since its introduction in 2014 and definitely not since 2016. These being:

i. To reduce the problems caused by street prostitution to residents, and businesses which currently suffer from such nuisance;

ii. To better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life;

iii. To reduce the prevalence of street-based sex working.

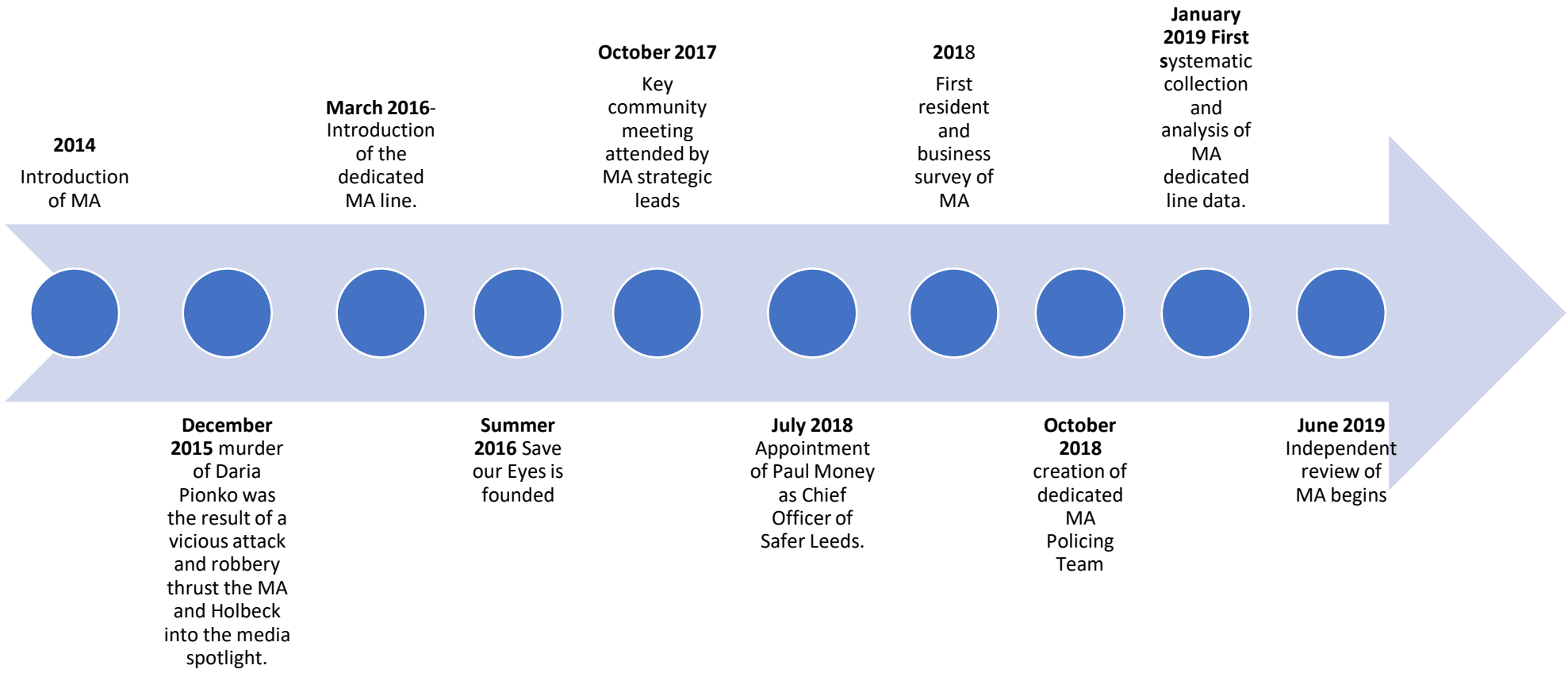
MA partners and agencies now include representatives from the community, statutory and third sector services, Leeds City council Safer Leeds partnership, and the police.[7]

It is difficult to calculate the current additional cost of the MA per year. This includes the cost of two additional police officers and funding towards support services Basis and the Joanna Project. Figures provided by Safer Leeds suggest the extra cost of the MA to be currently in the region of £200,000 per year.

Since November 2018, the MA has had a 'fully staffed', dedicated team of officers comprising of 4 Police Constables (2 match funded by the Local Authority) and a Sex Worker Liaison Officer (SWLO). The team respond to calls and reports to the dedicated MA line between 6am and 11pm, seven days a week.

Figure 3.4. presents a time-line summary of important points in the evolution of the Managed Approach from 2014 to the present day

[7] See Chapter 5, section 5.2.2. (on page 30) for a discussion of the current MA governance and management structure.


2014
Introduction of MA
December 2015 murder of Daria Pionko was the result of a vicious attack and robbery thrust the MA and Holbeck into the media spotlight.
March 2016- Introduction of the dedicated MA line.
Summer 2016 Save our Eyes is founded
October 2017
Key community meeting attended by MA strategic leads
July 2018 Appointment of Paul Money as Chief Officer of Safer Leeds.
2018
First resident and business survey of MA
October 2018 creation of dedicated MA Policing Team
January 2019 First systematic collection and analysis of MA dedicated line data.
June 2019 Independent review of MA begins

Chapter Four: Methodology

Overview of research methods:

- Focus groups
- Individual interviews
- Online and street-based surveys
- Attendance at community meetings
- Stakeholder engagement sessions
- Secondary data analysis

4.1. Introduction

The Review adopted a mixed-methods approach (as per the ITT document) comprising data provided to and collected by the IR Team.

4.2. Scoping of field work and stakeholder engagement

As per the ITT bid document, an initial stakeholder workshop was held to engage all stakeholders at an early stage in the IR process. This was held 5-8pm on Tuesday 10th September 2019 at 'The Holbeck' (a local community centre). Twenty–two invitees participated, representing stakeholders from local residents, police, local councillors, local business representatives, sex worker support agencies, Leeds City Council, health professionals, and religious leaders.

The rationale here was to provide stakeholders with a voice and sense of ownership in the process. It was conducted in order to better understand the landscape of issues and perspectives at play with the Managed Approach; to conduct an initial appraisal of the Managed Approach; to provide a space for different stakeholder groups to engage in dialogue about the Managed Approach; and for stakeholders to identify issues and questions they feel would be useful for the review.

The stakeholder workshop was run as a facilitated community inquiry process involving small and whole group dialogue, and participatory appraisal (using post-its and posters to enable views to be shared anonymously in response to key questions).

It focused on the three main areas:

1. Exploring people's understanding of the Managed Approach.
2. Assessing progress of the MA in response to strategic objectives and perspectives on change since its inception.
3. Reflecting on the community appraisal data in order to help generate questions for the IR.

After reviewing the findings from the stakeholder workshop, appropriate adjustments and refinements were made to the initial methodological approach which are outlined below.

4.3. Data collected by the Independent Review Team.

Ethical clearance to collect all data for the IR was applied for and given by the *University of Huddersfield HHS Research Ethics and Integrity Committee* in July 2019.

Data collection by the IRT involved employment of both quantitative and qualitative research methods. A summary of all research methods used and their corresponding analyses is presented in Table 4.1.

Table 4.1. The different data collection and analyses used to facilitate the independent review of the MA.

Method of data collection	Mode of data collection
Qualitative	Initial stakeholder workshop to identify key themes and questions involved
Qualitative and qualitative	Previous surveys and reports on MA (2016 and 2018)
Quantitative	Incident report data provided by Safer Leeds
Qualitative	5 Focus groups (semi-structured) interviews.
Qualitative	30 individual (semi-structured) interviews (SoE, LCC, SL, WYP, Community leaders, MP., Sex workers, professional support services)
Qualitative	Data collected from our attending public meetings including 'Listening Well' and Voice of Holbeck meetings
Quantitative and qualitative	Data presented on the 'save Our Eyes' website
Quantitative	Residents survey (electronic) leafleting of 1940 residencies in Holbeck,
Quantitative	Business survey. 72 Holbeck businesses contacted. 2 completed.
Quantitative	Holbeck rapid street survey[8] 26 people participated.
Qualitative	Final Stakeholder 'findings' presentations. Four separate 'feedback sessions' were held 1. Safer Leeds and LCC, 2. Statutory partners, support agencies, and elected members, 3. Residents and community reps 4.On-street sex workers.

All field work and data collection took place between June 2019 and March 2020.

[8] The 'Holbeck Rapid Survey' was conducted in response to achieving a poor response rate to the residents' survey. It consisted of a shorter version of the residents' and business', completed face-to face with residents and workers of Holbeck on the 5/3/2020.

All data collection dates (e.g. interviews, focus groups and surveys) are available on request.

4.4. Data collection methods used

4.4.1. Focus group interviews

Three focus group interviews were conducted with Holbeck residents (Ingram Gardens Community Centre, Voice of Holbeck, and a group of women residents) comprising a total of 18 participants.

Two focus group interviews were conducted comprising MA statutory partners and professionals (e.g. Forward Leeds, LCC Cleansing, Sexual health Services)).

4.4.2. Individual interviews

A total of 30 people were individually interviewed regarding the MA; these comprised:

- 3 WYP officers
- 2 Elected Council Members
- 6 Safer Leeds and LCC personnel
- 12 on-street sex workers
- 2 people from Basis and the Joanna Project
- 2 people from Save our Eyes
- 1 prominent community representative
- 2 people that were important in the introduction of the MA in 2014

4.4.3. Attendance at 'Listening Well' meetings

IR Team members attended 5 different 'Listening Well' meetings, each was hosted by a different community group including; Ingram Road School, Holbeck Christian Fellowship and Save our Eyes). Each meeting was attended by up to approximately 50 people comprising residents, local business people and key strategic leads for the MA. The purpose being that the strategic leads 'listen' to the concerns, views, ideas and experiences of the local community. Although there was a common core of attendees, each meeting was also attended by different people from the communities of Holbeck.

Data collected was analysed and incorporated into the IR and is reflected in the findings.[9]

4.4.4. The Holbeck Residents' Survey (online)

A survey was developed to identify whether (and to what extent) residents of Holbeck felt that the MA had met its strategic aim of 'reducing the impact of on-street sex working on residents and businesses in Holbeck'.

A total of 1940 survey leaflets, in white envelopes, were delivered (via Royal Mail) to all households within the postcode LS11 (sector 9 -for Holbeck), each with a unique passcode to the online survey and instructions on how to access and complete the survey.

[9] We understand that a report of the meetings was commissioned and we were asked to acknowledge its findings in in the independent review. To date we have not received or been privy to this report.

The survey leaflets also advertised a dedicated 'drop in session' for those without internet access or in need of technical assistance. The drop-in session was held on 6th January 2020.

In January and March 2020, due to a very poor survey respondent rate, the survey was also advertised on the following Facebook community groups Save Our Eyes [members=600], Save Our Beeston, Cottingley and Holbeck [members= 9,427], and Leeds 11 Community Group [members=3,200]. Those who met the 'resident criteria' were sent a unique password and instructions for how to take part. Unfortunately, his only increased the residents' response rate by 30 (25%). Two who responded did not meet the residents' criteria and so were not included in the analysis.

In total, 120 people completed and returned the survey, despite us providing a drop-in night at the Holbeck for those not able to complete an online survey and the re-leafletting of 300 residencies in Holbeck. Considering 1940 households received an invitation to take part and an individual electronic link to do so, the 120 respondents only represented 6% of Holbeck households and so the findings cannot be taken as representative of the people of Holbeck.

That said, in terms of the demographic make-up of resident respondents there was

(i) An even distribution of males and females.
(ii) Responses from a variety of age groups ranging from young adults aged 19 years to older residents aged up to 79 years.
(iii) Resident respondents had lived in Holbeck for on average 14 years, with some new to the area and some who have lived in Holbeck their entire lives.
(iv) The type of households that respondents lived in was a mixture between apartments and houses.
(v) 41% indicated that they were a member of a community group (e.g. SoE, VoH).
(vi) 64% of respondents outlined that they were happy living in Holbeck.

4.4.5. The rapid street survey

A rapid survey (which was a shortened version of the online survey) was created to further explore residents' and those who work in Holbeck's perceptions of the MA and its progress against the strategic aim of reducing the impact of sex work on the residents and businesses of Holbeck

A total of 26 people participated in the short-survey from a total of 45 randomly identified (i.e. they happened to be present in Holbeck on the day of the rapid survey). Of these:

- 62% were male and 38% female
- The average age was 43 years of age but the ages ranged from 17 – 82 years.
- 62% lived in Holbeck
- 46% worked in Holbeck

4.4.6. IR Findings 'feedback' sessions to stakeholders

On completion of the preliminary findings of the IR it was decided that a final Stakeholder feedback session would be held to

I. help gauge the reception and likely responses to the IR findings
II. help decide how best to frame and present the findings in the IR report

In March 2020, UK Government social distancing restrictions in reaction to the Covid-19 pandemic, made holding one feedback session inappropriate, so four sessions were held using 'Zoom' conferencing software: (1) Strategic MA leads (Safer Leeds, LCC, WYP); (2) statutory partners and MA support professionals (e.g. Cleansing team, Basis, the Joanna Project, Forward Leeds, LCC ASB Unit); (3) on-street sex workers; and (4) residents and community representatives.

All stakeholder feedback was discussed within the IRT and has influenced the presentation and terminology used in this report.

4.5. Materials

The same schedule/set of questions was used in all individual and focus group interviews.[10]

All interviews were recorded on password protected digital-recorders. Data was stored on a University of Huddersfield network computer and all were transcribed for analysis.

Electronic residents' survey and rapid street survey data was collected using Qualtrics software and stored on a University of Huddersfield network computer.[11] It was then analysed using IBM-SPSS (v26) statistical software.

4.6. Additional data used

The IR Team had an initial meeting in June 2019 with the Principal Analyst for Safer Leeds, regarding analyses of the MA from partnership and Police recorded crime data, with all Safer Leeds reports from 1/1/2019 to 31/02/20 provided.

Other data provided is presented in Table 4.2.

Table 4.2. Data provided to the IR Team

Calls/contacts with WYP via the MA dedicated line
Safer Leeds data (MA 4 weekly update reports)
Ugly Mugs
Save our Eyes (website postings, blogs and reports of sex working problems for 2017)
Ingram Road Primary School parent's survey (conducted by Voice of Holbeck in July 2019)
Voice of Holbeck meetings (IRT attendance at 2 meetings)
Cleansing Team Data

[10] Interview schedules used are available on request from j.roach@hud.ac.uk
[11] Both survey templates used are available on request from j.roach@hud.ac.uk.

Chapter Five: Key Findings

5.1 Introduction

This chapter presents findings pertinent to the key questions detailed in the original ITT document:

- Have the right things been done?
- Have things been done well?
- What results have been achieved?
- How do the results compare with alternative interventions?
- How could things be done better in the future?
- Are the results sustainable?

5.2. Have the right things been done?

5. 21. Partnership working

> "*The communication and engagement with all stakeholders are much better than it was early-doors. Needed to be a more direct relationship with all and not just their reps (e.g. agencies, VoH). This is getting better*" (L1).
>
> "*Community involvement was poor in the past. A brief survey but the consultation was not good enough. Now Holbeck is getting a lot of attention. Face to face relationships with SL and Police etc. Much more organised community*". (IR1).

Management of the MA began to change as a result of the community and MA strategic leads meeting held on the 4th October 2017, where residents strongly stated to the police, LCC and other partners (including Elected Members) that the MA was failing to improve the effects of street sex work on their everyday lives. Furthermore, they felt that it had appeared to make things worse and that they were angry at the police, Council and others involved with the MA for "*not recognising that the MA was failing them and not doing anything about it*" (FG1/1).

As stated previously, the summer of 2016 was consistently referenced by many residents as a particular point when the impact of on-street sex work was at its greatest. This was noted in terms of the frequency and amount of sex-litter and used needles that were found.

The common consensus is that up until 2018 the Managed Approach had not been 'managed' and was consistently referred to by our interviewees as the 'Unmanaged Approach'.

5.2.2 Managing the Managed Approach

Many allied professionals, police, LCC, and some residents identified the community engagement that commenced in October 2017, and particularly the appointment of Paul Money as Chief Officer of Safer Leeds in May 2018, to represent a key turning-point in the development and implementation of a more co-ordinated, structured and partnership-orientated MA.

In 2018, the partnership introduced the already established (e.g. The UK College of Policing) command structure model that sees different strands of activity carried out at Gold, Silver and Bronze levels. This is a model consistently used to assist the effective management of critical incidents and more complex partnership operations and ensures that any interdependencies or potential conflicts are managed effectively, while ensuring clarity of command and purpose. The three levels comprise:

Gold – Overall strategic command of the MA
Responsibility - Setting overarching strategy that all other plans must take account of, appointing Silver and ensuring resources are available to meet the objectives set in the strategy.

Silver – Coordination of the various individual strategies to ensure they reflect the overarching Gold Strategy and Threat Assessment.
Responsibility – develop a Silver tactical plan that meets the Gold Strategy and the delivery of strategic objectives.

Bronze – The control and deployment of functional resources in line with the Silver Tactical Plan
Each partner is responsible for tasking and manage their own group of resources and for carrying out functional activities through tasking from the Silver Level Group. The Bronze Level roles require specialist knowledge, skills and expertise and are allocated by Silver to individuals or post-holders who are appropriately trained and competent.

In the MA command arrangements there are various Bronze roles and specialisms as determined by Silver Command; these include:

- community Engagement
- media
- street cleansing
- policing team
- ASB Team
- specialist safeguarding support to sex workers,
- strategic Commissioning – supporting sex workers into pathways associated with housing, substance misuse, physical and mental wellbeing, financial support etc.

"*The Silver Group membership is wholly reflective of these roles and no others*" (SL/1)

For these arrangements to work effectively there needs to be strong connections running through Gold Silver and Bronze underpinned by information sharing agreements that allow agencies to work together appropriately within the structure (dependent on their role) to share (sometimes) sensitive information in order to better understand the residual or dynamic threats and risks and adjust plans accordingly.

Under this MA management structure, community representation is only possible at the Bronze level due to General Data Protection Requirements (GDPR), a point re-visited in the IR recommendations section in Chapter 9. Nevertheless, it is widely considered that the introduction of this management structure to the MA has given it the effective governance, coordination and organisation lacking previously.

We found the 'Listening Well' meetings, useful for providing an environment in which residents and community representatives can share their thoughts, feelings, and experiences, with those strategically responsible for the development and management of the MA (e.g. the Director of Communities and Environment, the Chief Officer of Safer Leeds, the Executive Member for Communities, the Leeds WYP District Commander and local Elected Members).

Although each meeting was attended by a 'core' of attendees, there was also additional voices with different accounts of their experiences of the impact of on-street sex work on their lives. Many of these accounts, were deeply personal and in some cases 'traumatic,' although incredibly important, were situated quite far back in time, often before the MA was introduced (as was found with participants in Focus Group 4).

Partnership working and community consultation have in the main seen much improvement. This was acknowledged by both partners and residents alike:

> "*We did not involve stakeholders as much as we should have in 2014. If we had then it might not have been so bad, had we kept in touch with all the stake-holders. We go back and check regularly now*" (L1).

5.3 Have things been done well?

There still remains a degree of anger and resentment harboured by some residents when recalling how the MA was devised and introduced in 2014.It is commonly referred to and expressed at 'Listening Well' meetings. Our interviews with residents are replete with a sense of resentment at the way the MA was introduced:

> *"In the beginning the focus was very much on the women rather than the men. Their goal at that point was just to move them back to 'the zone'" (*FG5/04).
>
> *"It was about 'the women'. The community came last*" (FG1/04).
>
> "*It was an experiment*" (Int 2).
>
> "*At the time (2014) I thought this is positive, not just criminalising the women but helping them to get out of that life. It felt like a pilot rather than set in stone forever"* (FG5/03).

This is contested by some Elected Members, LCC, and WYP who remember it differently:

> "*The community was invited to the meetings but only six people turned-up. Residents thought the MA sounded like progress*" (WYP2).
>
> "*We conducted a survey of local residents and businesses in Holbeck before the MA was introduced*" (E1).

In the past few years there has been a palpable reduction in the anger felt initially by many residents about the way that that MA was introduced in 2014 and then made permanent in 2015. This is primarily due to the 'Listening Well' events and to the campaigns by residents' groups (i.e. Save our Eyes and the Voice of Holbeck) to be included in the governance structure of the MA (representation at 'Bronze level'). For example:

> "Feels like the residents are more respected and that something has changed. Listening Well events are really good natured" (IR1).

5.31. The early performance of the MA.

It is fair to say that the MA neither functioned or performed well in the early days of its operation. LCC, WYP, and residents who took part in the IR all agreed that, for various reasons, the MA was not effective from 2014 -2018:

> *"It did not work in the beginning. It wasn't managed as well as it could have been*" (WYP2).
>
> "*In the initial stages less women were seen working. But then it became public knowledge and it became more obvious*" (FG5/2).
>
> *"Previously the plan looked good (MA) but the execution was flawed*" (S1).
>
> "*For a while we did not have the right resources in place and it wasn't happening…when we became aware of it we acted and made sure things were put in place*" (L1).

Consensus was also found regarding what events helped precipitate a change in the resourcing and function of the MA from 2018 to the present day. 2017 was a watershed year when the impact of street sex working on residents and businesses escalated. Reports to police also increased and in 2016 Save our Eyes was formed as a response to the commonly perceived failings of the MA:

> "*The 2017 community meeting was the key turning-point. Strength of feeling was shown, which led to a dedicated policing team*" (WYP1).
>
> "*In 2017 certain sections of the community did not think that we were 'managing' the approach and they were right. What we said we were doing in terms of the objectives were not being done"* (S1).
>
> "*From 2017 meeting (300 people) things have got much better and I make sure that I am now fully-briefed. I did not know then how bad things were going. It was every bit as bad as they were saying'. Now I make sure I am fully briefed*" (L1).
>
> "*Save our Eyes started in 2016 as a response to the increase in ASB etc. Dedicated calls and reports were collected. We reported our figures and compared them to the police ones. There was no dedicated police team or joined-up management and thinking. S0E forced change*" (IS2).

5.4. What results have been achieved?

5.41. Resourcing

As previously highlighted, the MA did not have a dedicated policing team until October 2018 and was not considered 'fully resourced' until November 2018. Up until that point it was generally considered as under-resourced and therefore not optimally effective. It is considered by LCC, WYP, and partners to have been fully resourced since 2019, which is both a significant achievement and commitment:

> *"It didn't have enough dedicated police resources initially. Just a stretched NPT being pulled elsewhere*" (L1).

The common police and LCC opinion are that since November 2018 police resourcing is now at the correct level:

> "*It is resourced now as it should be. It has taken some repairing of relationships*" (WYP2).

> "*There has been a significant improvement. No other issue in Leeds is getting a dedicated police resource to it"* (WYP2).

> "*We have a much better understanding of the cohort of women now"* (WYP3).

5.4.2. Shifts in thinking over time

Significant shifts in thinking have occurred with regards on-street sex work since the introduction of the MA in 2014. For example, it was commented by one statutory partner and one resident that:

> "*We are in a different place now compared with 2014 to 2016*" (L1).

> "*It feels like a move towards a Nordic model. A compassionate approach, dedicated police officer team, dedicated number, lot more visible*" (IR1).

This change has been mirrored by the change in police guidance at a national level (identified in Chapter 1) where the MA signified a move away from an enforcement led to an 'adult protection' and 'safe-guarding' approach to those engaging in sex work. Indeed, there is some evidence to suggest that the MA has had a strong influence on policing policy and guidance at a National level (e.g. NPCC Guidance 2019).

5.4.3. An increase in the reporting of crimes to police against on-street sex workers by on-street sex workers

One of the principal reasons for the introduction of the MA was that previously there was a serious under-reporting of crimes against them by on-street sex workers. Data supplied by Safer Leeds (shown in Table 5.1) shows that the reporting of crimes against on-street sex workers has increased since the introduction of the MA; with more than double the number of crimes of violence reported since the introduction of the MA. This is substantiated by interviews with on-street sex workers presented later in the report. This represents a significant achievement against this key objective.

Table 5.1. The increase in reporting of crimes by on-street sex workers before and since the MA

Incidents reported per annum	Before MA	Since MA
Violence with injury	20	46
Violence without injury	13	55

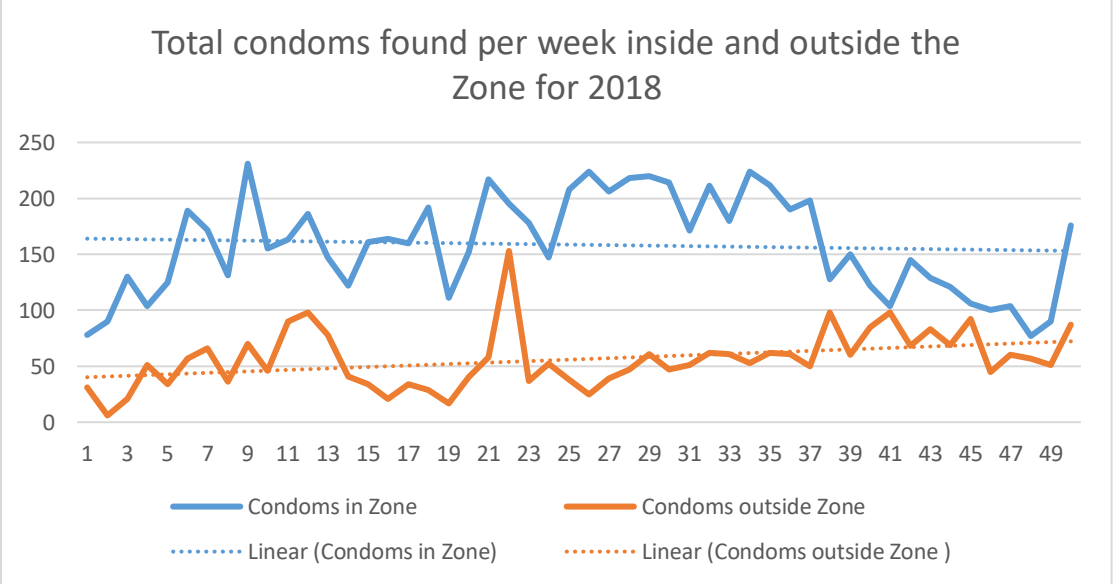
5.4.4 Environmental cleansing (keeping Holbeck clean)

The occurrence of sex litter (e.g. used condoms for instance) and drugs paraphernalia[12] (e.g. used needles) are considered to be one of the major ways that street sex work impacts on the residents and businesses of Holbeck.

There has been significant improvement in this respect, with Holbeck described by several interviewees as "*the cleanest area in the City of Leeds*" (FG1/05). The cleansing of sex-litter and drugs paraphernalia is a major success of the MA in the past two years.

According to data kindly supplied by the LCC Cleansing Team, up until the end of 2018 the amount of sex litter found in Holbeck was increasing. Figure 5.1 illustrates how the amount of sex litter collected every week by the Cleansing Team began to fall throughout 2018, whereas litter collected in residential areas increased.

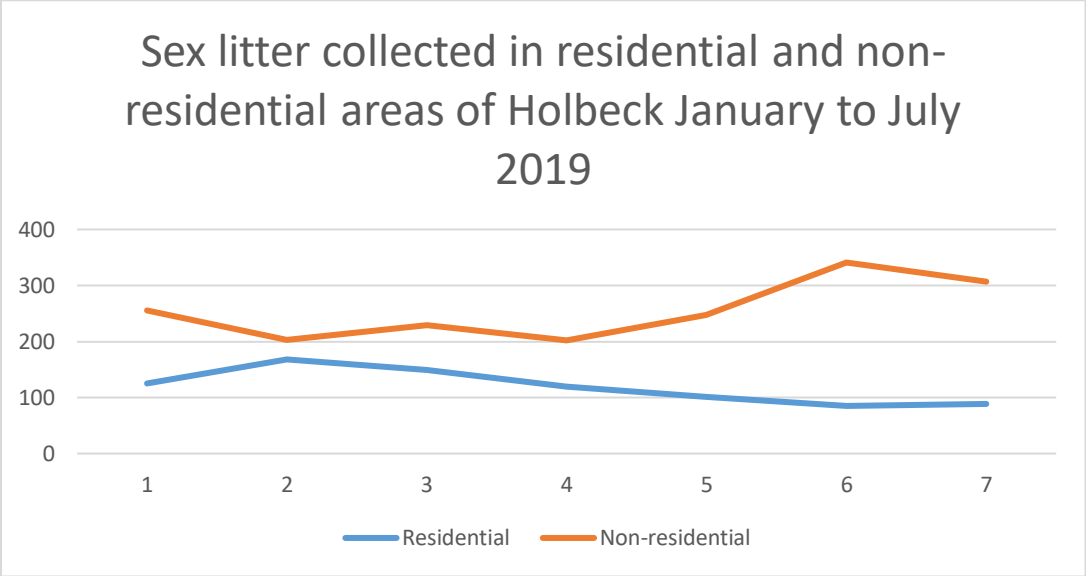
Figure 5.1 Total condoms per week in 2018 collected both inside and outside of the Managed Zone/area by the LCC Cleansing Team.



For the period January to July 2019, things appeared to improve significantly with less sex litter being recovered from residential areas of Holbeck when compared with that collected from the 'managed area' (as shown in Figure 5.2).

[12] It must be noted that there is no evidence to suggest that the presence of street sex work in Holbeck is indeed wholly responsible for the amount of drugs paraphernalia found, as most residents accept that Holbeck does have drugs use issues irrespective of on-street sex work.

Figure 5.2 The amount of sex-litter collected per month in residential and non-residential areas of Holbeck by the LCC Cleansing Team



Data collected from interviews with residents supports this finding that the environment of Holbeck has been greatly improved since the end of 2018, with special praise for the LCC Cleansing Team. For example:

> "*The Cleansing Team are marvellous. They never complain and remove needles and condoms without question*." (FG1/2).

> "*Sex litter was a problem until we responded with Cleansing Team clearing the rubbish early mornings*" (LC1).

The LCC Cleansing Team currently claim to have an impressive average response rate of six minutes to reports by residents and businesses finding sex-litter and drugs paraphernalia.

5.4.5. Liaison and Diversion for sex-buyers who break the MA rules

> "*The diversion work. A 90 min meeting with police to talk about their impact of buying sex. We need to give it longer to see if this works and how. Still more work to be done rather than just arresting and prosecuting*" (WYP/2).

This quotation refers to the scheme recently adopted whereby those who are caught breaking the rules enter a 'Liaison and Diversion' process and attend a 'diversion workshop'. If caught again then they could face a formal caution and fine. As of January 2020, 55 men had attended the workshop and none had been caught again. This process needs reviewing over a longer period to see if it is sustainable but has been successful so far.

5.4.6 Communication and cooperation between those governing the MA and residents of Holbeck

Another result achieved in the past 18 months has been the improvement in relations of those governing the management of the MA and residents and businesses in Holbeck. For example:

"*The communication and engagement with all stakeholders is much better that we were early-doors. Needed to be a more direct relationship with all and not just their reps (e.g. agencies, VoH). This is getting better*" (L1).

"*Community involvement was poor in the past. A brief survey but the consultation was not good enough. Now Holbeck is getting a lot of attention. Face to face relationships with SL and Police etc. Much more organised community*" (IR1).

5.5. How could things be done better in the future?

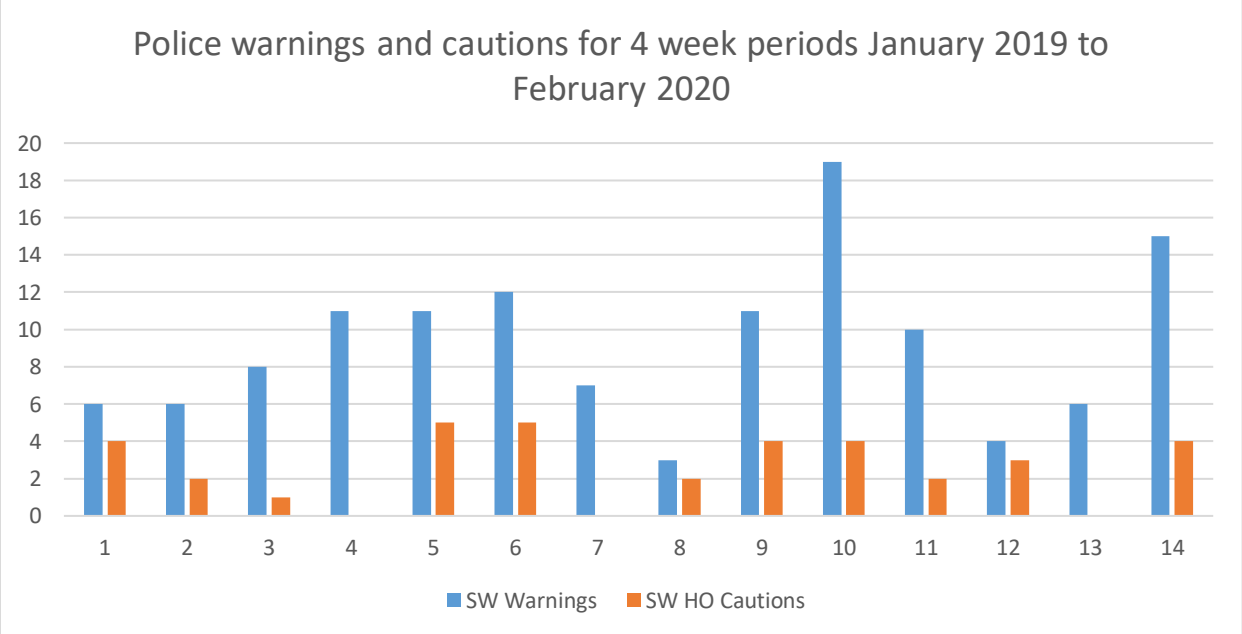
5.51. The Managed Area

As will be discussed in the next three chapters, opinions vary on whether the Managed Area has worked well. For example, one resident commented:

> *"If the powers that be weren't so damn naïve about the girls obeying the rules then we wouldn't be here now*" (FG1/1).

This may, however, reflect more of a 'perception issue' for many; The dedicated MA policing team data relating to the number of warnings and cautions that they have given to on-street sex workers in Holbeck, from January 2019 to February 2020, shows that the rules are being enforced. This is presented in Figure 5.3:

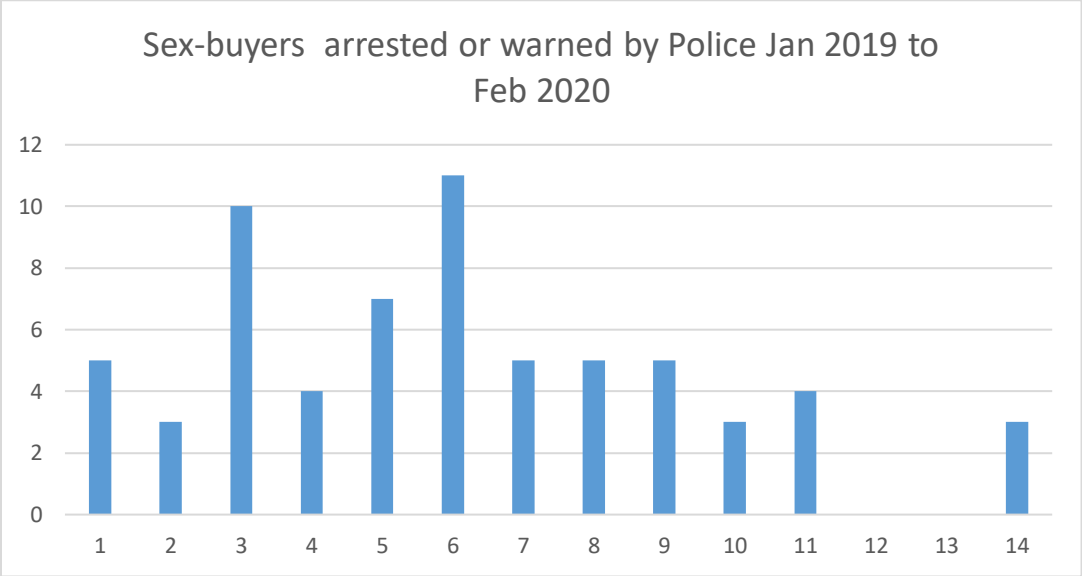
Figure 5.3 Warnings and cautions issued per month to on-street sex workers in Holbeck by police January 2019 to February 2020



As can be seen in Figure 5.3, the overall trend for both is a slight decrease, but from conversations with the dedicated MA policing team, it appears that many of the cautions were given to the same small group of on-street sex workers. This suggests that those that transgress the rules are small in number, with a significant percentage adhering to the MA rules.

Adhering to the MA rules of course applies to those who buy on-street sex. Figure 5.4 shows the number of 'sex -buyers' per month arrested or warned by the dedicated MA policing team:

Figure 5.4. The number of 'sex -buyers' per month arrested or warned by the dedicated MA policing team.



On-street sex-buyers that break the rules are also dealt with by the dedicated MA Policing Team. As can be seen in Figure 5.4 the number arrested or warned by police is highest during the lighter, summer months than in the winter.

From interviews with LCC and WYP, we found additional evidence that those who buy on-street sex were penalised if they did not adhere to the rules set. For example:

> "*Yes, they are now. We are taking- action against kerb-crawlers. Holbeck is the only place in Leeds where this happens*" (L1).

An important finding here is that this element of the enforcement of the MA rules was not generally known to residents.

5.5.2. Sustainability and the future

Although a large majority of residents, statutory partners, support agencies and on-street sex workers when interviewed by the IR chose the option the MA 'was doing okay but needed to change', opinions on what that 'change' meant were varied. Below are a few examples given by interviewees with a fuller discussion in the recommendations section (Chapter 9).

> "*This (MA) needs to feed into a national policy. Not a small part of Leeds*". (FG5/03).

> "*My concern is that if we say that it is not working and we're going to stop it then it will go back to 2014*" (FG5/01).

> "*You can have the approach without the fixed zone. Take that out and keep the support for the women and cleansing*" (FG5/03).

> "*Full commitment to resource the MA. We can't go back to the early days. If we did then we would have to do with the onslaught that would follow from the residents etc.* "(L1)

'I'm not wedded to the MA. As long as it seems to work then I'd like to keep it. If indeed it is. It may need tweaks. I think it will organically move again and may not need to exist in the future. As prostitution becomes even more behind closed-doors". (L1)

5.5.3. Media representations of the MA

Engagement with the media has been detrimental to the perceptions of the MA and of Holbeck. When the MA was introduced in 2014, the decision was taken by 'partners' to not 'publicise' it at all, so as to not attract unwanted media attention or to 'attract more sex work' (EM/1).

As previously highlighted, several unanticipated events, namely the tragic murder of Daria Pionko in 2015, attracted media attention.

In sum, we found that most view the media coverage of the MA to date as 'unhelpful' at the very least:

"*The publicity and media coverage have not been helpful. The public perception is that prostitution is legal. That is not true. There is a certain area at certain times in a specific part of Holbeck where it is sort of permitted*" (FG5/05).

Further information about the impact of the media on sex workers can be found in Chapter 8.

Some residents' groups consider that media involvement was vital to highlight the 'Holbeck experience' and to be heard by LCC and WYP in order to precipitate necessary change (IS/2). This was echoed by some police interviewees:

"*The media have had a massive impact. The residents believed the stories but this did force changes and progress*". (WYP1).

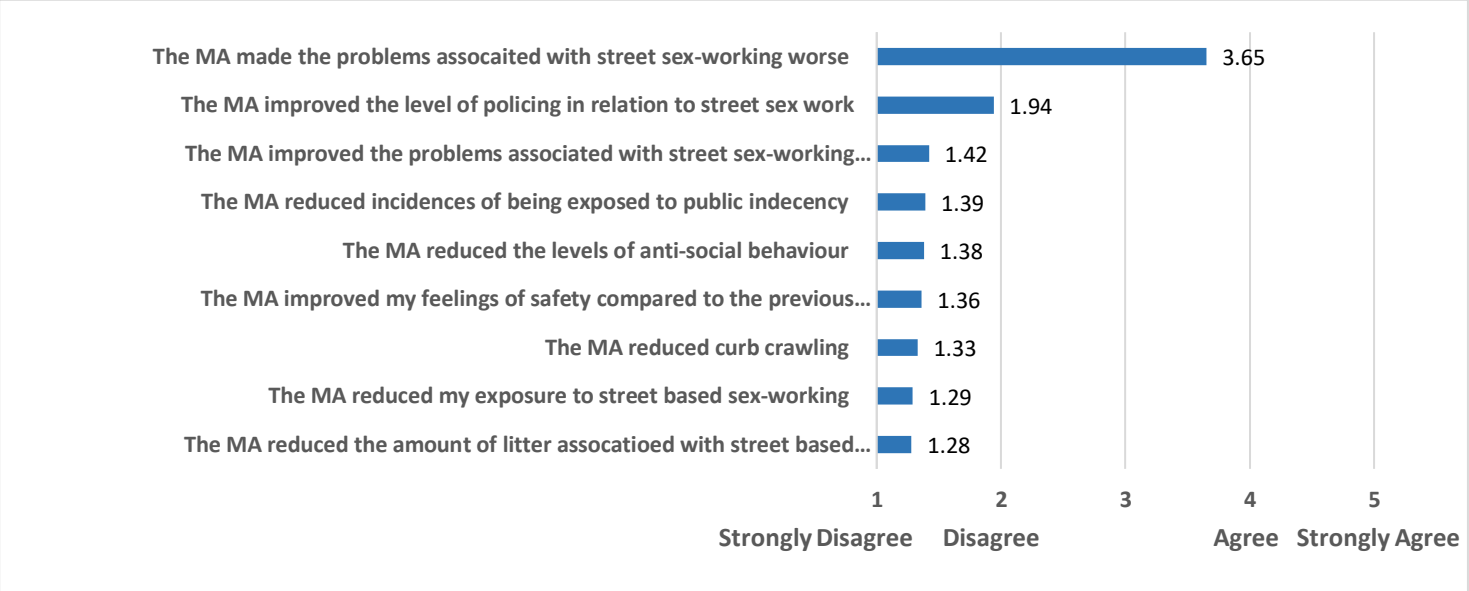
Deliberate use of media by resident groups may have highlighted what were generally agreed to be the early failings of the MA, but also helped to establish an indelible link between the managed area (or 'Zone' as it was previously referred to) and Holbeck. One resident said that the media had played a significant effect as:

"..*the Managed Approach as a name is tarnished. Time has not really healed anything. People are just aware of 'the zone' and nothing else*" (FG5/04).

The principal finding in terms of media representation effects is that it has been something of a 'double-edged sword', highlighting the perceived failings of the MA and acting as a catalyst for improvement. However, this is at the cost of linking Holbeck with sex work and the erroneous label of being a 'legalised red-light area'.

Figure 5.5. shows the resident survey results for those respondents that took part. As outlined below, respondents did not in general consider the MA to have made improvements, although it should be noted that only 69% of respondents said that they lived in Holbeck before the MA.

Figure 5.5– Resident respondents' views on whether the Managed Approach has met its aims.



The next three chapters present the findings relating to achievement for each of the MA strategic aims will be presented. We deliberately start with the more general aim of 'reducing the prevalence of street-based sex working, before moving to the two more specific aims. To recapitulate, these are

- To reduce the prevalence of street-based sex working.
- To reduce the problems caused by street prostitution to residents, and businesses which currently suffer from such nuisance;
- To better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life;

Chapter Six: Findings for the strategic aim:
To reduce the prevalence of street-based sex working in Leeds.

Key Findings

- **Evidence indicates that the MA has reduced the prevalence of on-street sex workers in Leeds**
- **Evidence suggests that the impact of on-street sex working on residents has reduced.**
- **To date, 55 male on-street sex buyers have completed the Liaison and Diversion scheme for breaching the MA rules, with none caught breaking them again.**
- **'Prevalence' as an aim needs clarification (e.g. it can mean a reduction in numbers or in the impact on residents).**

6.1. Introduction

This chapter looks at performance of the MA against this strategic aim and suggests that the term prevalence itself is currently too ambiguous for performance to be measured reliably.

6.2. Has the MA reduced the prevalence of on-street-based sex workers in Leeds?

Some residents interviewed stated that in their view the introduction of the MA had initially attracted more women to on-street sex working in the Holbeck area, including some from outside of Leeds and West Yorkshire, namely to meet an increased demand for on-street sex and misinterpretation/misunderstanding of the MA:

> "*As soon as the MA became known there was an influx of girls from Bradford, Wakefield and from much farther afield. It was seen as a place for legalised prostitution"* (ISE/2).

> "*Previously you knew most of the working girls. After the MA was too many to know*" (FG1/01).

Although there is no firm evidence to support such early perceptions of the initial impact of the MA on prevalence, likewise evidence supporting a reduction in the number of on-street sex workers due to the MA is equally lacking. Safer Leeds, however, have reported that 21 women 'exited' on- street sex work in the last twelve months under the MA, but as will be discussed, 'exiting' is a highly complex and ambiguous term.

Arguably, a somewhat more tangible finding is that relationships between on-street sex workers and police has vastly improved in the last few years, backed up not just by police interviewees but also allied support service people and on-street sex workers themselves (see Chapter 8 for more discussion). 'Police contact (this does not mean confrontational or enforcement contact) with on-street sex workers in Holbeck, by the dedicated policing team since January 2019 is displayed in Figure 6.1

Figure 6.1. Dedicated MA police team contact with on-street sex workers per four- week period January 2019 to February 2020

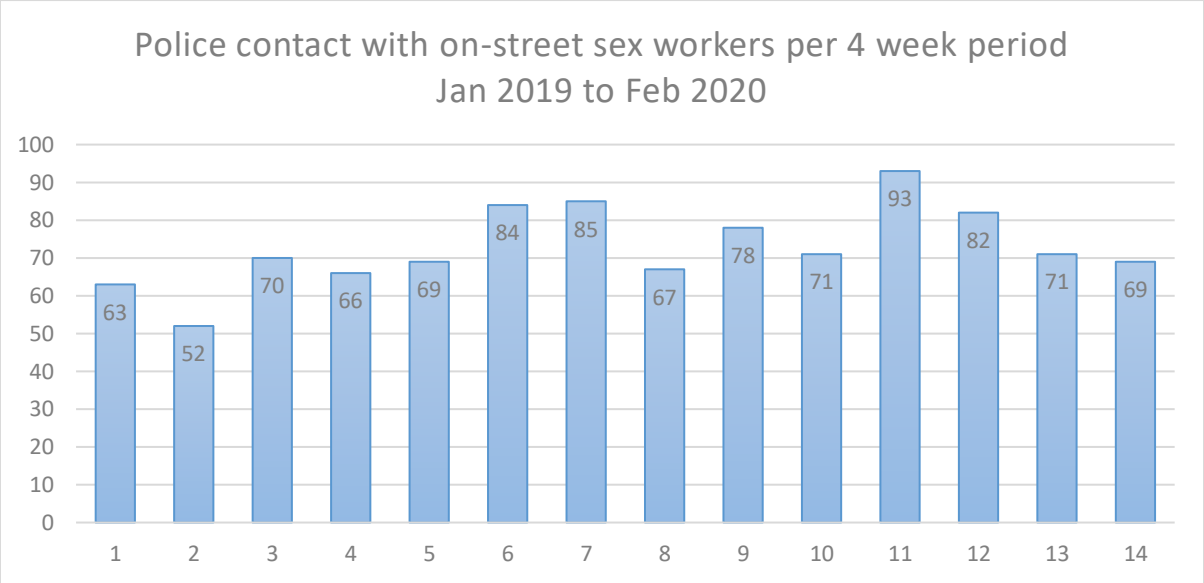


Figure 6.1. shows that dedicated MA police monthly contact with on- street sex workers has remained relatively stable over this period, but this is likely to be somewhat has been disproportionate (i.e. contact with some has been much more frequent than for others).

Although 'police-sex worker contact' (as long as 'non-confrontational') is generally considered to be indicative of better relationships (e.g. building rapport or simply having a chat), this does not help discern whether the cohort of on-street sex workers has been reduced by the MA.

One important question raised by several residents and allied support agency interviewees, is what does 'exiting' on- street sex work actually mean/constitute? From our interviews with support agencies, it is clear that leaving on- street sex work is not a linear process and that as a term it fails to acknowledge the complexities involved. It was felt that reducing or exiting sex work for instance are difficult outcomes to measure. As one interviewee commented:

> "*It's not always clear cut with exit, we desperately want that to be true, all of the women that we see we want them to live a totally different life that's free from addiction and that is thriving and that they're not on the street every night, but I think success looks very different to what the community of Holbeck would like it to*" (Professional FG1).

Drug and alcohol dependency were identified by all those who participated in the IR to be one of the key drivers for engaging in on-street sex work and one of the main barriers to reducing its prevalence. This will be discussed further in relation to strategic aim three in Chapter 8.

6.3. Has the MA reduced the prevalence of on-street sex working in Leeds?

As previously mentioned the MA has incorporated specific '*Liaison and Diversion Pathways'* for both sellers and buyers of on-street sex. Table 6.1. shows the number of arrests and warnings for January 2019 to January 2020 (data supplied by Safer Leeds).

Table 6.1. Arrests and warnings given by the Dedicated MA Policing Team January 2019 – January 2020

Arrests and warnings since Jan 2019	*Male not complying*	*Female not complying*	*Other arrests*	*Home Office Cautions*	*Warnings*
Number	55	6	42	30	67

As can be seen in Table 6.1. a total of 55 'sex buyers' were found breaching the MA rules in this period. None to date have been found to have breached again.

It must be noted that a relationship between greater adherence to the MA rules and a reduction in the prevalence of on-street sex working can only be taken as an (albeit logical) assumption, as there is no direct measure of the effect of one on the other.

Many interviewees stated that they felt the MA aim of reducing the prevalence of on-street sex working to be problematic and this is discussed in the following two chapters.

6.4. What does prevalence actually mean?

An important finding relating to strategic aim 1 was that the term 'prevalence' was found to be ambiguous, with interviewees interpreting the aim and measurement of performance against it in at least four different ways:

1. It refers to a reduction in the number of on-street sex workers.
2. It refers to on-street sex workers working less.
3. It refers to the amount of sex working being limited by the MA rules (i.e. not between 6am and 8pm).
4. It refers to a reduction in the amount of on-street sex work in residential areas.

This is an important finding in terms of measuring progress against this MA strategic aim, for example:

- If cohort of women fluctuates from 60 -90 is it fair to say that an increase represents failure to achieve this aim?
- If it becomes zero (e.g. it is displaced to off-street working) then is this success?
- Or is a stable number of on-street sex workers a measure of success?

This point is important if performance against this strategic aim is to be assessed appropriately.

Chapter 7: Findings for the Strategic Aim:
To reduce problems caused by on-street sex working to residents and businesses which currently suffer from such nuisance

Key Findings:

- **Residents and business feel that the impact on them got worse until the last 12 months**
- **Residents and businesses generally feel that the impact has been reduced in the last 12 months**
- **Volume and nature of calls to dedicated line suggest that the impact on residents has reduced.**
- **Cleanliness in Holbeck has been greatly improved**

7.1 Introduction

This chapter will present the findings for the performance against this strategic aim from the perspectives of

- Police, Safer Leeds, Leeds City Council and statutory partners
- Residents
- Businesses in Holbeck

7.2. The police and partners perspective

7.2.1. Analysis of calls to the dedicated MA line (WYP and SL data)

A dedicated line for residents and businesses to contact police to report street sex work related issues was introduced in March 2016, however the dedicated MA police team was not fully complimented until November 2018.

Data pertaining to calls to the dedicated MA line was collected from the 1st January 2019 and has continued to be so since. Figure 7.1 displays the number of contacts (calls) to the dedicated MA line per month from January 2019 to February 2020. Although the trend line shows a very small increase across the 14 months, further analysis identified that this might be explained by an

increase in the number of calls not directly relating to on-street sex working or where no issues were found (shown in Figures 7.2 and 7.3).

Figure 7.1. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020

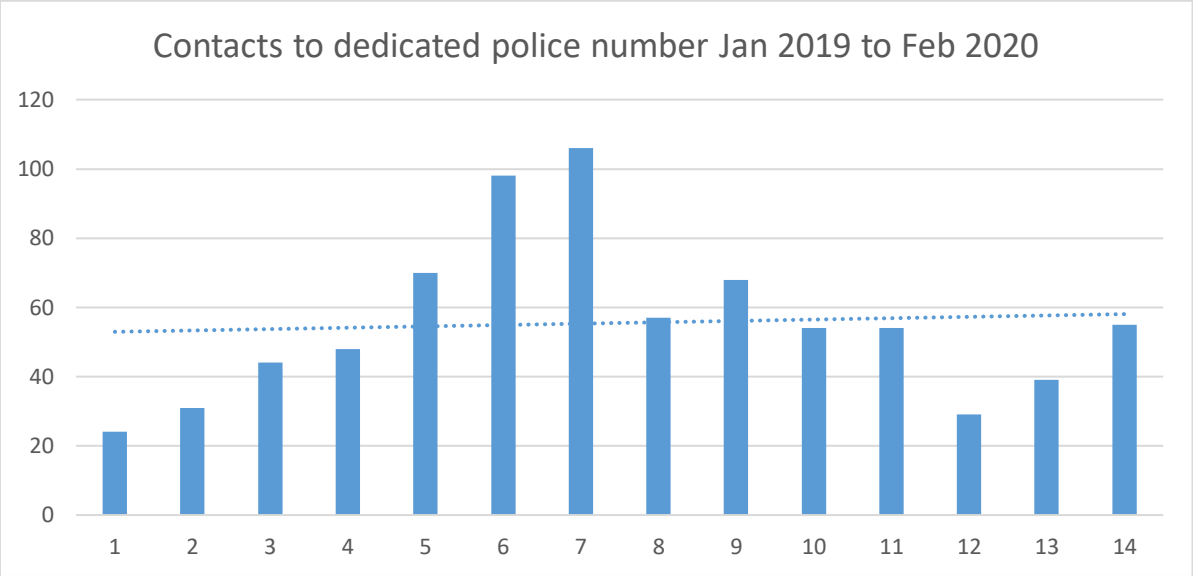


Figure 7.2. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020found not relating non-street sex work issues.

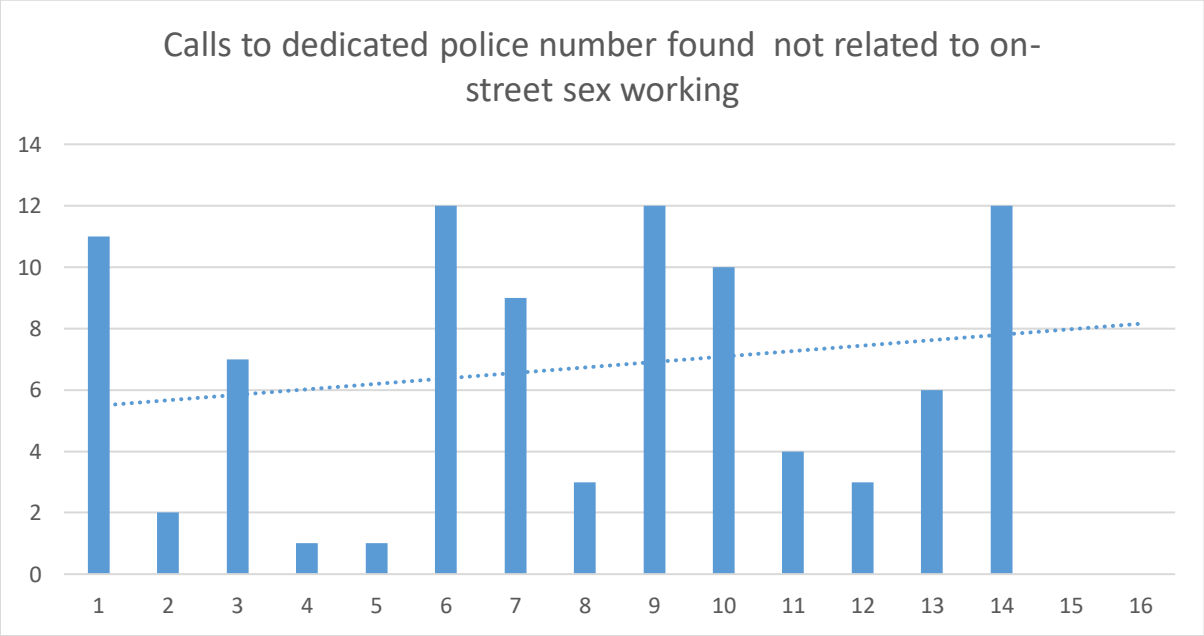
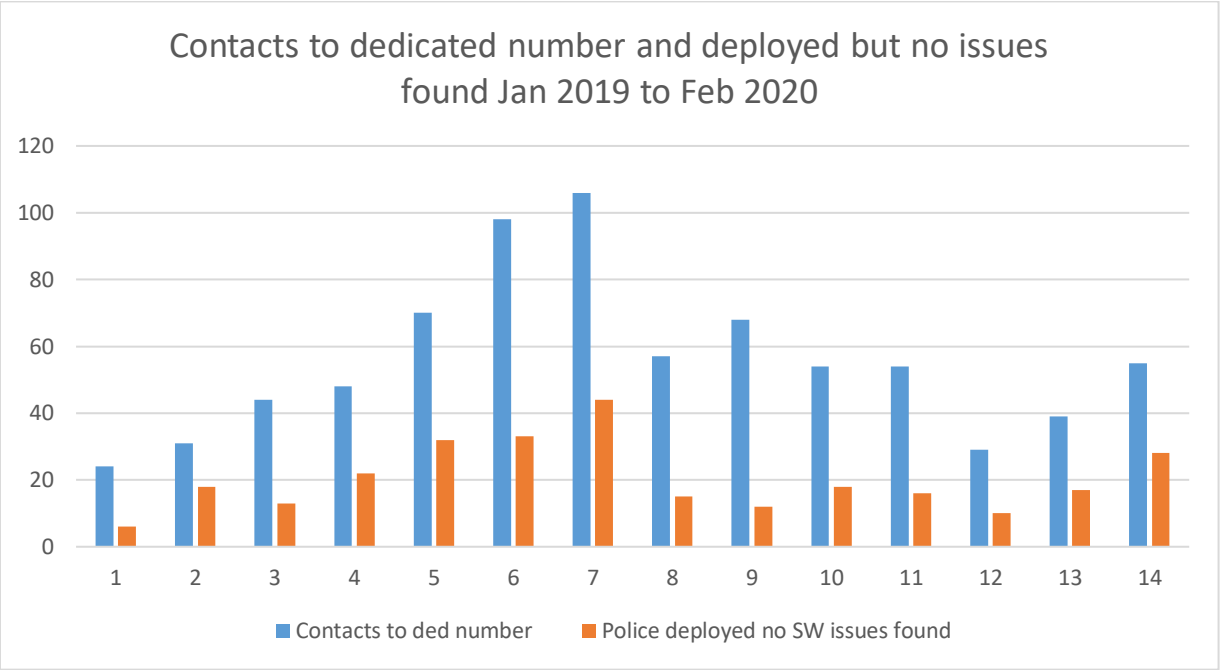


Figure 7.3. The number of calls/contacts to the dedicated MA line each month from January 2019 to February 2020 where no issues were found



As can be seen, the months with the highest number of calls to the dedicated line were June and July 2019, a likely explanation being that more residents were out for longer during the 'lighter' summer months and therefore noticed more sex working related incidents. Equally likely is that the prevalence of sex working was higher during the warmer, lighter summer months. Of 231 calls in the last quarter of 2019 approximately 10% were found to be un-related to on-street sex work.

In sum, all LCC, WYP, and Elected Members stated that that since 2019 the MA had significantly reduced the impact of sex work on the residents and businesses of Holbeck. All stated that having been inundated previously with complaints and emails (including obscene images) from residents and businesses prior to 2019, they had received few complaints since. This coupled with a reduction in calls for service to the dedicated MA line, were regarded as evidence that things "*have got much better*" (EM/1) and" *that we are now have control of the problems*" (SL/1). For example:

> "*Looking at calls for service, in the past six months there has been a significant improvement*" (WYP1).
>
> "*Although the impact on people is important and I completely understand this, we are often still battling historic rhetoric*" (WYP2).

7.3. What was on-street sex working like in Holbeck before introduction of the MA in 2014?

Although strong consensus was found that on-street sex working had always been a problem in Holbeck, (e.g. "*Holbeck has always had a reputation for prostitution. I used to see the women around St Matthew's*" FG5/1) many residents stated that it was less prevalent before 2014 and that before the introduction of the MA," It *was more discreet*" (FG1/1).

Interviewees from LCC, WYP, and professional support services stated that complaints by residents and businesses escalated from the early 2000's to 2014,

> "*There were an awful lot of problems with ASB and on-street prostitution. Councillors were attending many residents' meetings about the problems caused by on-street sex working and soliciting*" (L1).
>
> "*Sex working was reported in Holbeck all day every day*" (WYP1).

As previously highlighted, this prompted various policing responses to reduce the problems caused by on-street sex working in Holbeck.

> "*When I came, in terms of the attitude to the police from the sex workers, I felt like I had gone back 15/20 years. A lot of animosity, very little trust or positivity and I was a bit appalled at some of the stuff reported back from sex workers – there was a lot of incivility, some unprofessional conduct, but mostly incivility*" (OA1).

One professional involved with key-service delivery recalled that prior to 2014:

> "*Case conferences were heavily enforcement lead, the whole discussions about women were very much about tackling their "criminal" behaviours rather than support and how to use ASBO legislation against women, exclude them from areas etc. In terms of Holbeck, we just had to chase women around, whatever time of day/night*" (KLB1).

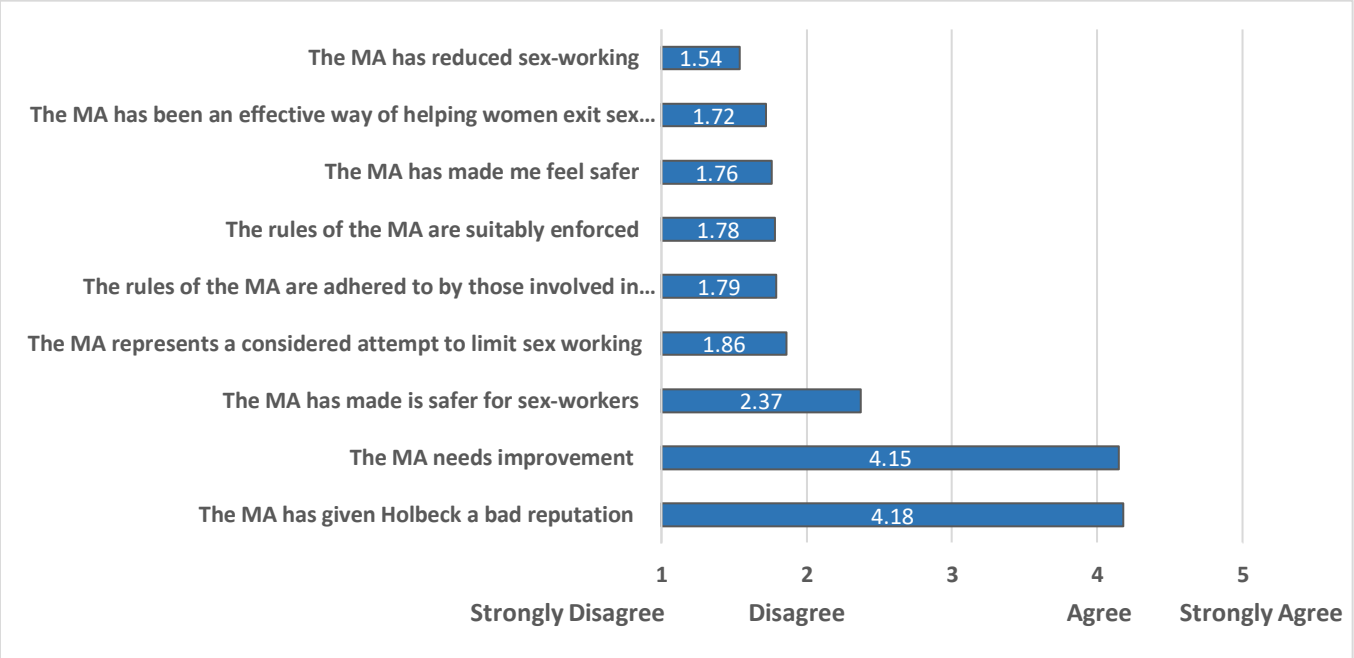
7.4. Residents' views

An online survey was used in the IR to collect and gauge residents' views and opinions on whether (and to what degree) the MA had achieved the strategic aim of reducing the impact of on-street sex work,

Respondents reported that they would feel safer walking alone through the streets associated with the managed area in the daytime as opposed to the night. The top reasons for this related to on- street sex work and poor street lighting.

Figure 7.4 displays resident respondents' opinions on the Managed Approach.

Figure 7.4 – Resident respondents' opinions on the Managed Approach to street sex work



Those that responded to the survey tended to display a very pessimistic view of the MA and only appeared to agree with the negative questions that 'The MA needs improvement' and that 'The MA has given Holbeck a bad reputation'. It must be stated again that these were the views of only 6% of Holbeck households who could have responded.

The survey asked participants a series of questions about whether the MA had met its aims, presented in Figure 7.5. With the same caveat of a 6% response rate, again resident respondents' views on whether the MA has met its aims appear to be very negative. Interestingly, the question which received the highest score was, 'the MA has made the problems associated with street sex work worse', but this still fell short of reaching the 'agree' option.

Respondents were asked whether the MA had improved things in the previous six months. Table 7.1 presents the responses to each question.

Table 7.1. Residents' perceptions of the last 6 months

Statements capturing the perceptions of residents'	Agree	Unsure	Disagree
I have witnessed an increase in street-based sex work in residential areas	55.1%	23.7%	21.2%
I have witnessed an increase in street-based sex work taking place between 6am -8pm	56.8%	20.3%	22.9%
I have witnessed a decrease in street-based sex work taking place outside of local businesses	14.4%	33.9%	51.7%
I have witnessed an increase in drug use in my area	55.1%	24.6%	20.3%
I have witnessed less sexual acts and acts of indecency in public	14.4%	28.0%	57.6%
I have witnessed an increase in anti-social behaviour related to street-based sex work	48.3%	26.3%	25.4%
I have witnessed an increase in police presence	22.9%	20.3%	56.8%
I have seen an improvement in the cleanliness of the area	16.1%	22.0%	61.9%
I have seen an improvement in the response to reports I have made to the police regarding sex work related complaints	11.9%	52.5%	35.6%
I have witnessed a decrease in the frequency of female residents being propositioned for sex	9.3%	31.4%	59.3%
I have seen an increase in drug use paraphernalia	52.5%	25.4%	22.0%

N=118

As can be seen, respondents stated that the issues that the MA was implemented to address were not being reduced or improved. There were however, a small number of residents who stated that certain aspects of the MA were leading to improvement, particularly the 'cleanliness' of Holbeck.

An additional finding was that living I closer proximity (closeness) to the Managed Area did not appear to have an influence on the respondents' views on the MA and its performance against its aims.

Perhaps the most significant finding from this small sample of residents is that it was women and those with children that reported feeling least safe walking/travelling through Holbeck and who were the least optimistic in terms of the MA meeting the strategic aims.

Regarding data from resident focus groups and individual interviews, the findings were different from those that responded to the survey. A consistent interview question was, 'Do you feel that things improved in terms of impact on the community in the past 6-8 months?' Although some questioned the motive behind recent improvements, a majority of resident interviewees said that they felt things had improved. For example:

"Certainly, the last few weeks have felt quieter, but then it is winter. All feels a bit more obvious in summer" (F5/3).

"Has it got better? It's not as shocking as it used to be. Last 6 months massive difference (review effect?). Police have asked for the review now for a reason. 6-7 problematic girls are now inside (stacked-up charges against them) in time for the review" (IS/1).

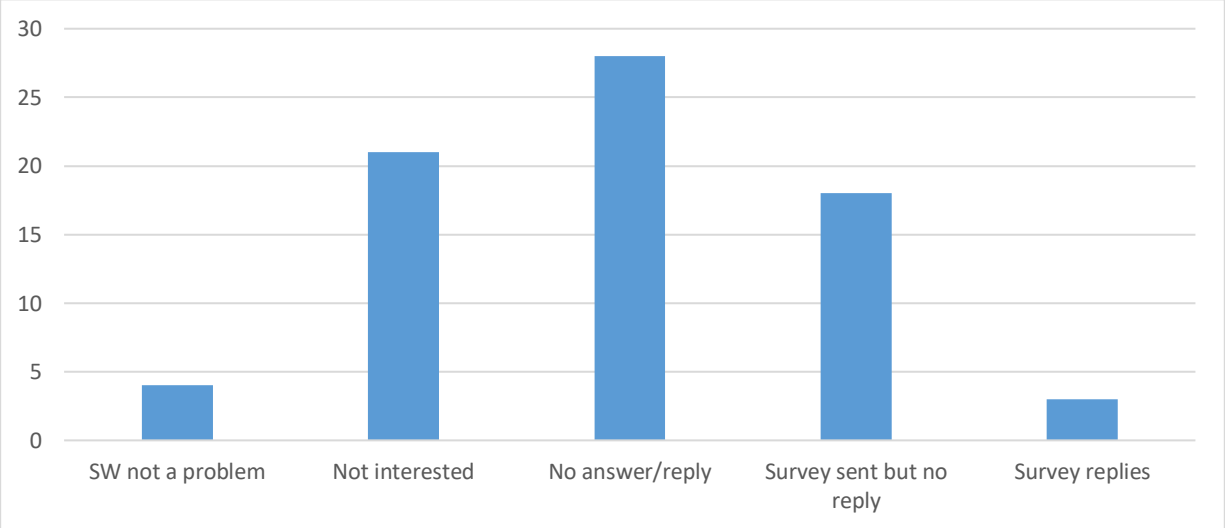
"*Last six months, police much more responsive to texts, input in new police entrants. More CCTV, but not recording 24/7. Illusion of safety? The law needs clarifying for residents. Not aware about soliciting and reporting it*." (IR/1).

Additional evidence to support the finding that many residents did feel that things had improved in the last 6-8 months can be drawn from the responses to the rapid street survey where 34.6% said they had noticed a change in last 8 months and 53.8% said the MA should stay. No difference was found between those who lived and those that worked in Holbeck. An important finding here was that only just over half of participants said that they were familiar with the MA and what it was trying to do.

7.5 The views of local businesses

As previously explained in the methodology chapter, after initially inviting 72 Holbeck businesses to take part in a focus group or complete a survey, only one agreed to take part in a focus group and only two fully completed a survey. The reasons given for why they did not or could not take part are shown in Figure 7.5.

Figure 7.5. Reasons given by Holbeck businesses for not taking-part in the IR



Although the findings cannot be considered a suitably representative opinion of Holbeck businesses (the response rate was not dissimilar to the 6% rate for the residents' survey) when the number of those who said that they were not going to complete a survey because they felt that on-street sex work 'is not a problem to them' are combined with those who said that they were 'not interested', then a total 35% (25) of businesses we contacted did not see any 'need to take part' in the IR as it was not a problem to them. Although admittedly, 'survey fatigue' is likely to have also played a minor part.

The two business survey respondents reported that the MA had made a difference at reducing the impact of sex work on their businesses. For example,

> "*At its worst it's just as bad. But it's worst isn't all the time and at its best the Managed Approach manages to take street sex work away from the residential area. When it fails it is more disappointing because of the good faith that everyone has had to show so far*" (B/2).

> "*I think the approach should continue with further investment in welfare for the workers, there is a unit that is in attendance on some nights, but this is for welfare more than anything else*" (B/1).

7.6. Perceptions of impact on residents and businesses

Establishing findings on the performance of the MA in terms of reducing the impact caused to residents and businesses, proved to be far from straight-forward for reasons including the following:

1. Reporting to police data regarding street sex work for both before the introduction of the MA in 2014 and for its running up to 1st January 2019 were not available. This has made it impossible to identify whether the MA has reduced the impact on local residents and businesses based on the number of calls for service and reports on a year on year basis (e.g. was there a decrease in calls in 2014 compared with 2013).
2. The lack of engagement with the IR process of a large proportion of Holbeck residents and businesses.

Chapter 8: Findings for strategic aim:

To better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life

Key Findings

- **The health and safety of on-street sex workers has been greatly improved by the MA.**
- **Support service provision has become more professional, targeted and holistic in the MA.**
- **The MA has helped to improve the relationship between on-street sex workers and police and increase crime reporting by them.**
- **Supporting women to exit on-street sex working is complex, multi-faceted and non-linear.**

8.1. Introduction

This chapter presents the findings from interviews with on-street sex workers, professionals supporting them and statutory partners.

8.2 Improving the health and safety of on-street sex workers

8.2.1 Sex Worker Health and Safety: Before the Managed Approach

Professionals stated overwhelmingly that earlier approaches to sex work in the city had not been successful in addressing root issues around engagement in sex work. As a result of *Operation Dairy* sex workers had moved from industrial areas and were starting to work in residential zones. Enforcement had not improved the numbers of women working but instead moved issues "around the city":

> *"[2011 Scoping Project] …basically said you've got to do something different to what you've done, you've over the last 10 years you've spent a ridiculous amount of money and policing hours prosecuting these women and sending them to court and you've made*

absolutely no difference in what you've done. We had roughly, 2011, we had roughly the same number of on-street workers as we had done ten years previously, so we hadn't improved anything. We'd moved the issue around the city a little bit for all those reasons we've just spoken about, but we've not actually helped anybody or solved anything" (Professionals FG1).

Before the MA there were greater challenges in building relationships with sex workers to offer support. This was due to a lack of trust, or fears of being arrested. Agencies found it difficult to locate vulnerable women as they were often dispersed across the city. Many were hiding from the authorities or from wider gang related issues (including violence):

"*We used to be in cars driving around on a night trying to find women, so just simply locating women was an issue and we could go for days or weeks without finding women…*

…we used to struggle to find women to be able to give them the support. And at a very, very basic level, you also can't find women to give them the very basic sexual health supplies, so in terms of risk around their health and wellbeing, not only are they at risk from exploitation and abuse, they're not able to access condoms and testing and those kinds of things as well" (Key Professional 1).

Before the MA women would often be fined or given ASBOs for sex working. Sex workers would frequently hide from the authorities and professionals if they had breached their ASBOs and therefore would not *"come anywhere near services"* (Key Professional 1). This also created a cycle whereby they would return to sex working to pay fines:

"[the 2011 Scoping Project] …found in that scoping report were things like there is a poor relationship between the women and the police, women are being repeatedly fined and they're ending up on the street needing to pay their fines and that, alongside that the National Ugly Mugs figures telling us as a city that we were the worst in the UK for the reports of crime" (Key Professional 1).

Sex workers who were interviewed reported poor relations with the police prior to the introduction of the Managed Approach. A number also stated that they experienced oppressive language directed towards them:

"*There were some right nasty ones that didn't understand. One officer said, and I quote this, he said 'get off the street and stop flogging your arse'… It really upset me because that was a policeman, people you're supposed to trust. So, there was a lot of negative, you know*?" (SW2).

"*Before it were being policed I had an incident with a policeman and he were proper disgusting, erm calling me a dirty prostitute, a fucking slag, threatening me basically and it happened to a few of the lasses with the police. Since that though the police are more friendly, they'll speak to you, ask you how you are, if you've got any problems, you know with any of the punters or 'owt like that*" (SW3).

Enforcement also increased risks for women sex working as they had limited time to risk assess before getting in a car for instance. Prior to the Managed Approach, sex workers did share reports of serious crimes with specialist support agencies and these were reported through the national Ugly Mugs scheme. Crimes included rape, abductions, and violent assaults. This was commented on by one sex worker:

> "*Men used to get with all the time attacking us girls, they used to get away with it, they used to get away with raping you, robbing you, they got away with it… but now it's banged up, prison. You can't do that"* (SW8).

8.2.2. Sex Worker Health and Safety: With the Managed Approach

Professionals stated that originally the Managed Approach had "multiple targets" (Professionals FG1) to address problems, including the aim to improve sex worker health and safety. However, it was underlined that this was in response to pre-existing or longstanding issues:

> "*I don't know any city that has been as brave and as strong as Leeds in trying to be sensible. Trying to say: 'this is an issue lets be sensible about it'…*
>
> *…Well the thing about most of the women working on a night is that most of this is of no relevance to them, because they're gonna be there whatever. Make it illegal tomorrow? They'll still be there. Take the Managed Approach away? They'll still be there"* (Key Professional 2).

Sex workers who had worked in Leeds prior to the introduction of the Managed Approach also commented on this:

> *"It's on the beat of where we've always worked anyways so it's not like we have to go anywhere new*" (SW7).

Most sex workers who were interviewed explicitly stated that they felt the Managed Approach has made them feel safer. Women who had worked in areas outside of Leeds also commented that the Managed Approach was an improvement on their experiences. Sex workers suggested that this was due to several reasons, including a shift in the way that problems are responded to:

> *…I think if there were no one bothered I think a lot more would go on… a lot more stuff if people heard oh well they're not bothered, it's just an area where they all go and do blah blah blah, they're not bothered, no one's bothered about these girls, that's when things start to happen, because they think that the girls are vulnerable, nobody cares about them, they're probably druggies, down and out, probably haven't got no family, and that's when things start to happen. Where now people are learning, listen it's a Managed Approach down there and the girls are allowed to do it and you need to be careful if you pick them up, it's you that's gonna get in trouble, not the girl and I think that's what's keeping them safe to be honest*" (SW1).

It was noted by both professionals and sex workers that risks to wellbeing and safety cannot be eradicated entirely due to the precarious nature of street-based sex work. The complexities of ensuring safety, whilst also finding discreet (and often dark or isolated) areas to work for instance, was highlighted as a problem. However, it was identified that the Managed Approach has improved the direct reporting of incidents to the police. The number of reports has

increased over the duration of the MA, as has reporting to the National Ugly Mugs scheme. This was commented on by one professional:

> "*I don't ever remember that being a conversation about reporting something to the police if something had happened, I just don't think... because they wouldn't dare, because then you're outing yourself as a sex worker and so therefore you're not going to do that. So, I think, but now the conversation that people often come up and ask for the Ugly Mugs, they ask to see the pictures, that's you know, it's a conversation that happens normally, it's a normal conversation, I can't imagine that, you know, happening before*" (Professional FG1).

Several of the women interviewed reported feeling more comfortable reporting incidents directly to the police. An increase in reporting was perceived to be a result of improved relationships with the authorities and a change in the way sex workers are viewed:

> "[*Before] Police were like 'oh you're a working girl you deserve it', now it's a Managed Area and things are put in place, people aren't getting away with as much as they were getting away with*" (SW1).

This development was also attributed to the Police Sex Work Liaison Officer (PSWLO) role in particular. All but one of the sex workers interviewed stated that they liked or had a good relationship with the PSWLO. They commented that this was because of her approach and that her role differed from that of a 'traditional' police officer. Sex workers also noted her gender, a lack of uniform, and her non-judgmental response:

> "*PSWLO, nice yeah, she's friendly, I was speaking to her the other day actually, when things have happened to me in the past, whilst I've been working, [PSWLO has] been the one I could go to and speak to about it, that's what kind relationship she has with the women, you know, you feel comfortable with her" (SW3).*
>
> *"And now I think it's better that there's an officer who understands, a female officer even, who you can go to and report things" (SW2).*
>
> *"I love her, she's absolutely fantastic, she doesn't come to you as a police officer she comes to you like a friend, do you know what I mean it's like... you wouldn't know that she were a police officer, you just know that she's a normal person*" (SW5).

Several women commented on the introduction of CCTV cameras; they stated that this had also made them feel safer and that they would choose to stand near them:

> *"I said years ago, you need cameras, you need cameras, cause you know there's one thing a camera can't do, it can't lie… look at Daria, they put the cameras in after she died, if they'd put the cameras in before she died she may have still had a chance" (SW8).*
>
> *"…because it's managed and people know that [purchasers of sex] can't get away with certain stuff…Can't get away with stuff with the girls, take their money off them or robbing them or doing stuff like that cause there's cameras dotted and it's a Managed Area… I think it's better yeah*" (SW1).

However, it was commented by one sex worker that this could also have an impact on those purchasing sex:

> *"I think it's died down a lot, I don't think people come down as much… I don't know I think it's cause of the police and all the cameras, there's a lot of cameras, you can hear them…*

…like you'll meet people who don't wanna come down here, because of the cameras and stuff, so like they'll see you at home and stuff, but only if they're alright" (SW6).

Similarly, whilst it was agreed that cameras improved a sense of safety, it was also questioned how they are used:

"…*providing it's not used to persecute us*" (SW9).

Several sex workers commented on being targets of abuse by people in passing cars, including verbal harassment or items being thrown (including fireworks); they also emphasized the distressing impact of this. Professionals commented that media reporting can attract attention to the area which in turn exacerbates these examples of anti-social behaviour, including attacks on-street workers (Key Professional 1 commented that this is reflected in Ugly Mugs data).

Professionals also voiced concerns around long term planning or modifications within the Holbeck area. They noted that redevelopments or environmental changes can have an impact on sex working. Areas of land or streets that are redeveloped or cordoned off can mean that there are fewer places for sex work to take place. Decisions that are made at a structural level need to consider the unintended consequences on sex working and the Managed Approach.

8.3 Provision of support and accessing sex workers

8.3.1 Sex worker perspectives of support

All women who were interviewed strongly praised wider support services, in particular the Joanna Project and Basis. Many stated that they were aware of the rules of the Managed Approach through their involvement with support agencies and had been provided maps of the area, for example. Both sex workers and professionals felt that the Managed Approach has helped to challenge the fear or stigma in coming forward to specialized services.

Sex workers identified the importance of holistic support at multiple levels and commented on the consistent, non-judgmental response from support agencies. This ranged from initial outreach work, drop-in facilities, and health and wellbeing services (hosted by the Joanna Project for instance); to long-term support provided by Basis and Forward Leeds. A number of women stated that this provision was '*life saving*'.

"[Support agency] saved me. Yeah cause I used to self-harm a right lot, do you know what I mean? And I don't now since I've been there [in new home]. I haven't done it for three month and I don't feel like doing it neither" (SW6).

"I've got a lot of support, a lot and do you know, I'll tell you something, I'll tell you how supported, I am going into detox in hopefully December and if it wasn't for [support agency] I wouldn't be there now" (SW5).

"…you can go there, have a hot drink, get a bath, get a shower, go to sleep, get clean clothes, you know what I mean, get toiletries, just all your basic needs, what you need, and you can get it there, as well as a cuddle, you know feeling love really cause like some of us, we're like… not un-loveable but we've had so much shit… we're all still human beings underneath" (SW10).

8.3.2 Interprofessional and multi-agency working

Whilst there were some examples of collaborative practice before the Managed Approach its implementation has significantly improved interprofessional and multi-agency working. It was noted by professionals that a city-wide approach means that there is a shared agenda for practice between different agencies or services. Those involved in the Managed Approach can advocate for individual women with other agencies, but can also work on a strategic level to look at pathways for referrals or training for wider professionals:

> "*…it's a bigger thing and people have tapped into it" (Professional FG1).*

> *"I think it helps that everybody has bought into it, I think it helps that people are… and there is some notion of trying to bring some semblance of control to what is uncontrollable…*" (Key Professional 2).

> "*It also means that we have some very practical conversations with the police about where women are continuously in conflict with the community about what might be the best outcome there, because the reality is for some women who are really struggling to abide by the rules and there are problems within the community there may have to be some enforcement action taken and how do we make sure women, women who are quite traumatised and very vulnerable, can access the pathway that they need and not necessarily end up in prison. For some women that's where they end up and for some women that's safeguarding for them and as well as the community but the reality is we're much more nuanced about how we do that*" (Key Professional 1).

Increased collaboration was characterized by four main themes, including: a collective understanding of the key issues for sex workers; improved relationships and communication between professionals; focused or directed resources; and increased confidence in information sharing.

Both professionals and sex workers stated that there is an increased awareness of the vulnerabilities of those engaging in street-based sex work and the complexities of addressing their needs:

> "*I think what the Managed Approach has brought in is a complete sea change in raising the profile of vulnerable women, of seeing them as vulnerable and as being in need*" (Key Professional 2).

> "*I also think we've got a bit of a… I think the context in Leeds, is that we've got a city that's very committed to a compassionate approach, and that's…a compassionate and inclusive approach. And I like to think… I'm really proud of Leeds for being overtly compassionate about some of the most vulnerable people in the city, that need and deserve our protection and people who are otherwise invisible or marginalised and pushed into really precarious situations*" (Key Professional 1).

A shared agenda for practice and regular meetings has also improved relationships and communication between professionals. This helps to ensure that targeted interventions can happen and avoids the duplication of work or resources:

> *"…[before] it would have been all quite separate, whereas now it's a lot more linked up so, you know, there's a weekly tasking meeting where you've got cleansing, you've got the police, you've got the anti-social behaviour team, you've got the support agencies all sat around the table sharing information, discussing what's gonna happen and I guess that means instead of us running off and doing something it's 'whose best to pick this up? What's the best way of tackling with it? Whose powers are most appropriate? What's everyone else doing?' So, you know so I… so that's maybe a change that's not necessarily come in with the Managed Approach but might just be a change over the last, you know, however long about how the Managed Approach is managed perhaps. But I think definitely there's just that greater link up, you know, you maybe reduce duplication, and you also make sure the most appropriate route is being followed for these things because everybody's talking"* (Professional FG2).

A strengthening of collaborative work has also increased confidence in information keeping and sharing. It has also improved police intelligence around wider crimes in the area, including information on registered sex offenders:

> "*Because we've now got this in place, we can really push the boat out as far as partnership working goes and we do share information and we tell the women, you know, that we're gonna share information, when we have concerns and what have you and they sign up to GDPR and all that, so that they know that we're keeping information about them on our system and if we have concerns we'll talk to others and that we'll work in partnership to get them the best outcome. And I think all of that would never had happened without the Managed Approach*" (Professional FG1).

8.3.3 Targeting support and engaging hard to reach groups

The Managed Approach has improved relationships between sex workers and the authorities, which in turn has increased a sense of trust between sex workers and support agencies. If the police identify women who are sex working outside of the ascribed hours for example, they can be directed to specialist drop-in services. Improved relationships and a shift in focus on to the wellbeing of sex workers has helped with identifying and locating vulnerable women who are at risk; helping to save police resources and the time spent finding women who are reported missing. Furthermore, a shared approach means that support can be given to sex workers outside of core specialist agency hours.

As a result of increased collaboration and defined geographical parameters, agencies can now target health and wellbeing support and jointly follow through with safeguarding processes. Increased access also means that professionals can begin to identify if women (such as migrant sex workers) are being exploited or trafficked:

> "*The crucial bit is the policing and it's that wider approach to it that says we're not here to criminalise you we're here to check you're safe, that you're not being exploited, that you're not being trafficked*" (Professional FG1).

Services (such as health for instance) highlighted the impact of the Managed Approach in terms of their ability to access sex workers, including hard to reach groups. Sexual health outlined that contact with women has been *"exponential in terms of numbers"* (Professional FG1). They commented that a shift from enforcement to support has helped foster a sense of honesty or transparency, therefore increased their ability to access vulnerable women, such as migrant sex workers:

> "*…as far as across the country, I don't think anybody's seen the numbers we are seeing of migrant women in terms of sex working, we know it's happening but people don't have access to that*" (Professional FG1).

8.4 Support for exiting or reducing sex working

Findings show that the needs of sex workers are often highly complex and are compounded by several factors. Reducing or exiting sex work is a long and challenging process and one that is not always *"linear"* (Professional FG1):

> "*Often its complex needs, it's not just one thing, it's not like you can just go in an say this person needs a house oh great, there's you house, off you go, job done. You know, this person needs a script, get them off heroin, brilliant, done. You've usually got a few of these issues all interplaying together*" (Professional FG2).

Improvements in health and wellbeing or changes in behaviour can be incremental and women may be involved with services for several years:

> "*…and for a few, you know, it's not to say nobody's making improvements, people are, but there's an awful lot of people who aren't. But maybe they would be dead if they wasn't"* (Key Professional 2).

> "*We are people, we don't wanna do it either most of the time. We're trying*" (SW9)

Drug use was identified by both sex workers and professionals as one of the key drivers for engaging in street-based sex work and one of the main barriers to reducing or exiting:

> "*The only way to get people to exit is to get them off drugs, and the people that have reduced their working are people that have reduced their addiction, and got a house and got some semblance of normality and have begun to rebuild their life*" (Key Professional 2).

However, the MA is seen as a step towards addressing these challenges:

> "*We can't be threatened because we're held to ransom… [we need to be] shown a different way rather than forced, rather than the law saying right that's it, you've broke the law, bang, cause you're just gonna continue until you've passed your addiction. They're not helping us out of addiction, [support agency] is. [Enforcement] doesn't work, it's a waste of taxpayers' money, it's a waste of time and energy for everybody because until we get the drug under control there's no way we're gonna stop. It's not like we don't care, obviously, but we can't do anything about it until we're clean*" (SW2).

For many sex workers social support networks are often based around drug use, therefore leaving these networks can be challenging, particularly if there is nothing to replace these. Other

barriers to reducing or exiting sex work include a range of social, economic, and emotional factors. These include stigma and shame; mental health (such as trauma and poor self-esteem); isolation; poverty; or a lack of appropriate housing. Similarly, limited awareness about the specific needs of sex workers by mainstream services and institutions (including health and social care, and education, for example) were also felt to be a barrier. Professionals and one sex worker also noted the impact of the media (including the BBC3 documentaries) on the long-term stigma of those sex working.

However, 'exiting' was consistently viewed as a problematic term. Several professionals acknowledged the convoluted nature of this aim and that reducing or exiting sex work are difficult outcomes to measure. Exiting statistics therefore are only ever a "*snapshot*" (Professional FG1) of a moment in time and does not account for those women who sex work sporadically or indoors. Similarly, women may return to sex work for a range of reasons and after a long period of time.

Chapter 9: Emerging questions, perspectives about the future and recommendations

9.1 Perspectives about what should happen to the Managed Approach?

A key question asked at all interviews, focus groups and surveys conducted as part of the IR, was ***'What does the MA need to do?'***

The prevailing view of those that took part in the IR was that the MA should remain but needed to change (almost 75% of those interviewed). Through the review process there appeared to be a realisation that whilst the Managed Approach may not be considered ideal, it had provided resources such as a dedicated police presence, support for sex workers and street cleansing, that would be less effective without the MA.

> "*My concern is that if we say that it is not working and we're going to stop it then it will go back to 2014*" (FG5/01 Residents).
>
> "*Full commitment to resource the MA. We can't go back to the early days. If we did then we would have to do with the onslaught that would follow from the residents etc*."(L1 Safer Leeds professional).
>
> *" I'm not wedded to the MA. As long as it seems to work then I'd like to keep it. If indeed it is. It may need tweaks. I think it will organically move again and may not need to exist in the future. As prostitution becomes even more behind closed-doors"* (L1 Safer Leeds professional).

Changes identified by stakeholders concerned both operational and strategic issues. Operationally, there was a feeling that having a focus on a 'zone' was not useful because activity moved beyond the zone. Whilst the focus was on MA as an approach, the identification of a 'zone' has been seen as less useful with more focus on supporting the women themselves:

> "*You can have the approach without the fixed zone. Take that out and keep the support for the women and cleansing*" (FG5/03).
>
> "*More opportunity to challenge their anonymity. Maybe a stepped approach, where they first get the diversion, then a warning publicising them. I'd like to do more to support the women. We have done a lot in the last year though*" (L1).

The geography of the MA is also significant in terms of neighbourhood identity and the allocation of resources.

> "*There is a focus on one issue but not everybody in Holbeck is a prostitute. Other things are not resourced properly like having a safe park*" (FG5/04).
>
> "*We need to help sell the good things about Holbeck*" (WYP1).

Throughout the Independent Review process and in thinking about the future of the MA, the complexity of the issues at play have become apparent. At the same time through stakeholder engagement in the Review some key issues and questions have emerged that provide

opportunities to engage with the complexity to inform ways forward. These are considered in the next section and are used to frame recommendations emerging from the Review.

9.2 Emerging questions and recommendations

These emerging questions have been taken directly from stakeholder responses in the review.

- ***Should the MA continue?***

  Recommendation 1. The MA was found to be more effective at dealing positively with problems associated with on-street sex working than any other policing approaches. There is currently no alternative model or approach that promises to be more effective and which fits within existing UK laws. That said, the MA needs to remain fluid enough to be able to react swiftly to changes in on-street sex work or if there is a change UK law. The MA must continue to evolve as it has done over the past six years and be considered as 'a work in progress'.

- ***Does the MA succeed enough at the strategic aim: 'to better engage with street sex workers to improve their safety and health, with a view to enabling them to exit this way of life?' to justify current funding levels?***

  Recommendation 2. As on-street sex workers, allied professionals and police, were found unequivocally to consider the MA invaluable to achieving this aim, particularly as it has helped services better identify and build relationships with on-street sex workers and to provide individual support in a more co-ordinated way, it is recommended that at least this level of investment and organisational support are necessary to continue to achieve and sustain progress made in this aim.

- ***What does the MA strategic aim: 'reducing the prevalence of street-based sex working' actually refer to or mean?*** *Is it to reduce the number of those street sex working? Is it reduce the amount of reporting on-street sex work? What does street-based sex work comprise? Is it the same as on-street sex work?*

  Recommendation 3. To clarify what is meant by 'prevalence' in terms of this strategic aim and to widely disseminate this.

  Recommendation 4. To explain more widely the complexity of prevalence reduction and 'exiting from on-street sex work' to audiences including Holbeck residents, businesses and the media.

  Recommendation 5. If the concept of 'exiting' is too complex to be act as a suitable performance measure for reducing the number of women engaging in on-street sex work, then we recommend that another performance indicators or measures be devised which appropriately incorporate the complexities of reducing sex work and the different types and levels of support needed.

- ***Is it time for the Holbeck community to now share responsibility for the MA? For example, should the MA also reflect an agreement between the Holbeck community and the on-street sex workers and not just the police and LCC?***

  Recommendation 6. Much work has been done and progress made in bringing the community and residents onboard with the MA, but some residents still feel that the MA is something more 'done to them' than 'done with them'. We recommend that more needs to be done to ensure that the residents and community continue to be brought along in the evolution of the MA. The 'Listening Well' sessions have undoubtedly been significant in helping make bridges between the residents, businesses and the MA strategic leads. There is now scope for them to become more 'Talking and Listening Well' sessions, where strategic leads and residents engage in conversations about the way forward rather than just relay past unpleasant experiences.

  Recommendation 7. To consider a slight change to the current MA management structure in order to ensure true community involvement, including considering terminology used to emphasise a more joined-up approach. Responsibility also needs to be shared with the community so that there is a shift in the thinking that the solutions to the problems caused by on-street sex working lie solely with police and LCC.

  Recommendation 8. The 'Holbeck community' is far from a homogenous group (e.g. there is a significant transient population), so it is understandable that a large number still appear to have an inaccurate grasp of (or do not know what) the MA is. Despite the best efforts of the IR Team to engage as many of the Holbeck community in the review, participation was low. highlights this. We recommend that further efforts to identify and communicate with the large, generally 'MA uninformed' Holbeck population, be made.

- ***Should there be Holbeck community input/representation in MA decision-making and not just be party to an information giving forum?***

  Recommendation 9. Consideration should be given to adjusting the current MA management structure to include resident and business representation at an appropriate level. Great inroads have been made and bridges built to bring all sides together, further progress will be to include resident representation in decision making about the MA at a suitable level.

- ***Should there be a fully representative 'future planning group' whereby changes in street sex work can be predicted and planned for in advance based on accurate data and feedback? (e.g. development of the South Bank).***

  Recommendation 10. To consider a realignment of what residents' groups want to achieve. If the MA is generally accepted as 'okay but needs changing', then this should be the main focus now and not simply have a single issue aim to 'get rid of it'. It seems a little illogical to have got this far in the evolution of the MA where residents can have influence and be part of the future of the MA, only for some to continue campaigning to end it. Particularly as we have not found any suitable alternative approaches.

  Recommendation 11. To consider forming and developing a representative 'MA Future Planning Group' (MAFPG), whereby changes in on-street sex work and its future impact are predicted and planned for in advance based on accurate data, thereby moving thinking forward from a reactive MA to a future scanning and 'pro-active' MA. This group

could identify, plan, and develop different scenarios and strategies for the future (including unprecedented events such as the Covid-19 pandemic, reactions to the development of the area, and moves to off- street sex working). The MFAPG should complement the existing MA management structure.

Recommendation 12. To consider appointing an Independent Chair of the 'MAFPG' to help facilitate agreement and to increase trust and transparency.

Recommendation 13. MAFPG to lead on the conducting of a short, transparent and inclusive annual performance review of the MA.

- ***What more can be done to encourage compliance (all) with the MA rules?***

Recommendation 14. To consider a more comprehensive environmental crime and ASB audit for Holbeck. Although environmental audits have been carried out in Holbeck in the past and have led, for example, to the installation of CCTV, they often only include 'hard' aspects of Situational Crime Prevention (such as target hardening). Such audits often do not identify and highlight possible 'softer interventions. For example, how employing a 'nudge' approach to developing signs which re-enforce 'residential/family areas' of Holbeck or using social media messaging and imagery to encourage adherence to the rules of the MA. The MA and surrounding area might also benefit from being looked at through a 'Crime Prevention Through Environmental Design (CPTED) lens.

- ***How can we make the women residents of Holbeck feel safer and less intimidated by the problems associated with on-street sex work?***

Recommendation 15. To devise and stage a positive campaign amplifying the positive aspects of being part of Holbeck, including respect for all in Holbeck (not focusing on the MA). This should be jointly developed and presented by residents and businesses of Holbeck. Possibly a 'We love and respect Holbeck' month?

- ***Is there a need for a more coherent, coordinated and 'partnership approach' (including media strategy) and if so, what would it look like?***

Recommendation 16. To help counter some of the negative perceptions of the MA, we recommend that the positive aspects of 'Holbeck life' be rigorously promoted, such as the fact that it is home to diverse and vibrant communities. This may also help to address issues associated within its online presence (for example Holbeck children and young people highlighted the fact that 'Googling Holbeck' brings up a list of ten stories about the MA).

Recommendation 17. To develop an inclusive and co-ordinated PR and media strategy for the whole of Holbeck, to promote its strengths and successes and help to shift perceptions away from Holbeck being solely about the MA. Previous 'deliberate media use' has tended to focus more on perceived negative aspects of living in Holbeck (including the MA) which has often been detrimental to the overall image and impression of the area. Residents, residents' groups, businesses and partners need to be more mindful of this in future.

Recommendation 18. To hold a joint press conference when the IR report becomes public, including resident representation.

9.3 MA operational and performance management suggestions

The following are more minor suggestions for consideration in terms of the future description, operational and performance management of the MA (in no specific order).

- The following needs to be made clear and possibly included in MA documentation: *The MA is an approach to reduce problems associated with on-street sex working in Leeds, within existing UK law (on soliciting and sex working). It is not, therefore, a vehicle for those wishing to petition for the current law on sex working to be changed. Should this happen, then the MA will change accordingly.*

- The dedicated MA line is seeing an increasing number of non- on-street sex working related calls. Needs to be made clear repeatedly that the dedicated line in specifically for on-street sex working reporting.

- Calls to the dedicated line in peak summer months need to be planned for as demand increases because of longer nights (for instance additional support to managed the increased prevalence of SW).

- Call-takers for the dedicated should think about using a standard 'welcome response'.

- Monthly MA update needs to be more accurate as it is currently in danger of giving the wrong impression through double-counting as it is not clear which incidents the Dedicated Policing Team attended that were not via the dedicated line. The recording/reporting sheet needs to be examined to see if and how it can be approved.

- Monthly update should not include sex worker engagement with services if the data is not going to be available. The current prose adds nothing.

- Regular clear re-affirmation of the rules of the MA for all involved.

- Encourage increased reporting of off-street sex working as there is evidence that this is increasing and impacting on residents. Consider an off-street sex working campaign to include the wider Leeds area.

- Continue to focus on those buying on-street sex by ensuring that they are adhering to the MA rules or they will be subject to enforcement. Continue with diversion Scheme and publicise. Consider use of driving ASB (Sec 59) driving powers for kerb-crawlers outside of the Managed Area

- Continue to make the existing law clear to as many as possible to provide a realistic context for people to understand the Managed Approach.

References

Boswell, G., Poland, F., Seebohm, L., Killett, A., Varley, A. Houghton, J., Fordham, R., & Jarrett, J. (2013) Findings from the University of East Anglia's evaluation of the Ipswich/Suffolk multi-agency strategy on prostitution following five murders in 2006. *Law Review, January 2013*

Brown, K. and Moore, J. (2014). Executive summary in Prostitution in Leeds: Preliminary Scoping Research. Unpublished report: *Department of Social Policy and Social Work, University of York.*

National Policing Sex Work and Prostitution Guidance (2019). *National Police Chiefs' Council.*

Appendix

Appendix 1 – Search terms and databases used in literature review

Web of Science; Scopus; Science Direct; SciELO; PubMed; PsychINFO; PsychArticles; Project Muse; PAO; OTseeker; National Archives; MEDLINE; MAG; LexisLibrary; JSTOR; Journal Citation Reports; JISC journal archives; HeinOnline; Europe PMC; Emerald Journals; Criminal Justice Abstracts; Cochrane Library; CINAHL; Arts & Humanties Full Text; Analytical Abstracts;

The following search terms used were used

1) policing **OR** police
   AND
2) street-sex work/ing **OR** street prostitution **OR** street soliciting

For all publications between 17/12/2009 – 17/12/2019

Inclusion Criteria: Relevant to the managed approach to street sex work. Articles that explore the policing of street sex work, articles related to the effect policing strategies have on residents/ businesses in areas of street sex work; articles related to the effect of policing strategies on sex workers. Empirical Work and literature reviews included, conceptual/ theoretical work omitted unless presenting empirical data.

The initial search produced 838 possible returns within the chosen parameters. Of these 45 were selected for initial inclusion[13]

After conducting initial content analysis, 35 articles were selected to comprise the formal literature review after screening (e.g. excluded if focus on off-street or male sex work/prostitution). [14]

Appendix 2 - Further parts of the Sexual offences Act 2003 and Policing and crime Act (2009)

Controlling and trafficking

The offences principally directed against those who exploit others through prostitution include controlling prostitution for gain and causing or inciting prostitution for gain both of which have a maximum penalty of 7 years. (**Sexual Offences Act 2003**).

The main offence relating to brothels is keeping a brothel used for prostitution, the maximum penalty for which is 7 years (section 33A of the Sexual Offences Act 2003).

[13] Inter-rater agreement = 0.95.

[14] A full list of research papers and abstracts has been provided in a separate file

The Sexual Offences Act 2003 introduced the offences of trafficking into, within and out of the UK for sexual exploitation. These offences cover both adults and children and carry penalties of up to 14 years.

The Sexual Offences Act 2003 also introduced offences specifically in respect of the exploitation of children and young people. These are causing or inciting child prostitution, controlling a child involved in prostitution, and arranging or facilitating child prostitution or pornography. These offences carry a maximum penalty of 14 years.

The **Policing and Crime Act 2009** amended the **Sexual Offences Act 2009** to introduce closure orders. These allow a police constable to apply to a court for an order closing premises associated with specified prostitution or pornography related offences for up to three months (which can be extended by up to 3 months if the court deems it necessary. However, the total period for which the order has effect must not exceed 6 months).

Engagement and Support Orders

Engagement and Support Orders were introduced by the **Policing and Crime Act (2009) (Section 17 amended Section 1 of the Street Offences Act (1959)**.

They became available on 1st April 2010. They offer an alternative penalty to a fine for those convicted of loitering or soliciting. To successfully complete the order, someone will need to attend three sessions with a supervisor appointed by the court.

This is the legal context for England and Wales in which the MA was developed and continues to operate. This is an important factor when reviewing whether the MA has; achieved its four main objectives, alternative approaches available, and how the MA can be improved.

Appendix 3 – A survey of approaches to the policing of on-street sex working in the UK.

Police Force	Summary of current policing approach to on- street sex working
South Wales Police	• Street sex working is in 2 different areas (Cardiff and Swansea) • 2014 – ASB approach (sec 35 dispersal and crim behaviour orders) • Kerb-crawlers (1) Sec 59 AS driving (2) repeat then vehicles seized (3) conditional caution. • Visited Leeds MA.
Lancashire Police	• 3 BCU areas (each have dedicated Inspector and PC) • Vulnerability and safeguarding approach • Multi-agency partnership approach. • Police haven't targeted kerb-crawlers in a long time. • Do use the 'change course' and found it to be effective (1% re-offending rate).
Merseyside Police	• A managed Area was identified for street-sex working but those engaged in it refused to move to a designated area and it has continued in two different areas of the city (residential) • SW safety and welfare approach. • MA was discussed but not chosen (would have meant creating another zone).
Greater Manchester Police	• SW safe-guarding approach • Support and partnership working • Police do not target kerb-crawlers.
Gwent Police	• SW safe-guarding approach • Support and partnership working
Suffolk (Ipswich approach)	Strategic aims: 1. Tackling demand—by deterring those who create the demand (i.e. kerb-crawlers) and removing the opportunity for street sex working to take place. 2. Developing routes out—by offering individual multi-agency case conferences and appropriate health/welfare support packages to each street sex worker. 3. Prevention—through awareness-raising and early intervention measures to stop others, particularly children and young people from becoming involved in sex work. 4. Community intelligence—through understanding the key issues, the extent of the problem, and its impact on the local community.
Northumbria	• The SHADE project is a multi – agency safeguarding hub committed to the engagement, safeguarding and welfare of individuals who are working within the sex industry; including those who are sexually exploited, trafficked and groomed.

Report author: Victoria Bradshaw

Tel: 88540

Leeds CITY COUNCIL

Report of the Chief Officer Financial Services

Report to Executive Board

Date: 20th July 2020

Subject: Financial Health Monitoring 2020/21 – Month 2

Are specific electoral wards affected? If relevant, name(s) of ward(s):	☐ Yes	☒ No
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☒ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes	☒ No

Summary

1. Main issues

- The purpose of this report is to inform the Executive Board of the financial health of the authority in respect of both the General Fund revenue budget and the Housing Revenue Account for the first quarter of the financial year.
- The Council to date has managed to achieve considerable savings since 2010 and the budget for 2020/21 requires the Council to deliver a further £28.4m of savings.
- The current and future financial climate for local government represents a significant risk to the Council's priorities and ambitions. Whilst the Council continues to make every effort possible to protect the front line delivery of services, it is clear that the position remains challenging.
- This is the second budget monitoring report of the year, and Executive Board will recall that the 2020/21 general fund revenue budget, as approved by Council, provides for a variety of actions to reduce net spend through the delivery of £28.4m of budget action plans by March 2021. At this early stage of the financial year, it is clear that COVID-19 has impacted on the delivery of some of these actions.

- In addition the Council continues to incur additional expenditure and to lose income across services as a consequence of COVID-19. As a result Directorate dashboards highlight a potential COVID-19 related overspend of £124.1m. This is offset by projected non-COVID net savings of £4.3m resulting in a Directorate overspend of £119.8m.
- The addition of corporate COVID pressures in relation to staffing costs which cannot be capitalised as a consequence of the impact of COVID-19 on the capital programme and the projected losses of council tax and business rates income results in a total projected COVID overspend of £173.4m at Month 2. Once offset by the projected non-COVID net savings of £4.3m this results in an overall overspend of £169.1m.
- This £169.1m position is an improvement of £24.4m when compared to Month 1. This mainly reflects a reduction of £24.2m in the COVID financial reported to this Board in June. There has been a £4.9m reduction in COVID-19 pressures projected by directorates and a £19.3m reduction in the projected losses of council tax and business rates income as more data becomes available.
- To date the Council has received £43.7m of Government funding towards the costs of COVID-19, of which £2.6m has been applied in 2019/20. Application of the remaining £41.1m of grant in 2020/21 would reduce the COVID financial pressure to £132.3m. The position assumes that the estimated Collection Fund income shortfall of £41.6m would impact on the revenue position in 2021/22, leaving a COVID funding gap of £90.7m for 2020/21.
- On 2nd July Government announced a further package of financial support for Local Government. No funding allocations have been confirmed as yet. Initial estimates indicate that additional funding in the region of £25.8m may be receivable for 2020/21, which would reduce this gap to £64.9m.
- At Month 2, the Housing Revenue Account is projecting a balanced budget position.

2. Best Council Plan Implications (click here for the latest version of the Best Council Plan)

- The 2020/21budget targeted resources towards the Council's policies and priorities as set out in the Best Council Plan. This report comments on financial performance against this budget, supporting the Best Council ambition to be an efficient and enterprising organisation.

3. Resource Implications

- The projected overspend largely relates to COVID-19 pressures of £173.4m. However, at Month 2 there are also projected underspends not relating to COVID-19 across a number of directorates totalling £4.3m. At Month 2 an overall overspend of £169.1m is projected against the approved 2020/21 budget, before application of any additional funding announced on the 2nd July.

Recommendations

Executive Board are asked to:

a) Note the projected financial position of the authority as at Month 2 and note the projected impact of COVID-19 on that position.

b) Note that a further package of financial support for Local Government has been announced, with funding allocations yet to be confirmed.

c) Note that, although this additional funding is welcome, the remaining gap will still require significant savings and further support from Central Government.

1. Purpose of this report

1.1. This report sets out for the Executive Board the Council's projected financial health position for 2020/21 at Month 2.

1.2. Budget Monitoring is a continuous process throughout the year, and this report reviews the position of the budget and highlights potential key risks and variations after the first month of the year.

2. Background information

2.1 Executive Board will recall that the net budget for the general fund for 2020/21 was set at £525.7m.

2.2 Following the closure of the 2019/20 accounts, the Council's general fund reserve stands at £31.5m.The 2020/21 budget assumes further use of £9.0m from this reserve during the current financial year. It is anticipated that general fund balances will be added to in year but in light of the potential impact of COVID-19 on capital receipts this position will be kept under review.

2.3 Financial monitoring continues to be undertaken on a risk-based approach where financial management resources are prioritised to support those areas of the budget that are judged to be at risk, for example the implementation of budget action plans, those budgets which are subject to fluctuating demand, key income budgets, etc. This has again been reinforced through specific project management based support and reporting around the achievement of the key budget actions plans.

2.4 Looking beyond 2020/21, a full update of the Medium Term Financial Strategy is timetabled to be received by this Board in September 2020.

3. Main Issues

3.1 At Month 2 a COVID related overspend of £173.4m is projected. This is offset by projected non-COVID net savings of £4.3m, resulting in an overall overspend position of £169.1m.

3.2 To date the Council has received £43.7m of Government funding towards the costs of COVID-19, of which £2.6m has been applied in 2019/20. Application of the remaining £41.1m of grant in 2020/21 would reduce the COVID financial pressure to £132.3m. It is assumed that the estimated Collection Fund income shortfall of £41.6m would impact on revenue in 2021/22, leaving a COVID funding gap of £90.7m for 2020/21.

Table 1

Summary Position at Month 2 - Financial Year 2020/21

Directorate	Director	(Under) / Over spend for the current period				COVID related	Non-COVID related	Previous month's Total	COVID related	Non-COVID related
		Staffing	Total Expenditure	Income	Total (under) /overspend					
		£000	£000	£000	£000	£000	£000	£000	£000	£000
Adults & Health	Cath Roff	583	7,677	1,134	8,811	8,811	0	8,730	8,730	0
Children and Families	Sal Tariq	1,458	5,267	3,834	9,101	9,101	0	10,002	10,002	0
City Development	Martin Farrington	(4,811)	(7,389)	28,939	21,550	23,475	(1,925)	21,660	23,570	(1,910)
Resources & Housing	Neil Evans	1,505	13,292	12,521	25,813	26,571	(758)	32,366	32,615	(249)
Communities & Environment	James Rogers	2,371	6,676	20,026	26,702	28,176	(1,474)	24,180	26,126	(1,946)
Strategic	Victoria Bradshaw	(83)	98,882	(71,091)	27,791	27,993	(202)	27,959	27,993	(34)
Total Current Month (Dashboards)		**1,022**	**124,404**	**(4,637)**	**119,768**	**124,127**	**(4,359)**	**124,897**	**129,036**	**(4,139)**
Capitalised Staffing					7,663	7,663		7,663	7,663	
Council Tax & Business Rates Losses					41,620	41,620		60,935	60,935	
					169,051	**173,410**	**(4,359)**	**193,494**	**197,633**	**(4,139)**
Previous month (under)/over spend		**3,441**	**56,772**	**68,125**	**193,494**					

3.3 The major variations are outlined below, with additional detail provided on the Directorate dashboards which are appended to this report;

3.3.1 **Adults & Health** – though early in the financial year the directorate is projected to overspend its budget by £8.8m. However, it should be noted that this position is entirely related to COVID-19 caused pressures.

The pressure is related to a number of actions taken by the directorate in light of the pandemic and the resultant impact of those changing priorities on delivering a number of budgeted savings plans. It is currently projected that £1.5m of savings plans will not be delivered this financial year; though it is assumed that once a return to 'normal' is achieved the work needed to deliver these plans will resumed, but there will be slippage in the delivery.

COVID related pressures that make up the remaining £7.3m pressure are the £0.6m of anticipated pressure of the additional pay award; additional care packages to meet the needs of people affected by day centre closures (£0.5m) and 'paying to plan' on home care (£0.5m). £4.5m has been committed to meet pressures within the care sector. In line with national guidance to support the pressures within the provider market a 10% fee, based on historic payments, has been provided for to be paid to providers in each of the first three months of the year. £0.4m has been incurred to fund PPE and equipment to facilitate early discharge. The NNDR attached to the Waterside building has been allocated as a Covid-19 cost due to its use as a temporary mortuary. Income is also affected with a pressure caused by the cessation of face to face financial assessments and the delay in the commencement of the dementia beds scheme which was partly funded by the CCG has placed a further £0.2m pressure on the Council.

It should be noted that there are potential non-COVID-19 pressures that have arisen in-year, notably slippage in CCG funding and the impact of the late detail and conditions surrounding the Public Health grant specifically relating to the Agenda for

Change (AfC) programme. The directorate are actively working on resolving these pressures therefore these are noted but not reflected in the figures above.

3.3.2 **Children and Families** – As detailed on the appended dashboard, the current year-end forecast for the Children and Families directorate is an overspend of £9.1m, all of which is attributable to COVID-19. This position includes both expenditure and loss of income directly attributable to COVID-19 (£7.7m), as well as assumed budget actions that the Directorate is unable to address at this stage due to the current situation. These total £1.4m and relate to projected non-achievement of children's centre income and other staffing pressures, including £0.7m for the increased pay award proposals.

The £7.7m of pressures directly attributable to COVID are:

	£m
• Workforce pressures – predominantly LCC run homes	0.42
• Residential Care costs	2.17
• Care Leavers Service	0.25
• Section 17 payments	0.31
• IT costs	0.35
• Loss of income including Schools trading and Children's Centre fees	4.54
• Travel savings	(0.35)

The projections assume delivery of proposals put forward to address £2.52m of pressures arising from existing CLA numbers and the late notification of a reduction in Troubled Families grant income, details of which were provided by Children and Families in the June report to Executive Board. The proposals outline £1.14m of savings related to CLA and also propose savings against other budget areas to offset the remaining pressures of £1.38m. It is however likely that there will be an increase in CLA numbers later in the year as a consequence of COVID-19. In line with projections at Month 1 it is estimated that there will be further CLA residential costs of £2.2m during 2020/21 due to COVID.

A further key impact of COVID on the Children and Families budget is on income, and in total a £4.5m pressure has been identified due to expected loss of income from children's centres, school trading, the secure residential unit and school attendance penalty notices. In line with principles laid out by Government, the Council has taken the approach that schools should be charged as normal for disrupted Council services for which they have a regular financial commitment. However there is still some loss of income projected for ad hoc traded services to schools and those paid for through parental contributions, such as music services and activity centres.

At the end of 2019/20 there was a deficit balance of £3.95m on the general Dedicated Schools Grant (DSG). At Month 2 we are projecting a £3.18m overspend on general DSG for 2020/21, which would result in a closing deficit of £7.13m. This is due to a projected overspend of £3.7m on high needs, which is partly offset by a £500k underspend on early years. The early years underspend is due to funding being calculated at a point in the year when the numbers of children are higher than the average over the full year.

The high needs overspend is the result of the increased demand and complexity of special educational needs being faced by many authorities across the country, which is expected to result in an overspend of £3.7m on high needs. Although high needs funding increased nationally for 2020/21, the Department for Education still applied a cap on gains which meant that the allocation for Leeds was subject to a cap of £4.7m. An announcement on funding for 2021/22 is expected during July. In the meantime the Directorate is assessing what actions can be taken at this current time to manage the DSG expenditure within available funding.

3.3.3 **City Development –** At Month 2 the Directorate is projecting an overspend of £21.5m, a small improvement of £0.1m over the position reported at Month 1. This includes an estimated impact of COVID-19 of £23.5m. The Directorate's financial position has been significantly affected by the current restrictions in place and the subsequent impact on the economy with the vast majority of the overspend resulting from reduced income across a number of services. The full extent of this will not be apparent until later in the year but the projections have been made based on current intelligence. There is still a great deal of uncertainty around some of the income projections and there is a risk that the financial position worsens. The impact on each service area will be regularly reviewed and updated during the year.

The most significant loss in income is in Active Leeds where all facilities are currently closed and the re-opening of facilities is expected to be later in the year on a staggered basis and with reduced capacity. The year-end financial position for Active Leeds is projected to be an overspend of just under £10m.

Other services also facing projected reductions in income include:

- Arts and Heritage - £2.4m following the closure of sites and cancellation of events and more limited scope to generate income for the rest of the year.
- Asset Management and Regeneration - £5.1m from expected reductions in rental and other commercial income
- Planning and Sustainable Development - £1.38m through an estimated reduction in planning and building fee income.
- Markets and City Centre - £1.49m from a reduction in rental and advertising income.
- Highways and Transportation - £1.8m through a reduction in chargeable fees and recovery of overheads mainly in the Highways DLO.

Whilst the impact of COVID-19 on City Development is mostly on income some additional costs are also being incurred. A sum of £0.5m for the year is currently projected across the Directorate. The additional cost of the proposed higher pay award is estimated at £0.37m.

The projected position includes anticipated staff savings of £0.75m on non-chargeable vacant posts net of the additional costs of the higher pay offer. Savings of £0.5m have also been included for reduced spend on general running costs and travel and subsistence.

3.3.4 **Resources & Housing –** Based on the indicative impact of COVID-19 in the directorate, an overspend of £25.8m is now forecast at Month 2. This is a reduction in excess of £6m from the previous month and reflects an improved forecast of the

impact within LBS and is also due to £1.6m of housing benefit income to help offset the additional accommodation cost in supporting the homeless.

The projections continue to be based on assumptions around the estimated impact on services when lockdown is released and undoubtedly these forecasts will be subject to variation as more intelligence is gathered.

In total £26.6m costs are COVID related. The COVID pressures can be broadly summarised into the following areas across the Directorate's services:-

- Trading deficit within Leeds Building Services (LBS) £10.5m
- Additional PPE (LCC wide) £8.2m
- Homelessness accommodation costs £1.9m
- Catering income & emergency meals £2.0m
- Other income reductions (capital/court fees) £2.3m
- Delays to budget action plans £0.4m
- Other items of expenditure £0.1m
- Non-realisation of savings to fund additional pay award £1.1m

The recruitment freeze and savings in non-essential spend are forecast to deliver around £1.1m of savings to the directorate's bottom line projections.

3.3.5 **Communities & Environment -** the overall position for the directorate at this early stage of the year is a projected overspend of £26.7m.

Of this, £28.2m relates to the estimated impact of COVID-19 although this figure is based on a number of assumptions and is therefore subject to variation as the situation progresses. In particular, there is a great deal of uncertainty around income projections in a number of service areas and these will be kept under review throughout the year.

The main areas of variation in respect of COVID-19 are currently estimated as follows:

- Loss of car parking and enforcement income £7.5m
- Loss of Parks & Countryside income £7.7m. This includes income from visitor attractions, bereavement services, chargeable works within Parks Operations and Landscaping teams and the cancellation of planned events.
- Loss of Electoral and Regulatory Services income £1.8m. This includes Registrars, Entertainment Licensing, Land and Property Searches, Taxi & Private Hire and Environmental Health activities. These income losses are partially offset by £0.3m savings resulting from the cancelled May 2020 local elections.
- Waste Management - additional expenditure £5.8m. This includes the cost of providing additional crews and vehicles to deal with increased volumes of waste, the cost of disposing of the additional waste and the cost of providing staffing cover and PPE equipment across the service as well as income losses at Household Waste sites.
- Welfare & Benefits – additional expenditure £1.2m. This includes the estimated net cost of Housing Benefit claims for rough sleepers and an anticipated additional call on the Local Welfare Support scheme.

- Cost to LCC of providing a temporary mortuary facility £1m - created as part of the Council's emergency planning arrangements to deal with a potential increase in mortality rates over and above current capacity for Leeds and Wakefield.
- Cost of the local government pay offer £0.7m. This represents an additional 0.75% over the amount budgeted and the COVID-19 situation will impact on the ability to deliver the savings required to mitigate this additional cost.
- Other areas of income loss/additional expenditure across the directorate £2.8m. This includes estimated income losses from community centres, bulky waste collections and from environmental enforcement together with additional costs of providing PPE/Social distancing/cleaning equipment and software/equipment to support home working. It also includes the cost of providing for city wide mailout and other staffing related costs in support of the Council's response to the crisis.

The overall position for the directorate also includes assumptions around other expenditure savings totalling £1.5m. These include estimated savings both from the implementation of tighter controls on recruitment (£0.5m) and on other expenditure budget headings across the directorate (£0.9m).

3.3.6 **Strategic & Central Accounts** - At Month 2, the Strategic & Central accounts projection recognises the potential for an overspend of £28.0m in MRP, as a result of a reduced level of capital receipts being available to repay debt, as a consequence of the impact of COVID-19. There is considerable uncertainty over how quickly the property market will recover, and the position will continue to be reviewed and updated.

3.3.7 The position also reflects an additional projected £71.0m of S31 grants in relation to business rate reliefs awarded due to the impact of the pandemic. These grants will need to be carried forward in an earmarked reserve, as they are required to fund the 2020/21 Collection Fund deficit which will impact on the revenue position in 2021/22.

3.3.8 No other significant variances have been identified at this stage, although as a result of the economic shutdown there are significant risks around income from S278 developer contributions.

3.3.9 **Impact of COVID-19**

Directorate/Service	**£m**
Adult Social Care	**8.8**
Children & Families	**9.1**
City Development	**23.5**
Communities & Environment	**28.2**
Resources & Housing	**26.6**
Strategic & Central	**28.0**
Projected Impact 20/21 - directorate dashboards	**124.1**
Corporate pressures:	
Capitalised Staffing	**7.7**
Council Tax/Business Rates Income Losses	**41.6**
Projected Total GF Impact 2020/21	**173.4**
Less Government Funding	**(41.1)**
Projected Total GF Impact 2020/21 after Government Funding	**132.3**
Less Council Tax/Business Rates (impact in 2021/22)	**(41.6)**
COVID-19 Funding Gap 2020/21	**90.7**

Directorate dashboards highlight a projected COVID-19 overspend of £124.1m. The addition of corporate COVID pressures in relation to staffing costs which cannot be capitalised as a consequence of the impact of COVID-19 on the capital programme and the projected losses of council tax and business rates income results in a total projected COVID-19 overspend of £173.4m.

3.3.10 The reported £173.4m COVID financial pressure is £24.2m lower than the £197.6m cost of COVID-19 reported to this Board in June. This improvement is due to a £4.9m reduction in COVID-19 pressures projected by directorates and a £19.3m reduction in the projected losses of council tax and business rates income as more data becomes available.

3.3.11 To date the Council has received £43.7m of Government funding towards the costs of COVID-19, of which £2.6m has been applied in 2019/20. Application of the remaining £41.1m of grant in 2020/21 would reduce the COVID financial pressure to £132.3m. It is assumed that Collection Fund income shortfall of £41.6m would impact on revenue in 2021/22, leaving a COVID funding gap of £90.7m for 2020/21, an improvement of £4.9m since the June report to this Board.

3.3.12 In recognition of the financial impact of COVID-19 on the Council's financial position in 2020/21, Executive Board agreed at its 19th May meeting that the Council should write to Government to ask for financial assistance to enable the Council to fulfil its requirements to deliver services to the residents of Leeds, namely that Government:

- underwrite the shortfall in Business Rates resulting from COVID-19;
- compensate the Council for any shortfall against budget regarding the level of Council Tax collected as a result of COVID-19;
- fund 100% of the Local Council Tax Support (LCTS) scheme to protect authorities against loss of council tax income due to an increase in claimants;
- write off PWLB debt held by local authorities or, failing this, reduce interest rates for PWLB debt to the cost to Government;
- underwrite any variation in the level of income receivable from fees and charges that have been impacted by COVID-19.

3.3.13 The report to May's Executive Board recognised that if further Government support is not forthcoming, the Council would need to implement a number of measures including an emergency budget in the Summer. The Council has implemented some immediate management measures to start to mitigate the financial position:

- Implementation of a recruitment freeze;
- Restrictions on utilisation of agency and overtime;
- Implementation of an immediate freeze on non-essential spend;
- Review the current procurement strategy to see whether commissioning can be stopped, slipped or re-specified at a lower value to achieve savings;
- Capture of savings resulting from the current lockdown;
- Active promotion of the Council's ELI scheme, allowing staff to exit the Authority where a business cases exists.

3.3.14 Additionally, Service Review areas have been identified across all Directorates to identify budget savings options to contribute towards addressing the reported estimated budget gap for 2021/22. Similarly, there are a number of cross cutting initiatives which are anticipated to contribute towards reducing the budget gap in

2021/22. These reviews may contribute towards reducing the forecast projected variation in 2020/21 where savings can be realised early enough.

3.3.15 If the Chief Officer – Financial Services, in undertaking their statutory S151 role, considers that in their professional opinion it is clear that the Council cannot deliver a balanced budget position in 2020/21 then it is incumbent on them under the Local Government Finance Act 1988, Section 114 (3) to "make a report under this section if it appears….that the expenditure of the authority incurred (including expenditure it proposes to incur) in a financial year is likely to exceed the resources (including sums borrowed) available to it to meet that expenditure".

3.3.16 A Section 114 report would be issued after consultation with the Senior Management Team, this Executive Board and External Audit. Under S115 of the Local Government Finance Act 1988 Councillors would then have 21 days from the issue of a Section 114 report to discuss the implications at a Full Council meeting and before the consideration of an emergency budget.

3.3.17 More detail regarding the Section 114 process and options to address the financial impact of COVID-19 can be found in the report "Impact of Coronavirus COVID-19 upon Leeds City Council's 2020/21 Financial position and update on the forecast budget position for 2021/22", received by the June meeting of this Board.

3.4 COVID-19 Additional Funding Package announced 2nd July 2020

3.4.1 On 2nd July 2020 Robert Jenrick, the Secretary of State for Housing, Communities and Local Government, announced a further package of financial support for local government. This included:

- A further £500 million of funding to cover local authority spending pressures;
- A co-payment mechanism for irrecoverable Sales, Fees and Charges income, with the Government covering 75% of losses beyond 5% of planned income;
- Phased repayment of Collection Fund deficits over the next three years;
- A commitment to determine what support is needed to help councils meet the pressures of irrecoverable tax income at the Spending Review.

3.4.2 The table below shows the estimated impact of these announcements on the 2020/21 funding gap outlined in paragraph 3.3.

	£m	
Total COVID Impact (July EB)	173.408	
Less Grant Already Received	(41.109)	
	132.299	
Less Collection Fund Deficit (impact in 2021/22)	(41.620)	
Funding Gap 2020/21 (July EB)	**90.679**	
Funding Announcements 2.7.20		
Additional Funding: Spending Pressures	(6.833)	Estimated share of £500m national funding
Additional Funding: Sales Fees & Charges Losses	(18.934)	Government to fund 75p/£ (excluding first 5%)
Revised Funding Gap 2020/21	**64.912**	

3.4.3 Allocation details are awaited regarding the additional national funding of £500m. The table assumes an apportionment based on population as used for the second tranche of COVID-19 funding. We have also estimated the amount of funding

receivable for irrecoverable Sales, Fees and Charges, based on the budget information submitted to MHCLG in May 2020.

3.4.4 Whilst this additional financial support is welcomed, it is currently not sufficient to meet the Council's full financial needs in 2020/21.As such the Council will need to continue to deliver savings measures discussed in paragraph 3.12 above and requires further support from Government to enable a balanced budget to be achieved in 2020/21..

3.5 Other Financial Performance

3.5.1 Council Tax

The Council Tax in-year collection rate at the end of May is 18.69% which is 0.53% lower than performance for the same period last year. This lower collection rate will in part reflect agreed payment deferrals, currently to the end of June. When setting the 2020/21 budget the target collection rate for the year was assumed to be 96.11%, in line with previous years. If the forecast is achieved this would collect some £378.7m of income. However, in light of the potential impact of COVID-19, the collection rate will continue to be closely monitored.

3.5.2 Business Rates

The budgeted collection rate for business rates is to achieve an in-year collection target of 97.7%, collecting £363.2m of business rates income billed at 1st April. However, the Board will be aware that in response to the COVID-19 pandemic Government awarded significant additional business rates reliefs, reducing the income to be collected from business to £238.1m. These reliefs will be funded in full by Government through Section 31 grants. Whilst this reduces the risk to the authority regarding non-collection of business rates income, the business rates collection rate at the end of May was 21.29% which is 2.32% behind performance in 2019/20. As with Council Tax, this lower collection rate will in part reflect agreement to defer payments.

The total rateable value of business properties in Leeds has reduced from £935.3m at 1st April 2020 to £933.9m at the end of May 2020, a decrease of £1.4m. To calculate Leeds' actual income from business rates this total rateable value is multiplied by the national business rates multiplier (49.9p in the pound). After reliefs and adjustments this amount is then shared between Leeds City Council (49%), Central Government (50%) and West Yorkshire Fire Authority (1%). After allowing for the business rates deficit brought forward, Leeds' actual share of business rates income is currently in the region of £101.4m, which is £82.2m below budgeted expectations. However much of this shortfall is accounted for by the Government's introduction of new extended reliefs for the retail and leisure sectors and children's nurseries. This results in grant funding associated with business rates some £71.7m above that forecast in the Council's budget.

In light of the current situation we expect to see losses of business rates income through non-payment and reduction in rateable value where businesses may cease to trade or revise their business model to reduce business rates and other costs. Business rates income continues to be closely monitored and reported to the Board in these monthly financial health reports.

3.5.3 **Business Rates Appeals**

The opening appeals provisions for 2020/21 are £27.8m, made up of £10.6m relating to appeals received against the 2010 ratings list and £17.2m estimated costs in relation to the 2017 ratings list. Under the 50% Business Rates Retention pilot, Leeds' budget is affected by 49% of any appeals provision made in this year. Provisions brought forward from 2019/20 were made at 74%.

On the 31st March, there were 1,107 appeals outstanding against the 2010 ratings list. During April and May 5 appeals have been settled, of which 2 have not resulted in changes to rateable values. 0 new appeals were received in April and May. At 31st May there are 1,102 outstanding appeals in Leeds, with 10.5% of the city's total rateable value in the 2010 list currently subject to at least one appeal.

Only 2 appeals have been received to date against the 2017 list, with only 1.0% of the city's total number of hereditaments and 4.6% of its total Rateable Value in the 2017 list currently subject to either an appeal or a 'check' or 'challenge', the pre-appeal stages of the appeals process introduced in 2017. We will continue to monitor the level of appeals provisions as we go forward.

3.5.4 **Impact of COVID-19 on the Collection Fund**

It is still very early in the year to estimate the ultimate impact of COVID-19 on council tax and business rates income. The Council has, however reported to MHCLG projected losses of £41.6m in total: £18.8m in council tax and £22.8 in business rates. These estimates will continue to be refined as more data becomes available. Any Collection Fund income shortfall in 2020/21 would normally impact on the Council's financial position in 2021/22. However, as detailed in paragraph 3.4, one of the measures announced by Government on 2nd July is to allow phased repayment of Collection Fund deficits over three years, spreading the revenue impact. The detailed application of this measure is not yet known.

Further the announcement indicated that Government would also consider the apportionment of irrecoverable Council Tax and Business Rates losses between central and local government, with details to be determined at the 2020 Spending Review.

4. Housing Revenue Account (HRA)

4.1 At the end of Month 2 the HRA is projecting a balanced position against the 2020/21 budget.

There is a forecast reduction in total income of £3.7m. Rental income is forecast to be £1m lower, mainly due to a temporary increase in the number of void properties due to COVID-19. £2.0m of income is impacted by forecast lower staff charges to capital from vacant posts and also due to the reduced capital programme for 2020-21. A small reduction in commercial rent income of £0.1m is also projected. A reduction in the number of Right to Buys during the pandemic is estimated to cost £0.2m in RtB fees.

Additionally, and as a consequence of an increase in tenant arrears in the last two

months, it is prudent to project an increase in the provision for doubtful debts of £0.5m.

Staffing costs are forecast to underspend by around £1.5m, with the recruitment freeze being the main reason for this.

With respect to the repairs budget, responsive repairs has been delivering 'Essential Services' only during lockdown, however the demand for repairs has not gone away. As such, there is a significant backlog of repairs with an estimated value of c.£3.9m. Currently the only restriction on spend will be our ability to complete all new and backlog repairs within the financial year. This is under continuous review but is not yet anticipated to yield significant in-year savings. As mobilisation plans are worked up, the cost of repairs can be more accurately forecast. There is no assumption of savings at this stage.

An additional £142k is required to fund works associated with exiting Navigation House as part of the Council' asset rationalisation programme.

Due to COVID, the HRA capital programme for 2020/21 has been revised from £80m to circa £62m based on the ability to deliver the full programme. As a result, the revenue contribution (RCCO) that funds most of the HRA capital programme will not be required at the original budgeted level.

This reduction in RCCO is to be flexed each month to allow the HRA to maintain a balanced position in year despite forecast pressures on income and costs outlined above. Should the RCCO at outturn be higher than the capital programme actually requires this year, then it is currently assumed that this will be transferred to the Major Repairs Reserve for use in future years capital programmes.

5. Corporate Considerations

5.1 Consultation and engagement

5.1.1 This is a factual report and is not subject to consultation.

5.2 Equality and diversity / cohesion and integration

5.2.1 The Council's revenue budget for 2020/21 was subject to Equality Impact Assessments where appropriate and these can be seen in the papers to Council on 26th February 2020.

5.3 Council policies and the Best Council Plan

5.3.1 The 2020/21 budget targeted resources towards the Council's policies and priorities as set out in the Best Council Plan. This report comments on the financial performance against this budget, supporting the Best Council ambition to be an efficient and enterprising organisation.

5.4 **Climate Emergency**

5.4.1 Since this is a factual report detailing the Council's financial position for 2020/21 there are no specific climate implications.

5.5 **Resources, procurement and value for money**

5.5.1 This is a revenue financial report and as such all resources, procurement and value for money implications are detailed in the main body of the report.

5.6 **Legal implications, access to information, and call-in**

5.6.1 There are no legal implications arising from this report.

5.7 **Risk management**

5.7.1 Budget management and monitoring is undertaken on a risk-based approach where financial management resources are prioritised to support those areas of the budget that are judged to be at risk such as the implementation of budget action plans, those budgets which are subject to fluctuating demand and key income budgets. To reinforce this risk-based approach, specific project management based support and reporting around the achievement of the key budget actions plans is in place for 2020/21.

6. Conclusions

6.1 This report informs the Executive Board of the Month 2 position for the Authority in respect of the revenue budget which currently projects a COVID-19 related overspend of £173.4m. Once offset by the projected non-COVID net savings of £4.3m this results in an overall overspend of £169.1m.

6.2 To date the Council has received £43.7m of Government funding towards the costs of COVID-19, of which £2.6m has been applied in 2019/20. Application of the remaining £41.1m of grant in 2020/21 would reduce the COVID financial pressure to £132.3m. It is assumed that the Collection Fund income shortfall of £41.6m would impact in 2021/22, leaving a COVID funding gap of £90.7m for 2020/21.

6.3 In recognition of this, Executive Board agreed at its 19th May meeting that the Council should write to Government to ask for financial assistance to enable the Council to fulfil its requirements to deliver services to the residents of Leeds. The report to May's Executive Board recognised that, if further Government support is not forthcoming, the Council would need to implement a number of measures including an emergency budget in the Summer. As such, the Council has implemented some immediate management measures to start to mitigate the financial position.

6.4 On 2nd July Government announced a further package of financial support for Local Government. No funding allocations have been confirmed as yet. Initial estimates indicate that additional funding of £25.8m may be receivable for 2020/21, which would reduce this gap to £64.9m. Given the scale of the funding gap remaining, additional savings measures are still required in year and further support from Government.

6.5 The Housing Revenue Account is projecting a balanced budget position.

7. Recommendations

7.1 Executive Board are asked to:

a) Note the projected financial position of the authority as at Month 2 and note the projected impact of COVID-19 on that position.

b) Note that a further package of financial support for Local Government has been announced, with funding allocations yet to be confirmed.

c) Note that, although this additional funding is welcome, the remaining gap will still require significant savings and further support from Central Government.

8. Background documents[1]

8.1 None.

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

ADULTS AND HEALTH

Financial Dashboard - 2020/21 Financial Year

Month 2 (May 2020)

Though still early in the financial year the directorate is projected to overspend its budget by £8.8m. However, it should be noted that this position is entirely related to C-19 related cost pressures.

The pressure is related to a number of actions taken by the directorate and the impact of the changing priorities on delivering a number of savings plans, to such a degree that it is assumed that £1.5m of these plans will not be delivered in year.

It should be noted that there are several non-C19 pressures that have surfaced already, notably the slippage in CCG funding and the impact of the late detail surrounding the Public Health grant specifically relating to the Agenda for Change (AfC) programme. At this stage the directorate are working on delivering plans to meet these pressures and as such these pressures are noted but not reflected in the figures below.

This report is very high level and only highlights known variances. Detailed reporting is likely to commence at Period 3.

The main variations reported at Period 1 across the key expenditure types are as follows:

Staffing (0.6m)

The impact of the proposed pay award which is above the budgeted assumptions is shown as C19 pressure as the urgent and necessary reaction to the pandemic has meant that plans to recover this pressure have had to be deferred.

Buildings (£0.1m)

A pressure of £0.1m is shown representing the cost of rates at the recently acquired Waterside building (for the Assisted Living Leeds move) which is now being used as a temporary mortuary.

Community Care Packages (£2.0m)

These pressures are C-19 related and include the cost of additional care packages to meet the needs of people affected by day centre closure (£0.5m), paying to plan on home care (£0.5m) and slippage in a number of savings plans because staff required to deliver these have been redirected to deal with the crisis.

Commissioning (£4.8m)

The pressure is C-19 related and includes £4.5m to meet pressures within the care sector. In line with national guidance to support the pressures within the provider market a 10% fee, based on historic payments, will be paid to providers in each of the first three months of the year. The payments are subject to validation. The directorate has funded 33 organisations with £5k grants to help support their communities. £90k of PPE has been purchased.

General Running Costs (£0.3m)

£0.3m of equipment to facilitate early discharge has been incurred. It is possible this may be recoverable from the NHS funding for early discharge.

Income (£1.1m)

Income is affected by the C-19 pandemic and has impacted upon savings plans for the recovery of income within client contributions and staffing costs. Because of the C-19 pandemic the CCG has delayed the commencement of the dementia beds scheme, as this was jointly funded and the costs are in place this has placed a £0.2m pressure on the Council.

Budget Management - net variations against the approved budget

				PROJECTED VARIANCES											
	Expenditure Budget	Income Budget	Latest Estimate	Staffing	Premises	Supplies & Services	Transport	Internal Charges	External Providers	Transfer Payments	Capital	Appropriation	Total Expenditure	Income	Total (under) / overspend
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Health Partnerships	1,496	(964)	532	(0)	0	0	0	0	0	0	0	0	(0)	0	**0**
Social Work & Social Care Services	286,474	(50,294)	236,181	573	81	300	0	0	1,950	0	0	0	2,904	1,084	**3,988**
Service Transformation	2,360	(369)	1,991	10	0	0	0	0	0	0	0	0	10	0	**10**
Commissioning Services	23,372	(66,192)	(42,820)	0	(0)	0	0	0	4,755	0	0	0	4,755	50	**4,805**
Resources and Strategy	6,005	(992)	5,013	(0)	0	0	0	0	0	0	0	0	(0)	0	**(0)**
Public Health (Grant Funded)	45,293	(44,949)	344	(0)	0	8	0	0	0	0	0	0	8	0	**8**
Appropriation Account	0	0	0	0	0	0	0	0	0	0	0	0	0	0	**0**
Total	**365,001**	**(163,759)**	**201,241**	**583**	**81**	**308**	**0**	**0**	**6,705**	**0**	**0**	**0**	**7,677**	**1,134**	**8,811**

Key Budget Action Plans and Budget Variations:

		Lead Officer	Additional Comments	RAG	Action Plan Value	Forecast Variation against Plan/Budget
A. Key Budget Action Plans					£m	£m
1.	Review of Learning Disabilities	Caroline Baria	slippage on review due to social work priorities being C19 related	R	1.0	0.5
2.	Review of Physical Impairment	Shona McFarlane	slippage on review due to social work priorities being C19 related	R	0.1	0.1
3.	Review of home care efficiency	Shona McFarlane	slippage on review due to social work priorities being C19 related	R	0.1	0.1
6.	Enablement Service - improvements in productivity	Shona McFarlane	slippage on review due to social work priorities being C19 related	R	0.5	0.3
7.	Review billing and collection of assessed client contributions	Steve Hume	slippage on review due to social work priorities being C19 related	R	1.9	0.5
8.	Assistive technology to a city-wide self-pay market	Shona McFarlane	slippage on review due to social work priorities being C19 related	R	0.2	0.1
B. Other Significant Variations						
1.	Staffing	All	pressure re pay award			0.6
2.	Community care packages	Various	C19 costs related to additional packages of care and supporting the care market			5.9
3	General running costs	All	C19 related costs associated with purchasing equipment to facilitate early hospital discharge			0.4
5	Income	All	impact of C19 on financial assessments not being held face to face and delay in the dementia beds facility			0.5
					Adults and Health Directorate - Forecast Variation	**8.8**

CHILDREN & FAMILIES 2020/21 FINANCIAL YEAR
FINANCIAL DASHBOARD - Period 2

Overall Summary - At P2 the directorate is reporting a pressure of £9.1m, all of which is attributable to Covid-19. The overspend includes both expenditure and loss of income directly attributable to Covid, as well as assumed budget actions that the Directorate is currently unable to address due to the ongoing situation. The P2 projection is an improvement of £0.9m from the reported position at P1. Although some additional costs are projected due to Covid compared to P1, the expected savings on staffing ,along with utlisation of grant funding, have reduced the overall projected overspend.

Children Looked After (CLA): - The budget for 20-21 is £43.8m, an increase of £1.45m from 19-20. The budget supports 1,346 CLA placements; 58 External Residential (ER) and 183 Independent Fostering Agency (IFA). At P11 19-20 an early pressure of £3.8m was identified for 20-21, however due to reductions in ER placements and proposals by the service for savings on both CLA and non-CLA budgets this pressure is projected to be addressed. CLA numbers as at 31st May were 1,331 of which 63 are ER and 205 are IFA. There are however expected to be additional pressures from Covid-19 during the year and these are detailed in the Other Significant Variations section below.

Non CLA Financially supported: - The non-CLA financially supported budget was increased by £1.0m to £13.9m in the 2020/21 budget. Budgeted 20-21 numbers are 913 placements (+46 20-21 -v- 19-20); current numbers are 935 (+22) creating a pressure of £0.386m. There is also a further £0.25m of costs for an increase in the rate of the care leavers allowance due to Covid.

Staffing: - Pay pressures of £1.458m have currently been identified. This is comprised of £0.8m existing pressures in Early Help and Social Care Management, £0.421m additional pay costs directly attributable to Covid, a £0.687m impact of the additional 0.75% pay award offer, offset by £0.35m savings from vacancy control and ovetime and £0.1m savings on severance/retirement costs for former teachers.

Transport : - The Passenger Transport expenditure budget has increased compared to 19-20 by £0.465m to £15.2m. At P1 we are assuming a small saving of £0.05m due to the plan to bring in-house the Independent Travel Training contract. However there is a risk that costs on the transport budget may increase later in the year due to Covid as a result of distancing requirements.

Trading and Commissioning : - There is a Children Centres fee income pressure of £0.4m due to assumed budget actions that the directorate is unable to address due to Covid, in addition to losses of income due to Covid for both Children's Centres and trading with schools.

Supplies & Services & Internal Charges:- £0.3m savings in Travel & Subsistence costs have been identified and are reflective of the current home-working arrangements during Q1 20-21.

Other Income / Projects : The projections include a pressure of £0.324m due to the reduction in 20-21 of the Troubled Families Earned Autonomy Grant, which was notified after the budget had been set. In response to the CLA pressures noted above, current income projections assume utilisation of £1.672m of grant funding.

Budget Management - net variations against the approved budget

				PROJECTED VARIANCES											
	Expenditure Budget	Income Budget	Latest Estimate	Staffing	Premises	Supplies & Services	Transport	Internal Charges	External Providers	Transfer Payments	Capital	Appropriation	Total Expenditure	Income	Total (under) / overspend
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Demand Led Budgets:															
In House placed CLA	21,079	0	21,079	0	0	0	0	0	(204)	0	0	0	(204)	0	(204)
Independent Fostering Agency	7,681	0	7,681	0	0	0	0	0	900	0	0	0	900	0	900
External Residential	12,096	(3,995)	8,101	0	0	0	0	0	2,245	0	0	0	2,245	244	2,489
Other Externally placed CLA	2,967	0	2,967	0	0	0	0	0	(76)	0	0	0	(76)	0	(76)
Non CLA Financially Supported	13,872	(5,610)	8,262	0	0	0	0	0	636	0	0	0	636	0	636
Transport	15,586	(897)	14,689	0	0	(50)	0	0	0	0	0	0	(50)	0	(50)
Sub total Demand Led Budgets	**73,282**	**(10,502)**	**62,780**	**0**	**0**	**(50)**	**0**	**0**	**3,501**	**0**	**0**	**0**	**3,451**	**244**	**3,695**
Other Budgets															
Partnerships & Health	5,101	(1,319)	3,782	0	0	0	0	0	0	0	0	0	0	0	**0**
Learning	35,565	(30,165)	5,400	0	0	0	0	0	0	0	0	0	0	2,126	**2,126**
Social Care	137,289	(92,316)	44,973	1,558	0	0	(300)	(150)	658	150	0	0	1,916	1,464	**3,380**
Resources and Strategy	66,885	(61,449)	5,437	(100)	0	0	0	0	0	0	0	0	(100)	0	(100)
Sub total Other Budgets	**244,841**	**(185,250)**	**59,592**	**1,458**	**0**	**0**	**(300)**	**(150)**	**658**	**150**	**0**	**0**	**1,816**	**3,590**	**5,406**
Total	**318,123**	**(195,752)**	**122,371**	**1,458**	**0**	**(50)**	**(300)**	**(150)**	**4,159**	**150**	**0**	**0**	**5,267**	**3,834**	**9,101**

Key Budget Action Plans and Budget Variations:		Lead Officer	Additional Comments		Action Plan Value	Forecast Variation against plan/budget
A. Key Budget Action plans				**RAG**	**£m**	**£m**
Transport	Passenger Transport	Sue Rumbold / CEL Group	20-21 budget assumes savings on Passenger Transport costs via re-commissioning routes, reviewing occupancy levels on routes, route rationalisation and Independent travel Training.	G	(0.44)	0.0
Transport	Passenger Transport	Tim Pouncey	Full cost recovery of Personal Travel Allowances from Schools DSG funding.	G	(0.35)	0.0
Social Care	Children Looked After & Financially Support Non-CLA Demand Budgets.	Tim Pouncey	Recovery of Education costs of External Residential placements from Schools DSG funding.	G	(0.15)	0.0
Children & Families Directorate	Increased income target	C&F Leadership	Review and identify additional income, via additional trading, fee paying, grants, etc.	G	(0.21)	0.0
Children & Families Directorate	Increased income target from Schools Trading and Youth Justice Board.	C&F Leadership	£0.1m additional income from schools trading and £0.1m from Youth Justice Board source.	G	(0.20)	0.0
Children & Families Directorate	Running cost savings	C&F Leadership	Identify running cost savings via controls on internal spend and commissioning.	G	(0.28)	0.0
B. Other Significant Variations						
	Children Looked After & Financially Support Non-CLA Demand Budgets.	Sal Tariq / Julie Longworth	The CLA budget supports 1,346 CLA children of which 58 is for ER and 183 for IFA placements. Current numbers are 63 (+5) ER and 205 (+22) IFA. Projection reflects new £1m in-year action plan savings target plus £140k ER placements moving in house. £0.244m shortfall in CCG contributions for Out of Leeds placment costs.			**1.304**
	Staffing Related Costs	C&F Leadership Team	The 20-21 pay budget includes 2 significant pressures that need to be addressed; the staffing structure within Early Help to reflect transition from the Troubled Families programme delivery to the Earned Autonomy model (£1.2m); secondly, residual staffing action plans within Social Care - Safeguarding Management account (£0.8m). This is offset by savings through vacancy control and a reduction in agency/overtime.			**0.450**
	Learning For Life - Early Start (Little Owls income)	Sal Tariq / Andrea Richardson	Shortfall in income due to fewer 2,3 and 4 year olds and impact of free 30 hours per week free provision.			**0.400**
	Non-Pay savings	C&F Leadership Team	£0.1m savings on retirement costs for former teachers, £0.05m from the planned insourcing of Independent Travel Trainer contract and £0.3m savings on travel & subsistence due to restrictions during Q1. £0.15m Legal Services; reduced demand in Q1. £0.15m increased			**(0.449)**
	Income (Incl. Grants)	C&F Leadership Team	£0.324m reduction in Troubled Families - Earned Autonomy funding announced after the 20-21 budget set. Offset by £0.05m additional use of CLA Pupil Premium & £1.372m use of DfE Partners in Practice 20-21 award & £0.25m Other DfE Grant funded programmes.			**(1.348)**
	Covid related expenditure and loss of income	C&F Leadership Team	Specific budget pressures relating to Covid-19 are: £0.42m Workforce pressures, predominantly around the LCC run homes; £2.19m impact on residential care costs; £0.25m impact on care leavers service; £0.658m impact on s17 payments and IT costs; £4.939m loss of income (£1.797m school traded income, £2.12m children centre fee income, £0.292m Adel Beck income and £0.33m School Attendance). Also includes £0.68m pay pressure from additional 0.75% pay offer.			**8.744**
			Children and Families Directorate - Forecast Variation			**9.101**

CHILDREN & FAMILIES 2020/21 FINANCIAL YEAR
DEDICATED SCHOOLS GRANT FINANCIAL DASHBOARD - PERIOD 2

Overall Summary - The Dedicated Schools Grant (DSG) is made up of 4 separate blocks - the Schools Block, Central School Services Block, Early Years Block and High Needs Block.
Although it is still early in the year, some underlying issues have been identified and as a result it is expected that the DSG will be £2,928k overspent in 2020/21. At this stage, no specific costs associated with covid 19 measures have been identified.

Schools Block - This is the largest element of the DSG and mostly consists of delegated funding to local authority maintained schools. When a school becomes an academy, funding payments are made directly by the ESFA and not paid to local authorities to distribute. When this happens, there is a reduction in grant income which is largely matched by reduced expenditure. Since the budget was set, there have been a number of academy conversions which reduces the grant received and the school funding paid out. There are a number of de-delegated services where schools have agreed for the local authority to retain funding to cover some costs centrally which otherwise would need to be charged to schools (such as maternity costs, trade unions costs and the libraries service). As it is expected that there will be fewer schools converting to an academy by 1st September 2020, additional de-delegated income of £250k is projected, which would increase the de-delegated surplus. The Growth Fund budget remains part of this block and is currently projected to be on budget.

Central School Services Block
This block covers costs such as prudential borrowing repayment, equal pay costs, the admissions service and the retained duties element of what used to be the Education Services Grant (which covers statutory and regulatory duties, asset management and welfare services). No variances are currently projected on these services.

Early Years Block - This element is concerned with provision to pre-school children. The final grant amount received is largely based on the January 2021 census and so will not be confirmed until the 2021/22 financial year. In line with the increase in the unit rate received, the unit rates paid to providers has been increased for both 2 year old and 3 & 4 year old providers. It is too early in the year for actual activity information, but based on previous years data, an underspend of £500k is projected.

High Needs Block - This element is used to support provision for pupils and students with special educational needs and disabilities. Although early in the year, current information suggests that there will be an overspend of £3,678k. The largest areas of overspend are as follows:
- Mainstream top-ups and additional blocks £2,864k. Based on top up funding already allocated out, with estimated increased based on the average at this point in year for the past 3 years. Additional place funding based on March places compared to notional SEN blocks in 2020/21.
- Outside placements £1,000k, based on current placements. However due to a shortage of specialist places in Leeds, there is a risk that this could increase further.
- The net effect of all other variances is an underspend of £186k.

Reserves - There is an overall deficit brought forward from 2019/20 on general DSG of £3,955k and a de-delegated surplus of £722k. The reserves carried forward into 2021/22 are projected to be a deficit on general DSG of £7,133k and a surplus on de-delegated services of £972k.

Budget Management - net variations against the approved budget

	Budget £'000	Projection £'000	Variance £'000
Schools Block			
DSG Income	(314,877)	(307,361)	7,516
Individual Schools Budgets	307,309	299,793	(7,516)
De-delegated budgets	4,568	4,318	(250)
Growth Fund	3,000	3,000	0
	0	**(250)**	**(250)**
Central School Services Block			
DSG Income	(4,867)	(4,867)	(0)
CSSB Expenditure	4,867	4,867	0
	0	**(0)**	**(0)**
Early Years Block			
DSG Income	(64,216)	(64,216)	0
FEEE 3 and 4 year olds	53,002	52,502	(500)
FEEE 2 year olds	7,933	7,933	0
Other early years provision	3,281	3,281	0
	0	**(500)**	**(500)**
High Needs Block			
DSG Income	(79,831)	(79,957)	(126)
Funding passported to institutions	72,329	76,218	3,889
Commissioned services	1,821	1,821	0
In house provision	5,123	5,038	(85)
Prudential borrowing	558	558	0
	0	**3,678**	**3,678**
Total	**0**	**2,928**	**2,928**

DSG Grant Reserves

	General £'000	De-delegated £'000	Total £'000
Latest Estimate			
Balance b/fwd from 2019/20	3,954	(721)	3,233
Net contribution to/from balances			
Balance c/fwd to 2021/22	**3,954**	**(721)**	**3,233**
Projected Outturn			
Balance b/fwd from 2019/20	3,954	(721)	3,233
Projected in year variance	3,178	(250)	2,928
Net contribution to/from balances			0
Balance c/fwd to 2021/22	**7,132**	**(971)**	**6,161**

Key Budget Action Plans and Budget Variations:

		Lead Officer	Additional Comments	RAG	Action Plan Value	Forecast Variation against Plan/Budget
A. Key Budget Action Plans					£m	£m
Transfer funding to High Needs Block			Transfer of £2.65m from the schools block and £350k from the central school services block to the high needs block as detailed in report to Schools Forum in January 2020.	B	3.00	0.00
B. Significant Variations						
Schools Block			In year underspend of £250k on de-delegated services			(0.25)
Early Years Block			Underlying underspend on block			(0.50)
High Needs Block			Increase in high needs funding at mainstream schools			2.86
High Needs Block			Increase in outside placement costs			1.00
High Needs Block			Net effect of all other variances			(0.18)

Dedicated Schools Grant - Forecast Variation **2.93**

CITY DEVELOPMENT 2020/21 BUDGET
FINANCIAL DASHBOARD - MONTH 2 (MAY)

Directorate Summary - At Period 2 it is projected that there will be a year-end overspend of just over £21.5m, this takes account of the projected impact of Covid 19 of circa £23.5m which includes the additional cost of the proposed higher pay offer. This is a net improvement of £0.1m from the Period 1 Dashboard as the impact of Covid 19 on services develops and is understood. The Directorate's financial position has been significantly affected by the current restrictions in place as a result of Covid 19 and by the severe impact on the economy. There is a direct impact in Active Leeds and Arts and Heritage from the loss in income from the closure of all sites. In other service areas the anticipated economic downturn is expected to impact on income from the commercial property portfolio, Markets, advertising, planning and building fees and in Highways from reduced fee recovery as a result of some of the workforce self-isolating and other staff absences. The extent of the impact will not be fully apparent until later in the year but forecasts for the year have been made based on current intelligence. There is a great deal of uncertainty around some of the income projections and assumptions will be updated and reviewed regularly.

Staffing - Based on current vacancy levels and assuming limited external recruitment for the foreseeable future, staffing is projected to be under budget by £4.8m based on current vacancy levels. In Highways and Transportation most staff costs are chargeable and any vacancies will lead to reduced income or additional contractor costs. Some staff in Asset Management and Regeneration are also chargeable. Allowing for this it is estimated that staff savings will contribute a net saving of £1.125m. This also allows for additional costs from a higher pay award than budgeted for estimated at £375k although some of this cost will be charged out.

Other running cost savings - Where cost savings directly relate to closure of facilities and events then these have been accounted for in the net income loss figures. It is estimated that there could be additional savings in supplies and services and travel costs of around £500k across the Directorate and an initial assessment of projected savings is shown under each service area but will be kept under review.

Additional Covid 19 spend - Whilst the impact of Covid 19 on City Development is mostly on income, some additional costs are being incurred. A sum of £500k is currently projected across the Directorate and is expected to include additional highways works.

Planning and Sustainable Development - In May both planning and building fee income showed an increase compared to April. The cumulative position for May is now 23% down against 2019/20 income levels for planning fees and 29% down against 2019/20 for building fees. In addition, the planned implementation of revised pre-application charges has been postponed for the time being. The 2020/21 budget included additional income of £250k for these charges and a shortfall of £150k is projected assuming implementation in the autumn. Overall the shortfall in income is forecast to be £1.5m and is based on a reduction in total fee income of 20% for the year. Large planning applications are still being received but there has been a slowdown in householder applications. Partly offsetting this is just under £200k of staffing, transport and supplies and services savings.

Economic Development - The service is forecasting a reduction of income and additional costs of £110k for the year, mainly reduced income from Conference Leeds and reduced recovery of staff costs where staff are now working on Covid 19 related work. The projection also includes some additional grant income that has been received.

Asset Management and Regeneration - The year end forecast anticipates a shortfall in income from the Commercial Property Portfolio from the non-achievement of budget actions which were based on generating additional rental income from the purchase of additional commercial assets during the year. It is likely that there will be a delay in new acquisitions due to the economic uncertainties arising from COVID-19. It is also anticipated that there will be a reduction in overall rental income as some businesses continue to struggle financially. Whilst it is early days in the economic impact of the pandemic, the service is currently developing a strategy around rental income, in particular how to respond to requests from businesses seeking support. The current projection assumes a 30% shortfall in rental income over the non-prime commercial property portfolio. In addition, there may be specific sectors which are particularly badly hit where there is a higher risk that rental income may not be achieved. There is a risk that this may be an overly optimistic position but this will be kept under review. There has been a £0.4m improvement in this projection from Period 1 as further information has become available.

Employment and Skills - No significant variations are currently projected. The major grant schemes that the service manages are currently expected to be delivered. There is a risk that not all grant income will be received but this will kept under review.

Highways and Transportation - The major variation is forecast to be on the amount of highways maintenance work that the DLO is able to complete due to a reduced available workforce. This will result in reduced chargeable works which will lead to a reduction in income and the recovery of overheads. The current projection is for a shortfall in income of £950k in the DLO and £716k in Civil Engineering and Transport Planning. There is a risk that this is higher. Other areas of the service are still working but restrictions could mean that there is a shortfall in income in some areas, a £500k shortfall has been projected. Staffing is also below the budgeted structure and further delays in recruitment mean that there will be a need for more work to be allocated to external contractors.

Arts and Heritage - As all facilities are currently closed the service is forecasting a significant shortfall in income. Ongoing restrictions on being able to fully re-open facilities and the likelihood that many of the planned events for the year will have to be cancelled will also have an impact on income for the year. The Period 2 projection has revised and increased the net loss of income by £600k as the impact of social distancing requirements makes it unlikely that many activities (events, room hire, etc) will resume as planned in this financial year although the projections assume that Christmas Events will go ahead. There will be some cost savings as a result and these have been netted of the income shortfall projections where they can be identified. Some staff have now been reallocated to work in other essential service areas although this will not result in savings for Arts and Heritage.

Active Leeds - All sport facilities are currently closed with the monthly loss in income at £1.3m. It is projected that even if some facilities are allowed to re-open at some point during the year that income will remain well below budgeted levels due to social distancing requirements and a very slow building back of the customer base to pre-Covid 19 levels. The loss of income has been netted down by some cost savings but these are fairly small. Some staff have now been reallocated to work in other essential service areas although this will not result in savings to Active Leeds. There is a risk that the income position is worse than currently projected.

Resources and Strategy - No significant variations are anticipated although the additional costs being incurred as a result of Covid 19 are being recorded in the Resources and Strategy budget.

Markets and City Centre - Open Market traders are currently not being billed for rent at a monthly loss of £40k. Indoor Market traders are still being billed. Whilst most indoor traders are eligible for support through the Government business support scheme it is anticipated that there will be an increase in voids in the Market and the current projection is that there will be a 30% shortfall in income. There is also expected to be a reduction in advertising income, the year-end projection is for a £700k shortfall against the budget including the £200k additional income assumed in the 2020/21 budget.

Budget Management - net variations against the approved budget

				PROJECTED VARIANCES											
	Expenditure Budget	Income Budget	Latest Estimate	Staffing	Premises	Supplies & Services	Transport	Internal Charges	External Providers	Transfer Payments	Capital	Appropriation	Total Expenditure	Income	Total (under) / overspend
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Planning & Sustainable Development	9,560	(7,877)	1,683	(156)	0	(3)	(38)	0	0	0	0	0	(197)	1,486	**1,289**
Economic Development	2,327	(596)	1,731	34	0	126	0	0	0	0	0	0	160	(63)	**97**
Asset Management & Regeneration	18,656	(21,888)	(3,232)	(803)	300	(78)	(4)	0	0	0	0	0	(585)	5,249	**4,664**
Employment & Skills	7,410	(5,697)	1,713	(31)	0	0	0	0	0	0	0	0	(31)	0	**(31)**
Highways & Transportation	68,150	(50,241)	17,909	(3,740)	17	(665)	(672)	0	0	0	0	0	(5,059)	6,856	**1,797**
Arts & Heritage	21,427	(9,046)	12,381	(26)	(4)	(1,753)	(4)	(59)	0	0	0	0	(1,845)	4,004	**2,159**
Active Leeds	26,626	(20,453)	6,173	(1)	(125)	(25)	0	0	(75)	0	0	0	(226)	9,930	**9,704**
Resources & Strategy	1,045	0	1,045	(83)	0	495	0	0	0	0	0	0	412	0	**412**
Markets & City Centre	3,463	(4,567)	(1,104)	(6)	(12)	0	0	0	0	0	0	0	(18)	1,476	**1,458**
Total	**158,664**	**(120,365)**	**38,299**	**(4,811)**	**177**	**(1,903)**	**(718)**	**(59)**	**(75)**	**0**	**0**	**0**	**(7,389)**	**28,939**	**21,550**

Key Budget Action Plans and Budget Variations:

				RAG	Action Plan Value	Forecast Variation against Plan/Budget
A. Budget Action Plans		**Lead Officer**	**Additional Comments**		**£m**	**£m**
1.	Planning & Sustainable Development	David Feeney	Pre-Application fee income in Planning - delayed implementation	**A**	(0.25)	0.15
2.	Asset Management & Regeneration	Angela Barnicle	Purchase of commercial assets to generate additional rental income over and above the annual costs of borrowing and other land-lord related costs	**R**	(0.75)	0.75
3.	Asset Management & Regeneration	Angela Barnicle	Asset Rationalisation	**R**	(0.20)	0.20
4.	Highways & Transportation	Gary Bartlett	LED Street Lighting Conversion	**G**	(0.43)	0.00
5.	Highways & Transportation	Gary Bartlett	Site Development	**G**	(0.25)	0.00
6.	Highways & Transportation	Gary Bartlett	Utility Permits	**A**	(0.20)	0.10
7.	Markets & City Centre Management	Phil Evans	Advertising Income	**R**	(0.20)	0.20
8.	Resources & Strategy	Phil Evans	Use of Balances/One Off Income	**G**	(0.50)	0.00
			Total Budget Action Plan Savings		**(2.78)**	**1.40**
B. Other Significant Variations						
1.	Planning & Sustainable Development	David Feeney	Planning Application and Building Control Fees			1.3
2.	Economic Development	Eve Roodhouse	Loss of income and additional costs related to Covid 19.			0.1
3.	Asset Management & Regeneration	Angela Barnicle	Commercial Rental Income			4.3
4.	Highways & Transportation	Gary Bartlett	Highways Maintenance			1.0
5.	Highways & Transportation	Gary Bartlett	Civil Engineering and Transport Planning			0.8
6.	Arts & Heritage	Cluny Macpherson	Net loss of income due to closure of venues			2.4
7.	Arts & Heritage	Cluny Macpherson	Postponement of Tour de Yorkshire and the Triathlon			(0.3)
8.	Active Leeds	Cluny Macpherson	Loss of income due to closure of Leisure Centres and reduced income once they re-open.			9.9
9.	Markets & City Centre Management	Phil Evans	Markets, advertising and Licences income			1.5
10.	All Services	All	Staffing Vacancies (excluding income funded posts)			(1.1)
11	All Services	All	Savings on supplies and services across the Directorate			(0.5)
12.	All Services	All	Additional Pay Award			0.4
13.	All Services	All	Additional spend as a result of Covid 19			0.5
				City Development Directorate - Forecast Variation		**21.55**

RESOURCES AND HOUSING

FINANCIAL DASHBOARD - 2020/21 FINANCIAL YEAR

PERIOD 2

Overall

The Directorate has a projected overspend at month 2 of £25.8m against its £84.9m net managed budget, a reduction of £6.6mfrom the month 1 forecast which is mainly due to £1.6m additional Housing benefit income, a review of the assumptions around the impact of lockdown upon LBS and refinement of projections across services. The total COVID related cost/loss of income is £26.6m including the £8.2m Authority wide costs of PPE shown under CEL; other pressures of around £300k and savings of £1.1m with vacancy freeze assumptions. additional income and savings in non essential expenditure across all services.

Resources

There is a projected overspend of just over £4m across the Resources group of services, £3.1m of this is due to the adverse impact of COVID. The most significant items are a projected loss of court fees in Finance/Legal of £1.1m, £0.8m estimated cost of operating and providing meals from the Food Warehouse, £0.7m reduction in income to capital projects and other charges. Delays to the implementation of Budget Actions Plans and other COVID pressures in Shared Services are around £0.4m;
There are net savings on non COVID related areas of £0.7m, being a combination of savings sgainst vacant posts, non essential spend and other running cost savings.

Housing Services

An overspend of £1.9m is forecast for Housing mainly due to the Covid-19 impact, consisting of £2.8m additional accommodation costs and £0.75m for security costs relating to both hotel and supported accommodation. The total pressure of £3.6m is partially offset by additional Housing Benefit income of £1.6m.

Civic Enterprise Leeds (CEL)

The division is projected to overspend by £25m with all of this attributable to COVID. Of the £25m COVID pressures, around £15mm is forecast in LBS due to a reduction in income as a consequence of reviewing what services can currently be delivered safely, front line staff self isolating and staff working elsewhere to support COVID related activity. Furthermore an estimate has been made on the impact on efficiency for those operatives working but having to do so to meet the requirements of safe distancing.

A sum of £8.2m is projected for the costs of PPE across the Council. So far over £3m has been spent / committed.

In addition, school closures, closures of commercial outlets and the provision of emergency meals (grab bags / hampers) to children will cost around £1.2m in Catering . The pandemic has also also caused a delay in implemention budget action plan savings of £241k within Fleet Services. However, as some civic buildings have closed with increased working from home, overall savings of £48k have been built into the projections within Facilities Management.

The non COVID pressures in CEL are circa £0.2m and are mainly related to the addiitonal pay award.

Budget Management - net variations against the approved budget

				PROJECTED VARIANCES											
	Expenditure Budget	Income Budget	Latest Estimate	Staffing	Premises	Supplies & Services	Transport	Internal Charges	External Providers	Transfer Payments	Capital	Appropriation	Total Expenditure	Income	Total (under) / overspend
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Resources	101,933	(32,557)	69,376	2,343	(54)	298	(49)	80	0	0	0	0	2,618	643	**3,261**
Housing	20,837	(13,345)	7,492	(234)	0	3,607	0	0	0	0	0	0	3,373	(1,439)	**1,934**
CEL	148,367	(140,366)	8,001	(604)	(63)	7,834	134	0	0	0	0	0	7,301	13,317	**20,618**
Driectorate Action Plan				0		0							0		**0**
Total	**271,137**	**(186,268)**	**84,869**	**1,505**	**(117)**	**11,739**	**85**	**80**	**0**	**0**	**0**	**0**	**13,292**	**12,521**	**25,813**

Key Budget Action Plans and Budget Variations:

Service	Budget Action	Lead Officer	Comments	RAG	Action Plan Value	Forecast Variation against Plan/Budget
					£m	£m
HOUSING						
Housing	Additional Charges to DFG	Jill Wildman	New structure in Health and Housing in place. No issues expected, but need to keep under review re level of capital spend to justify charges to scheme	G	(0.21)	
CEL						
Leeds Building Services	To ensure the delivery of the targeted return (£10.655m) and ensure service developments and effective productivity improvements.	Sarah Martin	Significant risk turnover won't be delivered with impact of pandemic; Currently £500k/week under recovery	R	0.00	10.47
CPM	Additional charges to capital (staffing)	Sarah Martin	New structure in place during 19/20. No issues anticipated	G	(0.04)	
Facilities Management	Insourcing of Office waste and Voids	Sarah Martin	Insourcing of general waste contract completed, insourcing of voids slipped.	G	(0.08)	
Facilities Management	Review of servicing offer at Merrion Hosue	Sarah Martin	Savings to come from fewer meetings etc as a result of WFH.	G	(0.06)	
Fleet Services	Electric Vehicle replacement and reduction in hire	Sarah Martin	EV vehicle replacement on track and service working to reduce hire. Assue slippage 6 months re COVID	A	(0.33)	0.14
Fleet Services	Generate additional external income from maintenance of external vehicles	Sarah Martin	Covid-19 epidemic has delayed savings and income	G	(0.21)	0.01
Catering	Generate net additional income from expanding commercial offer	Sarah Martin	Aireborough leisure centre completed but affected by closures	R	(0.03)	
Catering	Target saving from reduced reliance on meat based dishes	Sarah Martin	School closures could affect ability to deliver this	R	(0.04)	
RESOURCES						
DIS / Shared Services	Mail and Print Review - Printer rationalisation	Dylan Roberts	This has been done printers required will be in place for end of March and paid from ESP budget 2019/20;	G	(0.25)	
DIS / Shared Services	Mail and Print Review - Reductions in the volume of printing (Colour and B	Dylan Roberts	Work in progress to get volumes down – given that the vast majority of staff are wfh there will be significant reductions in printing. Assuming WFH continues into 2020/21 will bring reduced printing costs in the new year.	G	(0.15)	
DIS / Shared Services	Mail and Print Review - new Print Unit Equipment and LCC wide cost reduction on external spend	Sonya McDonald	Project on hold	R	(0.14)	0.07
DIS	DIS Breakfix - reduced external spend	Dylan Roberts	This is done - past six months trends show a reduction in costs – no reasons this wouldn't continue.	G	(0.06)	
DIS	Staffing Reduction - DIS Service Desk	Dylan Roberts	Not actioned – given the current demand/volume of calls cannot reduce staffing levels in the service desk in the near future or maybe at all. Need to identify alternative actions to offset	G	(0.05)	
DIS	DIS - Health and City Partnerships	Dylan Roberts	Done and agreed – signed 12 months contracts with health partners	G	(0.25)	
HR	Staffing reductions	Andrew Dodman	ELI Business case approved. Staff leaving between Mar and Oct; Savings net of ELI costs	G	(0.13)	
HR	Income HR	Andrew Dodman	Charges to academies. Agreed	G	(0.02)	
HR	Ultra Low Emission Vehicles (ULEV)	Andrew Dodman	Anticipate around £10k LCC wide on existing ULEV take up	A	(0.05)	0.05
HR	Apprenticeship Levy (Rolled over 19/20)	Andrew Dodman	This income will not be received. (Will need to identify alternative savings in year & remove from base budget)	R	(0.15)	0.15
Shared Services	E Invoices	Sonya MCDonald	Given current situation, unlikely to deliver. Assume 6 moth slippge	R	(0.15)	0.15
Shared Services	Servicing of meeting savings	Louise Snowden	£200k initial savings; £60k been identified elsewhere. £140k potential issue	R	(0.14)	0.07
DIRECTORATE WIDE						
Directorate Wide	Line by Line Reductions	Various COs	HR £44k (Staff shop, Serv Devt); Legal £100k; Pru Borrowing £60k; S&I £50k; IN year monitoring of spend	G	(0.31)	
Directorate Wide	Staffing reductions	Various COs	Passengers £87k ELI done; Housing Options £90k (split GF/ HRA)	G	(0.13)	
Directorate Wide	Impact of Covid-19		Additional expenditure/loss of income as a result of pandemic net of £1.6m HB income	R		6.38
	Impact of Covid-20		Pay Award	R		1.09
Directorate/LCC Wide	Impact of Covid-19		PPE Expenditure	R		8.20
B. Other Significant Variations						
1	All Other variations		Net pressures, vacancy freeze and non essential spend savings	G		(0.96)
			Resources and Housing Directorate - Outturn Variation			**25.81**

COMMUNITIES & ENVIRONMENT DIRECTORATE SUMMARY
FINANCIAL DASHBOARD - 2020/21 FINANCIAL YEAR
Period 2 (May 2020)

The overall position is a projected overspend of £26,702k. Of this, £28,176k relates to the estimated impact of Covid-19, although this figure is based on a number of assumptions and is therefore subject to variation as the situation progresses. The overall position also includes assumptions around tighter recruitment and expenditure controls and an assessment at this early stage indicates that potential savings of £1,474k may be achievable.

Communities (£286k overspend)
Covid-19 related costs total £291k which includes £195k loss of Community Centre income, £66k delays to planned savings from Community Centres and £28k cost of the additional 0.75% pay offer. Other variations reflect £5k expenditure savings.

Customer Access (£1,484k overspend)
Covid-19 costs are estimated at £853k which includes the cost of software and equipment to support home working of £197k, PPE/Social distancing measures and additional cleaning at Hub sites of £240k together with projected income losses of £251k across the service and the additional cost of the pay offer of £165k. Other variations include a projected staffing overspend of +£530k, additional security of £120k at Hubs and £19k other net expenditure savings.

Electoral and Regulatory Services (£994k overspend)

Elections, Licensing and Registrars (£833k overspend)
The majority of fee earning activities have ceased or reduced significantly. This includes Registrars, Entertainment Licensing, Land and Property Searches, Taxi & Private Hire Licensing. The combined impact on income is estimated at £1,572k, with a further £16k relating to the pay offer, although these will be partially offset by net savings of £319k from the cancelled May elections. Further net savings of £436k are anticipated reflecting projected staffing and other expenditure variations and utilisation of the TPHL earmarked reserve to partially offset the in-year income shortfall.

Environmental Health (£161k overspend)
The projected position reflects Covid related costs of £227k, mainly due to income losses from a reduction in activities across the service and pay offer of £10k, partially offset by £76k net savings in respect of staffing and other expenditure.

Welfare and Benefits (£1,133k over budget)
The projected overspend mainly reflects Covid-19 related expenditure in respect of the net cost of Housing Benefit claims for rough sleepers (£578k), an anticipated additional call on the Local Welfare Support budget (estimated c£600k) and the estimated cost of the pay offer (£45k). Other non-Covid forecast variations include minor staffing savings of £14k and other identified expenditure savings of £76k.

Parks and Countryside (£8,483k overspend)
The impact of Covid-19 on income generating facilities including Tropical World, Temple Newsam Home Farm, Lotherton Wildlife World, the Arium, Cafes, Golf courses, Bowling Greens and concessions in parks, is currently estimated at £5,475k. In addition, shortfalls in income from the cessation of chargeable works activities within Parks Operations and Landscaping are estimated at £1,748k and losses of income resulting from restrictions within bereavement services are estimated at £492k (including the impact of non-implementation of the planned inflationary fee increase). A further £250k of income is estimated to be lost as a result of the cancellation of events held in parks although savings of £340k from the cancellation of the West Indian Carnival will offset this. Other expenditure of £1,192k is anticipated, mainly due to meaures in Parks to faciliate Safer Public Spaces. The cost of the pay offer is estimated at £129k, with other staffing savings of £350k for the year forecast at this stage, together with other operating expenditure savings of £113k.

Car Parking (£7,082k overspend)
Covid-19 related income losses of £7,482k across the service are currently estimated which reflects the Council's decision to suspend all car parking charges and enforcement activity. Net staffing savings of £137k (including the pay offer at +£23k) and other expenditure savings of £262k are currently anticipated to partially offset this.

Community Safety (£46k overspend)
The projected overspend mainly reflects the anticipated cost of the pay offer. A small amount of other expenditure (£6k) has been incurred in respect of Covid-19 but this is offset by other forecast expenditure savings elsewhere in the service.

Waste Management (£5,750k overspend):
Within the Refuse service, additional expenditure of £2,470k is currently forecast which reflects the cost of providing additional crews and vehicles to deal with increased volumes of waste and to provide necessary staffing cover and PPE equipment. Additional costs of waste disposal are difficult to accurately forecast at this stage but additional volumes of waste are currently forecast to be £2,740k to the end of the year. Additional costs of £588k are forecast at Household Waste Sites for the cost of providing PPE equipment, staffing cover and security at the sites as well as net income losses from the weighbridges, inert waste charges and from the Revive shops. The pay offer is estimated at £155k although this is offset by other forecast savings of £202k mainly relating to prudential borrowing savings.

Cleaner Neighbourhoods Teams (£78k overspend)
Covid-19 related costs of £464k reflect the loss of income from bulky waste collections, additional costs of cover for staff in self isolation, litter bin stickers, PPE equipment and the estimated cost of the pay offer. However, these are anticipated to be partially offset by other staffing savings of £319k and operating expenditure savings of £68k.

City Centre (£150k overspend)
Covid-19 related costs of £162k include the projected loss of environmental enforcement income, additional cost of cover for staff in self isolation and the pay offer. Staffing and expenditure savings of £12k are anticipated to partially offset these costs. .

Directorate Wide (£1,217k overspend)
The directorate is forecasting additional Covid-19 related costs of £1,209k. £990k of this is in respect of a temporary mortuary facility created as part of the Council's emergency planning arrangements to deal with a potential increase in mortality rates over and above current capacity for Leeds and Wakefield. In addition, a city wide mailout in respect of accessing support is projected to cost £132k, overtime costs of £49k are anticipated for the co-ordination of the city wide use of volunteers, and approximately £38k is anticipated to be incurred for a temporary senior officer in support of the Council's response to the Covid situation.

Budget Management - net variations against the approved budget;

Summary By Service

				Period 1 Projected variances											
	Expenditure Budget	Income Budget	Latest Estimate	Staffing	Premises	Supplies & Services	Transport	Internal Charges	External Providers	Transfer Payments	Capital	Appropriation	Total Expenditure	Income	Total (under) / overspend
	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Communities	16,566	(11,714)	4,852	28		(3)							25	261	**286**
Customer Access	25,106	(4,560)	20,546	695	120	438	(20)						1,233	251	**1,484**
Electoral & Regulatory Services (including Environmental Health)	8,296	(6,428)	1,868	(487)	25	(121)	(16)					(246)	(845)	1,839	**994**
Welfare And Benefits	196,901	(191,795)	5,106	31		530	(9)	76		578			1,206	(73)	**1,133**
Car Parking Services	4,867	(12,252)	(7,385)	(138)	(20)	(242)							(400)	7,482	**7,082**
Community Safety	8,842	(6,504)	2,338	44		2							46	0	**46**
Waste Management	44,279	(9,766)	34,513	2,295	119	2,787	425	(160)					5,466	284	**5,750**
Parks And Countryside	33,914	(26,147)	7,767	(221)		(1,124)	5	70					(1,270)	9,753	**8,483**
Environmental Action (City Centre)	2,119	(427)	1,692	53	(1)	19							71	79	**150**
Cleaner Neighbourhood Teams	12,762	(4,372)	8,390	(15)		(37)	(20)						(72)	150	**78**
Directorate wide	0	(1)	(1)	86		1,130							1,216		**1,216**
Total	**353,652**	**(273,966)**	**79,686**	**2,371**	**243**	**3,379**	**365**	**(14)**	**0**	**578**	**0**	**(246)**	**6,676**	**20,026**	**26,702**

Key Budget Action Plans and Budget Variations:

		Lead Officer	Additional Comments	RAG	Action Plan Value (£000s)	Forecast Variation against Plan/Budget
Communities						
Communities Team	Communities Team - achievement of staffing efficiencies	Shaid Mahmood		G	(75)	
Community Centres	Community Centres - asset transfer savings and general efficiencies within the service	Shaid Mahmood	Delays anticipated due to Covid-19	A	(100)	66
Communities	Achievement of base budget vacancy factor	Shaid Mahmood		G	(166)	
Customer Access						
Contact Centre	Secure invest to save funding to partly offset additional staffing	Lee Hemsworth	Business case to be drafted	G	(150)	
Customer Access	Achievement of base budget vacancy factor	Lee Hemsworth	Potential overspend based on period 2 staffing	R	(646)	530
Welfare & Benefits						
Housing Benefits	Achievement of staffing reductions	Lee Hemsworth	Potential overspend based on period 2 staffing	A	(200)	
Welfare and Benefits	Achievement of base budget vacancy factor	Lee Hemsworth		G	(194)	
Electoral and Regulatory Services (incl Environmental Health)						
Elections	Charge PCC for share of elections	John Mulcahy	Elections deferred until May 21 due to Covid-19 meaning further savings in 20/21	G	(400)	(319)
All	Achievement of base budget vacancy factor	John Mulcahy		G	(177)	
Car Parking						
Car Parking	Increase charges at Woodhouse Lane car park by 50p for a full day	John Mulcahy	Car parks currently free of charge - price increase not implemented	R	(100)	100
Car Parking	Achievement of base budget vacancy factor	John Mulcahy		G	(148)	
Waste Management						
Refuse	Secure agreement from DEFRA re revision to waste contract	John Woolmer	Confirmation now received	G	(2,200)	
Waste Management - all	Achievement of staffing savings	John Woolmer		G	(50)	
Waste Management - all	Achievement of base budget vacancy factor	John Woolmer		G	(290)	

Parks and Countryside						
Parks and Countryside	Additional funding from Childrens Funeral Fund	Sean Flesher		G	(120)	
Parks and Countryside	Staffing savings - achievement of vacancy factor	Sean Flesher		G	(1,398)	
Community Safety						
Community Safety	Maximisation of external funding	Paul Money		G	(175)	
Community Safety	Achievement of staffing efficiencies	Paul Money		G	(17)	
Community Safety	Achievement of base vacancy factor	Paul Money		G	(335)	
Directorate Wide						

Other Significant Variations				
All	Covid-19 related	All	Covid-19 expenditure/income variations not already shown in action plans above	28,329
All	Staffing	All	Estimated staffing savings	(1,054)
All	Operating expenditure	All	Expenditure savings identified at period 2 - running costs etc	(852)
ELR	Taxi & Private Hire Licensing	John Mulcahy	Utilisation of earmarked reserve	(246)
All	Other	All	All other variations	148
			Communities & Environment - Forecast Variation	**26,702**

STRATEGIC & CENTRAL ACCOUNTS - 2020/21 FINANCIAL YEAR
FINANCIAL DASHBOARD - PERIOD 2

Overall :

The overall projection for month 2 for Strategic & Central Accounts shows an overspend of £27.8m. There are two significant factors to highlight within this position:

The dashboard recognises the potential for a shortfall of £28.0m in capital receipts as a result of the shutdown in the economy due to the Covid 19 lockdown, which would require a corresponding increase in the level of MRP chargeable to revenue. Howeve this represents a worst case scenario given the considerable uncertainty in the property market, and a lower shortfall against budget may be achievable.

As a result of the impact of Covid 19 on the local economy, the council anticipates that it will receive significantly more S31 grants as compensation for the additional business rates reliefs given during the year. However there will be a corresponding impact on the Collection Fund deficit which the council will have to fund in 2021/22 as a result of these additional reliefs, and thus the additional income (currently projected at £71.1m) will be fully required in 2021/22 and will therefore be carried forward in an earmarked reserve.

No other signifcant variations have been identified in the Strategic & Central Accounts budget. However, given the slowdown in economic activity as a result of the coronavirus lockdown, there are risks attached to the budget for S278 income from developers

				PROJECTED VARIANCES											
	Expenditure Budget £'000	Income Budget £'000	Latest Estimate £'000	Staffing £'000	Premises £'000	Supplies & Services £'000	Transport £'000	Internal Charges £'000	External Providers £'000	Transfer Payments £'000	Capital £'000	Appropriation £'000	Total Expenditure £'000	Income £'000	Total (under) / overspend £'000
Strategic Accounts	(13,311)	(20,089)	(33,400)			12							12		**12**
Debt	35,747	(17,881)	17,866								27,993		27,993	(91)	**27,902**
Govt Grants	2,161	(27,581)	(25,420)							(81)		71,034	70,953	(71,034)	**(81)**
Joint Committees	35,201	0	35,201						7				7		**7**
Miscellaneous	5,746	(794)	4,952	(83)									(83)	34	**(49)**
Insurance	9,167	(9,167)	0										0		**0**
Total	**74,710**	**(75,512)**	**(802)**	**(83)**	**0**	**12**	**0**	**0**	**7**	**(81)**	**27,993**	**71,034**	**98,882**	**(71,091)**	**27,791**

STRATEGIC & CENTRAL ACCOUNTS - 2020/21 FINANCIAL YEAR

Key Budget Action Plans and Budget Variations:

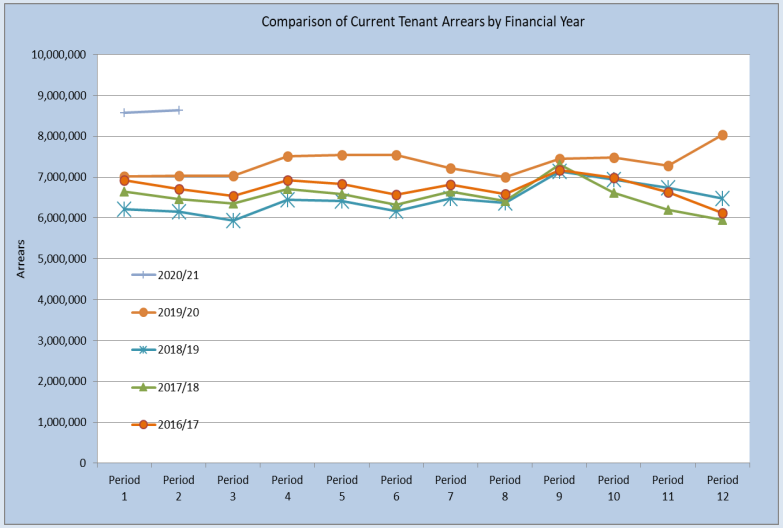
		Lead Officer	Additional Comments	RAG	Budget	Forecast Variation against Budget
A. Major Budget Issues					**£m**	**£m**
1.	Debt Costs and External Income	Victoria Bradshaw	Current forecast is as budget	G	20.2	0.0
2.	Minimum Revenue Provision	Victoria Bradshaw	The budget relies on the use of capital receipts to repay some debt. Due to the slowdown in economic activity, there is a risk that sufficient capital receipts may not be realised, requiring additional MRP from revenue.	R	14.2	27.9
3.	New Homes Bonus	Victoria Bradshaw	Current forecast is as budget	G	(4.7)	0.0
4.	Business Rates (S31 Grants & retained income)	Victoria Bradshaw	The current forecast is for an additional £71m of S31 grant income in relation to business rates. However this will be required to fund the Collection Fund deficit expected to be carried forward to 2021/22, and so will be carried forward in an earmarked reserve.	A	(22.7)	0.0
5.	S278 Contributions	Victoria Bradshaw	No variation is anticipated at this stage, however there is a risk of a shortfall depending on the rate of economic recovery.	A	(4.6)	0.0
6.	General capitalisation target	Victoria Bradshaw	Current forecast is as budget	G	(3.8)	0.0
7.	Schools capitalisation target	Victoria Bradshaw	Current forecast is as budget	G	(3.7)	0.0
8.	Joint Committees	Victoria Bradshaw	Current forecast is as budget	G	35.2	0.0
B. Other Significant Budgets						
1.	Insurance	Victoria Bradshaw	Forecast at Period 2 is the budget	G	0.0	0.0
2.	Prudential Borrowing Recharges	Victoria Bradshaw	Forecast at Period 2 is £91k higher than budget	G	(16.6)	(0.1)
3.	Miscellaneous	Victoria Bradshaw	Current forecast is for minor variations	G	4.9	(0.1)
			Strategic & Central Accounts - Forecast Variation			27.7

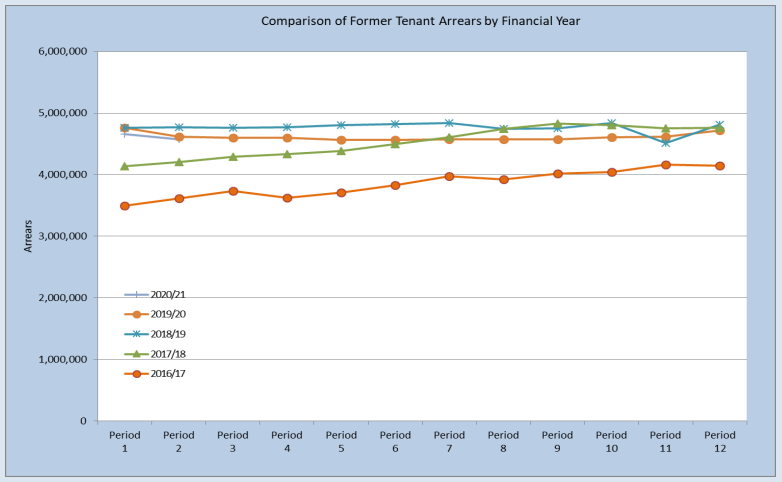
Housing Revenue Account - Period 2
Financial Dashboard - 2020/21 Financial Year

Summary of projected over / (under) spends (Housing Revenue Account)

Directorate	Current Budget	Projected Spend	Variance to budget	Comments	Previous period variance
	£000	£000	£000		£000
Income					
Rents	(212,140)	(211,113)	1,027	£481k Increase in Voids due to Covid 19. £365k pre-covid trend void rate moved from 0.75 to 0.92. £85k Net impact of reduction in RtBs sales offset by ROFR delays. £72k Covid 19 loss of commercial rent. Garages rent pressure £24k.	1,062
Service Charges	(8,484)	(8,442)	41	Leeds Pipes	40
Other Income	(33,772)	(31,119)	2,653	£164k RtB admin income due to Covid 19. £423k Civica project team not charged to capital. £1,690k staff not working on capital schemes due to Covid 19. £335k Hsg growth posts vacant - offset in emp costs. NB - Probable Pressure from LEEDS PIPES income not yet included. Greater analysis required, but likley installation levels will be delayed.	1,865
Total Income	**(254,396)**	**(250,675)**	3,721		2,967
Expenditure					
Disrepair Provision	1,400	1,400	-		-
Repairs to Dwellings	45,081	45,081	-		-
Council Tax on Voids	778	778	-		-
Employees	31,402	29,897	(1,505)	Assume hold vacant posts vacant for 6 months and addtl 0.75% pay award due to Covid 19.	(204)
Premises	8,202	8,344	142	Naviagtion House Delapidation work.	142
Supplies & Services	3,835	3,835	-		-
Internal Services	44,064	44,639	575	Civica DIS staff not charged to capital. NB Possible additional pressure of LEEDS PIPES costs not yet reflected. Greater analysis required.	575
Capital Programme	60,926	56,883	(4,043)	RtB loss of capital receipts from reduced sales (126 assumed less sales - NB This assumes the impact will be for 4 months. *The pressure will be greater if longer than this*).	(4,590)
Unitary Charge PFI	10,417	10,417	-		-
Capital Charges	44,334	44,334	-		-
Other Expenditure	5,748	6,248	500	Provision for bad debt figure increased to reflect the projected £1.968m increase in rent arrears.	500
Total Expenditure	**256,185**	**251,854**	(4,331)		(3,577)
Net Position	**1,789**	**1,179**	(610)		(610)
Appropriation: Sinking funds	(216)	394	610	Budget assumed using £600k of reserves to fund staffing pressures; Staffing savings means this no longer required	610
Appropriation: Reserves	(1,564)	(1,564)	-		-
(Surplus)/Deficit	9	9	0		(0)
Proposed New Reserves			-		-
Transfer to Capital Reserve			-		-
Total Current Month	**9**	**9**	**0**		**(0)**

Housing Revenue Account - Period 2
Financial Dashboard - 2020/21 Financial Year





Change in Stock	Budget	Projection
Right to Buy sales	(645)	(519)
Right of First Refusals/ Buybacks	65	38
New Build (Council House Growth)	80	66
Total	**(500)**	**(415)**

Right to Buy Receipts	2019/20 Actual	2020/21 Projection
Total Value of sales (£000s)	33,931	31,079
Average Selling Price per unit (£000s)	55.4	59.9
Number of Sales	612	519
Number of Live Applications	1,333	1,190

Arrears	2019/20	2020/21	Variance
	£000	£000	**£000**
Dwelling rents & charges	**2019/20 Week 8**	**2020/21 Week 8**	
Current Dwellings	6,228	7,681	**1,453**
Current Other	811	950	**139**
Former Tenants	4,618	4,576	**(42)**
	11,657	13,208	**1,550**
Under occupation	**2019/20 Week 53**	**2020/21 Week 4**	
Volume of Accounts	3,051	3,008	**(43)**
Volume in Arrears	1,198	1,108	**(90)**
% in Arrears	39.3%	36.8%	**-2.4%**
Value of Arrears	197	194	**(3)**
Collection Rates	**2019/20 Week 53**	**2020/21 Week 4**	
Dwelling rents	96.43%	93.44%	**-3.0%**
Target	97.50%	97.50%	**0.0%**
Variance to Target	-1.07%	-4.06%	**-3.0%**

Report author: Bhupinder Chana
Tel: 0113 39 88044

Report of Chief Officer Financial Services

Report to Executive Board

Date: 20th July 2020

Subject: Capital Programme 2020/21 – 2024/25 Quarter 1 Update

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes	☒ No
Has consultation been carried out?	☒ Yes	☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☒ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes	☒ No

Summary

1. **Main issues**

- This report sets out the latest capital programme for both the General Fund and the Housing Revenue Account (HRA).

- Whilst the Council has sought to deliver a large capital programme across the city, Covid-19 has presented a number of financial challenges that will affect the size of the programme in this and future years as the Council seeks to reduce its cost base.

- The Council has sought to restrict further spending whilst the capital programme is reviewed. The exception to these restrictions include essential health and safety work, Covid-19 related spend and schemes where the Council has received external income/grants. Where schemes are contractually committed they continue to progress. A number of programmes/schemes have been delayed due to Covid-19 and in some cases the Council has been able to accelerate schemes**.**

- The updated capital programme for 2020-2025 requires injections of £73,516.4k (no impact on borrowing costs) which are detailed at **Appendix B.**

- A review of the Capital programme is underway to deliver savings proposals. The results of the review will be presented to Executive Board in September together

with the revenue proposals.

- The HRA programme remains affordable over the next 3 years.

2. **Best Council Plan Implications** (click here for the latest version of the Best Council Plan)

- Capital priorities were set out as part of the February 2020 budget process and the capital programme approved in February 2020 is structured to show schemes under these priorities.

Climate Emergency

- There are no specific implications for the climate emergency resulting from this capital quarter 1 update. Where there are specific climate emergency issues arising from individual schemes these will be covered in the respective reports which are timetabled to be reported to Directorates and Executive Board.

3. **Resource Implications**

- The current cost of the capital programme is projected to remain within the 2020/21 budget envelope. However due to the current financial situation of the revenue budget due to Covid-19, the resources available fund the Capital Programme are being reviewed.

Recommendations

4. Executive Board is asked to approve the following injections into the capital programme:

    - £65,166.3k of 2021/22 Basic Need Grant allocation within the Learning Places Programme as set out in **Appendix B** ;
    - £3,822.0k of Presumption Free School Grant for East Leeds Free School as set out in **Appendix B**;
    - £1,672.2k for Kirkstall Road Corridor as set out in **Appendix B**, funded by European Social Fund (ESIF) grant part of Leeds Flood Alleviation Stage 2;
    - £1,534.2k for Adaptations programme as set out in **Appendix B**, funded by Disabled facilities grant ;
    - £1,321.7k of other injections, primarily relating to grants for Flood Alleviation, WYCA (West Yorkshire Combined Authority) grants, various prudential borrowing schemes and some section 106 as set out in **Appendix B**;

    The above decision to inject funding of £73,516.4k will be implemented by the Chief Officer Financial Services.

5. Note the latest position on the General Fund and HRA capital programme as at quarter 1 2020/21;

6. Note the review of the capital programme for 2020/21 and future years due to the current financial position of the Council.

1. Purpose of this report

1.1. The purpose of the report is to provide Members with an update on the capital programme 2020/21 as at quarter 1 and includes an update of capital resources and progress on spend. The report also outlines the review of the capital programme as a result of the need to address the financial impact of Covid-19.

2. Background information

2.1. The Capital Programme approved by Council in February 2020 projected expenditure of £1,621.9m from 2020/21 to 2023/24. This included borrowing of £806.7m over the period, including £248.4m in 2020/21.

2.2. The restated Capital Programme as part of the revenue outturn report approved at June 2020 Executive Board projected expenditure of £1,709.8m from 2020/21 to 2023/24. This included borrowing of £814.7m over the period, including £232.7m in 2020/21.

2.3 The impact of Covid-19 has created a number of financial pressures for the Council. The estimated funding shortfall is being addressed through revenue service reviews and capital schemes reviews that aim to generate saving proposals.

3. Capital Programme

3.1. Overall Capital Programme 2020/21 – 2024/25

3.1.1. Since the approval of the Capital Programme in February 2020, the provisional 2019-20 accounts have been completed and the position was reported to Members as part of the June 2020 Revenue Outturn Report to Executive Board. Consequently the 2020/21 and future years capital programme has been restated and the resources position has also been updated. Table 1 shows the revised capital programme for 2020/21 to 2024/25 as at quarter 1. This does not take account of the work currently being undertaken to review the Capital Programme due to the current financial position the Council now finds itself. More detail is provided in Section 3.3 below.

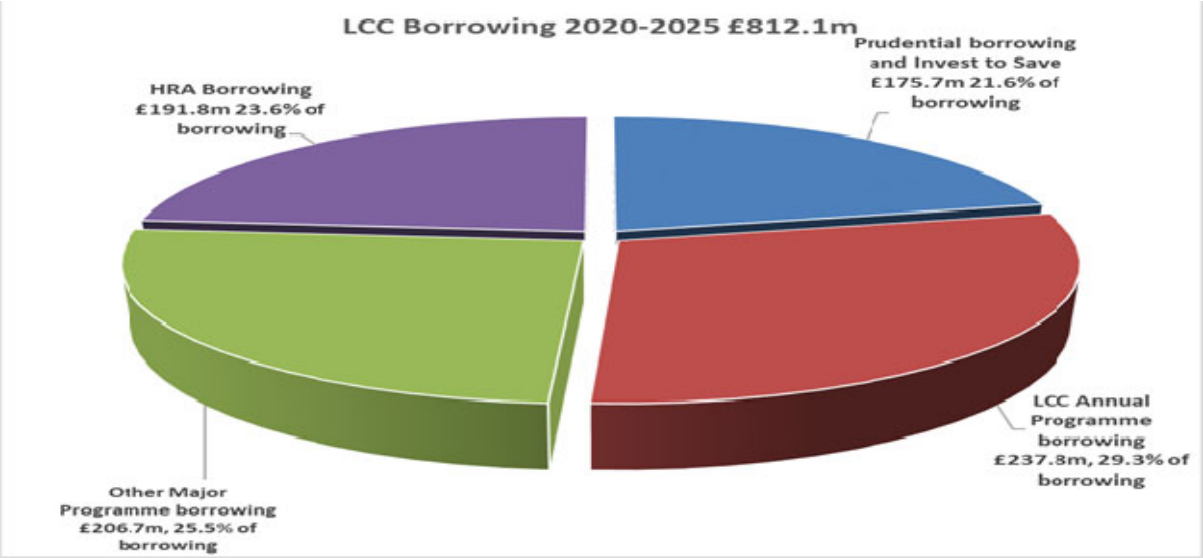
Table 1: Restated Capital Programme as at period Q1 2020/21 – 2024/25

	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m	2024/25 £m	Total £m
Forecast Expenditure	526.9	474.7	329.7	267.1	113.2	1711.6
Funded By:						
LCC Borrowing (**See pie chart below for split**)	207.8	221.0	165.6	149.3	68.3	812.1
Government Grants	219.6	141.9	61.1	26.3	27.1	476.0
Other grants & contributions	24.6	13.7	4.8	2.9	0.0	46.0
HRA Self Financing	53.1	70.4	68.0	50.3	17.8	259.7
HRA Right to Buy Receipts	21.8	27.7	30.1	38.3	0.0	117.9
Total Forecast Resources	**526.9**	**474.7**	**329.7**	**267.1**	**113.2**	**1711.6**

3.1.2. Overall the level of borrowing required to fund the full 2020-25 capital programme is £812.1m a decrease of £2.6m, since the Outturn position 2019/20 was reported to Executive Board in June 2020. Borrowing of 74.5% or £605.4m relates to capital

expenditure that is funded by additional income, generates revenue savings or ensures that our assets are maintained to an acceptable standard. The remaining 25.5% or £206.7m supports the Best Council Plan objectives. The split of LCC borrowing for the full programme is shown in the pie chart below.

Chart 1: LCC Borrowing Split 2020-2025



3.1.3. The programme is further analysed between General Fund and HRA. The General Fund capital programme currently stands at £1,121.1m for the five years 2020/21 through to 2024/25. It provides for investment in improved facilities and infrastructure and also has an impact on the Leeds economy through supporting jobs, income, and business throughout the city. The 4 year HRA capital programme provides for capital investment of £590.6m through to 2023/24.

3.2. Capital Programme 2020/21 Update

3.2.1. The latest capital programme resources position for General Fund and HRA in 2020/21 is shown in Table 2.

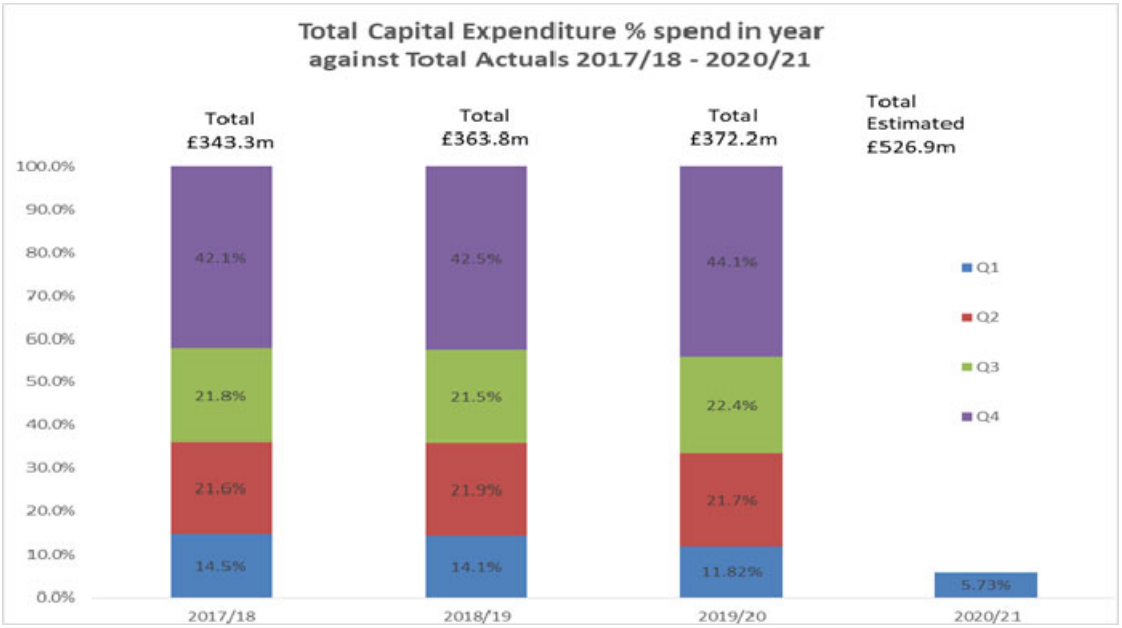
Table 2 – Capital Resources Position

	2020/21		
	Capital Programme as at February 2020 £m	Restated Capital programme as at outturn May 2020 £m	Quarter 1 as at Period 3 June 2020 £m
Forecast Expenditure	588.3	569.3	526.9
Funded By:			
Borrowing	248.4	232.7	207.8
Government Grants	219.0	215.2	219.6
HRA Self Financing	71.4	70.5	53.1
Other grants & contributions	23.6	29.1	24.6
Right to Buy Receipts	25.8	21.8	21.8
Total Forecast Resources	**588.3**	**569.3**	**526.9**

3.2.2. Table 2 shows that since the restated capital programme reported to June EB the new position at quarter 1 2020/21 has seen a significant movement in the 2020/21 programme £42.3m to future years which is mainly attributable to LCC borrowing £24.9m and £17.4m from the HRA major repairs resources mainly attributable to delays as a direct result of COVID-19. Appendix A provides further details of the projected spend in 2020/21 of £526.9m.

3.2.3. Chart 2 shows the rate of spend compared to previous years. At quarter 1 spend of £30.2m is low mainly due to the effect the COVID 19 virus has had on the ability for schemes to be delivered and therefore only 5.7% of the total has been incurred. We therefore expect the outturn estimate of £526.9m to reduce further in the coming months as a direct result of Covid-19 and move into future years programmes.

Chart 2: Percentage spend rates per quarter



3.2.4. In line with the Capital Receipts Incentive Scheme (CRIS) **Appendix C** details the additional CRIS allocations to wards and community committees for the period October to March 2020 of £436.3k and identifies the total balance available as at 30th June 2020 of £2,912.9k. A further CRIS injection will be included within the Q2 November 2020 report for April-September 2020 completions.

3.2.5. Members are asked to note that there are other capital related reports elsewhere on the agenda. These include reports on; District Heating Ph3 – Extension to the South Bank, Transport Hub improvements & Public Transport Access schemes. Members should also note that the injection of £1,672.2k ESIF funding within this report is for the Kirkstall Road corridor which funds a core element of the Flood Alleviation Phase 2 scheme. It specifically provides funding for the flood walls currently under construction between Wellington Bridge and Viaduct Road.

3.3. Capital Programme Review

3.3.1. The capital programme at quarter one remains affordable within the Councils existing Medium Term Financial Strategy. However members will have noted in the updates to Executive Board in May and June 2020, that Covid-19 has significantly

impacted upon the Council's financial position for the current year and the medium term financial timeframe.

3.3.2. In recognising the financial challenges that the Council is facing the Council has sought to restrict further spending whilst the capital programme is reviewed. The exception to these restrictions include essential health and safety work, Covid-19 related spend and schemes where the Council has received external income/grants.

3.3.3. The review is being undertaken by senior officers across the Council under the direction of the Council's Strategic Investment Board. The approach has primarily focused on schemes that have a borrowing element and sought to consider reductions across:

a. Uncommitted schemes LCC borrowing - the Council has not entered into a contractual commitment
b. Committed schemes LCC Borrowing - where there remains an element of the scheme that the Council is not contractually committed to but does not impact on the completion of a scheme/project.

3.3.4. The review has established a number of principles to determine which schemes should remain. These include:

- Statutory requirement
- Health and Safety (Immediate)
- Fully/part funded (where funding agreements are in place)
- Income protection
- Future cost savings
- Impact upon Council staffing and its trading arms(e.g. Leeds building Services) and the impact on various partnership impacts (e.g. NPS)

3.3.5. The review is tasked with delivering revenue savings of up to £10m by 2024/25. This would equate to a reduction of c£150m of borrowing. This represents a reduction in borrowing of 39% across corporate borrowing schemes. This excludes HRA borrowing and borrowing schemes which deliver income generation or save costs. These type of schemes will only progress where the business case demonstrate that the additional income or costs savings can be delivered. Schemes that are impacted by Covid-19 are unlikely to be progressed until there is greater clarity.

3.3.6. The capital programme review proposals will be considered together with the revenue saving proposals and will be presented to September 2020's Executive Board. This will ensure that any interdependencies between capital and revenue have been given due consideration e.g. reduction in capital spend on the Council's traded services.

4. Corporate Considerations

4.1. Consultation and Engagement

There has been no external consultation in respect to the recommendations of this report as it is not considered appropriate. Consultation on the Council's budget proposals, including the capital programme, took place prior to the finalisation and approval of the budget in February 2020. The capital and revenue proposals will be subject to consultation after September's Executive Board meeting.

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

The capital programme sets out a plan of capital expenditure over future years and further spending decisions are taken in accordance with capital approval processes, as projects are developed. This is when more detailed information will be available as to where in the city capital spending will be incurred and the impact on services, buildings and people. Service Directorates will include equality considerations as part of the rationale in determining specific projects from capital budgets.

4.3. **Council Policies and Best Council Plan**

4.3.1. Capital priorities were set out as part of the February 2020 budget process and the capital programme approved in February 2020 is structured to show schemes under these priorities

Climate Emergency

4.3.2. There are no specific implications for the climate emergency resulting from this capital quarter 1 update. Where there are specific climate emergency issues arising from individual schemes these will be covered in the respective reports which are timetabled to be reported to Directorates and Executive Board.

4.4. **Resources and value for money**

4.4.1. The resource implications of this report are detailed in section 3.2 above.

4.4.2. For the capital programme to be sustainable, the Chief Officer Financial Services must be satisfied that the cost of borrowing currently included in the capital programme can be contained within the approved revenue debt budget. The updated capital resources position statement set out in **Appendix A** shows the borrowing required for 2020/21 which can currently be contained within the agreed 2020/21 debt budget.

4.4.3. For HRA, the position as outlined at **Appendix A** shows the borrowing required for 2020/21 which will be managed within resources available.

4.4.4. Given the in-year and medium term financial challenges the Council has commenced a review of the capital programme with the aim of reducing its borrowing requirement. Capital proposals will be considered alongside revenue proposals when reported to September 2020's Executive Board.

4.4.5. Uncommitted capital spend is being restricted whilst the review takes place and the Chief Officer Financial Services will continue to ensure that:

- the introduction / start of new schemes will only take place after completion and approval of a full business case and identification of the required resources;
- promotion of best practice in capital planning and estimating to ensure that scheme estimates and programmes are realistic;
- the use of departmental unsupported borrowing for spend to save schemes is based on individual business cases and in the context of identifying the revenue resources to meet the borrowing costs.

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

There are no legal implications arising from this report.

4.6. **Risk Management**

4.6.1. One of the main risks in managing the capital programme is that insufficient resources are available to fund the programme. As the capital programme is now fully funded this risk lays within the treasury management of the debt budget. Monthly monitoring procedures are in place for expenditure, resources and capital receipts and debt monitoring to ensure that this risk can be managed effectively.

4.6.2. In addition, the following measures are in place:

- ensuring written confirmation of external funding is received prior to contractual commitments being entered into;
- quarterly monitoring of the council's VAT partial exemption position to ensure that full eligibility to VAT reclaimed can be maintained;
- provision of a central contingency within the capital programme to deal with unforeseen circumstances. Individual programmes and schemes will also contain a risk provision for unexpected circumstances;
- compliance with both financial regulations and contract procedure rules to ensure the Council's position is protected; and
- ensuring all major programmes are supported by programme boards.

5 Conclusions

5.1 The Council has only recently sought to deliver a substantial capital programme and as such remains affordable within the existing budget envelope. However, the impact of Covid-19 has necessitated a further review of capital programme spend that aims to deliver savings alongside the revenue reviews that are also being conducted.

6 Recommendations

6.1 Executive Board is asked to approve the following injections into the capital programme:

- £65,166.3k of 2021/22 Basic Need allocation within the Learning Places Programme as set out in **Appendix B**;

- £3,822.0k of Presumption Free School Grant for East Leeds Free School as set out in **Appendix B** ;

- £1,672.2k for Kirkstall Road Corridor as set out in **Appendix B**, funded by European Social Fund (ESIF) grant part of Leeds Flood Alleviation Stage 2 ;

- £1,534.2k for Adaptations programme as set out in **Appendix B**, funded by Disabled facilities grant ;

- £1,321.7k of other injections, primarily relating to grants for Flood Alleviation, WYCA (West Yorkshire Combined Authority) grants, various prudential borrowing schemes and some section 106 as set out in **Appendix B**;

The above decision to inject funding of £73,516.4k will be implemented by the Chief Officer Financial Services.

6.2 Note the latest position on the General Fund and HRA capital programmes, as at quarter 1 2020/21;

6.3 Note the review of the capital programme for 2020/21 and future years due to the current financial position of the Council.

Appendices
A – Capital Programme Funding Statement 2020/21 to 2024/25
A(i) – Annual programmes,
A(ii) – Major programmes
B – Net Increase in Funding Since Capital Programme February 2020
C – Capital Receipts Incentive Scheme (CRIS) funding statement

Background documents[1] None

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

Capital Programme Funding Statement 2020-2025 — Appendix A

	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	Total £000
EXPENDITURE						
GENERAL FUND (GF)						
IMPROVING OUR ASSETS	132,602	103,671	77,927	49,350	45,813	409,363
INVESTING IN MAJOR INFRASTRUCTURE	167,280	105,155	47,910	7,101	1,361	328,807
SUPPORTING SERVICE PROVISION	53,157	61,023	24,748	30,061	24,664	193,652
INVESTING IN NEW TECHNOLOGY	13,600	12,550	8,330	5,930	5,701	46,111
SUPPORTING THE LEEDS ECONOMY	20,904	11,752	3,009	1,112	7,113	43,890
CENTRAL & OPERATIONAL EXPENDITURE	21,400	17,069	19,803	30,542	10,425	99,239
TOTAL ESTIMATED SPEND ON GF	408,943	311,219	181,727	124,096	95,077	1,121,062
HOUSING REVENUE ACCOUNT (HRA)						
IMPROVING OUR ASSETS - COUNCIL HOUSING	117,969	163,456	148,013	143,035	18,097	590,570
TOTAL ESTIMATED SPEND ON HRA	117,969	163,456	148,013	143,035	18,097	590,570
TOTAL ESTIMATED SPEND	526,912	474,675	329,740	267,131	113,175	1,711,632
RESOURCES						
GENERAL FUND (GF)						
Specific Resources						
GOVERNMENT GRANTS	216,246	138,916	59,206	26,303	27,072	467,743
OTHER GRANTS & CONTRIBUTIONS	18,382	10,173	1,900	2,614	0	33,069
RCCO / RESERVES	11	0	0	0	0	11
Corporate Resources						
BORROWING - Corporate	128,255	141,384	111,908	73,385	62,505	517,437
BORROWING - Departmental	46,049	20,746	8,714	21,794	5,500	102,803
CAP. RESOURCES REQD FOR GF	408,943	311,219	181,727	124,096	95,077	1,121,062
HOUSING REVENUE ACCOUNT (HRA)						
Specific Resources						
HRA SELF FINANCING	53,134	70,404	68,043	50,280	17,825	259,686
R.T.B. CAPITAL RECEIPTS	21,820	27,665	30,116	38,298	0	117,899
GOVERNMENT GRANTS	3,333	3,000	1,928	0	0	8,261
RCCO / RESERVES	240	321	300	300	0	1,160
OTHER GRANTS & CONTRIBUTIONS	5,931	3,200	2,599	15	5	11,749
BORROWING - Departmental	33,512	58,866	45,027	54,142	268	191,814
CAP. RESOURCES REQD FOR HRA	117,969	163,456	148,013	143,035	18,097	590,570
TOTAL CAP. RESOURCES REQD	526,911	474,675	329,740	267,131	113,175	1,711,632

BORROWING REQUIRED TO FUND THIS PROGRAMME	**207,816**	**220,996**	**165,648**	**149,322**	**68,273**	**812,054**
Average Interest rate (subject to change)	**1.25%**	**1.50%**	**1.75%**	**2.25%**	**2.50%**	

Annual Programmes

Appendix A (i)

	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	2024/25 £000	Total £000
Improving Our Assets						
Highways Maintenance	10,083	10,000	10,000	10,000	11,150	51,233
Section 278	5,988	3,815	3,500	5,195	0	18,498
Highways Maintenance Capitalisations	4,600	4,600	4,600	4,022	0	17,822
Heritage Assets	4,059	4,250	4,538	0	1,909	14,757
Schools Capital Expenditure	2,500	3,500	3,500	3,500	1,068	14,068
Highways Bridges & Structures	406	2,800	2,700	2,657	3,000	11,562
Corporate Property Management	4,849	1,500	1,500	1,500	535	9,883
Demolition Programme	1,384	500	500	500	2,000	4,884
General Refurbishment Schools	649	605	235	0	3,174	4,663
Library Books	525	525	525	450	675	2,700
Sports Maintenance	102	100	100	100	1,929	2,331
Fire Risk Assessments	710	750	750	0	0	2,210
Traffic Management Programme	7	0	0	0	400	407
Civic Hall Backlog Maintenance	404	0	0	0	0	404
	36,265	32,945	32,448	27,924	25,840	155,423
Supporting Service Provision						
Adaptations - Disabled Facilities Grants	6,871	5,718	8,622	8,622	3,600	33,433
Telecare ASC	480	600	600	600	0	2,280
Adaptation to Private Homes	533	470	470	470	0	1,943
Childrens Centres	76	50	50	50	0	226
	7,960	6,838	9,742	9,742	3,600	37,881
Investing In New Technology						
Digital Development	5,487	4,850	2,500	2,500	5,600	20,937
Essential Services Programme	5,884	4,210	4,210	3,400	0	17,704
	11,371	9,060	6,710	5,900	5,600	38,641
Supporting The Leeds Economy						
Project Support Fund - Groundwork	136	70	70	70	0	346
Central & Operational Expenditure						
Vehicle Programme	4,613	1,000	2,000	2,000	9,926	19,539
General Capitalisations	4,100	4,100	4,100	2,975	0	15,275
Capital Programme Management	541	541	541	541	170	2,336
Capitalisation of Interest	500	300	200	200	330	1,530
	9,755	5,941	6,841	5,716	10,425	38,679
Total Annual Programmes 2020-2025	**65,487**	**54,854**	**55,811**	**49,352**	**45,466**	**270,970**

Major Programmes & Other Directorate Schemes

Appendix A(ii)

	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	Total £000
Improving our assets - Council Housing						
HRA Housing Leeds & BITMO & Other	62,041	81,735	81,735	81,735	18,097	**325,344**
HRA Council Housing Growth Programme	55,927	81,721	66,278	61,300	0	**265,226**
Improving our assets - General Fund						
Capital Maintenance / School Condition Allocation	10,516	18,170	13,338	6,718	5,916	**54,657**
Regent Street Flyover	15,000	11,954	700	0	0	**27,654**
Streetlighting Replacement LEDs	6,456	7,616	5,129	2,909	5,000	**27,110**
Highways Maintenance LTP Grant	5,727	5,750	5,750	5,818	0	**23,045**
Parklife Programme	13,748	3,902	0	0	0	**17,651**
Aireborough (Ph2) and Fearnville Leisure Centres	282	2,195	12,154	0	0	**14,631**
Strategic Investment Fund Acquisitions	5,597	7,211	0	760	0	**13,568**
Highways Transport Package	2,854	2,500	2,500	2,160	0	**10,014**
Parks & Countryside Schemes	6,921	2,050	0	0	600	**9,571**
Devolved Formula Capital Grant	2,415	1,721	1,358	1,358	1,358	**8,210**
Community Hubs Programme	2,165	1,830	0	0	2,570	**6,565**
Network/Junction Improvements	4,121	205	0	0	2,000	**6,326**
Armley Gyratory	5,087	0	0	0	0	**5,087**
Bridges and Structures	4,396	500	0	0	0	**4,896**
Changing the Workplace	1,166	250	1,400	0	1,500	**4,316**
Assisted Living Leeds	2,152	725	1,400	0	0	**4,277**
Climate Emergency	880	700	750	800	0	**3,130**
Telecare Analog to Digital	600	500	500	0	0	**1,600**
Albion House Purchase & Red Hall Demolition	723	0	0	0	800	**1,523**
Other smaller schemes within the objective	5,531	2,948	500	903	229	**10,111**
	214,306	234,181	193,492	164,461	38,070	**844,510**
Investing in Major Infrastructure						
East Leeds Orbital Road (ELOR)	36,139	44,220	21,000	0	0	**101,360**
Leeds Public Transport Investment Programme (LPTIP)	62,206	23,395	0	0	0	**85,601**
Flood Alleviation Schemes	21,144	27,723	25,678	6,974	0	**81,520**
Clean Air Zone	33,214	3,000	0	0	0	**36,214**
Cycle Superhighway	7,494	790	0	0	0	**8,284**
District Heating Network & Energy Efficiency	3,782	1,356	75	127	161	**5,501**
Leeds Integrated Station Masterplan (LISM) & HS2	558	2,500	500	0	1,200	**4,758**
City Centre Vehicle Access Restrictions & Electric Charge Points	950	1,037	657	0	0	**2,645**
UTMC Works	1,578	964	0	0	0	**2,541**
Other smaller schemes within the objective	214	170	0	0	0	**384**
	167,280	105,155	47,910	7,101	1,361	**328,807**
Supporting Service Provision						
Learning Places Programme / Basic Need Grant	30,804	51,901	13,252	780	20,000	**116,737**
Social Care & Health Fund	1,715	750	750	18,263	0	**21,478**
Private Sector Renewal - Equity Loans	4,934	350	350	783	270	**6,687**
Waste Depot	3,710	0	0	0	0	**3,710**
Other smaller schemes within the objective	4,034	1,184	654	493	794	**7,159**
	45,197	54,185	15,006	20,319	21,064	**155,771**

Major Programmes & Other Directorate Schemes

Appendix A (ii) continued

	2019/20 £000	2020/21 £000	2021/22 £000	2022/23 £000	2023/24 £000	Total £000
Investing in New Technology						
Digital Information Service - Full Fibre Network	0	2,000	1,600	0	0	**3,600**
Other smaller schemes within the objective	2,229	1,490	20	30	101	**3,870**
	2,229	3,490	1,620	30	101	**7,470**
Supporting the Leeds Economy						
T&D & THI & LOCAN	3,513	0	0	0	5,201	**8,713**
Kirkgate Market Strategy	5,439	2,890	0	0	0	**8,329**
Southbank Regeneration	907	2,922	900	0	0	**4,729**
Supporting the Creative Sector & Tech Hubs	2,423	0	0	0	1,640	**4,063**
City Development Public Realm	2,382	100	0	0	250	**2,732**
West Yorkshire Playhouse	1,011	0	0	0	0	**1,011**
Temple Works	750	0	0	0	0	**750**
Other smaller schemes within the objective	4,344	5,769	2,039	1,042	23	**13,217**
	20,768	11,682	2,939	1,042	7,113	**43,544**
Central & Operational Expenditure						
PFI Lifecycle Capitalisations	9,389	8,678	11,462	11,980	0	**41,509**
General Contingencies	0	0	0	10,597	0	**10,597**
Transformational Change	2,233	2,450	1,500	2,249	0	**8,432**
Other smaller schemes within the objective	23	0	0	0	0	**23**
	11,645	11,128	12,962	24,826	0	**60,560**
Total Major Programmes & Other Directorate schemes	**461,425**	**419,820**	**273,928**	**217,779**	**67,709**	**1,440,662**

Annual Programmes - See Appendix A (i)	**65,487**	**54,854**	**55,811**	**49,352**	**45,466**	**270,970**
Total Annual & Major Programmes	**526,912**	**474,675**	**329,740**	**267,131**	**113,175**	**1,711,632**

Net Increase in funding since February 2020 to end of June 2020

Appendix B

	Corporate Borrowing £000	Borrowing Supported by Revenue £000	Specific Resources £000	Total Resources £000
Injection of 21/22 BN Grant Allocation			65,166.3	65,166.3
Injection of Presumption Free School Grant re East Leeds Free School			3,822.0	3,822.0
ESIF Grant Injection re LFAS2 - Kirkstall Rd Corridor			1,672.2	1,672.2
Disabled Facilities Grant Injection re Adaptations / DFGs			1,534.2	1,534.2
EA Grant Injection re Killingbeck Meadows (NFM) FAS			565.8	565.8
WYCA Grant Injection re Leeds Transport Model			500.0	500.0
WYCA Grant Injection re Southbank Feasability & HS2 Growth Strategy			141.0	141.0
Various Additional Departmental Borrowing Injections		59.9		59.9
S106 Injection re Church Lane, Adel Pedestrian Crossing			30.0	30.0
WY+TF Injections re Armley Gyratory / TCF Projects			25.0	25.0
Net Injections sought as part of this report	**0.0**	**59.9**	**73,456.5**	**73,516.4**
Net Injections with approvals in place	53.2	-1,186.6	1,523.0	389.6
Total Net Injections in place since February 2020	**53.2**	**-1,126.7**	**74,979.5**	**73,906.0**
Slippage Movements as at 2019/20 Outturn				14,365.1
Net Increase in funding since February 2020 to end of June 2020				**88,271.1**

Appendix C

CRIS Injections to WBI & Community Committees and Total Balance Available

Ward Based Initiative (WBI) Allocations							
	Initial WBI Allocation from 2008	Total CRIS Injection toSept '19	CRIS Injection Oct 19 - Mar 20 15% WBI	Total WBI Allocation	Spent / Committed (as at Mar 2020	Total Balance Available	Scheme ref
	£000	£000	£000	£000	£000	£000	
ADEL AND WHARFEDALE	40.0	32.7	0.0	72.7	54.1	18.6	14236\ADL\000
ALWOODLEY	40.0	95.9	0.0	135.9	132.6	3.3	14236\ALW\000
ARDSLEY AND ROBIN HOOD	40.0	20.8	0.0	60.8	41.5	19.3	14236\ARD\000
ARMLEY	40.0	62.5	75.0	177.5	63.8	113.7	14236\ARM\000
BEESTON AND HOLBECK	40.0	103.3	0.0	143.2	93.6	49.6	14236\BEE\000
BRAMLEY AND STANNINGLEY	40.0	98.9	0.0	138.9	45.6	93.3	14236\BRA\000
BURMANTOFTS AND RICHMOND HILL	40.0	66.7	46.2	152.9	82.2	70.7	14236\BUR\000
CALVERLEY AND FARSLEY	40.0	45.3	0.0	85.3	83.7	1.6	14236\CAL\000
CHAPEL ALLERTON	40.0	146.4	0.0	186.4	40.0	146.4	14236\CHA\000
HUNSLET & RIVERSIDE	40.0	511.8	0.0	551.8	321.0	230.8	14236\CIT\000
CROSSGATES AND WHINMOOR	40.0	0.0	0.0	40.0	31.4	8.6	14236\CRO\000
FARNLEY AND WORTLEY	40.0	164.8	0.0	204.8	179.2	25.6	14236\FAR\000
GARFORTH AND SWILLINGTON	40.0	15.1	0.0	55.1	55.1	0.0	14236\GAR\000
GIPTON AND HAREHILLS	40.0	194.2	0.0	234.2	184.9	49.3	14236\GIP\000
GUISELEY AND RAWDON	40.0	0.0	0.0	40.0	40.0	0.0	14236\GUI\000
HAREWOOD	40.0	114.9	0.0	154.9	35.4	119.5	14236\HAR\000
HEADINGLEY	40.0	205.1	0.0	245.1	237.1	8.0	14236\HDN\000
HORSFORTH	40.0	15.5	56.0	111.5	55.5	56.0	14236\HOR\000
HYDE PARK AND WOODHOUSE	40.0	422.4	75.0	537.4	99.3	438.1	14236\HYD\000
KILLINGBECK AND SEACROFT	40.0	10.2	0.0	50.2	40.0	10.2	14236\KIL\000
KIPPAX AND METHLEY	40.0	36.0	0.0	76.0	42.7	33.3	14236\KIP\000
KIRKSTALL	40.0	52.2	0.0	92.2	65.5	26.7	14236\KIR\000
MIDDLETON PARK	40.0	94.4	0.0	134.4	58.2	76.2	14236\MID\000
MOORTOWN	40.0	46.0	0.0	86.0	82.3	3.7	14236\MOO\000
MORLEY NORTH	40.0	57.8	0.0	97.8	50.0	47.8	14236\MON\000
MORLEY SOUTH	40.0	30.7	0.0	70.7	51.4	19.3	14236\MOS\000
OTLEY AND YEADON	40.0	106.3	0.0	146.3	43.7	102.6	14236\OTL\000
PUDSEY	40.0	177.2	0.0	217.2	88.1	129.1	14236\PUD\000
ROTHWELL	40.0	67.5	0.0	107.5	65.3	42.2	14236\RTH\000
ROUNDHAY	40.0	62.6	0.0	102.6	82.3	20.3	14236\ROU\000
TEMPLE NEWSAM	40.0	159.0	75.0	274.1	34.4	239.7	14236\TEM\000
WEETWOOD	40.0	165.8	0.0	205.8	122.8	83.0	14236\WEE\000
WETHERBY	40.0	150.0	0.0	190.0	62.0	128.0	14236\WET\000
TOTALs	**1,320.0**	**3,532.0**	**327.2**	**5,179.2**	**2,764.7**	**2,414.5**	

Community Committee Allocations							
Area	Percentage	Total CRIS Injection to Sept '19 5% AWB	CRIS Injection Oct 19 - March 20 5%AWB	Total CRIS Injection to Mar '20 5%AWB	Spent / Committed (as at March '20)	Balance on ACW CRIS	Scheme ref
	%	£000	£000	£000	£000	£000	
INNER SOUTH	14.83%	155.1	16.2	171.3	155.6	15.7	16933\000\000
OUTER SOUTH	9.60%	148.8	10.5	159.3	61.7	97.6	16934\000\000
OUTER EAST	8.83%	116.5	9.6	126.1	37.9	88.2	16935\000\000
INNER WEST	13.02%	121.7	14.2	135.9	113.2	22.7	16936\000\000
INNER NORTH WEST	8.33%	113.4	9.1	122.5	94.7	27.8	16937\000\000
OUTER WEST	8.66%	102.0	9.5	111.5	97.5	14.0	16938\000\000
OUTER NORTH WEST	7.24%	129.9	7.9	137.8	81.1	56.7	16939\000\000
INNER NORTH EAST	7.64%	101.2	8.3	109.5	64.2	45.3	16940\000\000
INNER EAST	16.70%	179.0	18.2	197.2	90.9	106.3	16941\000\000
OUTER NORTH EAST	5.15%	69.6	5.6	75.2	51.1	24.1	16942\000\000
TOTALs	**100.00%**	**1,237.2**	**109.1**	**1,346.3**	**847.9**	**498.4**	

This page is intentionally left blank

Leeds CITY COUNCIL

Report author: George Munson
Tel: 07891 270294

Report of Director of Resources and Housing

Report to Executive Board

Date: 20th July 2020

Subject: District Heating Phase 3E Extension to the Southbank

Are specific electoral wards affected? If yes, name(s) of ward(s): Burmantofts & Richmond Hill; Hunslet & Riverside; Beeston & Holbeck	☒ Yes ☐ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☒ Yes ☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: 10.4.3 Appendix number: 1	☒ Yes ☐ No

Summary

1. Main issues

- Phase 1 of the Leeds PIPEs District Heating Network (DHN) is complete having been approved by Exec Board in July 2017. Having connected to the Recycling and Energy Recovery Facility (RERF) in September 2019 it has been successfully supplying low cost, low carbon heat to residents and commercial customers. Over 900 multi storey flats (MSFs) and the Leeds Playhouse have been connected to the network, with the remaining flats due to connect prior to this winter, with major affordable warmth benefits.
- The Phase 2 extension has been under construction since September 2019 and has made excellent progress having been approved by Executive Board in April 2019. The 2.5km extension will connect 5 council owned buildings to the network, helping deliver a 60% carbon reduction for these buildings through removing their gas boilers. Discussions with other key customers in the city centre are progressing well and the network, once complete, will open up significant benefits to others within the city centre.
- Phase 2 has been delivered through securing £2.439m of Heat Networks Investment Project (HNIP) grant. The grant conditions required the council to establish a separate company, the Leeds District Heating PipeCo Ltd (SPV), and the Council has agreed to loan this wholly owned company £2.9m to complete the construction of Phase 2.

- An excellent opportunity to further extend the network has arisen with a Phase 3E extension proposed to supply heat to customers in the Southbank area of the city. Vastint, who are redeveloping the old Tetley site, will act as the anchor load to support the business case for the extension, with a key requirement to start works on their site this autumn. Affordability will be further supported through an application for grant funding from HNIP.

2. Best Council Plan Implications (see the latest version of the Best Council Plan)

- Supporting the aspirations set out in the Best Council Plan 2019/20 – 2020/21, the Phase 3E DHN extension will provide significant economic, social and environmental benefits to the city of Leeds, including:

    - Reducing CO_2 emissions associated with the RERF and contributing to our ambitious CO_2 reduction targets in support of the recently declared "Climate Emergency";

    - Improving air quality by making ageing gas boilers redundant;

    - Supporting fuel poverty by reducing fuel bills by circa 10% for residential customers;

    - Creating construction, operation and maintenance jobs and retaining wealth in the local economy; and

    - Supporting the expansion of superfast broadband across the city by installing empty telecommunication ducts throughout the route of the DHN.

3. Resource Implications

- The phase 3E extension has a total capital cost of £6.215m (including construction, connection of the Discovery Centre, external contract management and internal staff costs) which will be met via a combination of £2.438m HNIP grant and £3.777m of prudential borrowing.
- Of this, the full grant of £2,438m will be passported to the SPV and £3.692 will be loaned to the SPV at a state aid compliant rate.
- The remaining £85k will be used to replace the near end of life boilers in the Discovery Centre with a connection to the phase 3E extension.

Recommendations

Executive Board are requested to note the contents of this report including its appendices and:

a) Subject to HNIP funding being secured and commercial agreement with Vastint approve the additional injection of £6.215m to deliver Phase 3E of the DHN.

b) Approve authority to spend for construction of the Phase 3E DHN extension of £6.215m funded through £2.438m HNIP grant and supported by £3.777m of prudential borrowing. As this is subject to the approval of the HNIP grant from the Department for Business, Energy and Industrial Strategy (BEIS), delegate authority to the Director of Resources and Housing to negotiate an alternative package.

c) Delegate authority to the Director of Resources and Housing to take the final decision to invest in the network once a suitable commercial agreement with Vastint has been reached.

d) Agree to award contracts to Vital Energi Utilities Limited and Ove Arup and Partners Ltd as set out in sections 4.4.10-4.4.12.

e) Agree to passport the full grant award to the Leeds District Heating PipeCo Limited SPV once received, with no mark up or deductions, loan the SPV £3.692m at the minimum state aid compliant rate and require the SPV to meet the terms of the HNIP grant agreement.

f) Support the connection of the Discovery Centre to the district heating network at a cost of £85k.

1. Purpose of this report

1.1 The purpose of this report is to:

- Inform Members of the progress of the district heating project since the Executive Board paper in April 2019;
- Seek approval to construct Phase 3E of the network subject to securing funding from HNIP and other conditions being met.

2. Background information

2.1 Approval to start the citywide DHN was granted by Executive Board in July 2017, which enabled the first phase of the flagship green infrastructure project to commence construction. Despite numerous challenges associated with delivering a major infrastructure project, such as complex land deals and intricate grant agreements, excellent progress has been made:

- c16km of underground pipework installed, and 2 energy centres have been constructed, containing four 11MW boilers to provide backup heat to the RERF as well as supplemental heat in periods of peak demand.
- Connection to the RERF was completed in September 2019 enabling low cost, low carbon heat to be supplied to customers.
- The Grenfell disaster occurred early in project delivery so the council amended Vital's specification to also include delivery of sprinkler systems to all flats in multi-storey blocks with newly installed DH: fire safety improvements have happened quicker than would otherwise have been possible and disruption to tenants has been minimised.
- Additional Energy Company Obligation (ECO) funding of up to £2m has been secured, ring-fenced to support energy efficiency works in the Lincoln Green area. This income is programmed to fund external wall insulation on Roxby Place flats, allowing HRA funding to be spent elsewhere. Should more that £1.4m be received, the balance will be used to offset the additional costs incurred by the General Fund (see section 4.4) to ensure that resilient heat was available to facilitate flat changeovers from April 2019.
- The project team submitted a successful European Regional Development Fund (ERDF) Project Change Request to include external wall insulation on the Shakespeares triplets as part of planned concrete repairs, securing £734k, allowing this insulation to go ahead.
- Communication ducts have been installed along the length of the DHN and are now in use by both Urban Traffic Control and Leeds Watch, with plans in place to bring superfast broadband to the council flats, saving those projects capital costs and reducing disruption to the city, with the potential to bring future income.
- The spine project has secured future expansion opportunities during construction, to avoid potentially expensive and disruptive works in future.

2.2 COVID-19 has impacted on the number of flats connected however. When work was suspended in March 2020, 946 council flats were connected to the network. Tenants connected have welcomed the new system, with many reporting that their flats are now warmer and more comfortable, improving health. The remaining flats

will be connected over a c3 month period from late July, to ensure as many as possible are connected before the winter, to help address cold homes and fuel poverty.

2.3 Leeds Playhouse connected to the network in June 2019 and have been heating the building using low carbon heat generated at the RERF. Ongoing discussions with potential customers on Phase 1 have been very positive with new commercial connections planned to take place during 2020/21, again delayed due to COVID-19, as highlighted in confidential appendix 1.

2.4 The Phase 2 extension into the city centre commenced in September 2019. The 2.5km extension will connect to the council buildings around the civic quarter in autumn 2020. The underground pipework along Eastgate and the Headrow was installed in conjunction with the Connecting Leeds project. The coordination of these 2 complex projects has been very positive and has reduced the impact on the public highway, minimising the negative effect of construction of both schemes on shops and commuters. In addition, work accelerated during COVID-19, due to the cancellation of major city centre events and the lighter traffic on the network allowing Vital to double the gangs working in the area, with works now expected to finish roughly 1 month ahead of programme

2.5 Phase 2 was funded through a successful HNIP grant application, which attracted investment into Leeds via a £2.439m grant. This was supported with a £2.9m loan from the council to the SPV.

2.6 Conditions of the HNIP grant have required a special purpose vehicle (SPV) to be established by the council. As such Leeds District Heating PipeCo Ltd has been incorporated to own the Phase 2 infrastructure. PipeCo will hold the assets and levy a use of system charge on the council to enable the transfer and sale of heat to customers connected to the network.

2.7 There has been significant interest from potential customers on phase 2, with a number of conversations having progressed to a commercial stage with connections anticipated during 2020/21 and beyond, as outlined in confidential appendix 1.

2.8 The volume of heat available from the RERF and the interest of customers in the Southbank provides an excellent opportunity to extend the network further through the construction of Phase 3E.

2.9 This would build further on the benefits of Phase 1 and Phase 2, with the key benefits being:

- Reducing customer fuel bills by c10%;
- Supporting new developments to reduce costs and achieve challenging CO_2 standards;
- Maximising CO_2 emission reduction opportunities associated with the RERF to contribute to climate emergency declaration of being zero carbon;
- Improving air quality in the city by removing old, inefficient gas boilers and replacing them with low carbon, renewable heat generated at the RERF;
- Creating construction, operation and maintenance jobs;
- Retaining greater wealth within the local economy.

3. Main issues

3.1 The DHN was designed and construction to enable expansion to allow customers across the city to connect. The RERF is capable of delivering over 100GWh of low carbon heat each year and the energy centres have been sized to supply a network of this size with resilience heat. The long term success of the network requires the number of customers connected to increase and extending into new areas increases the potential for more rapid growth, maximising the return from the initial investment.

3.2 Phase 2 provided the first opportunity to extend the DHN, with a route directly into the city centre. Modelling has demonstrated that two further areas of expansion (Southbank West and Southbank East), provide additional opportunities. The Southbank was initially highlighted within the Executive Board paper in July 2017 as a future area of expansion.

3.3 The regeneration of the Southbank and the aim of developing up to 8,000 new homes makes the Southbank one of the largest regeneration schemes in Europe. There is huge potential for the area to be transformed, with new housing, businesses and educational facilities being brought forward. Demand for energy and heat within this area will increase significantly, and installing the DHN in readiness to supply low carbon heat will play a key role in the low carbon future of the Southbank.

3.4 Discussions with a key stakeholder (Vastint) in the Hunslet area of the Southbank have shown an eagerness for a connection to the DHN, which along with other potential customers, has made this area a priority for expansion. Key factors are:

- The area has a demand of approximately 24.8 GWh making it a very attractive opportunity, comparable with the Phase 2 expansion which has an approximate demand of 22 GWh.
- Time-sensitive construction programme as Vastint requires underground pipework across their site to be installed in November 2020 to align with their own construction programme, which has shifted slightly due to COVID-19 impacts. This key customer will provide a significant anchor load for the extension so it is critical that cooperation with their programme is achieved, or the opportunity will be lost.
- Pipework has already been installed within the new pedestrian footbridge that spans the River Aire. The development programme for the next phases of the Citu Low Fold sites requires additional DHN pipework to be installed to ensure any future disruption of their site is mitigated. Critical cooperation with the developer is continued to ensure access to this key section of the network is secured.
- The DHN can help unlock future housing investment in the Southbank by providing a low carbon secure heat source, with significant interest from several potential customers.

3.5 Grant funding for up to forty per cent of the construction is anticipated to come from the Heat Networks Investment Project (HNIP), a government funding programme intended to facilitate growth of heat networks in England and Wales. A total of £320 million of capital funding has been provided to fund projects. Phase 2 was funded through the award of a £2.439m grant following a successful funding application in 2019.

<u>Programme</u>

3.6 The table below sets out the key project milestones associated with the construction of Phase 3E.

Project Milestone	**Date**
HNIP funding award	August 2020
Commercial agreement with Vastint	September 2020
Phase 3E mobilization	September 2020
HNIP grant agreement signed	October 2020
Phase 3E construction commences	November 2020
Phase 3 commissioning	July 2021
Phase 3 completion	August 2021

DHN Design Proposals

3.7 Phase 3E will comprise of a range of above and below ground infrastructure and equipment that will be installed from a phase 1 connection point on Easy Road and extend to the Hunslet area of the Southbank. The key assets associated with Phase 3E will be:

- Approximately 2.4km of super-insulated underground pipework to extend the network into the Southbank. The route of the network extension is shown on the plan in Appendix 2.
- A new pumping station proposed to be located on a road island on the A61 to serve the new extension and to act as a mixing station to allow the extension to be an efficient low temperature network.
- Isolation valves within chambers in roadways to allow connections to customers, via additional underground pipework through to individual plant rooms that contain plate heat exchangers.
- Empty telecommunications ducting installed along the route of the network to enable the installation of superfast broadband across the city and to enable council services to enhance existing services or install new services that require telecoms cables.

3.8 The design will be based around a low temperature network, which is normally only feasible for networks designed to serve modern buildings. Phase 1 and 2 are designed around providing heat to customers at a temperature of 90C, with this being returned at 60-70C. Reducing the flow temperature to 75C with a return of 45C will make the transfer of heat more efficient, allow costs to be optimised, provide additional carbon savings, and ensure that the full 100GWh of heat is available to the network.

3.9 The route of the network will cross the Citu Climate Innovation District that spans both sides of the river Aire. Following discussions with Citu DHN pipework has already been installed within the new footbridge and a detailed route planned across the remainder of the site. An easement is in draft and will be signed prior to installation.

3.10 The majority of the route does not require planning permission as it is located in land covered by the Local Development Order 3 (LDO3) and conditions will be discharged in the same way as during phases 1 & 2. However, there will be a requirement to secure planning permissions for the pumping station and those elements of the network outside the scope of the LDO, again in the same way as for stretches of phase 1, or via discharge of planning conditions for developers' sites. Outline discussion have been held with planners and Asset Management have

confirmed that the proposed pump house location is on unallocated land in the council's ownership.

3.11 Highways permits will also be required for the phase 3 extension. Network Management have been heavily involved with developing the programme and have helped to create a plan that will minimise the disruption to the network. It is inevitable that there will be some disruption on Crown Point Road but the works will be designed in consultation with Network Management and timed to minimise disruption.

3.12 The Phase 3E extension will initially connect to a number of commercial buildings, which act as a base load to enable the expansion. These are set out within the table below.

Connection	Type	Annual Energy Demand	Connection Status
Council Connections			
Discovery Centre	Commercial	c170MWh	Confirmed, subject to EB approval. Plant in this council owned building is c15 years old and struggles to deliver the heat requirements of the site.
Additional Connections			
Vastint phase 1A		c6,840 MWh	Advanced commercial discussions

3.13 In addition, the project team has identified additional heat loads of c17,900 MWh, as set out in the confidential appendix 1, which have strong potential to connect.

Business Case

3.14 For Leeds PIPES to be financially viable it is critical that additional heat customers are connected. However, the number of customers required to break even is significantly below the potential heat capacity of the network.

3.15 Phase 3E further supports Phase 1 and Phase 2 in reaching the breakeven point, with key customers in the Southbank helping to make the overall project more financially stable. Additional customers within the Southbank will further improve the projects viability when connected.

3.16 Further detail is provided within section 4.4 below.

Governance

3.17 To ensure that the project has robust governance and that the necessary growth is realised, annual updates regarding the performance of the DHN will be reported via the annual budget report and also via the annual Cutting Carbon report.

3.18 The funding agreement with HNIP will also need to be entered into following approval by the Director of Resources and Housing.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 The Executive Member for Resources and Sustainability has been kept updated on progress with Phase 1 and Phase 2 construction and briefed on plans for Phase 3E.

4.1.2 An extensive consultation process was undertaken prior to and during the Phase 1 and Phase 2 construction. This successful process will be mirrored for Phase 3E. Vital Energi will undertake consultation activities to ensure local Ward Members, the general public and other relevant stakeholders are involved and informed of the process. Information will be provided to local communities on the proposals.

4.1.3 Engagement with the Highways department will continue throughout detailed design and construction of the extension to the DHN to minimise the impact on the highway network.

4.1.4 Consultation with key customers within the Southbank has been ongoing over the last 12 months to determine the connection requirements and the potential heat loads. Citu have been engaged over the last few years to support the installation of pipework across their site.

4.1.5 Regional Energy Accelerator and National Heat Network Development Unit (HNDU) funding has been utilised to help build the business case and prepare the HNIP grant application at zero cost to the council.

4.2 Equality and diversity / cohesion and integration

4.2.1 An equality impact assessment was completed as part of Phase 1 and Phase 2, and this has been updated for this proposed extension. The revised version is therefore attached as appendix 3.

4.2.2 The DHN will have a positive impact on equality as it will support the compassionate city equality objective by reducing fuel poverty, helping to increase life expectancy, improving mental health and wellbeing and reducing health inequalities.

4.3 Council policies and the Best Council Plan

4.3.1 The extension of the DHN supports the aspirations set out in the Best Council Plan and the overall vision of becoming the best city and best council in the UK. In particular, the project helps deliver the Best Council Plan 2019/20 to 2020/21 priority on Sustainable Infrastructure with a focus on:

- Improving air quality, reducing pollution and noise; and
- Promoting a more competitive, less wasteful, more resource efficient, low carbon economy.

4.3.2 In addition, the council is committed to reducing citywide carbon emissions. Significant progress has already been made, with a reduction of 43% from a 2005 baseline to 2019.

4.3.3 KPIs of the Best Council Plan 2019/20 – 202/21 will measure progress and achievements using – amongst others - carbon emissions across the city and level of CO_2 emissions from council buildings and operations. The extension of the DHN will help achieve positive results for these KPIs.

4.3.4 The council is working towards meeting air quality targets to ensure that it complies with national requirements. The DHN will provide a contribution towards reducing air pollution generated by heating systems in the city.

4.3.5 This scheme will also allow the council to demonstrate its ability to be enterprising and to act as an enabler for growth.

Climate Emergency

4.3.6 The DHN will help maximise CO_2 emissions reductions associated with the RERF and contribute to the citywide CO_2 reduction targets. Using the heat generated at the RERF will provide carbon savings through reducing the consumption of gas or electricity. Depending on the ratio of RERF to gas boiler use, a range of 0.079kg CO_2/kWh to 0.109kg CO_2/kWh is expected, compared to 0.216kg CO_2/kWh for gas.

4.3.7 This translates to c1,033 tCO_2 saved each year under a phase 3E base scenario, rising to c3,306 tCO_2 saved each year once phase 3E is fully built out.

4.4 Resources, procurement and value for money

4.4.1 The council has already made a significant investment in the overall DHN project within Leeds (phases 1, 2 and MSFs), with approximately £43.5m spent or committed to date. This has included £12.2m of grant funding support with the HRA contributing £10.3m and £21m of prudential borrowing.

4.4.2 As a result of the challenges identified above, the DHN project is currently forecasting a net overspend of c£4.4%. However, the project has both attracted additional income (i.e. additional ECO and ERDF funds) and delivered an enhanced project (i.e. £340k spend to allow the network to grow, additional comms ducts and inclusion of sprinkler systems). Just accounting for the additional income, an enhanced project has actually been delivered at 2.5% below forecast capital spend.

4.4.3 The business case for the Phase 3E extension is based upon a capital investment of £6.215m, which is required to construct the c2.4km extension into the Southbank to connect to a number of key customers. The investment is based upon a business model that generates revenue associated with the sale of heat to customers and includes c£2.44m of HNIP grant funding. Please note, although HNIP can grant fund up to 50%, certain costs are ineligible (i.e. telecomm ducts, some works in buildings) and is a competitive process, hence our application for c40% of the total costs. The team and its advisors determined that this is a competitive level, meets HNIP criteria and creates a benefit to the overall Leeds PIPES business case.

4.4.4 Heat generated at the RERF and supplied to customers is classed as renewable power and is therefore eligible to receive RHIs (Renewable Heat Incentive) revenue for each megawatt hour of heat. RHI accreditation from Ofgem has been received by Veolia for customers connected to the DHN (e.g. Leeds Playhouse). For each customer that connects and is accredited by Ofgem, RHI payments will help subsidise the cost of heat purchased by the council until 2040 when the RHI eligibility period ends. Heat sold to customers on Phase 3E will be registered for RHI payments, supporting the affordability of the extension.

4.4.5 The total construction cost of Phase 3 is estimated at £6.215m. Of this, £6.13m will be spent by the PipeCo; it is estimated that this will be spent and funded as outlined below. This profile will maximise use of the HNIP grant in Year 1 and delay the majority of the loan from the Council to the PipeCo until 2021-22 when construction is scheduled for completion. The remaining £85k will be required to be provided as part of the Council's capital programme to fund the connection to the Discovery

Centre in 2021-22. The borrowing costs will recovered as part of the heat sales agreement.

4.4.6 A cashflow table is provided below setting out the forecast spend for the project.

PipeCo Costs and Funding			
	2020-2021	2021-22	Total
	£000	£000	£000
Spend	2,867	3,263	6,130
Grant	-2,438		-2,438
Loan to PipeCo	-429	-3,263	-3,692
	0	0	0
Capital Programme			
	2020-2021	2021-22	Total
	£000	£000	£000
Spend	0	85	85
Borrowing	0	-85	-85
	0	0	0

4.4.7 Heat sales revenue from customers and the associated RHIs form a key element of the business case. For Phase 3E discussions have taken place with three external customers, with the base business case predicated on connecting just the first phase of Vastint's development and the Discovery Centre. The council has been provided with a letter of intent from Vastint, and has commenced negotiations of detailed Heads of Terms and provided initial drafts of a Framework Agreement covering the entire development. This has de-risked the investment to an extent, but there will always remain an element of risk until buildings are constructed and connected. Executive Board is therefore requested to delegate authority to the Director of Resources and Housing to take the final decision to invest in the network once a suitable commercial agreement with Vastint has been reached.

4.4.8 The project team anticipates making additional connections to the network, as outlined in the confidential appendix, which will provide further revenue through the sale of heat and the associated RHI revenue as the demand on the network increases. This confidential appendix also provides scenarios of the forecast long term benefit to the General Fund.

4.4.9 It is anticipated that some new Phase 3E connections will require additional capital finance, which will be repaid over c20 years via the customers' standing charge. When these are known, a separate report will be required to provide injection into the capital programme and give authority to spend.

4.4.10 The HNIP grant is subject to State Aid considerations and the Council has sought external legal advice to ensure that we comply. This is detailed in section 4.5 below.

4.4.11 The Phase 3E extension will be delivered by Vital Energi Utilities Limited under obligations set out within the existing OJEU compliant NEC3 option A Spine Design and Build contract and O&M contract, which require the contractor to support the council's ambition of expanding the network. The council will enter into a phase 3E contract with Vital, based on a minor variation of the existing D&B contract for phase 1, with a value of c£6m, and will immediately novate the phase 3E contract with Vital Energi to the Leeds District Heating PipeCo Limited SPV and provide a Parent Company Guarantee (PCG) to the benefit of Vital Energi guaranteeing the SPV's performance under the novated contract.

4.4.12 A construction programme for Phase 3E of around 12 months will be followed by a c10 year operational contract, followed by 2 extension periods of 5 years each. The design and build costs are based on fixed price lump sums, subject to industry standard compensation events.

4.4.13 In addition, the council will award a contract to Ove Arup and Partners Ltd to provide NEC3 PM and supervisor services during the construction of phase 3E, based on a minor variation of the *District Heating Project – Project Manager and Supervisor Services* contract, with a value of c£120k. Again, this contract will be immediately novated to the Leeds District Heating PipeCo Limited SPV.

4.5 Legal implications, access to information, and call-in

4.5.1 The information contained within confidential Appendix 1 to this report is designated as exempt from publication in accordance with paragraph 10.4(3) of the Access to Information Rules and Schedule 12A(3) of the Local Government Act 1972 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). The appendix contains detailed pricing information underpinning the Council's heat sales business case which if disclosed could damage the commercial interests of the Council. Disclosure of this information would seriously harm the Council's negotiating position when discussing heat sales with potential customers. Therefore it is considered that the public interest in maintaining the content of confidential appendix 1 as exempt outweighs the public interest in disclosing the information.

4.5.2 In any project involving the expenditure of public monies and parties acting in part for a commercial purpose there is the possibility of state aid arising. External legal advice regarding state aid has been received. This indicates that the Phase 3E extension can rely on the block exemption under Article 46 of the General Block Exemption Regulations (GBER), which applies to the capital cost of the pipes for the district heating network. Other state aid risks that have been considered (including possible aid to businesses that purchase heat) cannot be ruled out but should not arise.

4.5.3 Article 46(6) of GBER requires that the total amount of aid for the distribution networks must not exceed the difference between the eligible costs (i.e. the investment costs) and any operating profit which is generated. The council must calculate the operating profit on the basis of discounted revenues and operating costs over the life of the asset. If an operating profit is made the Council must then repay an equivalent amount of the grant it received to the grant provider.

4.5.4 Note that the council will enter into easements with Vastint and Citu to provide access to lay the DHN and maintain it in perpetuity.

4.5.5 The decisions within this report are Key Decisions and are therefore subject to call in.

Leeds District Heating PipeCo

4.5.6 As set out above, the council was required to establish a SPV (Leeds District Heating Pipeco Ltd) in order to receive the HNIP grant for phase 2. This was successfully achieved by creating a company with a very simple structure and limited financial exposure:

4.5.6.1 The PipeCo receives heat from the council at the point of interconnection to the phase 1 network at Easy Road and then transports this heat to points of connection in the vicinity of customers where it is returned to the council. The council then sells heat to customers.

4.5.6.2 The PipeCo makes a use of system charge to the council for this service. This is a fixed charge (i.e. it does not vary according to the amount of heat transported) and is the PipeCo's single revenue stream. This will be formalised via a Use of System Agreement between the PipeCo and the council prior to the service starting. It is anticipated that the use of system charge will be £251k pa, indexed as appropriate. However, the SPV Directors, with the agreement of the council, may change this to reflect any unforeseen change to business rates, interest rates or cost overruns.

4.5.6.3 The major costs of the PipeCo are:

1. Repayment of a capital loan to LCC;
2. Payment of business rates;
3. An O&M and management charge to LCC;
4. External audit fees.

4.5.7 All four outgoings are predictable, although it should be noted the business rates figure modelled is a best case estimate, and the business case is based on the SPV achieving a net neutral position over the anticipated life of the asset.

4.5.8 The SPV has no directly employed staff and instead will pay the council to provide services to the SPV. This will be a formal service level agreement and will be signed prior to the service starting. The services are:

1. O&M of the assets, under contract to Vital Energi;
2. Financial services, including accounting and preparing tax returns;
3. Management and monitoring of the company and reporting to funders.

4.5.9 The council intends to use the same SPV established for phase 2 to deliver phase 3E, with the same overall approach, namely, the council applying for the grant, contracting with Vital Energi and Arup, then novating these contracts to the SPV and signing a loan agreement alongside the transfer of grant funding and grant conditions to the SPV.

4.5.10 Repayment of the capital loan will be done via a loan agreement which has been entered into by the council and the SPV on the 30th April 2020. The agreement contains step in rights in favour of the council and staged loan repayments to minimise council risk exposure.

4.5.11 The interest rate for loan repayments is currently fixed at 4.94% for the length of the loan agreement (38 years), this is a state aid compliant rate. In line with HNIP

requirements, it is necessary to account for the costs and income (excluding heat sales) through the SPV in the same way as Phase 2.

4.5.12 There will also be potential corporation tax liabilities in the future as and when the PipeCo begins to operate in profit.

4.6 Risk management

4.6.1 Cost certainty relating to the construction of Phase 3E will be provided through having a contracted fixed cost with Vital Energi through an NEC construction contract. A Heat Sales Agreement with Veolia for the purchase of heat from the RERF has been agreed.

4.6.2 Sufficient customers are required to provide an anchor load with an energy demand that supports the viability of the extension. To be financially viable the network must secure sufficient heat sales and this is therefore a key risk to the project. However, planning powers (policy EN4) can be used to encourage connection to the network, which will be enforced when new developments arise and there has also been a recent national announcement that gas boilers will be banned in all new homes from 2025.

4.6.3 The council has sought grant only from HNIP, but it is possible that a mixture of grant and loan may be offered. Full details of the grant and loan funding agreements have yet to be released, so at this stage it is unclear what the individuals conditions will be. Therefore it is essential to maintain flexibility to review and accept the offer, with the authority for this delegated to the Director of Resources & Housing. This will be subject to due diligence in co-operation with the Section 151 officer and City Solicitor.

4.6.4 Interruptions in heat supply from the RERF represent a risk to the continuous supply of heat across the network. Saxton Gardens energy centre includes back-up heat generation equipment and, along with the ability to connect temporary boiler plant at locations across the network, heat supply to customers can be maintained at all times.

4.6.5 The RERF has received accreditation for RHI payments for eligible heat use. Customers connecting to the Phase 3E extension will all attract RHI revenue for the heat sold by the council, which will support the business case for the extension.

4.6.6 Ground conditions, access and routing risks that are associated with construction projects along highways and over third party land, have been transferred to the contractors.

4.6.7 Key Performance Indicators within the Spine D&B and O&M contracts will provide performance remedies to mitigate underperformance in key areas of the service where Vital Energi do not achieve the necessary service levels.

4.6.8 Coordination of programme with the councils P4G group to mitigate the impacts on the highway and other projects.

5. Conclusions

5.1 Construction of phase 1 of the Leeds PIPES DHN is now complete and phase 2 is ahead of schedule. The council now has a unique opportunity to construct a significant extension of the DHN to unlock a major heat supply opportunity within

the Southbank, but must act quickly to meet the timescales of Vastint, the anchor load for the extension.

6. Recommendations

6.1 Executive Board are requested to note the contents of this report including its appendices and:

6.1.1 Subject to HNIP funding being secured and commercial agreement with Vastint approve the additional injection of £6.215m to deliver Phase 3E of the DHN.

6.1.2 Approve authority to spend for construction of the Phase 3E DHN extension of £6.215m funded through £2.438m HNIP grant and supported by £3.777m of prudential borrowing. As this is subject to the approval of the HNIP grant from the Department for Business, Energy and Industrial Strategy (BEIS), delegate authority to the Director of Resources and Housing to negotiate an alternative package.

6.1.3 Delegate authority to the Director of Resources and Housing to take the final decision to invest in the network once a suitable commercial agreement with Vastint has been reached.

6.1.4 Agree to award contracts to Vital Energi Utilities Limited and Ove Arup and Partners Ltd as set out in sections 4.4.10-4.4.12.

6.1.5 Agree to passport the full grant award to the Leeds District Heating PipeCo Limited SPV once received, with no mark up or deductions, loan the SPV £3.692m at the minimum state aid compliant rate and require the SPV to meet the terms of the HNIP grant agreement.

6.1.6 Support the connection of the Discovery Centre to the district heating network at a cost of £85k.

7. Background documents[1]

7.1 None

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

This page is intentionally left blank

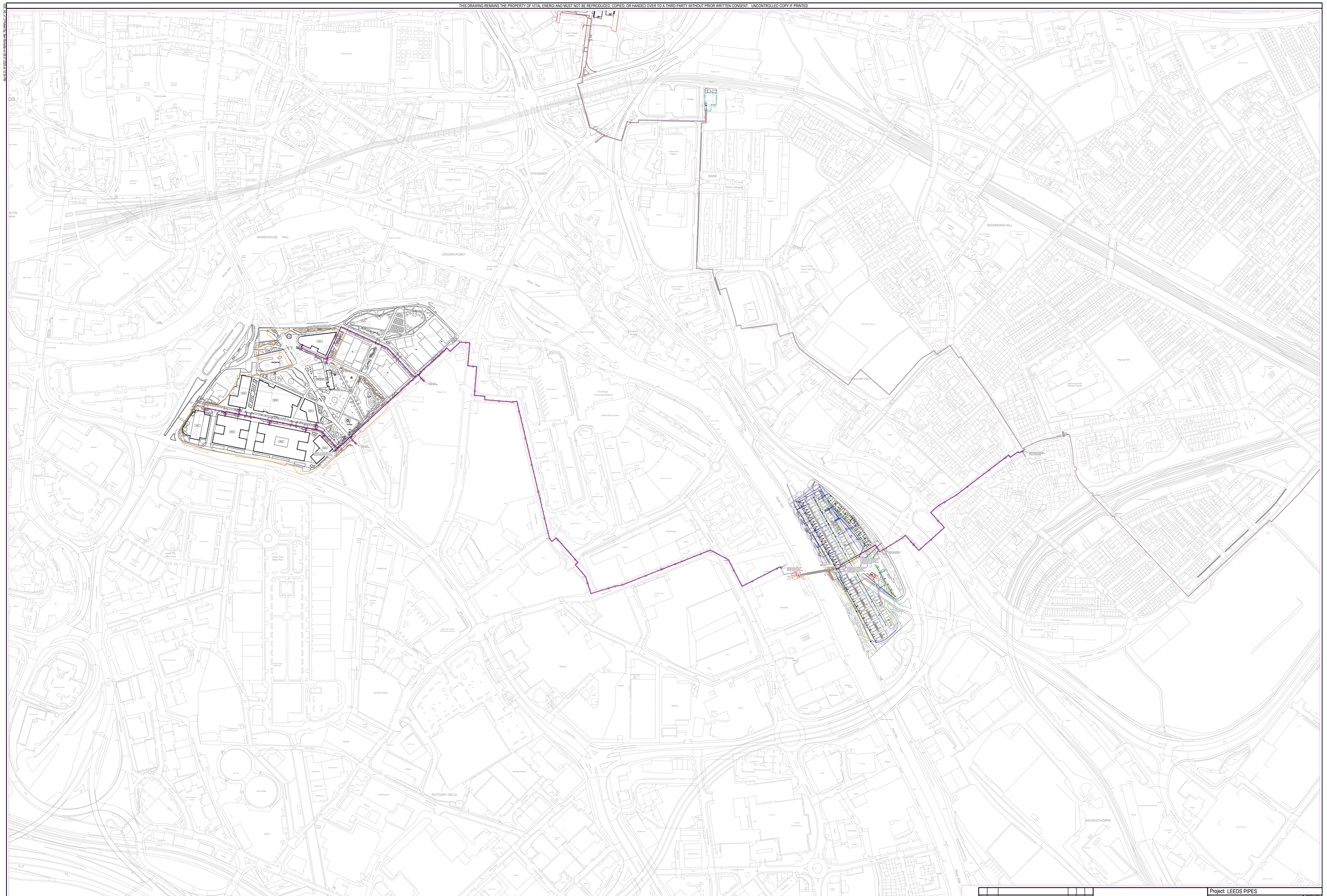
Exempt / Confidential Under Access to
Information Procedure Rules 10.4 (3)

Document is Restricted

This page is intentionally left blank

THIS DRAWING REMAINS THE PROPERTY OF VITAL ENERGI AND MUST NOT BE REPRODUCED, COPIED, OR HANDED OVER TO A THIRD PARTY WITHOUT PRIOR WRITTEN CONSENT. UNCONTROLLED COPY IF PRINTED

Plotted: 08/07/2020 14:34


WAREHOUSE HILL
CROWN POINT
River Aire
STEANDER
BANK
RICHMOND HILL
CHEALIER HILL
POTTERY FIELD
KNOWSTHORPE
Leeds City Office Park
Crown Point Retail Park
Crown Point Bridge
Victoria Bridge
Leeds College of Music
Leeds City College Printworks Campus
Leeds College of Technology
Mount St Mary's Catholic High School
Richmond Hill Primary School
St Peter's Church
St Mary's Church
The Royal Armouries Museum
Clarence Dock
Leeds Dock
Dark Arches
Victoria Gate
Trinity Leeds
Crown Point Bridge
Station Gardens
Armley Gyratory Roundabout
Armley Gyratory Improvements
Whitehall Road
Wellington Bridge
Wellington Street
Neville Street
Meadow Lane
Water Lane
Marsh Lane
Burmantofts Street
Cross Green Industrial Park
Cross Green Lane
Easterly Road
Gas Holder
Darnall Works
Foundry
Depot
Works
Warehouse
Factory
Garage
Club
Ambulance Station
Station
Hotel
Car Park
Playing Field
Pumping Station
Refuse Collection Vehicle Parking
Temporary Compound
Temporary Laydown Area
Temporary Construction Compound
Temporary Construction Compound Access
Temporary Construction Compound Access Road
Temporary Construction Compound Boundary
Temporary Construction Compound Boundary Fence
Temporary Construction Compound Boundary Hoarding
Temporary Construction Compound Boundary Wall
Temporary Construction Compound Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Fence
Temporary Construction Compound Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Wall Access Road Boundary Hoarding
Temporary Construction Compound Boundary Wall Access Road

This page is intentionally left blank

Equality, Diversity, Cohesion and Integration Screening

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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision.** Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

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

Directorate: Resources and Housing	**Service area: Sustainable Energy and Air Quality**
Lead person: George Munson	**Contact number: 85877**

1. Title: District Heating Phase 3E Extension to the Southbank

Is this a:

☐	**Strategy / Policy**	☐	**Service / Function**	X	**Other**

If other, please specify

Installation of an extension to the council's district heating network to provide low cost, lower carbon heat from the Recycling and Energy Recovery Facility to buildings in the Southbank area of the city.

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

The construction of an extension (Phase 3E) of the council's existing district heating network (DHN). The extension will extend out from the the existing phase 1 route of the network through to the Southbank area of the city (Hunslett).

The phase 3E extension will initially connect to a number of key connections that are being brought forward within the Southbank area of the city. The extension will over time connect to other customers, whether existing buildings or new development sites, both domestic and non-domestic use.

The DHN was designed with future expansion in mind, to take in additional domestic, non-domestic and development sites and allow other heat providers to supply heat over the network.

A screening was carried out for the overall development of the district heating network when the network was approved in July 2017, and again when the Phase 2 extension to the network was approved in April 2019. This screening therefore builds from the previous screenings.

3. Relevance to equality, diversity, cohesion and integration

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

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	**Yes**	**No**
Is there an existing or likely differential impact for the different equality characteristics?		N
Have there been or likely to be any public concerns about the policy or proposal?	Y	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		N
Could the proposal affect our workforce or employment practices?		N
Does the proposal involve or will it have an impact on • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations	Y	

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

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

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

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

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

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

- **How have you considered equality, diversity, cohesion and integration?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Network development is constrained by the level of heat demand in an area: where demand is too low, it is too expensive to develop and maintain. Therefore, the DHN is only likely to be able to connect to buildings close to the city centre. To enable the expansion the council have been in commercial discussions with a number of developers within the Southbank to secure connections to new developments. There is capacity to connect to additional customers once the network is installed.

Construction of the network will create significant short term disruption for people living and working close to the route. However, those most significantly affected will be most able to connect so the benefits of lower cost heating should outweigh any negative impacts. Additionally, there are no specific equality aspects to this.

- **Key findings**

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

The proposal to extend the district heating network into the Southbank area has the benefit of increasing the opportunity to connect additional customers to the network. This allows the benefits in terms of reducing carbon emissions, improving air quality, and removing gas boilers from existing buildings. These benefits are increased as additional customers connect.

- **Actions**

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

Residents and businesses along the route will also be consulted prior to the start of construction and the construction programme will be designed to minimise disruption. The constructed is being coordinated with the council's Highways services department so that t impacts on business, residents and visitors to the city will be minimised whilst the network extension is under construction.

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

Date to scope and plan your impact assessment:	

Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval Please state here who has approved the actions and outcomes of the screening		
Name	**Job title**	**Date**
George Munson	Senior Project Manager	29th May 2020
Date screening completed		

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board**, **Full Council, Key Delegated Decisions** or a **Significant Operational Decision.**

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to **Governance Services**	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate **Directorate**	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

Report author: Nick Borras
Tel: 0113 378 7497

Report of Director of City Development

Report to Executive Board

Date: 20 July 2020

Subject: TRANSPORT HUB IMPROVEMENTS AND PUBLIC TRANSPORT ACCESS SCHEMES.

Are specific electoral wards affected?	☒ Yes ☐ No
• If yes, name(s) of ward(s): **Ardsley & Robin Hood, Bramley & Stanningley, Burmantofts & Richmond Hill, Gipton & Harehills, Morley North Middleton Park, Pudsey and Rothwell**	
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☒ Yes ☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. Main issues

- The Transport Hubs Improvements and Public Transport Access Schemes are a part of the Connecting Leeds Programme within the overall West Yorkshire Transport Hubs and Connecting Communities work stream. They will create new or upgrade existing facilities to improve the waiting environment and travel information offer as well as enhancing connections within and between other public transport hubs and communities by improving walking and cycling links.

- The Transport Hub and Public Transport Access Scheme package was identified as part of the successful bid for transport funding which has formed a core of Connecting Leeds public transport programme. This package contributes towards achieving the overarching objectives by providing transport facilities that improve peoples' access to jobs and opportunities, bringing a major economic boost to the City and driving economic growth and value for the City Region. In addition to the overarching objectives the scheme proposals also contribute to specific objectives that have been developed for the Transport Hubs and Connecting Communities work stream, these being:

    1. To increase patronage on public transport;

2. To provide attractive, safe and direct pedestrian and cycle routes to public transport interchanges;
3. To manage bus and rail movements effectively; and
4. To improve air quality and environmental impacts in the district

- Executive Board are asked to consider and endorse the proposed projects and approve the detailed design and construction of the project, the cost of which will be fully funded through the Department for Transport grant funded Connecting Leeds public transport programme. in collaboration with the West Yorkshire Combined Authority's

2. Best Council Plan Implications (click here for the latest version of the Best Council Plan)

- These projects will improve cycling and walking connectivity and accessibility to public transport provision, thus allowing access to the employment, leisure and retail offers from some of the most deprived parts of the city, in line with the Leeds City Council's Best Council Plan 2018/19-2020/21 vision to be a city that is "compassionate and caring with a strong economy, which tackles poverty and reduces inequalities as well as ensuring high quality public services will be partly measured by enhancing and improving the public transport provision, facilities and usage".

3. Resource Implications

- The total value of the project is £7.36 million, comprising of £5.81 million works costs, £1.21 million staff fees and £340,000 statutory undertakers diversionary costs, all to be fully funded by government grant for the Connecting Leeds public transport programme with the support of the West Yorkshire Combined Authority.

- The seven Leeds schemes form part of the overall Public Transport Hub and Communities package with funding from the overall programme envelope of £27million. The Transport Hub and Communities project funding covers project development costs, including detailed design, supervision, consultation and benefit realisation.

Recommendations

Members of the Executive Board are asked to:-

a) Approve the package of seven schemes outlined in Section 3 of this report and shown on Drawing Nos. TM/00/321/01 to 05, 06 to 06b and 07 to 07d, to provide new or upgrade existing public transport facilities, to improve the waiting environment and travel information as well as improving walking and cycling links between public transport hubs and local communities;

b) Give authority to incur expenditure of £7.36 million, comprising of £5.81 million works costs, £1.21 million staff fees and £340,000 statutory undertakers diversionary costs, to design and construct the proposed seven projects outlined in Section 3 of this report, all to be fully funded from Department for Transport grant administered by the West Yorkshire Combined Authority as part of the Connecting Leeds public transport programme;

c) Note the Chief Officer (Highways & Transportation) to receive reports concerning all Traffic Regulation Orders as required, necessary for and related to the purposes of the schemes and to ensure progression of the same;

And to note:

d) Construction of the scheme is programmed to commence in the Summer of 2020 for completion by Summer 2021; and

e) That the Chief Officer (Highways & Transportation) will be responsible for implementation.

1. Purpose of this report

1.1 This report seeks approval for the design and delivery of a package of seven schemes to provide new or upgrade existing facilities, to improve the waiting environment and travel information as well as improving walking and cycling links between public transport hubs and local communities. The schemes form Transport Hubs and Connecting Communities package within the Connecting Leeds public transport programme work stream being developed by the West Yorkshire Combined Authority in collaboration with the Council. .

1.2 The total value of the project is £7.36 million, comprising of £5.81 million works costs, £1.21 million staff fees and £340,000 statutory undertakers diversionary costs to be fully funded from Department for Transport grant support to the Connecting Leeds public transport programme administered by the Combined Authority.

2. Background information

2.1 Leeds is a major economic hub in the North, producing economic output of £20.2bn per year, a third of the City Region's total output. Forecasts suggest that the Leeds economy is set to grow to be £29.5bn by 2036, an increase of 49% on 2016. The strength of the economy has seen substantial development activity across Leeds in the last decade with the scope and potential impact of new schemes in development even larger. The City Centre accounts for 27% of all jobs within the Leeds district, and connectivity to the City Centre for surrounding communities is important to provide access to these opportunities.

2.2 Supporting this economic growth is central to the Leeds City Region Strategic Economic Plan. Large job growth is expected in the city centre, and the SEP includes priority areas such as the city centre South Bank.

2.3 Improvements in connectivity to urban growth centres and the jobs they offer, along with major transport hubs such as Leeds Rail Station, will allow a larger proportion of the workforce to access more of the job market. At the same time congestion is a major issue capable of affecting economic growth, and a factor on the approaches to the city centre, even on major transport corridors. Enabling more people to reach the city centre without having to drive will make efficient use of available space on the highway without negative impacts on local communities in terms of road safety, air pollution and noise associated with major transport infrastructure schemes. An Inrix report indicates that cycle facilities, coupled with public transport investment, can ultimately help reduce congestion by 20%.

2.4 Despite Leeds improving employment labour market picture, the City still has significant pockets of deprivation. 21.2% of the population of Leeds live in the 10% most deprived areas of the country and it is ranked as one of the 30% most deprived Local Authority areas, with wards to the south and east of the city centre suffering some of the highest levels of deprivation. For people living in areas outside of the city centre, with limited access to private car, the highly developed road infrastructure that serves wider connectivity poses a barrier to accessing employment, education and recreation opportunities.

2.5 In 2016, the Leeds Transport Conversation took place, where over 8000 people communicated what's important for them and for Leeds and this has subsequently informed the Connecting Leeds programme.

2.6 There was strong support in the Leeds Transport Conversation responses to take through traffic out of the city centre and to make the city streets more conducive to walking and cycling. Additionally, it was clear from the consultation that for many communities across the district the bus will remain a critical and fundamental element of the transport strategy for years to come.

2.7 In addition, improvements to access between communities, and from these communities to the city centre are vital to access the opportunities Leeds city centre provides so residents enjoy improved quality of life. Feedback from the Leeds Transport Conversation has shown that these connections for all communities need to be improved.

2.8 The key themes identified, which this work stream will seek to address are:

a) Lack of accessibility of public transport;
b) Encourage integration of travel by providing better integration through the use of transport 'hubs' by adding well-lit paths and walking facilities and green infrastructure;
c) Better information provision at stops and transport hubs e.g. clarity and durability of timetable displays, real time information; and
d) The need for increased cycle infrastructure to improve accessibility e.g. increased provision of cycle lanes and the promotion of existing lanes to increase usage.

2.9 The Transport Hubs Improvements and Public Transport Access Schemes are part of the Transport Hubs and Connecting Communities work stream within the wider Connecting Leeds Programme. The work stream seeks to improve connectivity between Leeds Communities, the City Centre and key destinations by delivering upgrades to existing transport hubs and walking and cycling links. The key aim of this work stream is to extend the benefits of the infrastructure improvements being delivered on the core corridors to local communities.

3 Main issues

3.1 The seven schemes identified and developed by Leeds City Council in collaboration with the Combined Authority for as part of the Transport Hubs and Connecting Communities package are;

- Bramley Bus Interchange – Public Transport Improvements

- Compton Road, Harehills – Public Transport Improvements
- Cottingley Estate – Public Transport Improvements
- Lincoln Green – Walking & Cycling links
- Pudsey – Walking & Cycling links
- Middleton – Public Transport Improvements
- Rothwell & Robin Hood – Walking & Cycling links

The seven schemes will provide new or upgraded facilities and improve the waiting environment and travel information for public transport passengers as well as improving walking and cycling links between public transport hubs and local centres and communities and look to encourage more sustainable modes of travel and public transport usage.

Bramley Bus Interchange – Public Transport Improvements (Bramley & Stanningley Ward)

3.2 Bramley has an existing, well used bus interchange located at Bramley shopping centre, but there is an opportunity to review the operational DIRO (drive in, reverse out) layout of the interchange and look to enhance passenger's customer experience, by including better waiting facilities such as upgraded shelters and real time information provision. The well-used pedestrian routes within and around the interchange will also benefit from being enhanced and made safer.

3.3 The scheme provides an enhanced and safer layout of the interchange and improves pedestrian movement through the area and customer experience at this location, by introducing better pedestrian facilities, improved waiting facilities and travel information.

The main proposals for this location are to:

- Provide an improved waiting environment and facilities;
- Provide better travel information;
- Provide enhanced and safer pedestrian routes through the interchange;
- Allow bus only access into the interchange to further improve safety, enforced by violation cameras; and
- Provide segregated loading/servicing provision for the adjacent shops near the interchange.

The aims of the scheme are to:

- Contribute to an overall increase in patronage on public transport by improving the waiting environment and travel information provision;
- Provide enhanced and safe pedestrian routes to the transport interchange;
- Manage bus movements effectively to improve safety by allowing buses only to access the interchange; and
- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use the bus

Compton Road, Harehills – Public Transport Improvements (Gipton & Harehills ward)

3.4 The proposals detailed in this report centre around the area of Compton Road outside Compton Road Library, close to the junction with Harehills Lane.

3.5 The bus stops outside Compton Road Library are used by a large number of bus passengers and there is an opportunity to enhance passenger's experience at this location, to include better waiting facilities such as upgraded 'green' shelters and real time information provision.

3.6 A large number of people use the bus stop outside residential properties on this road. The pavement is so narrow that if there is a queue, pedestrians have to step out on to the carriageway to get past. Widening of the pavement to accommodate a bus shelter will not only improve the waiting environment for bus passengers but provide a better, safer walking environment for pedestrians.

3.7 The scheme provides an enhanced and safer layout of the existing bus stop provision and improves the customer experience on Compton Road, by improving the overall environment, waiting facilities and travel information.

The main proposals for this location are to:

- Provide additional bus stop provision;
- Widen footways to provide a better environment for bus passengers; and
- Provide an enhanced bus stop and provision with real time information.

The aims of the scheme are to:

- Contribute to an overall increase patronage on public transport by improving the waiting environment and travel information provision
- Provide enhanced and safe pedestrian routes to the bus stops in this location
- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use the bus

Cottingley Hall Estate – Public Transport Improvements (Beeston & Holbeck Ward)

3.8 The Cottingley estate is a dense residential area served by regular bus services but there is an opportunity to enhance passenger's customer experience at this location, to include better waiting facilities such as new or upgraded shelters and real time information provision. The scheme will also help create better loading opportunities for the local and small businesses in the centre of the estate.

3.9 The scheme provides an enhanced and safer layout for the existing bus stop provision throughout the Cottingley estate and improves the overall customer experience, by improving pedestrian links to bus stops, improved waiting facilities and travel information.

The main proposals for this location are to:

- Provide dedicated bus stop lay-bys at 7 of the 12 bus stops on the Cottingley Estate;
- Widen footways to provide a better environment for bus passengers;
- Provide an enhanced bus stop and provision with real time information; and
- Provide segregated loading/servicing provision for the local shops in the centre of the estate.

The aims of the scheme are to:

- Contribute to an overall increase patronage on public transport by improving the waiting environment and travel information provision;
- Provide enhanced and safer pedestrian routes to the transport interchange
- Enable more effective bus movements through new lay-bys;
- Improve bus service reliability and accessibility through the provision of dedicated bus lay-bys; and
- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use the bus.

Lincoln Green Walking & Cycling links (Burmantofts & Richmond Hill Ward)

3.10 The Lincoln Green area is a neighbourhood priority area with a diverse community located close to Leeds City Centre, where car ownership is low and accessibility into the city, either on foot or by bike is not attractive and can be difficult. This scheme is aimed at improving the walking and cycling opportunities for this community by improving the streetscape and using a transformational approach to street design.

3.11 This scheme will provide a more inviting, safe and direct route from the Mabgate area of the city centre to St James's Hospital, whilst also providing enhanced routes and links to other areas of the local community and will link with the wider key public transport routes and strategic cycle corridors on Regent Street and also the Connecting Leeds improvement scheme currently being developed and consulted on for Beckett Street.

The proposals for this location are to:

- introduce a new, attractive style of street scene design to remove the dominance of the motor vehicle;
- Widen pavements to provide a more attractive environment;
- Enhance the environment by planting trees/shrubs/greenery
- Improve street lighting provision;
- Introduce one way systems to control traffic movement and provide an improved environment for pedestrians and cyclist;
- Improve general pedestrian links through the Cromwell's and the wider Lincoln Green community; and
- Signalise the Lincoln Green Road/Cherry Row junction to provide safe pedestrian and cycle crossing facilities.

The aims of the scheme are to:

- Contribute to an overall increased patronage on public transport by providing better quality and safer pedestrian and cycling routes to key bus routes
- Provide a safe and convenient walking and cycle route from the Mabgate area of the City Centre to St James Hospital site
- Contribute to an overall improvement in air quality and environmental impacts in the district by more people using sustainable and active modes of travel such as walking and cycling; and
- Support the future regeneration of the Mabgate area.

Pudsey Area Walking & Cycling links, (Pudsey Ward)

3.12 The New Pudsey railway station is located some distance away from the town of Pudsey, with Stanningley Bypass running in between the town and its railway station providing a significant barrier. Direct walking and cycling routes are therefore limited and may not be deemed attractive to use or easy to find and follow.

3.13 This scheme seeks to address the lack of usage of these routes, by improving the quality of walking and cycling routes, between Pudsey town centre and New Pudsey railway station, through the widening and re-surfacing of some paths, improving pedestrian crossing points and adding clear signage to make wayfinding straightforward and reliable. This will improve access from various residential areas of Pudsey and the town centre to the railway station, with frequent connections to Leeds, Bradford and the Calder Valley.

The proposals for this location are to:

- Provide safe, convenient and accessible routes for both pedestrians and cyclists, from the Town Centre to the rail station at New Pudsey.
- Enhance some of the local public footpath routes to make them more accessible and attractive to use for all.
- Enhance some of the pedestrian and cycle routes on third party land (Network Rail and Owlcotes Centre) to make them more accessible and attractive to use for all;
- Provide informal pedestrian crossing facilities on raised traffic calming features to assist crossing main roads; and
- Provide a strategic way finding signing strategy, to sign post the routes for pedestrian and cyclist to use between Pudsey town centre and New Pudsey railway station.

The aims of the scheme are to:

- Contribute to an overall increase patronage on public transport by providing better quality, safer and more accessible pedestrian and cycling routes and enhanced wayfinding from Pudsey town centre to New Pudsey railway station; and
- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use sustainable and active modes of travel such as walking, cycling and rail

Middleton– Public Transport Improvements, (Middleton Park Ward)

3.14 Middleton Circus is a busy local commercial centre location, which is served by several high frequency bus services. There is an opportunity to enhance passenger's customer experience along several routes through the Middleton Park ward and provide better waiting facilities such as upgraded shelters and real time information provision.

3.15 This scheme proposes to improve the various bus stops along Belle Isle Road, Ring Road and Middleton Park Avenue and enhance the passenger experience, creating improved passenger waiting facilities, travel information and accessible public transport infrastructure. In addition to the public transport improvements, this scheme will also create better loading/unloading and on street parking opportunities for local and small businesses and their customers by removing bus stops from parking areas.

The proposals for this location are to:

- Provide improved public transport infrastructure with enhanced bus shelters, with real time information displays
- Provide a more accessible public transport provision particularly for elderly and infirmed patrons; and
- Improve pedestrian routes to and from the local public transport provision by means of informal pedestrian crossing facilities and better quality pedestrian routes.

The aims of the scheme are to:

- Contribute to an overall increase patronage on public transport by improving the waiting environment and travel information provision;
- Provide enhanced and accessible public transport provision; and
- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use the bus

Rothwell and Robin Hood Area – Walking & Cycling links (Rothwell and Ardsley & Robin Hood Wards)

3.16 Rothwell Greenway is identified as a Leeds Nature Area in recognition of its value to the local community. The Greenway links together the Lofthouse, Robin Hood and Rothwell communities, without the need to use the busy A road network (A654 and A61), with safe, grade segregated crossings. Bullough Lane at the northern extent of the Greenway provides a direct link to the Trans Pennine Trail and the Skelton Lake area. The southern extents of the Greenway sees links to various local schools, including the Rodillian Academy and Robin Hood Primary schools.

3.17 The Greenway has deteriorated over the years and is indistinct and braided in parts, making it difficult to navigate and follow. The lack of hard wearing, weatherproof surface means that that it is usable in good and dry weather by walkers or those using an all-terrain cycles but it does not cater for year round 'utility' type journeys such as journeys to local amenities, public transport links or to employment.

3.18 The various definitive footpaths and bridleways linking the Rothwell Greenway to the neighbouring residential areas and communities have also deteriorated over time, making the pedestrian and cycling links difficult and unattractive to use as safe off highway link. The ambition to improve the links between the communities of Rothwell, Lofthouse, East Ardsley, Robin Hood, Thorpe, Middleton and Belle Isle is recognised in Leeds' cycling ambition as part of the *Cycling Starts Here* strategy.

3.19 This scheme proposes to make positive changes to the Greenway and five locations along the route and improvements along several definitive footpaths and bridleways running between Rothwell, Lofthouse, East Ardsley, Robin Hood, Thorpe, Middleton and Belle Isle, in order to improve the quality of the walking route and highlight opportunities for cyclists to utilise the various routes. Upgrading the existing facilities in these locations will emphasise the various routes existence and promote their use, therefore encouraging more active and sustainable means of travel.

The proposals for this location are to:

- Enhance and widen the existing Rothwell Greenway to provide a continuous 3 metre wide route from Long Thorpe Lane (Rodillian School) to Haigh Road in Rothwell. This will provide, for the majority of its length, a car free and safe environment for residents and school children to travel through Rothwell;
- Provide a hard wearing all year weatherproof surface for the whole of the Greenway route and along sections of the various definitive footpaths and bridleways;
- To improve pedestrian and cycling routes from the existing Rothwell Greenway into Lofthouse, East Ardsley, Thorpe, Robin Hood, Middleton and Belle Isle;
- Introduce safe informal crossing points for all minor roads;
- Review and replace access barriers to deter motorcycle use where appropriate but provide access to disabled residents, adapted and family cycles;
- Re-grade ramped access to the Greenway and other sections of the routes;
- Provide a shared footway/ cycle provision on Styebank Lane (between Haigh Road and Leeds Road) to facilitate a cycle link from the Greenway, over Leeds Road and beyond towards Skeltons Lake development, the City Centre, Temple Newsam and Garforth;
- Provide a strategic way finding signing strategy, to sign post the routes for pedestrian and cyclist use and promote the routes as suitable off highway links; and
- Improve street lighting provision at those locations where the pedestrian and cycling routes into Lofthouse, East Ardsley, Thorpe, Middleton and Belle Isle run under the M1 motorway;

The aims of the scheme are to:

- Contribute to an overall increase patronage on public transport by providing better quality and safe pedestrian and cycling routes and enhanced wayfinding along Rothwell Greenway and other public footpaths/bridleways linking Rothwell, Lofthouse, Robin Hood, East Ardsley, Thorpe, Middleton and Bell Isle.

- Contribute to an overall improvement in air quality and environmental impacts in the district by encouraging more people to use sustainable and active modes of travel such as walking and cycling
- Provide safer routes to schools and improve accessibility to various public transport provisions in the localities.

4 Corporate considerations

4.1 Consultation and engagement

4.1.1 The consultation and engagement of the Leeds Transport Hubs and Walking and Cycling Schemes ran over several months, during which time Ward Members, residents, bus users, businesses and community members were invited to comment on the proposed plans via the 'Your Voice' engagement website, visit exhibitions of the plans, or attend drop-in events to meet and discuss the plans with both Leeds City Council and West Yorkshire Combined Authority officers.

4.1.2 The Executive Member for Climate Change, Transport and Sustainable Development has been consulted on all the individual schemes and supports these proposals.

4.1.3 All Ward Members in the Ardsley & Robin Hood, Bramley & Stanningley, Burmantofts & Richmond Hill, Gipton & Harehills, Morley North Middleton Park, Pudsey and Rothwell electoral wards have been consulted on the respective individual schemes and generally support of the proposals has been received.

4.1.4 Comments have been received from the Ward Members of the Middleton ward which have led to the modification of the initial proposals to reshape the scheme so that it better reflects priorities in the ward. The proposals described in the report reflect these discussions.

4.1.5 A concern was raised by the Rothwell Ward members towards the Rothwell and Robin Hood scheme indicating that, although the need for upgrades to the Greenway are recognised the proposals do not reflect their wider priority for the ward and connectivity into public transport. A favourable response was made for the Greenway improvements during the public consultation. In response to Ward Members concerns about future investment and funding they have been advised that reflecting these priorities the Combined Authority has secured funding from Department for Transport's Transforming Cities Fund which included two schemes for public transport infrastructure on the Leeds – Rothwell – Castleford and Leeds – Robin Hood _ Wakefield Corridors respectively. Detailed development of these schemes is now commencing and officers will work with Members to focus on the opportunities for funding this project offers for improvements for connectivity to local public transport in these corridors.

4.1.6 As the client and budget holder for the Transport Hubs and Connecting Communities package of works, the West Yorkshire Combined Authority have considered the Ward Members response , as well as the positive support received from local residents at the pubic engagement sessions. It is felt that the Rothwell and Robin Hood scheme provides a substantial improvement to both walking and cycling infrastructure in the locality and provides safer and well needed links to neighbouring communities, schools and public transport provision.

4.1.7 The Ardsley and Robin Hood ward members have endorsed the Rothwell Greenway scheme between Rothwell and Rodillian School and the further links planned between East Ardsley, Thorpe and the Heritage Village, all of which will help connect the local communities and provide safer, accessible routes for both pedestrians and cyclists.

4.1.8 As part of Connecting Leeds a programme of local consultation with the various local communities, general public and affected properties has taken place through WYCA's YourVoice platform for each individual scheme in the proposed package WYCA have produced a consultation report based on the online and in-person feedback. Whilst the response rate was modest there was general support for the ambition of the scheme and the overall improvement to public transport provision and pedestrian and cycling routes.

4.1.9 The Town Teams (action groups focussing on business engagement) in the Bramley, Harehills, Little London and Middleton areas have been appraised of these proposals and further engagement is envisaged as the projects evolve to delivery.

4.1.10 The Lincoln Green Priority Neighbourhood Team have been consulted on the Lincoln Green proposals and have provided feedback on numerous issues, which we will be addressing as part of the ongoing detailed design and engagement within the area. The team see the Lincoln Green proposals as a major improvement and investment for this priority neighbourhood/area and are fully supportive.

4.1.11 Emergency Services and the bus operators have been consulted on the individual schemes and generally support of the proposals. Comments have been received from the bus operators regarding the Bramley and Middleton schemes, all of which have been investigated and will be addressed in the detailed design process.

4.1.12 Network Rail and the Owlcotes Centre have been consulted on the proposals for the Pudsey scheme as part of the works involve third party land. Both parties are very supportive of the improvements and are working with the Council to achieve them.

4.1.13 Feedback from internal and external stakeholders has been reviewed by the project team and the individual scheme designs have been shaped to accommodate the comments received whereever possible.

4.1.14 Stage 1 and Stage 2 Road Safety Audits have been carried out on all seven schemes, with the feedback being reviewed by the project team and amendments made to the individual scheme designs where feasible.

4.2 Equality and diversity / cohesion and integration

4.2.1 The scheme package contained within this report contribute to a number of corporate policies and targets aiming to improve equality and diversity, including the Inclusive Growth strategy, by promoting equality of access and opportunity, thus allowing access to the employment, leisure and retail offers from some of the most deprived parts of the city, all in line with the Leeds City Council's Best Council Plan 2018/19-2020/21 vision.

4.2.2 Accessible and safe public transport facilities and pedestrian and cycling routes open up opportunities to people with disabilities, older people and young people. Upgraded facilities create a safer environment for pedestrians and cyclists, and also have a strong impact in increasing the perceived level of safety for new, less confident or less capable cyclists by using suitable off highway links. Reducing the reliance on private car use will help contribute to an overall improvement in air quality and environmental impacts in the district by more people using sustainable and active modes of travel such as walking and cycling.

4.2.3 Removing some of the barriers of motorised traffic and improving off highway links and enabling more active travel has the potential to improve community integration through offering opportunities to mix and interact.

4.2.4 An Equality, Diversity, Cohesion and Integration Screening has been undertaken and both the positive and negative impacts associated with the schemes contained in this package of work are outlined in the Equality, Diversity, Cohesion and Integration Screening document - Appendix A attached to this report.

4.3 Council policies and the Best Council Plan

4.3.1 The proposals detailed in this report contribute to the cross cutting priorities of the Best Council Plan 2018/19 – 2020/21 including:

- **21st Century Infrastructure** – Improving transport connections, safety, reliability and affordability. Improving air quality, reducing noise and emissions.
- **Health & Wellbeing** – Reducing health inequalities and improving the health of the poorest the fastest. Supporting healthy, physically active lifestyles.
- **Inclusive Growth** – Supporting growth and investment, helping everyone benefit from the economy to their full potential.
- **Safe, Strong Communities** – Being responsive to local needs, building thriving, resilient communities.
- **Child-Friendly City** – Helping young people into adulthood, to develop life skills and be ready for work.

4.3.2 The proposals also contribute to the Leeds Transport Strategy (Interim) 2016:

- **Prosperous Leeds** – a transport system for Leeds that facilitates a prosperous, sustainable economy
- **Liveable Leeds** – support new opportunities for skills development and new and better jobs.
- **Healthy Leeds** – a transport system that has a positive effect on people's health and wellbeing and raises health and environmental standards across the city through the promotion of walking and cycling and the reduction of air pollution, noise and carbon emissions.

4.3.3 The proposals complement the transport objectives of the West Yorkshire Transport Strategy 2040:

- **People and Place** – put people first to create a strong sense of place – increasing access in a safe, inclusive way and encouraging walking and cycling for health and other benefits.

4.3.4 The West Yorkshire Transport Strategy 2040 also has targets for growing the number of journeys made by sustainable travel, including 300% more trips made by bicycle by 2027.

4.3.5 Policies of the West Yorkshire Transport Strategy 2040 include:

11 We will provide infrastructure on and off-road of the highest possible quality to provide safer and better journeys for cyclists, building on the step-change achieved by our City Connect programme including the Cycle Superhighway and canal towpath improvements.

28 We will provide strategic and local networks of high quality walking and cycling routes that are safe and convenient to use and provide access to town centres, local services and the wider public transport network, with enhanced cycle parking provision for joined up 'door to door' journeys

Climate Emergency

4.3.6 Transport is a major source of CO_2 emissions that contribute to climate change. Private cars emit around 130g of CO_2 per km in the UK, and travel around 8500 miles per year on average (13,600km). This represents an average annual emission of 1.8 tonnes of CO_2 per car.

4.3.7 A recent study has found that walking and cycling can replace around 41% of short car journeys. This would equate to an additional 5% reduction in total carbon emissions from cars across the city.

4.3.8 The proposals contained in this report therefore contribute to the Leeds target of 50% reduction in carbon emissions by 2030 by improving facilities for walking and cycling and encouraging these transport choices as an alternative to short (and longer) car journeys.

4.4 Resources, procurement and value for money

4.4.1 The £7.36 million, comprising of £5.81 million works costs, £1.21 million staff fees and £340,000 statutory undertakers diversionary costs, for the package of seven schemes in the Transport Hubs and Connecting Communities package is fully funded as part of Connecting Leeds programme from the previously approved £173.5 million Department for Transport Leeds Public Transport Investment Programme.

4.4.2 An Outline Business Case for the Transport Hubs Improvements and Public Transport Access schemes was approved by the West Yorkshire Combined Authority Programme Appraisal Team (PAT) on the 28th January 2019.
The Full Business Case for the package of works was submitted to the Combined Authority in December 2019 and subsequently approved by the Programme Appraisal Team on the 23rd February 2020.

4.4.3 The schemes will be delivered under the Leeds City Council Term Contract for highway works, previously awarded through a competitive tender process.

4.4.4 Construction of these schemes is programmed to start in summer 2020 with completion expected in summer 2021.

4.4.5 Maintenance of the new infrastructure will be undertaken as part of Leeds City Council's ongoing annual Highway and Public Rights of Way maintenance programmes.

4.5 Legal implications, access to information, and call-in

4.5.1 The package of Traffic Regulation Orders (TROs) to support the various projects will be reported to the Chief Officer (Highways & Transportation).

4.5.2 Advertisement of these TROs will take place in accordance with statutory procedures and any objections received, will be properly considered for each respective scheme as per the legal process.

4.5.3 The vast majority of the works are within the adopted highway and consequently can be delivered under the powers of Leeds City Council as the highway authority for Leeds. Those areas where works are to be undertaken on third party land, agreements and support for the works from those lands owners has been received to ensure delay is avoided for implementation.

4.5.4 This report is eligible for Call-In.

4.6 Risk management

4.6.1 The proposals outlined in this report offer improvements to public transport infrastructure, cycling and walking provision at various locations across Leeds and improve peoples' access to jobs and opportunities, bringing a major economic boost to the City and driving economic growth and value for the City Region. Approving these proposals will allow the benefits to the economy, air quality, health and road safety detailed above to be realised.

4.6.2 Funding risk is being managed within the overall funding envelope for the Connecting Leeds public transport package as whole with an element of works contingency provision contained within the specific package budget. Overall project assurance is provided by the Combined Authority under protocols agreed with the Department for Transport.

4.6.3 A detail risk register is being developed as part of the Full Business Case and will be updated throughout the life of the project. It is envisaged that the works will be delivered through the Council's term contract for highway works with a Design and Build approach. This allows early involvement of the contractor to identify any potential risk areas and therefore minimise risk during the delivery phase.

4.6.4 Extensive consultations and engagement minimises any reputational risk to the project from negative comments and/ or publicity.

5 Conclusions

5.1 The scheme package contained within this report contribute to a number of corporate policies and targets such as, improving the Inclusive Growth strategy, promoting equality of access and opportunity and allowing access to employment, leisure and retail offers from some of the most deprived parts of the city, providing accessible and safe public transport facilities and pedestrian and cycling routes, improving community cohesion and the overall improvement in air quality and environmental impacts in the district.

5.2 The lack of safe and attractive off highway links between local neighbouring communities and public transport provision, has been identified as a specific barrier in the Leeds Transport Conversation and these fully funded proposals will begin to address such an issue.

6 Recommendations

Members of the Executive Board are to:-

a) Approve the package of seven schemes outlined in Section 3 of this report and shown on Drawing Nos. TM/00/321/01 to 07, to provide new or upgrade existing public transport facilities, to improve the waiting environment and travel information as well as improving walking and cycling links between public transport hubs and local communities;

b) Give authority to incur expenditure of £7.36 million, comprising of £5.81 million works costs, £1.21 million staff fees and £340,000 statutory undertakers diversionary costs, to design and construct the proposed seven projects outlined in Section 3 of this report, all to be fully funded from Department for Transport grant administered by the West Yorkshire Combined Authority as part of the Connecting Leeds public transport programme;

c) Note the Chief Officer (Highways & Transportation) to receive reports concerning all Traffic Regulation Orders as required, necessary for and related to the purposes of the schemes and to ensure progression of the same;

And to note:

d) Construction of the scheme is programmed to commence in the Summer of 2020 for completion by Summer 2021; and

e) That the Chief Officer (Highways & Transportation) will be responsible for implementation.

7 Background documents[1]

7.1 None

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

8 Appendices

8.1 Appendix A - Hub Improvements and Public Transport Access Schemes - Equality, Diversity, Cohesion and Integration Screening.

8.2 Transport Hub & Connecting Communities Scheme drawings:

- TM/00/321/01 – Bramley Bus Interchange
- TM/00/321/02 – Compton Road, Harehills
- TM/00/321/03 – Cottingley Estate, Beeston
- TM/00/321/04 – Lincoln Green/Mabgate
- TM/00/321/05 – Pudsey
- TM/00/321/06 to 6b – Middleton Park
- TM/00/321/07a to 7d – Rothwell & Robin Hood

Appendix A - Equality, Diversity, Cohesion and Integration Screening

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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision.** Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

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

Directorate: City Development	**Service area: Highways**
Lead person: Nick Borras	**Contact number: (0113) 37 87 497**

1. Title: Transport Hubs – Public Transport Access Improvements

Is this a:

☐ **Strategy / Policy** ☐ **Service / Function** [X] **Other**

If other, please specify

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

The Transport Hubs Improvements and Public Transport Access Schemes are a part of the Transport Hubs and Connecting Communities work stream within the Connecting Leeds Programme. This package of works will improve connectivity between Leeds Communities, the City Centre and key destinations by delivering upgrades to existing transport hubs, by creating new or upgrade existing facilities to improve the waiting environment and travel information offer as well as enhancing connections within and between other public transport hubs and communities by improving specific local walking and cycling links.

This package of works is made up of the following schemes/locations:

<u>Bramley Bus Interchange – Public Transport Improvements</u>

The main proposals for this location are to:

- Provide an improved waiting environment and facilities;
- Provide better travel information;

- Provide enhanced and safer pedestrian routes through the interchange;
- Allow bus only access into the interchange to further improve safety, enforced by violation cameras; and
- Provide segregated loading/servicing provision for the adjacent shops near the interchange.

Compton Road, Harehills – Public Transport Improvements

The main proposals for this location are to:

- Provide additional bus stop provision;
- Widen footways to provide a better environment for bus passengers; and
- Provide an enhanced bus stop and provision with real time information.

Cottingley Estate, Beeston – Public Transport Improvements

The main proposals for this location are to:

- Provide dedicated bus stop lay-bys at 7 of the 12 bus stops on the Cottingley Estate;
- Widen footways to provide a better environment for bus passengers;
- Provide an enhanced bus stop and provision with real time information; and
- Provide segregated loading/servicing provision for the local shops in the centre of the estate.

Lincoln Green – Walking & Cycling links

The main proposals for this location are to:

- Introduce a new, attractive style of street scene design to remove the dominance of the motor vehicle;
- Widen pavements to provide a more attractive environment;
- Enhance the environment by planting trees/shrubs/greenery
- Improve street lighting provision;
- Introduce one way systems to control traffic movement and provide an improved environment for pedestrians and cyclist;
- Improve general pedestrian links through the Cromwell's and the wider Lincoln Green community; and
- Signalise the Lincoln Green Road/Cherry Row junction to provide safe pedestrian and cycle crossing facilities.

Pudsey – Walking & Cycling links

The main proposals for this location are to:

- Provide a safe and convenient route for pedestrians and cyclists from the Town Centre to the rail station at New Pudsey.
- Enhance some of the local public footpath routes to make them more accessible and attractive to use for all.
- Enhance some of the pedestrian and cycle routes on third party land (Network Rail and Owlcotes Centre) to make them more accessible and attractive to use for all;
- Provide informal pedestrian crossing facilities on raised traffic calming features to

assist crossing main roads; and
- Provide a strategic way finding signing strategy, to sign post the routes for pedestrian and cyclist to use between Pudsey town centre and New Pudsey railway station.

Middleton Park – Public Transport Improvements

The main proposals for this location are to:

- Provide improved public transport infrastructure with enhanced bus shelters, with real time information displays
- Provide a more accessible public transport provision particularly for the elderly and infirmed patrons; and
- Improve pedestrian routes to and from the local public transport provision by means of informal pedestrian crossing facilities and better quality pedestrian routes.

Rothwell & Robin Hood – Walking & Cycling links

The main proposals for this location are to:

- Enhance and widen the existing Rothwell Greenway to provide a continuous 3 metre wide route from Long Thorpe Lane (Rodillian School) to Haigh Road in Rothwell. This will provide, for the majority of its length, a car free and safe environment for residents and school children to travel through Rothwell;
- Provide a hard wearing all year weatherproof surface for the whole of the Greenway route and along sections of the various definitive footpaths and bridleways;
- To improve pedestrian and cycling routes from the existing Rothwell Greenway into Lofthouse, East Ardsley, Thorpe, Robin Hood, Middleton and Belle Isle;
- Introduce safe informal crossing points for all minor roads;
- Review and replace access barriers to deter motorcycle use where appropriate but provide access to disabled residents, adapted and family cycles;
- Re-grade ramped access to the Greenway and other ;
- Provide a shared footway/ cycle provision on Styebank Lane (between Haigh Road and Leeds Road) to facilitate a cycle link from the Greenway, over Leeds Road and beyond towards Skeltons Lake development, the City Centre, Temple Newsam and Garforth;
- Provide a strategic way finding signing strategy, to sign post the routes for pedestrian and cyclist use and promote the routes as suitable off highway links; and
- Improve street lighting provision at those locations where the pedestrian and cycling routes into Lofthouse, East Ardsley, Thorpe, Robin Hood, Middleton and Belle Isle run under the M1 motorway;

3. Relevance to equality, diversity, cohesion and integration

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

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	**Yes**	**No**
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations		X

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

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

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

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

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

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

- **How have you considered equality, diversity, cohesion and integration?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Consultation has/will take place with Ward Members, Emergency Services and various other stakeholders throughout the design process.
Consultation has/will take place either directly via a series of briefing and public engagement sessions, direct leaflet drops, posters on the highway, on social media platforms and various advertisement notices during the detailed design stage.
All comments received from every aspect of consultation and engagement will be duly considered prior to scheme implementation.

The consultation and engagement for each individual scheme is as follows;

Bramley Interchange
The public engagement ran from 16th September till the 14th October, with online advertisement and consultation via WYCA website.
An exhibition board was set up in Bramley Library on 16th September 2019 and a public consultation event was held at Bramley Community Forum on the 26th September 2019.

Compton Road, Harehills
The public engagement ran from 16th September till the 14th October, with online advertisement and consultation via WYCA website.
An exhibition board was set up in the Compton Centre on 16th September 2019 and a public consultation event was held at Compton Road Community Centre on the 1st October 2019.

Cottingley Estate
The public engagement will run from the 24 February 2020 till the 23 February 2020, with online advertisement and consultation via WYCA website.
Public consultation events are to be held at a local venue on the estate on a date to be confirmed.
An area wide leaflet drop will also be undertaken across the estate, including various local amenities as well as posters and notices being posted in the locality.

Lincoln Green/Mabgate area
The public engagement ran from 30th September till the 28th October, with online advertisement and consultation via WYCA website.
A public consultation event was held at Lincoln Green Community Centre on the 16th October 2019. Street notices were also posted throughout the Lincoln Green and Mabgate areas for the duration of the engagement period

Middleton Park
The public engagement will run from 4th November till the 2nd December, with online advertisement and consultation via WYCA website.
Public consultation events are to be held at the St Mary's Parochial Hall and the St George's Centre on the 20th November and 28th November 2019 respectively.
An area wide leaflet drop will also be undertaken across the residential area, including local schools, health centres and various local amenities as well as posters and notices being posted in the locality

Pudsey area
The public engagement ran from 16th September till the 14th October, with online advertisement and consultation via WYCA website
An exhibition board was set up in Pudsey Library on 16th September 2019 and flyering took place on the 24th September at Pudsey Station. A public consultation event was held at Pudsey Library on the 25th September 2019 with a further event being held at Pudsey Station on 2nd October 2019.

Rothwell Greenway
The public engagement run from the 7th February 2020 till the 9th March 2020, with online advertisement and consultation via WYCA website.
Public consultation events are to be held at various local venues across the Rothwell and Robin Hood areas on dates to be confirmed.

- **Key findings**

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

Positive Impacts

- Provision of wider and resurfaced footpaths will provide a uniform surface which will benefit all pedestrian users especially those with mobility issues, parents with prams and the elderly.

- Greater independence and choice for children travelling to school

- Make it more pleasant to walk or cycle, encouraging a more healthy lifestyle

- Improve quality of life for the local community

- Widening of pedestrian refuges will benefit all pedestrians especially those with mobility issues, parents with prams, young and old people.

- By providing an informal crossing place on a traffic calming feature (flat topped road hump), the crossing itself is therefore at the level of the footway. This better enables those parents/ carers with pushchairs to cross, as well as those pedestrians using wheelchairs and those with limited mobility

- Providing an uncluttered environment which will benefit those with mobility issues.

- Improving the public transport arrangements will provide benefits for all pedestrians, especially those with mobility issues, in accessing the bus services which enables them to access local amenities and serve to increase public transport patronage.

- Crossing facilities include features which benefit disabled pedestrians such as dropped kerbs for wheelchair users and tactile paving to assist blind and partially sighted pedestrians.

- Formal crossing facilities include features which benefit disabled pedestrians such as dropped kerbs for wheelchair users and tactile paving to assist blind and partially sighted pedestrians. Signal controlled crossings also have tactile and audible signals corresponding to the ‘green man’ phase.

- Provision of dedicated parking laybys will remove the need for motorists to park indiscriminately obstructing the footway. This will benefit all pedestrians, particularly those in wheelchairs, with mobility issues and parents with pushchairs.

- Increased greenery, trees and landscaping in the whole area

- Improving the streetscape along Mabgate, Cherry Row and Lincoln Road which will provide an uncluttered environment that is designed to give pedestrians and cyclist more of the available road space. This will improve road space for those with mobility issues, parents with prams, young and old people.

- Changes to the traffic management in the Mabgate/Lincoln Green area by the provision of 'one way' traffic flows will provide a safe environment for all pedestrians as vehicular traffic will only be approaching on one direction and therefore making it easier for pedestrians to cross the road.

- Changes to the streetscape in the Mabgate/Lincoln Green area will provide a wholly new footway / carriageway surface along various roads within the scheme that will provide a uniform surface which will benefit all pedestrian users especially those with mobility issues, parents with prams and the elderly.

- Improved lighting along various roads will improve the environment for all road users especially those with mobility issues and those who are partially sighted.

- Providing widened footways which will benefit all pedestrian road users and improve the access to bus services.

- Providing designated crossing points within the bus interchange which will be DDA compliant.

- Providing an uncluttered environment which will benefit those with mobility issues.

- Provision of a loading and parking facilities will remove on-street loading and thereby improving visibility sightlines for all road users. This will also remove the need for motorists to park indiscriminately obstructing the footway, thus benefitting all pedestrians, particularly those in wheelchairs, with mobility issues and parents with pushchairs.

Negative Impacts

- Traffic calming features will have an impact on drivers with some believing they damage vehicles and cause delays in journey times.

- Increases future maintenance costs, particularly for raised features e.g. road humps, road markings.

- Loss of green space and the removal of trees which may have a negative impact on the streetscape

- Introduction of 'one-way' traffic flows on certain road maybe be perceived a negative for some vehicular road users as it may impact on their traditional traffic routes

- Wider footways will reduce the carriageway width which may be perceived as a negative by some drivers.

- Reduced carriageway width which some drivers may perceive as a negative.

- **Actions**

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

- The loss of green space can be mitigated by the provision of additional greenery, trees and landscaping within the scheme limits
- The reduction of carriageway width and widening of footways should not impact on drivers as the remaining width will still be sufficient and to relevant design standards
- The traffic calming will be designed and introduced to current standards and guidance
- The effects of any change in the highway network will be monitored following completion and if changes are deemed necessary then these will be considered.

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

Date to scope and plan your impact assessment:	4 February 2020
Date to complete your impact assessment	4 February 2020
Lead person for your impact assessment (Include name and job title)	Nick Borras, Principal Engineer

6. Governance, ownership and approval

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

Name	**Job title**	**Date**
Nicholas Hunt	Traffic Engineering Manager	4 February 2020
Date screening completed		4 February 2020

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board**, **Full Council, Key Delegated Decisions** or a **Significant Operational Decision.**

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to **Governance Services**	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate **Directorate**	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

This page is intentionally left blank

© LEEDS CITY COUNCIL Copyright © 2018 Leeds City Council. All rights reserved. This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

© Crown Copyright and database right 2018 Ordnance Survey LA100019567

1:200

BUS STOPS UPGRADED FOR REAL TIME BUS INFORMATION

BUS STOPS UPGRADED FOR REAL TIME BUS INFORMATION

BUS STOP

BUS STOP

BUS STOP

BUS STOP

BUS STOP

Shelters

Shelter

LOADING ONLY

STOCKS HILL

CAMERA ENFORCEMENT RESTRICTING ACCESS TO ONLY PUBLIC SERVICE VEHICLES

NEW LINK ROAD AND BUS STOP PROVIDED THROUGH EXISTING VERGE

NEW BUS STOP SHELTER WITH REAL TIME INFORMATION

15

16

165

KEY

- CARRIAGEWAY WORKS
- FOOTWAY/PAVING
- LANDSCAPE/GRASSED AREA
- HEDGE ROW

1:2500

FIRST APPROVED	CP			
AMENDMENTS	DRAWN	CHECK	DATE	

BRAMLEY BUS INTERCHANGE
TOWN STREET/STOCKS HILL
WARD 06 BRAMLEY & STANNINGLEY
COMPLETED ARRANGEMENT

DRAWN BY	
INITIALS	DATE
CP	5/19
AutoCAD BY	
INITIALS	DATE
CP	5/19
CHECKED BY	
INITIALS	DATE
NH	5/19

SCALE 1:200

ORIGINAL SHEET SIZE A2

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/01
INFORMATION

STATUS: DRAFT

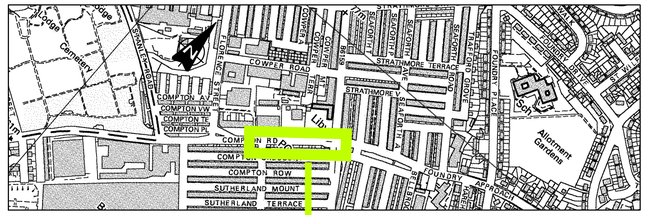
DATE: January 2020

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

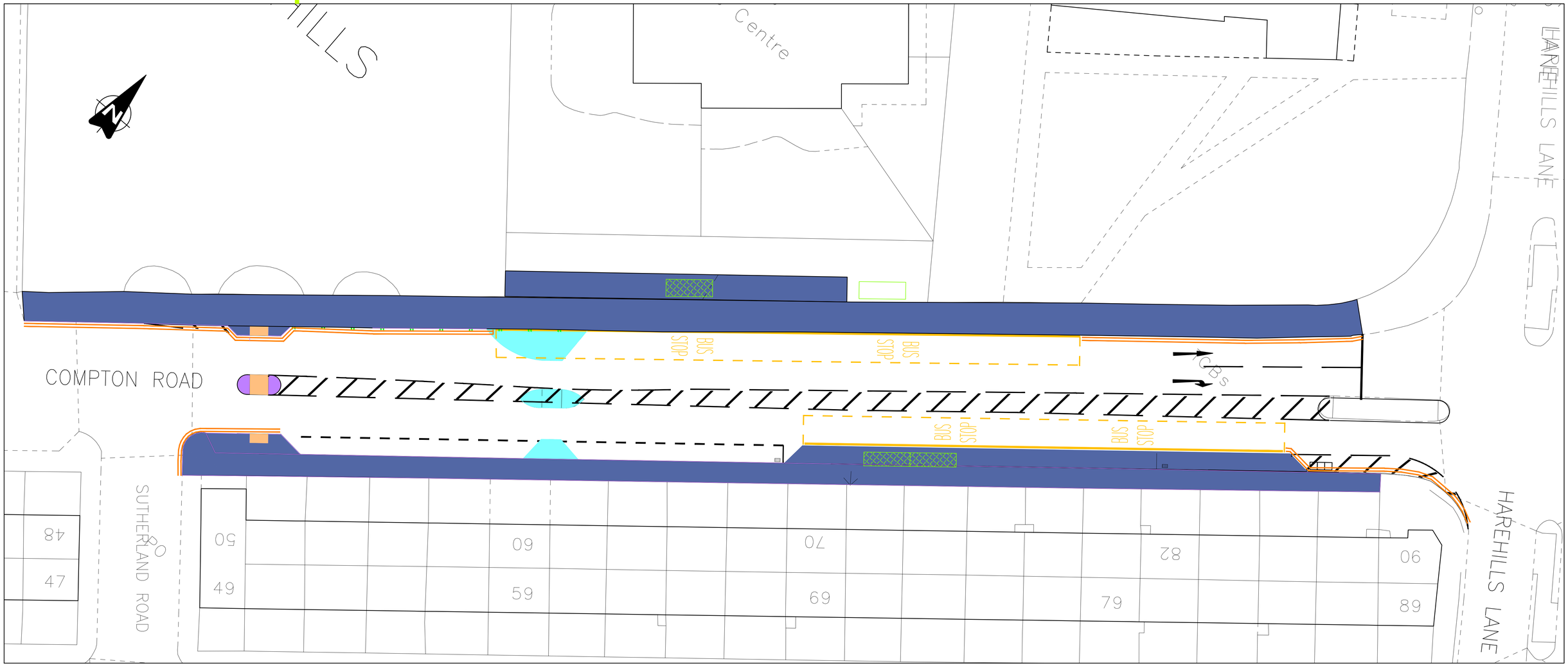
LOCATION



PROPOSALS

KEY

- NEW FOOTWAY LAYOUT
- PROVISION OF PEDESTRIAN REFUGE
- TACTILE PAVING
- NEW BUS SHELTERS
- REMOVAL OF EXISTING REFUGE AND BUILDOUT



Copyright © 2020 Leeds City Council. All rights reserved.

This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

COMPTON ROAD BUS INFRASTUCTURE IMPROVEMENT GENERAL ARRANGEMENT

WARD - GIPTON & HAREHILLS/BURMANTOFT & RICHMOND HILL

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	R		

DRAWN BY	
INITIALS	DATE
RC	01/20
AutoCAD BY	
INITIALS	DATE
RAC	01/20
CHECKED BY	
INITIALS	DATE
CWI	01/20

SCALE 1:200

ORIGINAL SHEET SIZE A1

Leeds CITY COUNCIL

HIGHWAYS AND TRANSPORTATION

TM/00/321/02

STATUS:

DATE: JANUARY 2020

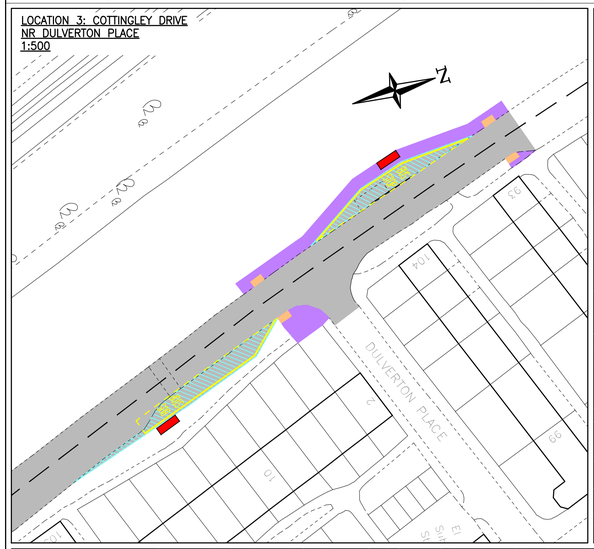
CDE REV. & STATUS: P01.1 SO

PLOTTED BY:

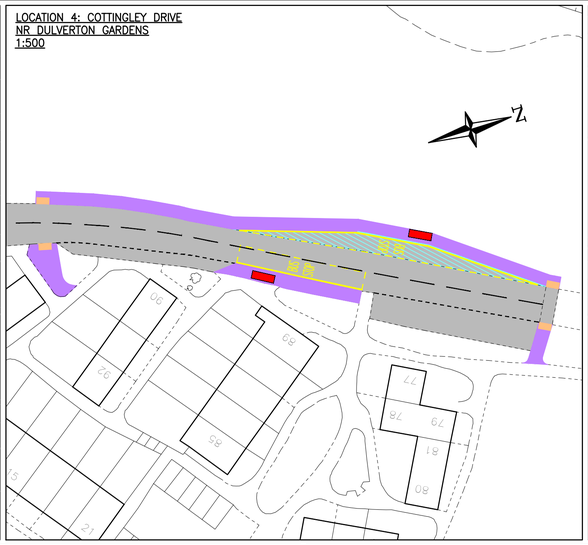
This page is intentionally left blank

© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

LOCATION 3: COTTINGLEY DRIVE
NR DULVERTON PLACE
1:500



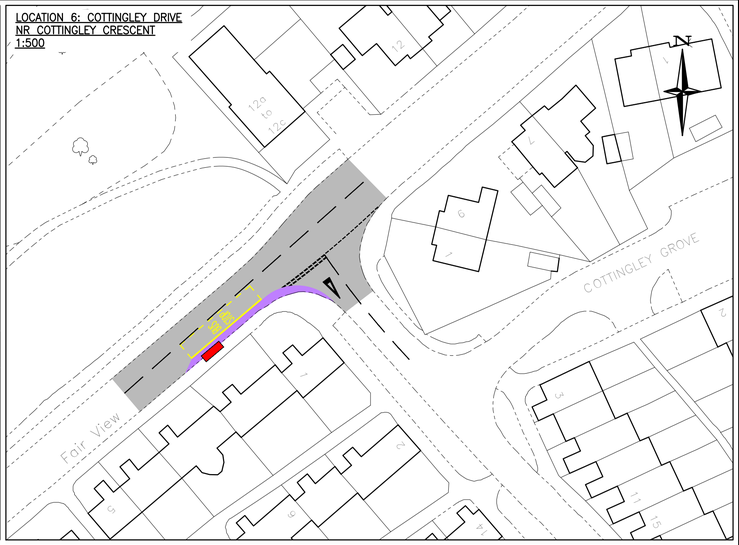
LOCATION 4: COTTINGLEY DRIVE
NR DULVERTON GARDENS
1:500



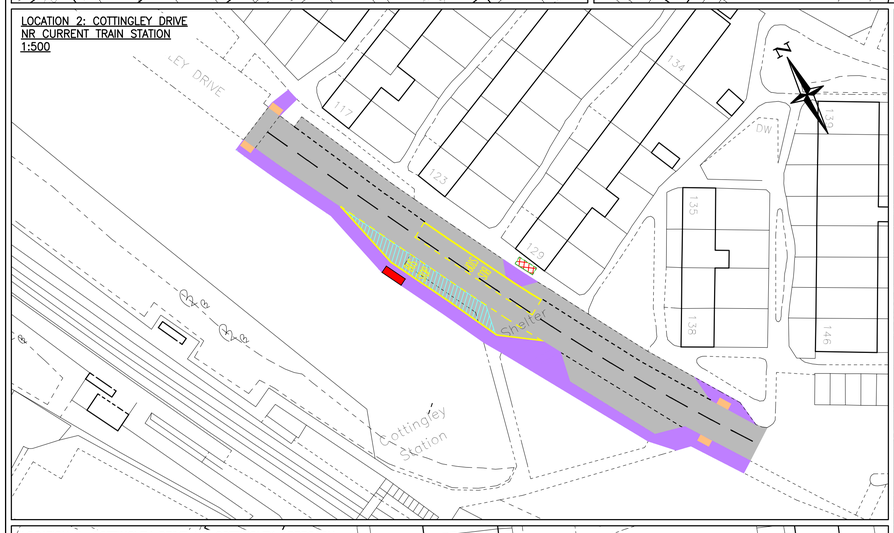
LOCATION 5: COTTINGLEY DRIVE
NR COTTINGLEY CEMETERY
1:500



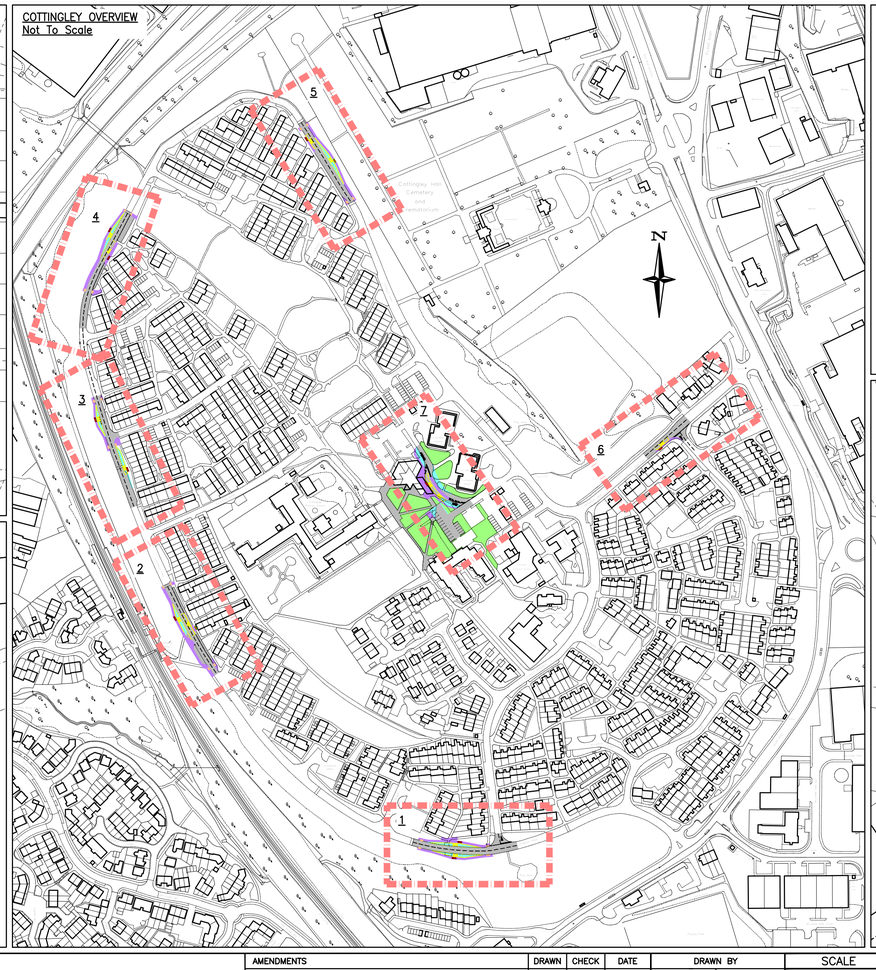
LOCATION 6: COTTINGLEY DRIVE
NR COTTINGLEY CRESCENT
1:500



LOCATION 2: COTTINGLEY DRIVE
NR CURRENT TRAIN STATION
1:500



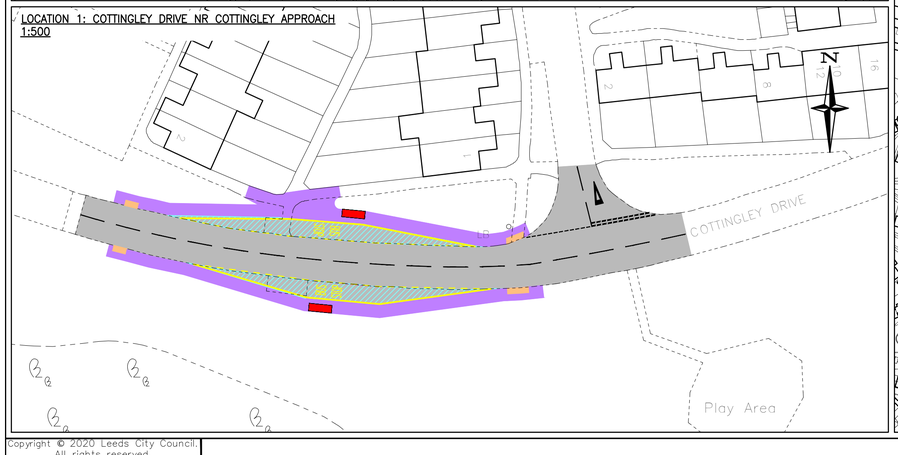
COTTINGLEY OVERVIEW
Not To Scale



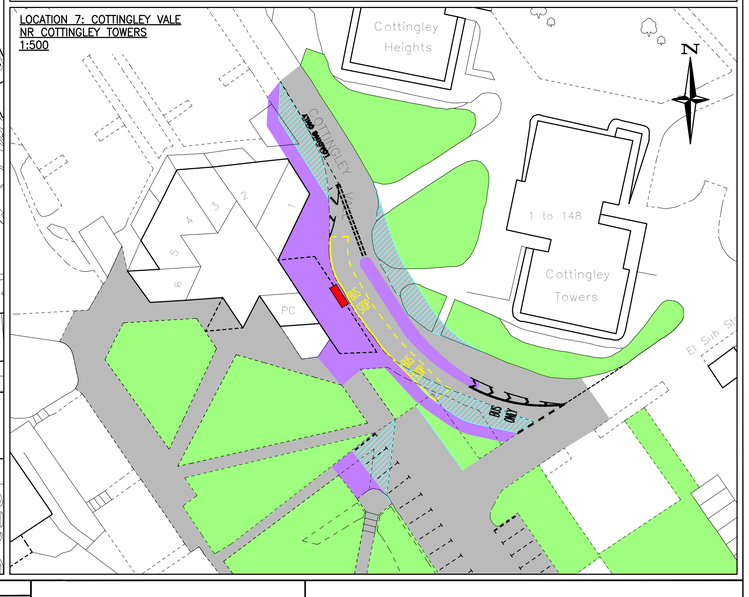
KEY

- SITE BOUNDARY/LIMIT OF CONSTRUCTION WORKS
- ROAD IMPROVEMENTS
- FOOTPATH IMPROVEMENTS
- EXISTING GRASSED AREA WITH POSSIBLE PLANTING
- INFORMAL CROSSING POINT
- CURRENT BUS SHELTER TO BE UPGRADED
- NEW BUS STOP SHELTER

LOCATION 1: COTTINGLEY DRIVE NR COTTINGLEY APPROACH
1:500



LOCATION 7: COTTINGLEY VALE
NR COTTINGLEY TOWERS
1:500



Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

COTTINGLEY ESTATE, LEEDS

PROPOSED PUBLIC TRANSPORT IMPROVEMENTS

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CP		

DRAWN BY	
INITIALS	DATE
CP	11/19
AutoCAD BY	
INITIALS	DATE
CP	11/19
CHECKED BY	
INITIALS	DATE

SCALE: AS SHOWN
ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/03
INFORMATION
STATUS: DRAFT
DATE: November 2019

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights 2019 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

'MINI HOLLAND' CONCEPT EXAMPLES





Cycle and pedestrian access improvement scheme to tie into NHS development

Proposed signalised junction

Upgrade existing pedestrian crossing to a Toucan crossing

Cycle and pedestrian access improvement scheme to tie into Beckett Street LPTIP proposals – extent denoted by the red line

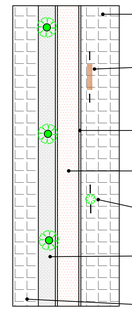
LINCOLN ROAD
GRANVILLE ROAD
ST JAMES HOSPITAL BECKETT WING
CHERRY ROW
LINDSEY ROAD
BECKETT STREET
LINCOLN GREEN ROAD
MABGATE
MACAULAY STREET
CROMWELL MOUNT
CROMWELL STREET
REGENT STREET
ARGYLE ROAD
ST PETER'S PRIMARY SCHOOL
BRIDGE COMMUNITY CHURCH
BURMANTOFTS STREET
A64 (M)
ST MARY'S STREET

KEY

'Mini Holland' concept scheme

This design is looking to make a step change in travel behaviour by totally changing the existing streetscape. The aim is to remove the dominance of vehicles and improve conditions to encourage cycling and walking

'Mini Holland' plan view



Proposed cycle track with shared pedestrian use

Proposed footway surfacing / kerbing works

Traffic calming road hump

Carriageway resurfacing works

Proposed parking layby

Entry treatment by change in road surface

Proposed signed cycle route from Cross Stamford Street

Proposed 'one way' traffic flow Except cyclist

Proposed tree / planting

NTS

Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

LINCOLN GREEN PEDESTRIAN AND CYCLE ACCESS IMPROVEMENT SCHEME
GENERAL ARRANGEMENT
WARD...BURMANTOFFS AND RICHMOND HILL

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CW		

DRAWN BY	
INITIALS	DATE
CWI	9/19
AutoCAD BY	
INITIALS	DATE
CWI	9/19
CHECKED BY	
INITIALS	DATE

SCALE: NTS
ORIGINAL SHEET SIZE: A0

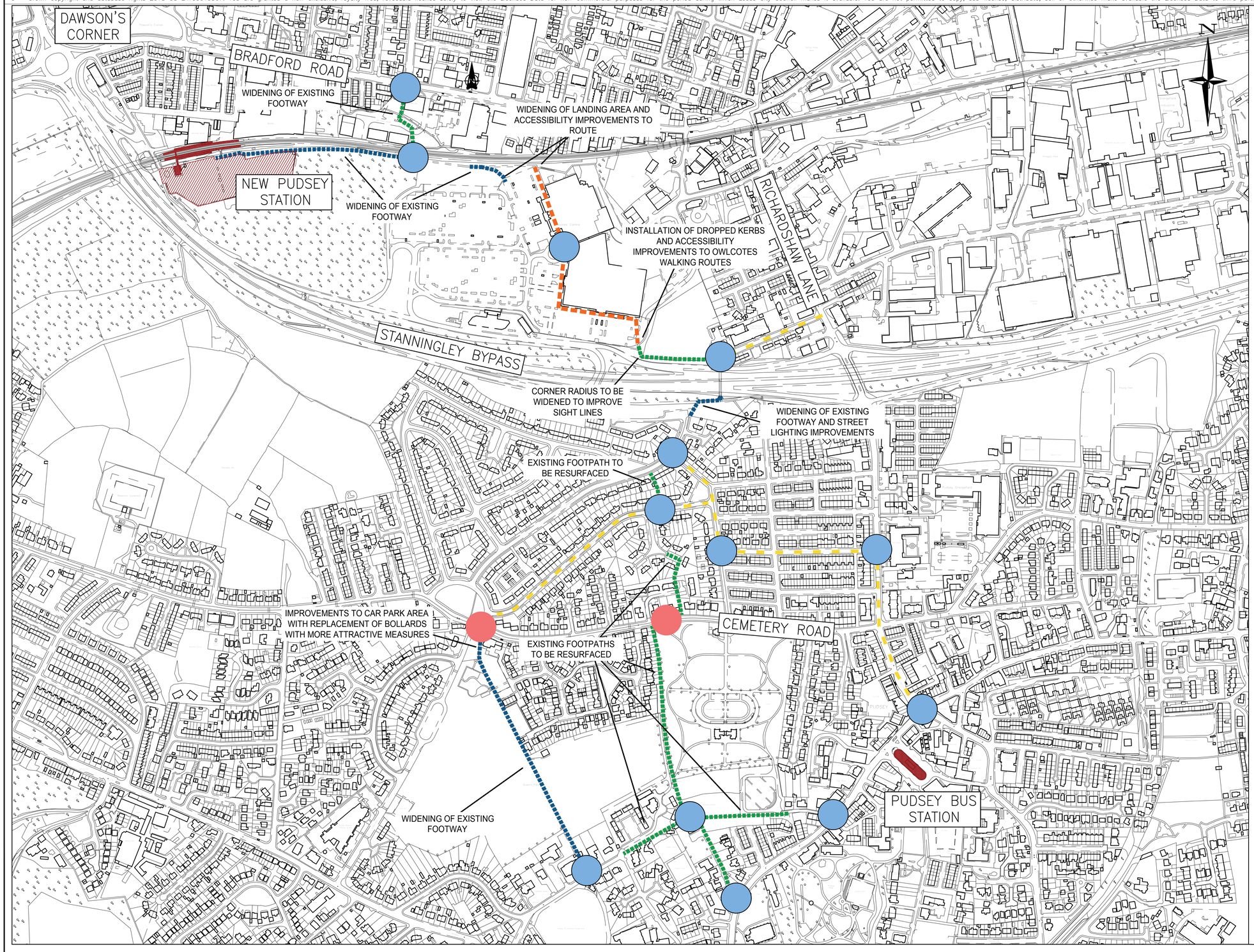
Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/04
INFORMATION
STATUS:
DATE: September 2019

g:\traffic\projects\traffic management\00 – multi ward schemes\321 – bus priority hubs & connectivity\project initiation & reports\tm-00-321-04 (lincoln green).dwg
PLOTTED BY: BORRAS, NICHOLAS 10/02/2020

This page is intentionally left blank

© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.



LEGEND:

- EXISTING PUBLIC FOOTPATH TO BE RELAID
- EXISTING FOOTPATH TO BE WIDENED
- ROUTE TO BE ENHANCED IN THIRD PARTY LAND THROUGH ADDITIONAL SIGNAGE AND ACCESSIBILITY WORKS
- ON-CARRIAGEWAY CYCLE ROUTE TO BE MARKED THROUGH UPRIGHT SIGNAGE AND ROAD MARKINGS
- INSTALLATION OF IMPROVED PEDESTRIAN AND CYCLING SIGNAGE INDICATING ROUTE AND TIME TO KEY LOCAL DESTINATIONS
- INSTALLATION OF INFORMAL PEDESTRIAN CROSSING ON ROAD HUMP TO ASSIST CROSSING AT BUSIER LOCATIONS
- KEY LOCAL DESTINATION

Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

TRANSPORT HUBS & CONNECTING COMMUNITIES
NEW PUDSEY STATION CONNECTIVITY
WARD 28 - PUDSEY

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	AJR		

DRAWN BY	
INITIALS	DATE
AJR	1/20
AutoCAD BY	
INITIALS	DATE
AJR	1/20
CHECKED BY	
INITIALS	DATE
CWI	1/20

SCALE: 1:5000

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/5
INFORMATION

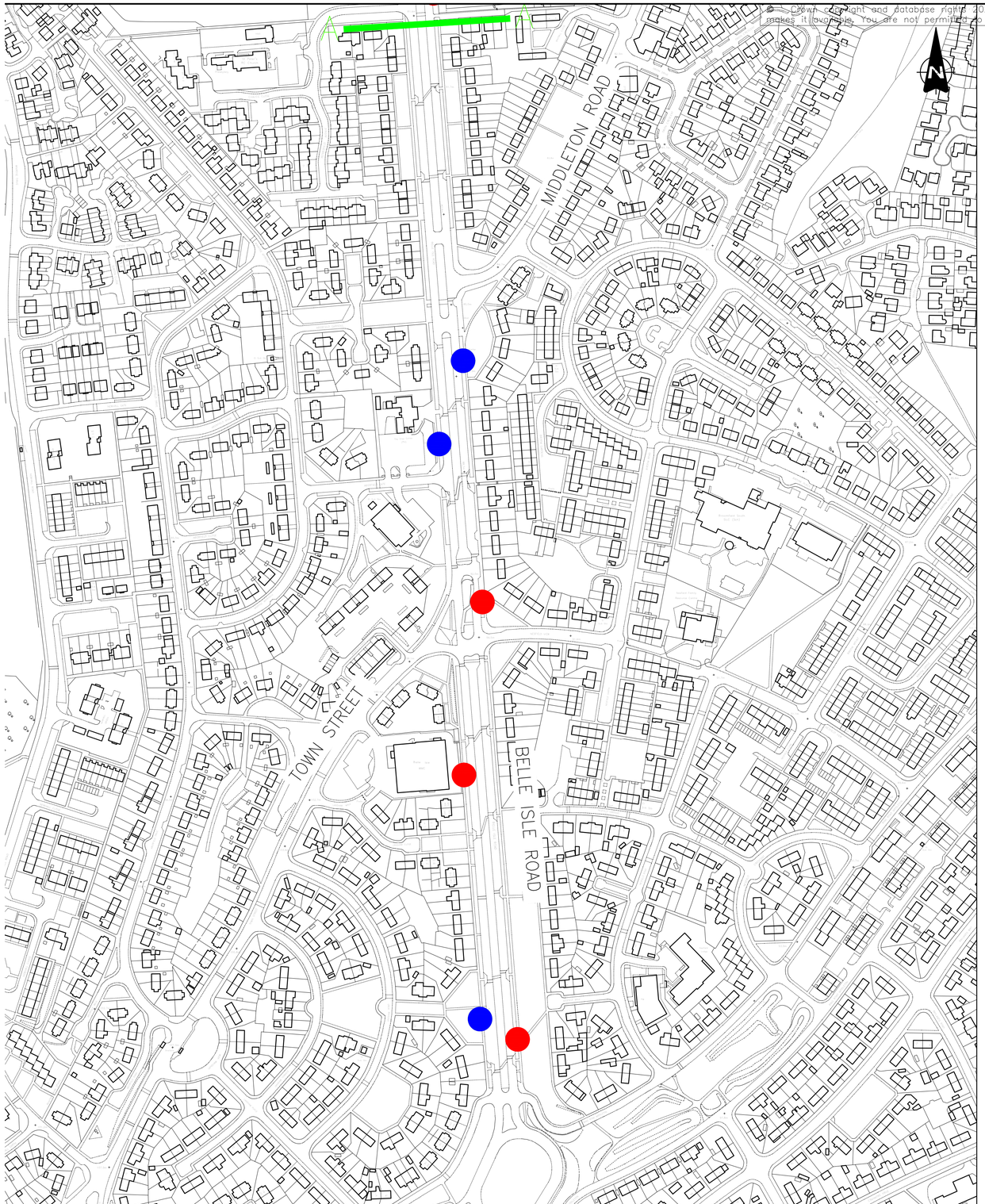
STATUS:

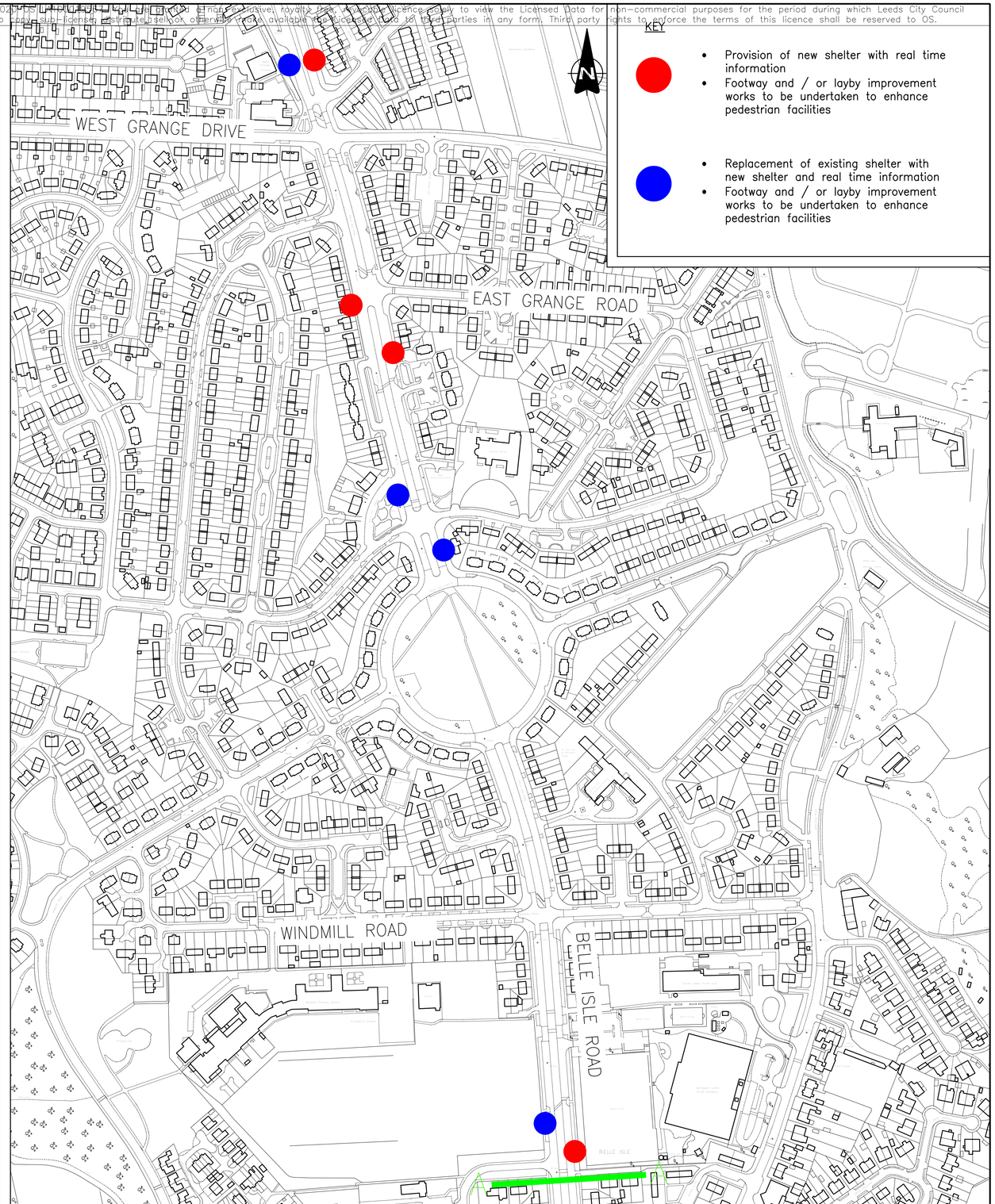
DATE: January 2020

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights 2020 OS 100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.





KEY

- Provision of new shelter with real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

- Replacement of existing shelter with new shelter and real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

TRANSPORT HUBS PROJECT
MIDDLETON - BELLE ISLE ROAD
WARD...MIDDLETON PARK

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CWI		

DRAWN BY	
INITIALS	DATE
CWI	5/20
AutoCAD BY	
INITIALS	DATE
CWI	5/20
CHECKED BY	
INITIALS	DATE

SCALE: NTS

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/06
INFORMATION

STATUS:

DATE: MAY 2020

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights [2020] OS [AL]00023567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

KEY

- Provision of new shelter with real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

- Replacement of existing shelter with new shelter and real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

- Reconfiguration of road layout to amalgamate several bus stops in the immediate location which will improve the area for passengers and drivers
- Provision of new shelters with real time information

MIDDLETON PARK GROVE

MIDDLETON PARK AVENUE

ACRE ROAD

THROSTLE LANE

SISSONS ROAD

Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

TRANSPORT HUBS PROJECT
MIDDLETON - MIDDLETON PARK AVENUE
WARD...MIDDLETON PARK

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CWI		

DRAWN BY	
INITIALS	DATE
CWI	5/20
AutoCAD BY	
INITIALS	DATE
CWI	5/20
CHECKED BY	
INITIALS	DATE

SCALE: NTS

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/06a
INFORMATION

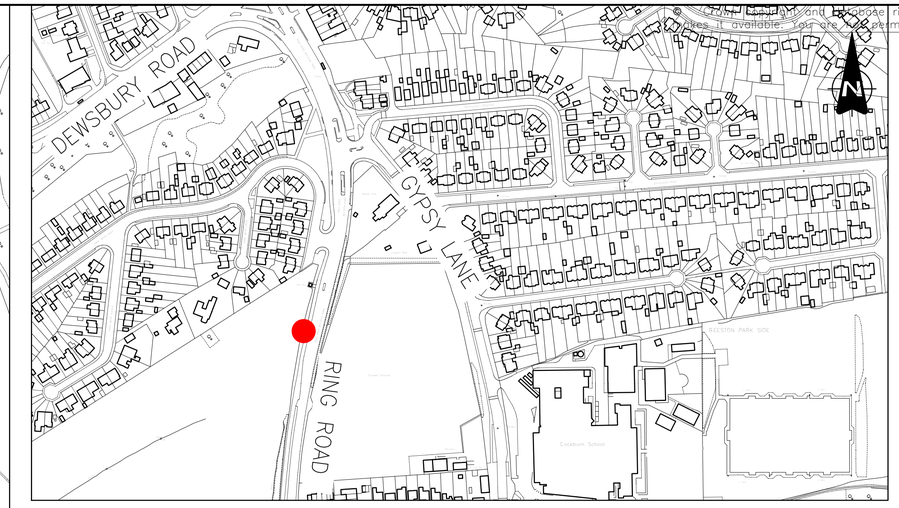
STATUS:

DATE: MAY 2020

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights 2020 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.



KEY

- Provision of new shelter with real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

- Replacement of existing shelter with new shelter and real time information
- Footway and / or layby improvement works to be undertaken to enhance pedestrian facilities

Copyright © 2020 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

TRANSPORT HUBS PROJECT
MIDDLETON - RING ROAD / MIDDLETON PARK ROAD
WARD...MIDDLETON PARK

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CWI		

DRAWN BY	
INITIALS	DATE
CWI	5/20
AutoCAD BY	
INITIALS	DATE
CWI	5/20
CHECKED BY	
INITIALS	DATE

SCALE: NTS

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/06b
INFORMATION

STATUS:

DATE: MAY 2020

PLOTTED BY:

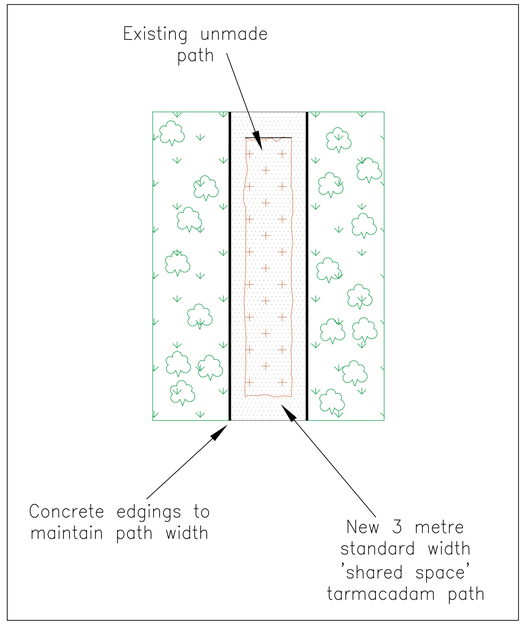
This page is intentionally left blank

© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

Rothwell Greenway Improvement and Integration Scheme

Rothwell Greenway Route

Typical birds-eye view of improvement works to existing unmade path



For individual proposals, see localised drawings:

Wood Lane: TE/00/371/GA/WL;
The Paddock: TE/00/371/GA/TP;
Churchfield Road: TE/00/371/GA/CR;
Haigh Road/ Styebank Lane: TE/00/371/GA/SL; and
A639 Leeds Road/ First Avenue: TE/00/371/GA/A639.

Copyright © 2019 Leeds City Council. All rights reserved.
This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

ROTHWELL GREENWAY
IMPROVEMENT AND INTEGRATION PROJECT
WARDS: 'ARDSLEY & ROBIN HOOD' AND 'ROTHWELL'
GENERAL ARRANGEMENT

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	JW		

DRAWN BY	
INITIALS	DATE
JW	5/19
AutoCAD BY	
INITIALS	DATE
JW	5/19
CHECKED BY	
INITIALS	DATE

SCALE: N.T.S
ORIGINAL SHEET SIZE: A0

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TE/00/371/GA
INFORMATION
STATUS: DRAFT
DATE: May 2019

\\vetapp04-cifs\lcc015\cdh\traffic\projects\traffic management\00 - multi ward schemes\371 - rothwell greenway\drawings\te-00-371-ga(c).dwg
PLOTTED BY: PROCTER, CHRISTOPHER 20/11/2019

This page is intentionally left blank

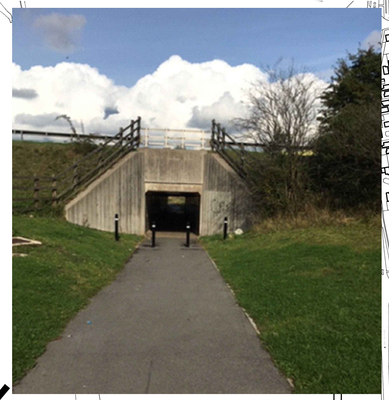
© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

LEGEND

- Proposed Rothwell Greenway route
- Existing route requirng surface widening improvements
- Existing route requiring full surface provision



Explore the opportunity and existing responsibility to illuminate the underpass and clean it from its current state

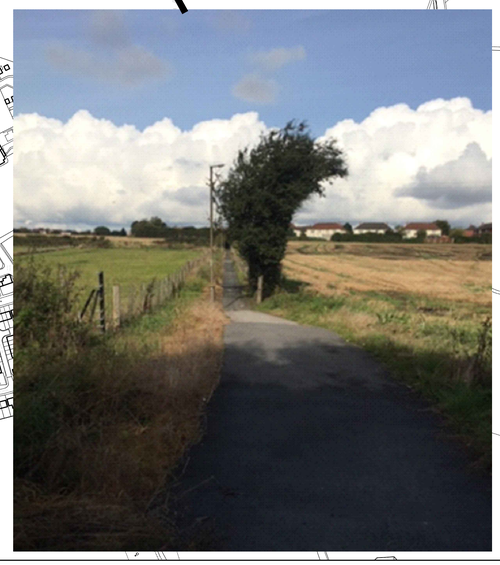








Remove overgrown vegetation and improve lighting and surface quality to provide an appealing route/link





Copyright © 2020 Leeds City Council. All rights reserved.

This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

ROTHWELL & ROBIN HOOD

WALKING AND CYCLING ROUTE IMPROVEMENTS LOFTHOUSE AREA

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CP		

DRAWN BY	
INITIALS	DATE
CP	10/19
AutoCAD BY	
INITIALS	DATE
CP	10/19
CHECKED BY	
INITIALS	DATE

SCALE: N.T.S

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL

HIGHWAYS AND TRANSPORTATION

TM/00/321/07b

INFORMATION

STATUS: DRAFT

DATE: October 2019

PLOTTED BY:

This page is intentionally left blank

© Crown copyright and database rights 2018 OS LA100019567. You are granted a non-exclusive, royalty free, revocable licence solely to view the Licensed Data for non-commercial purposes for the period during which Leeds City Council makes it available. You are not permitted to copy, sub-license, distribute, sell or otherwise make available the Licensed Data to third parties in any form. Third party rights to enforce the terms of this licence shall be reserved to OS.

N

Widen existing 1.8m wide footway to provide 3m wide shared footway/cycleway









Remove 'fly' parking, enhance access to footpath and provide a more attractive pedestrian/cycle link



Explore the opportunity to "harden" the surface across the field to provide a higher quality surface.



Cut back vegetation and illuminate entrace to create an open and inviting route





Explore cycle/walking routes linking towards Belle Isle and Middleton

Widen existing 1.8m wide footway to provide 3m wide shared footway/cycleway







Explore the opportunity and existing responsibility to illuminate the underpass and clean it from its current state.

LEGEND

- Proposed Rothwell Greenway route
- Existing route requirng surface widening improvements
- Existing route requiring full surface provision

Copyright © 2020 Leeds City Council. All rights reserved.

This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.

ROTHWELL AND ROBIN HOOD

WALKING AND CYCLING IMPROVEMENTS ROBIN HOOD AREA

AMENDMENTS	DRAWN	CHECK	DATE
FIRST APPROVED	CP		

DRAWN BY	
INITIALS	DATE
CP	10/19
AutoCAD BY	
INITIALS	DATE
CP	10/19
CHECKED BY	
INITIALS	DATE

SCALE: N.T.S

ORIGINAL SHEET SIZE: A1

Leeds CITY COUNCIL

HIGHWAYS AND TRANSPORTATION

TM/00/321/07c

INFORMATION

STATUS: DRAFT

DATE: October 2019

PLOTTED BY:

This page is intentionally left blank

Copyright © 2018 Leeds City Council. All rights reserved. This drawing is the property of Leeds City Council. It must only be used for the purpose for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party, without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly forbidden, unless specifically requested or approved by the originator.



KEY TO PROPOSALS

Carriageway refuges to be widened

Footway overlay, including minor widening on western side of Styebank Lane

Tactile paving

Hazard paving

© Crown Copyright and database right 2020 Ordnance Survey LA100019567

FIRST APPROVED	JW		
AMENDMENTS	DRAWN	CHECK	DATE

ROTHWELL GREENWAY

WALKING AND CYCLING IMPROVEMENTS HAIGH RD/ STYEBANK LANE

	INITIALS	DATE
DRAWN BY	JW	5/19
AutoCAD BY	JW	5/19
CHECKED BY		

SCALE 1:1000

ORIGINAL SHEET SIZE A3

Leeds CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

TM/00/321/7d
INFORMATION

STATUS: DRAFT

DATE: May 2019

PLOTTED BY:

This page is intentionally left blank

Leeds CITY COUNCIL

Report author: Val Waite

Tel: 0113 3788353

Report of Director of Children and Families

Report to Executive Board

Date: 20th July 2020

Subject: Local Government and Social Care Ombudsman report on the provision of suitable education for a child absent from school due to anxiety

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes	☒ No
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes	☐ No
Will the decision be open for call-in?	☒ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes	☒ No

Summary

1. Main issues

- The Local Government and Social Care Ombudsman made a finding of maladministration with injustice in a complaint and issued a public report against the authority in July 2019 (attached at appendix 1).
- The case concerned the provision of suitable education for a child who was absent from school due to anxiety.
- The Ombudsman issued a report of its findings and recommendations for the Council to remedy the complaint.
- The Children and Families Service has worked with the family and local schools to resolve the problem for this individual and to reform working policies and practice to ensure this does not happen again in the future.
- A report was provided to the Executive Board of the council on the 18th September 2019.
- The Executive Board in noting that the matter was scheduled to be considered by the Scrutiny Board (Children and Families), recommended that the matter returns to the Executive Board in order to update on progress made on the recommendations for improvement.

- A Scrutiny Board was held on the 3rd June 2020 (delayed due to the Coronavirus outbreak).
- Scrutiny Board commended the actions taken whilst also acknowledging the importance of the ongoing governance review work aimed at achieving greater consistency amongst clusters.
- The Ombudsman has formally confirmed he is happy with the actions taken.

2. Best Council Plan Implications (click here for the latest version of the Best Council Plan)

Making Leeds the best city for children and young people to grow up in

- Improving educational attainment and closing achievement gaps for children and young people vulnerable to poor learning outcomes

The Ombudsman's report and the council's response has provided an opportunity to review and develop actions under the city's Three As Strategy and also strengthen the governance around cluster working.

3. Resource Implications

None applicable. Amends to policy and processes are within current structure capacity.

Recommendations

a) Executive Board to note the Ombudsman's letter (Appendix 2) to say that they welcome the actions taken by the Council following the report and to formally confirm that they are satisfied with the council's response in accordance with section 31(2) of the Local Government Act 1974.

b) To note that Scrutiny Board (Children & Families) welcomed the actions that had been taken in response to the Ombudsman's report.

c) To acknowledge the importance of the ongoing governance review work aimed at achieving greater consistency amongst clusters.

d) To note the responsible officer is the Head of Learning Inclusion.

1. Purpose of this report

1.1 The purpose of this report is to update and provide assurance to the Executive Board that the Council has taken effective action in response to the Ombudsman recommendations and that both the council's Children and Families Scrutiny Board and the Ombudsman are satisfied with the actions taken.

2. Background information

2.1 Section 31(2) of the Local Government Act 1974 requires that where the Ombudsman issues a report with a finding of maladministration and injustice, the authority will consider the report. This requirement is fulfilled by reporting to the Executive Board.

2.2 The Ombudsman report relates to Child A, who was 10 years old when they stopped attending school in March 2018 due to anxiety. Various attempts to support the family were tried by the school, the local cluster and different Council services but it took until February 2019 to agree support through the Medical Needs Teaching Service.

2.3 The parents of the child (A), submitted a formal complaint to the Council's Children and Families service regarding a lack of educational provision since their child stopped attending school in March 2018. The complaint was considered at two formal stages and was not upheld.

2.4 At this point the complainant then asked the Local Government and Social Care Ombudsman to consider their case.

2.5 The substance of the complaint :

- that the council had a statutory duty to provide alternative education under Section 19 Education Act 1996
- that no alternative provision has been provided

3. Main issues

3.1 The Ombudsman undertook an investigation and concluded that there had been maladministration with injustice. The Ombudsman's findings:

- The Ombudsman did not accept that the provision offered from the school was sufficient and lack of evidence of a medical need should not have prevented alternative provision being provided.
- The Ombudsman judged that the Council's approach was not in line with the Education Act 1996 and has asked the Council to develop an updated local policy for children missing school due to illness and other reasons
- The Ombudsman did accept that cluster working arrangements were being further developed in Leeds and welcomed the information that the council was working with schools on its Three As' Strategy and that a new system was being introduced which allowed schools to update the authority immediately on absence and exclusions.

3.2 The Children and Families Service has worked hard with the family, school, cluster and Ombudsman to resolve the specific challenges for this child and to update its

wider approach to improve support for children and young people in a similar situation in the future.

3.3 Child A has been accessing education through the Medical Needs Teaching Service since February 2019. An Education, Health and Care Plan (EHCP) has now been finalised to ensure the pupil is receiving more comprehensive support in school, and it has been agreed that the child will start at a new high school in September.

3.4 To improve our work in this area the Council has developed a wide range of improvements to policy and practice. This include:

- *Updating policy:* A new draft policy has been produced which details the arrangements for providing education for children with additional health needs including a named manager as a point of contact. This policy will be implemented once consultation with Area Inclusion Partnerships, schools and parents is completed in the autumn term.
- *Strengthening work with clusters:* As part of a revised structure for the Council's Learning Inclusion Service, funding has been agreed to recruit a senior teacher to become a Headteacher of a new 'virtual school for social, emotional and mental health'. This will adapt the model and build on the success of the virtual school for Children Looked After in Leeds that has helped significantly improve results and attendance. This post will work with schools and clusters to improve joint working and ensure there are appropriate plans for all children who are not in mainstream education. This post should be filled during the autumn term.
- *Improving early help support:* Recent appointments in the early help service has allowed us to review the structure and governance of clusters. This work will ensure there is consistency and clarity around process and roles and also robust arrangements for escalation. A multi-agency working group will be established with Targeted Service Leaders and schools to improve communication, procedures and joint working in this area. The working group will agree and implement actions by December 2019
- *Sharing data:* A new 'live school roll' – a new system to share attendance data between schools and the Council - is due to be introduced in the autumn. Schools will be strong encouraged but cannot be obliged to take part in this new system but where they do this will enable school absence to be accessed on a real time basis and will mean the authority is notified of all cases where a child is absent for 15 school days. This will hugely improve the Council's ability to actively monitor on a regular basis whether all children are receiving a suitable education.

4. Corporate considerations

4.1 Consultation and engagement

Consultation has been undertaken on the new policy and procedures for improving support for children and young people missing school. The policy is now in operation.

Equality and diversity / cohesion and integration

4.1.1 This case relates to a young person with a mental health condition that is likely to be both long-lasting and have a significant impact on day to day activities. As such people in these circumstances should be considered as disabled and should benefit from the protections of the Equality Act 2010 and the Council's positive duty to promote equality. The improved policies and procedures and support for better

practice should lead to better joined up support for these children in future. Screening form attached at appendix 4.

4.2 Council policies and the Best Council Plan

4.2.1 Effectively resolving the issues raised by this case are important to the Best Council priority to make Leeds the Best City for Children and Young People, and the priorities of the Three As Strategy.

Climate Emergency

4.2.2 Not applicable.

4.3 Resources, procurement and value for money

4.3.1 No significant resources issues.

4.4 Legal implications, access to information, and call-in

4.4.1 The Board has formally reviewed the outcomes of the Ombudsman's report, in line with the statutory requirements of Section 31(2) of the Local Government Act 1974. It has review the actions taken at Children and Families Scrutiny Board and has received formal confirmation from the Ombudsman that they are satisfied with actions taken.

4.5 Risk management

4.5.1 Ensuring that policies and practice are strengthened is important to meet statutory requirements and also as cases such as these could contribute to key corporate risks including those relating to inspection and safeguarding failure.

5. Conclusions

5.1 The Council fully accepted the findings of the Ombudsman and the recommendations for remedy that have been put forward. The Children and Families Service has put together a comprehensive action plan (Appendix 3) to address the Ombudsman recommendations. The Ombudsman has formally communicated his satisfaction with the plan and the actions taken. Children and Families Scrutiny Board have also commended and are satisfied with the actions taken whilst also acknowledging the importance of the ongoing governance review work aimed at achieving greater consistency amongst clusters.

6. Recommendations

6.1 Executive Board to note the Ombudsman's letter (appendix 2) to say that they welcome the actions taken by the Council following the report and to formally confirm that they are satisfied with the council's response in accordance with section 31(2) of the Local Government Act 1974.

6.2 To note that Scrutiny Board (Children & Families) welcomed the actions that had been taken in response to the Ombudsman's report.

6.3 To acknowledge the importance of the ongoing governance review work aimed at achieving greater consistency amongst clusters.

6.4 To note the responsible officer is the Head of Learning Inclusion.

7. Background documents[1]

7.1 None

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

Local Government & Social Care OMBUDSMAN

Report by the Local Government and Social Care Ombudsman

Investigation into a complaint against Leeds City Council (reference number: 18 011 706)

10 July 2019

The Ombudsman's role

For more than 40 years the Ombudsman has independently and impartially investigated complaints. We effectively resolve disputes about councils and other bodies in our jurisdiction by recommending redress which is proportionate, appropriate and reasonable based on all the facts of the complaint. Our service is free of charge.

Each case which comes to the Ombudsman is different and we take the individual needs and circumstances of the person complaining to us into account when we make recommendations to remedy injustice caused by fault.

We have no legal power to force councils to follow our recommendations, but they almost always do. Some of the things we might ask a council to do are:

- apologise
- pay a financial remedy
- improve its procedures so similar problems don't happen again.

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

Key to names used

Mrs X	The complainant
Y	Her daughter
Officer H	School A's Learning Mentor

Report summary

Education: Alternative Provision
Mrs X complained the Council failed to provide education to her daughter Y when she refused to go to school because of high levels of anxiety.

Finding
Fault found causing injustice and recommendations made.

Recommendations
To remedy the injustice caused, we recommend the Council:

- pay Mrs X £1,300 to cover the costs of education that she has had to arrange for Y between October 2018 to January 2019;
- pay Mrs X £1,400 to remedy the Council's failure to assess Y's needs and provide education between May 2018 and October 2018, which once offered, she engaged in. Mrs X may use this as she sees fit to meet Y's educational, social and mental health needs; and
- pay Mrs X £200 to remedy the time and trouble taken in bringing the complaint to the Council and to us.

In addition to this, the Council should also:

- review the way it oversees services for children and young people out of school to ensure it discharges its responsibilities for alternative provision under section 19 of the Education Act 1996;
- provide training and guidance to Council staff, schools and services commissioned to provide alternative education to explain the Council's role and how it will work in practice following the review;
- have a policy in place for Children Missing Education for medical needs which has full regard to current guidance and legislation; and
- review the educational provision in place for children of compulsory school age who are on roll but have not attended school for more than 15 school days and where alternative provision is not being supplied, to ensure there is an assessment of their educational needs and how these are being met.

The Council should provide us with evidence of how it has completed these recommendations.

The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. ***(Local Government Act 1974, section 31(2), as amended)***

The complaint

1. Mrs X complained the Council failed to provide alternative education to her daughter Y, after she stopped attending school in March 2018. Mrs X said Y was not able to attend school because of anxiety. As well as missed education, Mrs X said the lack of schooling has impacted on Y's social and emotional wellbeing. She said she had to reduce her working hours to support Y at home.

Relevant law and guidance

The Ombudsman's role

2. We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word 'fault' to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. ***(Local Government Act 1974, sections 26(1) and 26A(1), as amended)***

3. We may investigate matters coming to our attention during an investigation, if we consider that a member of the public who has not complained may have suffered an injustice as a result. ***(Local Government Act 1974, section 26D and 34E, as amended)***

We investigate complaints about councils and certain other bodies. Where an individual, organisation or private company is providing services on behalf of a council, we can investigate complaints about the actions of these providers. ***(Local Government Act 1974, section 25(7), as amended)***

Alternative education

4. Under section 19 of the Education Act 1996, councils are responsible for arranging suitable education for permanently excluded pupils, and for other pupils who – because of illness or other reasons – would not receive suitable education without such arrangements being made.

5. The Children, Schools and Families Act 2010 clarified that a suitable education meant a full-time education. The only exception to this is where the physical or mental health of the child means that full-time education would not be in their best interests.

6. The Government's statutory Guidance '*Ensuring a good education for children who cannot attend school because of health needs'* outlines councils' responsibilities towards children with medical health needs. It states that councils should:

- have a written, publicly accessible policy statement which explains how it will meet its legal duty towards children with additional health needs. This policy should make links with related services in the area, such as the Special Educational Needs and Disability Service and Children and Adolescent Mental Health Service (CAMHS);
- have a named officer responsible for the education of children with additional health needs, and parents should know who that person is; and
- not "*have processes or policies in place which prevent a child from getting the right type of provision and a good education*" or "*inflexible policies which result in children going without suitable full-time education*".

7. Councils should provide education as soon as it is clear the child will be away from school for 15 days or more and where suitable education is not being provided by the school.

8. Once a council has identified a child needs alternative education, it must arrange this as quickly as possible. If the medical evidence is not quickly available, the guidance states "*LA's should consider liaising with other medical professionals, such as the child's GP, and consider looking at other evidence to ensure minimal delay in arranging appropriate provision for the child*".

9. The statutory guidance '*Alternative Provision*' says the duty to provide a suitable education applies "*to all children of compulsory school age resident in the local authority area, whether or not they are on the roll of a school, and whatever type of school they attend*".

10. We issued a focus report in September 2011, amended in January 2016, "*Out of sight…. out of mind?*". This gives guidance for local authorities on how we expect them to fulfil their responsibilities to provide education for children who, for whatever reason, do not attend school full-time. The report made six recommendations for Local Authorities, including they:

    - consider the individual circumstances of each case and be aware that a council may need to act whatever the reason for absence (with the exception of minor issues that schools deal with on a day-to-day basis) even when a child is on a school roll;
    - consult all the professionals involved in a child's education and welfare, taking account of the evidence in coming to decisions;
    - choose, based on all the evidence, whether to enforce attendance or provide the child with suitable alternative education;
    - adopt a strategic and planned approach to reintegrating children back into mainstream education where they are able to do so; and
    - put whatever action is chosen into practice without delay to ensure the child is back in education as soon as possible.

11. Our focus report states local authorities should not assume that schools shoulder the entire responsibility for a child's education.

Early help

12. In Leeds, the Council organises its targeted support services through twenty-five clusters (covering small areas of the city). Clusters bring together managers from children's services in each local area, including schools, children's centres, police and social work. The aim is to link schools and early year providers with social and health support for children and their families.

13. Clusters hold guidance and support meetings. These are meetings where people from the services outlined above, come together to discuss cases of families they are working with where additional support from other agencies might be needed to help the case progress. Clusters often work with families through an early help plan. Early help plans involve the family and services coming together, to look at the strengths and difficulties the family has and the outcomes they want to achieve. This process is led by a lead practitioner.

Educational support and alternative provision

14. Running alongside clusters, the Council has created five Area Inclusion Partnerships. These are partnerships of schools who are responsible for

supporting pupils with social, educational and mental health needs who may have challenging or disruptive behaviours. Area Inclusion Partnerships provide services including outreach support for individual pupils and managed moves between schools. They provide alternative provision for pupils who are at risk of exclusion from school, or who have been excluded.

15. For pupils who are not able to attend school because of a medical need, the Council commissions services from the Medical Needs Teaching Service (the Service). The Service provides education in three ways: at Leeds Children's Hospital; at a CAMHS in-patient unit; and through an education centre - for those pupils who cannot access mainstream education because of a medical or mental health need. To access the education centre, the pupil's school makes a referral which must be supported by medical evidence provided by a suitable medical professional, such as the child's consultant. Admissions to the Service are agreed by a panel who sit fortnightly.

16. For pupils who are not able to attend school for reasons other than illness or injury, the Pupil Tuition Service provides educational sessions one-to-one. This might be for pupils who have stopped engaging with education or are pregnant or on maternity leave. This service provides a minimum of five hours of education a week.

How we considered this complaint

17. We produced this report after examining relevant documents and interviewing the complainant and relevant employees of the Council.

18. We gave the complainant and the Council a confidential draft of this report and invited their comments. The comments received were taken into account before the report was finalised.

19. Under the information sharing agreement between the Local Government and Social Care Ombudsman and the Office for Standards in Education, Children's Services and Skills (Ofsted), we will share this report with Ofsted.

What we found

What happened

20. At the start of 2018, when Y was 10 and at primary school, she became increasingly anxious about going to school (School A). Mrs X said this was because of bullying. School A offered Y extra support to manage her anxieties, but they got worse to the extent Y became so distressed when going into school she would not be able to settle once inside.

21. On 28 March 2018, School A asked Mrs X to take Y home because she was so distressed. It suggested Mrs X get support for Y from the doctor. Mrs X saw the doctor who referred Y for mental health support. This referral was passed to the local cluster (the Cluster). Mrs X also paid for Y to see a private psychologist.

22. School A's term ended in March and the Summer term started in mid-April 2018. Y did not return. Mrs X visited School A and explained Y was too anxious to return. School A agreed to authorise Y's absence as illness. Mrs X asked School A to send work home which she could complete with Y.

23. School A made a referral to the Cluster for help with Y's social, emotional and mental health needs, with the aim to get Y back into education. The Cluster assigned Y a Family Support Worker as the lead professional. The Cluster held a

guidance and support meeting at the start of May 2018. It agreed School A would contact the private psychologist that was working with Y to agree a plan for her return. Once the plan was in place, School A would treat any further absence as unauthorised unless Y had a sick note.

24. Mrs X contacted the Council's Special Educational Needs and Disability Information Advice Support Service (SENDIASS) on 10 May 2018. At this point, Mrs X had stopped trying to complete the work being sent home by the school with Y because Y would become too upset. Mrs X explained to SENDIASS she had been referred to the Cluster but there was not an offer of services to support Y, who had been out of education for four weeks. SENDIASS assigned an officer to Y's case.

25. The first early help meeting was not held until 27 June 2018. It was delayed from May because of the SENDIASS officer's availability. At this point Y had been out of education for 10 weeks. The meeting was attended by Mrs X, the Family Support Worker and School A. In this meeting Mrs X explained Y had stopped seeing the psychologist and refused to go to the doctors. The meeting agreed:

- to refer Y for counselling provided through the Cluster, however this was not likely to start until November 2018 because of the waiting list;
- for Mr and Mrs X to consider which school they would like Y to go to, if she did not want to return to School A;
- for a staff member from School A to visit Y; and
- for School A to arrange an educational psychologist's meeting with Mr and Mrs X.

26. School A referred Y to the Medical Needs Teaching Service for 25 hours a week of education. The panel rejected the referral for Y because she was not receiving therapeutic support and as there was no plan in place to get Y back into a mainstream school.

27. On 10 July 2018, Mrs X contacted the Council's Attendance Service. She told them Y had not been in school since Easter because of mental health difficulties and explained the Service had not accepted the referral. The attendance officer agreed to contact the services involved in Y's case and said they would get back in touch with Mrs X to provide her with advice.

28. On 11 July 2018, School A's learning mentor, Officer H visited Y at home. During this visit, Y became aggressive and assaulted Officer H and Mrs X. Officer H contacted the Council's social care advice service. It advised Officer H not to complete any further home visits on their own. A joint visit was arranged with the Family Support Worker for two days later.

29. During the visit on 13 July 2018, Y became highly distressed and attacked Mrs X. Mrs X took Y to the doctors where she was referred to the hospital. Y was kept in overnight for an assessment and an urgent referral was made to CAMHS. The Family Support Worker contacted the Council's Attendance Officer to make them aware of the incident and to share their concerns about the behaviour they had witnessed.

30. The following week, the second early help meeting was held. Mrs X told the meeting she had started the in-year application process for Y to move school as they did not want Y to return to School A. The meeting agreed School A would make a new referral to the Medical Needs Teaching Service in September. It was hoped this referral would be supported by CAMHS following Y's recent referral to

it. School A also agreed to arrange for Mr and Mrs X to meet the Council's Educational Psychologist.

31. On 27 July 2018 Y went to CAMHS but would not take part in the session. The CAMHS worker agreed to work with Mr and Mrs X.

32. Mr and Mrs X and School A met the Educational Psychologist for a consultation in September 2018. The Educational Psychologist advised School A to contact the Council's Area Inclusion Partnership, to see if it could arrange alternative education for Y. The Educational Psychologist also suggested non-academic learning opportunities that might be suitable for Y- this included Placement B.

33. As of 14 September 2018, the School started to record Y's absence as unauthorised because it had not received any medical evidence to say Y was unfit to attend.

34. On 17 September 2018, Mrs X complained to the Council that it had failed to provide Y with a suitable education.

35. On 19 September 2018, the Medical Needs Teaching Service refused the School's second referral to educate Y. It stated it did not have medical evidence Y was not able to attend school as she was refusing to engage with CAMHS. The panel recommended Y's case be taken to the Area Inclusion Panel to support Y to transition to a new school.

36. The Council responded to Mrs X's complaint on the 25 September 2018. In this letter, the Council stated:

- the duty for the Local Authority to provide education was directly linked to having medical evidence from a medical consultant or CAMHS practitioner that a young person is unable to access education because of illness;
- there was no duty for the Local Authority to provide education when Y stopped attending school because of anxiety as she was on the school's roll and was being marked as an authorised absence because of illness; and
- the Council's pupil tuition team may be able to offer up to five hours of education a week and for Y's school to apply for a place.

37. In the early help meeting held 27 September 2018, Mrs X was not happy Y was still out of education. She advised there were no spaces in other state schools and as parents, they were now looking at private education. School A advised it had spoken to the Area Inclusion Partnership for advice, and it had suggested School A referred Y to the Council's Pupil Tuition Service for educational support.

38. Mrs X sent a second stage of complaint to the Council. She outlined the Council's responsibilities to provide education to children not able to go to school because of ill-health.

39. Y started a youth development programme at Placement B at the start of October 2018. She remained on roll at School A. Placement B focussed on building Y's confidence and communication skills whilst teaching her to care for animals. Placement B was privately arranged and paid for by her parents. Between October 2018 and January 2019, Mrs X paid £1,300 for Y to go to Placement B.

40. At the early help meeting held in October 2018, School A said it had been advised the Pupil Tuition Service could provide up to five hours of education a week, however this was dependent on Y being reintegrated into a state school and there being a clear plan to move on in place. The Council's attendance officer advised

that whilst Y remained on roll at School A, it could choose not to follow legal action if Y planned to reintegrate there. If the plan was for Y not to reintegrate, the School should follow its usual attendance process.

41. On 25 October 2018, the Council sent Mrs X its final response to her complaint. The Council advised School A had offered significant support including the option of a reduced timetable in school; sending school work home; a visit by Officer H; and for Y to move to a different class in the year group. It advised as there was no medical evidence Y could not attend school there was no obligation for the Council to provide alternative education. It stated that suitable, full-time education was available at School A.

42. At the early help meeting held in November 2018, School A stated it had got advice from the Area Inclusion Partnership and that Mrs X had two options. Either reintegrate Y back into School A with support of Placement B, or electively home-educate Y. Mrs X advised it was not appropriate to home educate and that SENDIASS were supporting them in accessing an Education, Health and Care Plan assessment for Y.

43. In December Y started to engage with CAMHS. CAMHS advised the Cluster that Y appeared to have sensory processing difficulties and it was recommending an assessment for Autism.

44. On 17 December 2018, Mrs X returned to the doctor who provided a sick note for Y stating she was not able to attend school because of panic and anxiety. The School began to authorise Y's absence again.

45. On 19 December 2018, the School made a third referral to the Medical Needs Teaching Service. It requested Y receive five hours of education a week. At the start of January 2019, the Service accepted this referral as she was engaging with CAMHS. Y started to access education as of 1 February 2019.

The Council's response

46. The Council does not have a policy for children missing education because of medical needs. In response to our enquiries it advised it uses the Department for Education's statutory guidance, '*Ensuring a good education for children who cannot attend school because of health needs'*.

47. The Council stated that the early help plan led through the Cluster was the most appropriate route for Y to get help with her education once she stopped attending school. It said clusters use a restorative practice approach which, in most situations, has helped pupils successfully reintegrate back into school. The Council accepts there was drift in Y's case and alternative arrangements for her education were not put in place soon enough. The Council said it has started a review of its early help processes in response to this report to ensure the clusters' responsibilities and escalation routes are clear.

48. The Council said it did not have any reason or medical evidence that the integrated offer of support between the school and cluster was not meeting Y's educational needs. It said the statutory guidance states "*there will be a wide range of circumstances where a child had a health need but will receive suitable education that meets their needs without the intervention of the LA*". This includes where a school has arranged to deliver suitable education outside of the school.

49. We welcome feedback from the Council that it is working with schools and wider stakeholders, to implement its new strategic plan, the Three A's – attend attain, achieve. It is also developing computer technology that will allow schools to

provide it with immediate information about pupil's school attendance and exclusions. The Council is also further developing its early help services after receiving a financial award from the Department for Education's Social Care Innovation Programme.

Conclusions

50. The Council does not have a policy in place for children missing education because of ill-health. It told us it uses the statutory guidance. The statutory guidance says councils should have a policy to show how different services will work together to meet pupils needs. As this is statutory guidance we would expect the Council to have good reason for not following it. In addition, the lack of a policy has contributed to Y's case drifting and there not being a cohesive plan to return her to education. Therefore, the Council's failure to have a policy was fault.

The Council's arrangements for children missing education

51. Section 19 of the Education Act 1996 states councils have a duty to make suitable educational provision for children of compulsory school age who are absent from school because of exclusion, illness or otherwise.

52. The Council's failure to maintain oversight of the Cluster and the Area Inclusion Partnership, in relation to how they dealt with children missing education, meant it effectively passed over its section 19 duties. This duty under section 19 is non-delegable therefore the Council failed to meet its section 19 duty. That was fault.

Y's education

53. When a child is not able to go to school because of ill-health and where suitable education is not being provided by the school, councils should ensure the child receives a suitable education as soon as it is clear the child will be away from school for 15 days or more.

54. Y stopped going to school in April 2018. The Council did not provide Y with alternative provision until 2 February 2019. This means Y was without any education for nine months. That was fault.

55. The Council said it only became aware of Y's lack of education in July 2018, after Mrs X contacted the attendance service. As the Cluster provides targeted children's services on behalf of the Council, once the Cluster was aware Y was not going to school, the Council should also have known. Its lack of oversight of the Cluster's work and Y's lack of educational provision was fault.

56. The Council said the Cluster was best placed to respond to Y's educational needs. However, the Cluster did not have the authority to make decisions on behalf of the Council to ensure it was meeting its section 19 responsibilities. Because of that and the Council's lack of oversight of the work of the Cluster, there was no apparent escalation route for Y out of the Cluster when its efforts failed. As a result, and because of a lack of a reintegration plan, Y's case drifted for a considerable amount of time. During this time, Y was without any education at all. That was fault.

The Council's understanding of section 19

57. The Council said it did not provide education because:

- it did not have medical evidence to say Y was unfit to attend school; therefore, it did not have a responsibility to educate her; and

- it did not have any reason to believe Y was not receiving a suitable education whilst she was not at school because the School kept in touch with Y and sent work home.

58. Both these reasons indicate a lack of understanding of the relevant legislation.

59. Firstly, a lack of medical evidence should not stop a child from accessing education; nor does it negate the Council's duty to provide the child with a suitable education. The Council is entitled to ask for medical evidence to be provided, however, the statutory guidance states Council's should also consider "*other evidence*" to prevent a delay in arranging educational provision. The Council should have considered information from the School, Y's doctor, Mrs X and the early help plan - all were aware of Y's difficulties with anxiety. The Council did not consider Y's individual circumstances.

60. In any case, section 19 also requires councils to make suitable educational arrangements for children of compulsory school age who, because of exclusion, illness or otherwise, may not receive a suitable education unless the Council arranges it for them. Even without medical evidence, the Council had a duty to arrange suitable alternative education provision for Y under the category of 'otherwise'. Neither the Council's Area Inclusion Partnership, or the Pupil Tuition Service – both responsible for providing an education to pupils who are excluded or 'otherwise'- provided Y an alternative education either.

61. Secondly, we do not consider in itself schoolwork being sent home a suitable education. A suitable education should consider the age and aptitude of the child. It should include teaching by a teacher, whether through online, group or one-to-one provision. Without an assessment of Y's educational needs, the Council could not determine the education being provided by School A was suitable. That was fault.

62. In addition, Mrs X raised concerns with SENDIASS, the Attendance Service and through the early help meetings about Y's lack of education. The Council had multiple opportunities to identify the education in place was not meeting Y's needs. However, because the Council did not have appropriate oversight of the Cluster and Y's case, the situation went without challenge.

63. As a result, the Council failed to consider what Y's educational needs were, identify how these would be met and failed to develop a plan for Y's education, either at school or via an alternative educational placement. That was fault.

64. These faults caused Y a significant injustice as she was without a suitable education for nine months.

65. The Council's Area Inclusion Partnership also advised School A the Pupil Tuition Service could provide five hours of education to Y a week, but this was dependent on her being reintegrated into a state school. This is not what the law requires. The section 19 duty is not dependent on the young person attending a state school. That restriction was fault which caused Mrs X an injustice as she was given incorrect information about the Council's responsibility to provide an education.

Recommended action

66. Within three months of the date of our final report the Council should:

- pay Mrs X £1,300 to cover the costs of education that she has had to arrange for Y between October 2018 to January 2019.

- pay Mrs X £1,400 to remedy the Council's failure to assess Y's needs and provide education between May 2018 and October 2018, which once offered, she engaged in. Mrs X may use this as she sees fit to meet Y's educational, social and mental health needs;
- pay Mrs X £200 to remedy the time and trouble taken in bringing the complaint to the Council and to us.

67. In addition to this, the Council should also:

- review the way it oversees services for children and young people out of school to ensure it discharges its responsibilities for alternative provision under section 19 of the Education Act 1996;
- provide training and guidance to Council staff, schools and services commissioned to provide alternative education to explain the Council's role and how it will work in practice following the review;
- have a policy in place for Children Missing Education for medical needs which has full regard to current guidance and legislation; and
- review the educational provision in place for children of compulsory school age who are on roll but have not attended school for more than 15 school days and where alternative provision is not being supplied, to ensure there is an assessment of their educational needs and how these are being met.

68. We welcome the Council's agreement to the recommendations we have made. The Council should provide us with evidence of how it has completed these recommendations.

69. The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council, Cabinet or other appropriately delegated committee of elected members and we will require evidence of this. ***(Local Government Act 1974, section 31(2), as amended)***

Final report

70. The Council was at fault for failing to arrange alternative education when Y was not able to attend school because of anxiety. The Council has agreed to our recommendations. Therefore, we intend to complete our investigation and issue a report.

Local Government & Social Care
OMBUDSMAN

8 November 2019

Mr Tom Riordan
Chief Executive
Leeds City Council
Civic Hall
Leeds
LS1 1UR

Your ref:
Our ref: [redacted]
(Please quote our reference when contacting us and, if using email, please put the number in the email subject line)

If telephoning please contact: Mr McInerney on 0330 403 4293
If e-mailing: d.mcinerney@coinweb.lgo.org.uk

Dear Mr Riordan

Complaint by [redacted]

Thank you for your email of 31 October.

We welcome the action your Council has taken following the report on [redacted] complaint. This letter is therefore to tell you formally we are satisfied with the Council's response in accordance with section 31(2) of the Local Government Act 1974.

Yours sincerely

Michael King
Local Government and Social Care Ombudsman for England

PO Box 4771
Coventry
CV4 0EH
www.lgo.org.uk

This page is intentionally left blank

	Outcome and/or Recommendations	Actions and/or Performance Measures	Timescale	Responsible Officer	Progress and Comments
1	Pay Mrs X £1,300 to cover the costs of education that she has had to arrange for Y between October 2018 to January 2019	Raise a payment for this and action	ASAP	Val Waite Josie Warwick	Completed 9.9.19
2	Ascertain the correct funding source for Think Like a Pony and that this is being charged correctly. Reimburse Mrs X for any further monies paid between January and July 2019	Check with casework officer that EHCP has correct funding Raise refund as appropriate for Mrs X	ASAP ASAP	Val Waite Josie Warwick	Completed 9.9.19 Completed 9.9.19
3	Pay Mrs X £1,400 to remedy the Council's failure to assess Y's needs and provide education between May 2018 and October 2018, which once offered, she engaged in. Mrs X may use this as she	Raise a payment for this and action	ASAP	Val Waite Josie Warwick	Completed 9.9.19

	sees fit to meet Y's educational, social and mental health needs;				
4	Pay Mrs X £200 to remedy the time and trouble taken in bringing the complaint to the Council and to us.	Raise a payment for this and action	ASAP	Val Waite Josie Warwick	Completed 9.9.19
5	Review the way it oversees services for children and young people out of school to ensure it discharges its responsibilities for alternative provision under section 19 of the Education Act 1996;	Virtual head teacher appointment	8.11.19	Val Waite Barbara Temple	Update October 2019 Continuing to strengthen work with clusters, funding has been agreed to recruit a senior teacher to become a head teacher of a new 'virtual school for social, emotional and mental health'. This will adapt the model and build on the success of the virtual school for children who are looked after in Leeds that has helped significantly improve results and attendance. This post will work with schools and clusters to improve joint working and ensure there are appropriate plans for children who are not in mainstream education. This post is to be filled during the autumn term. The current named lead for children missing out on education covers Elective Home

					Education, Medical Needs Tuition Service, Pupil Tuition Service, SEND tuition service and leads on attendance. Update May 2020 Recruitment is now in process after a delay due to COVID-19 pandemic. As an interim measure the seconded head teacher post was extended to ensure there was no gap in support. Inclusion Service has now been established which brings together all the teams working on Children missing from Education agenda. Medical Needs teaching service has been reviewed by Learning Improvement OFSTED qualified officer with a very positive judgement. “MNTS continues to deliver an outstanding quality of education” Inclusion service has been part of the research undertaken by the DFE which identifies best practice for children missing education and LA responsibilities. Draft report just produced.

6	Provide training and guidance to Council staff, schools and services commissioned to provide alternative education to explain the Council's role and how it will work in practice following the review	New leadership roles for early help and cluster appointed Attendance toolkit updated Brief AIP leads Training for cluster staff Discussions with relevant school staff, cluster leads and councillors with regards governance, responsibilities and future working	8.11.19	Val Waite Paul Reddiex Barbara Temple	Update October 2019 Recent appointments in the early help service has allowed us to review the structure and governance of clusters. This work will ensure there is consistency and clarity around process and roles and also robust arrangements for escalation. The school attendance toolkit has been updated and disseminated to relevant staff and schools through the Leeds For Learning website. The Toolkit includes updated information on medical needs support. Lead officers in the Area Inclusion Partnership have been briefed and updated on using a graduated approach on 15 October 2019 Training for cluster staff is ongoing with the next session to be carried out on 20.11.19. Meetings have been convened with cluster chairs (head teachers), targeted service leaders and councillors. A significant part of these discussions have related to governance and communication

					issues between the clusters and the local authority. A separate multi-agency meeting was held in early October to look in detail at the current governance arrangements between clusters and the local authority. A piece of commissioned analytical work by the Social Finance organisation will be completed on 5 December 2019 making the recommendations and detailing plans for all clusters to input and record all cluster Early Help activity on the council's children and families' services Mosaic electronic system. Our intention as a local authority is to implement the proposals in the first half of 2020. Our expectation is that this will improve communication and accountabilities between clusters and the local authority. Update May 2020 Work is currently underway to review governance and structure of clusters which gives clarity in roles, responsibilities and routes for escalation Plans for further training have been disrupted due to COVID-

					19 outbreak with on-line solutions now being progressed
7	Have a policy in place for Children Missing Education for medical needs which has full regard to current guidance and legislation	Policy to be drafted	8.11.19	Barbara Temple	Update October 2019 An updated draft policy has been produced which details the arrangements for providing education for children not in education over 15 days including those with additional health needs and also includes a named manager as a point of contact. This policy will be used as a 'working draft' until it is finalised. This will be in the autumn term 2019, following legal checks. See attached draft. Update May 2020 Policy has been approved and is in operation. In addition an "umbrella" policy is in draft that brings together all services for children missing education, support available and responsibilities of parents and services linked to DFE guidance.

8	Review the educational provision in place for children of compulsory school age who are on roll but have not attended school for more than 15 school days and where alternative provision is not being supplied, to ensure there is an assessment of their educational needs and how these are being met	Introduce a live feed connecting to all schools Notify schools of their responsibilities around reporting absences from school for 10 and 15 school days	8.11.19	Barbara Temple	Update October 2019 A new 'live school roll' system to share attendance data between schools and the Council has been introduced in October 2019. Schools will be strongly encouraged, although cannot be obliged, to take part in this new system. Where they do take part, it will enable school absence to be accessed on a real time basis and will mean the authority is notified of all cases where a child is absent for 15 school days. This will hugely improve the Council's ability to actively monitor on a regular basis whether all children are receiving a suitable education. A letter has been sent to all schools reminding them of their duties to notify the local authority of absences of more than 10 days without permission and 15 days due to ill health. The letter also emphasises the need for schools to complete an assessment for the pupil to ensure they are receiving a suitable education. See attached letter.

					Update May 2020 Live school roll was introduced in October 2019. This now enables data on school attendance, exclusions and school roll to be shared in real time with the LA from participating schools. (not mandatory requirement) At present 120 schools have signed on. Work is in progress to ensure all schools have the IT capacity to enrol with a target date for the end of July 2020

Equality, Diversity, Cohesion and Integration Screening

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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision.** Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

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

Directorate: Children and Families	**Service area: Learning**
Lead person: Val Waite	**Contact number: 0113 3783629**

1. Title: The Ombudsman Report

Is this a:

☐	**Strategy / Policy**	x	**Service / Function**	☐	**Other**

If other, please specify.

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

The Local Government and Social Care Ombudsman made a finding of maladministration with injustice in a complaint and issued a public report against the authority in July 2019.

The case concerned the provision of suitable education for a child who was absent from school due to anxiety.

The Children and Families Service has worked with the family and local schools to resolve the problem for this individual and to reform working policies and practice to ensure this does not happen again in the future. The content of the report is being screened to identify any impacts on equality, diversity, cohesion or integration.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or

the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

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

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

Questions	**Yes**	**No**
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	x	
Could the proposal affect our workforce or employment practices?	x	
Does the proposal involve or will it have an impact on • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations	x	

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

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

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

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

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment. Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the Council to achieve its ambition to be the best city in the UK and ensure that as a city, work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

The purpose of this report is to update and provide assurance to the Executive Board that the Council has taken effective action in response to the Ombudsman recommendations and that both the council's Children and Families scrutiny board and the Ombudsman are satisfied with the actions taken and that policies and processes relating to education for children missing education have regard to equality, diversity, cohesion and integration.

- **Key findings**

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

The report comments on how the Council has developed a wide range of improvements to policy and practice in relation to children missing out of education.
This case has supported learning to take place that has shaped new protocols, policies and practice that ensure that children and young people who cannot attend school due to medical needs have access to education. The improved policies and procedures and support for better practice should lead to better joined up support for these children in future.

.

- **Actions**

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

- A new policy has been produced which details the arrangements for providing education for children with additional health needs
- Work is being undertaken on strengthening the cluster and Early Help offer, communication systems and escalation pathways
- Developments and improvements in structure and governance have been implemented that support the improvement and raising of attendance and attainment of vulnerable learners as detailed in the 3 As strategy
- Leeds City Council will continue to work in partnership with schools, settings and partners to promote and progress the identification and support for children and young people not attending school due to medical reasons or otherwise

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

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	

Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval Please state here who has approved the actions and outcomes of the screening		
Name	**Job title**	**Date**
Val Waite	Head of Service for Learning Inclusion	May 2020
7. Publishing This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published. Please send a copy to the Equality Team for publishing		

Date screening completed	25th May 2020
Date sent to Equality Team	
Date published (To be completed by the Equality Team)	

Leeds CITY COUNCIL

Report author: Phil Mellen
Tel: 0113 3783626

Report of: The Director of Children and Families

Report to: The Executive Board

Date: 20th July 2020

Subject: Annual Standards Report 2018-19

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes	☒ No
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☒ Yes	☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes	☒ No

Summary

1. Main issues

- The Annual Standards Report is produced to provide an analysis of available standards data and to reflect on strengths, progress and areas for further improvement towards achieving the highest outcomes for children and young people in Leeds.
- This year the report has been re-formatted so that it provides elected members and officers a clear evaluation of the data and is in line with the 3As Strategy, which became the principal education plan for the city from July 2019. (3As Strategy - http://www.leedsforlearning.co.uk/Page/15548)
- With its implementation commencing in July 2019, the 3As Strategy will not have had impact on 2018-19 outcomes for but the data has been used to underpin the priorities and strategies outlined in it on how we will work to improve the relevant outcomes moving forwards.
- Due to the current covid-19 situation, many national educational assessments will not take place during 2019.20. Data in this format, therefore, will not be available for all Key Stages in 2019-20 academic year.

2. Best Council Plan Implications (click here for the latest version of the Best Council Plan)

- Reflecting on the outcomes detailed in the Annual Standards Report enables the Council to focus attention on challenging areas where improvement is required as well as highlighting areas of success and identifying good practice that can be replicated across the city.
- Understanding of the educational outcomes of children and young people enables the Council to focus on appropriate support to families and to enable children to have the best start in life.
- A key priority in the Best Council Plan is to improve educational attainment for all learners and to close educational achievement gaps between groups of children and young people. Knowledge of the analysis contained in the Annual Standards Report is crucial to the council having an accurate focus on essential priority areas.

3. Resource Implications

- The Annual Standards Report enables the Council to identify areas of progress and areas for further improvement which in turn enables the focus of existing resources to be placed into the most impactful areas.
- While the Annual Standards report largely provides details of performance measures which have been achieved, details of future plans are also highlighted where relevant. It should be noted that these plans may need to be reviewed in light of the significant financial challenges the council is currently facing.

Recommendations

a) Executive Board is recommended to note this report as it provides details of the outcomes of children and young people in Leeds in the 2018-19 academic year.

b) Executive Board is recommended to note that this report will be used to measure progress of outcomes against previous years and to set future targets in line with the obsessions and priorities identified in the 3As Strategy.

c) Executive Board is invited to note that the Deputy Director for Children and Families (Learning) is the officer responsible for the Annual Standards Report.

d) Executive Board is recommended to note that due to the current covid-19 situation, data in this format will not be available for all Key Stages in 2019-20 academic year.

1. Purpose of this report

1.1 The report comments on outcomes for 2018/19 and on progress made in comparison with the Annual Standards Report 2017-18 academic year. It outlines where Leeds is in relation to the ambition to support children, including those living in poverty and with disadvantage, as set out in the 3As Strategy.

2. Background information

2.1 This report is to be considered alongside the 3As Strategy which was launched in July 2019 and is focused on sustainable long term improvement of outcomes for children and young people in Leeds. The 3As Strategy can be found at http://www.leedsforlearning.co.uk/Page/15548

2.2 The Annual Standards Report summarises the outcomes of learners at all key stages throughout 2018-2019. It highlights the challenges and successes achieved throughout the academic year and makes recommendations on future action based on the ambitions set out in the 3As Strategy.

2.3 This is a report of the Executive Member for Learning, Skills and Employment.

3. Main issues

3.1 The Annual Standards Report provides an opportunity to evaluate the city's performance.

3.2 To ease reference when reading the Annual Standards Report, listed below are the obsessions and priorities identified within the 3As Strategy:

- **Obsession 1:** All children make the best start to learning
- **Obsession 2:** All Children In Need are safe, supported and successful in school
- **Obsession 3:** All children in Leeds read for learning and fun

- **Priority 1:** Improve opportunities for children in Leeds in sports, arts and positive activities
- **Priority 2:** Increase the number of children and young people who attend schools and settings judged by OFSTED to be 'Good' or 'Outstanding'
- **Priority 3:** Increase parental and community involvement and empowerment in schools and settings
- **Priority 4:** Reduce the number of children excluded from school
- **Priority 5:** Improve support and outcomes for children educated outside mainstream schools and settings
- **Priority 6:** Improve learning outcomes for learners with Special Educational Needs and Disabilities
- **Priority 7:** Increase the proportion of learners with Special Educational Needs and Disabilities who make a successful transition to further learning, qualifications and work after school
- **Priority 8:** Improve learning outcomes for children with English as an Additional Language

3.3 The obsessions and priorities have been identified through analysis of data and trends and have been selected to underpin the 3As strategy and to provide accelerated progress in outcomes throughout the city.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 None specifically for the Annual Standards Report.

4.2 Equality and diversity / cohesion and integration

4.2.1 Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the Council to achieve its ambition to be the best city in the UK and ensure that as a city, work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

4.2.2 The obsessions and priorities of the 3As Strategy have been specifically selected to measure the city's progress in closing the gap between disadvantaged pupils and their peers. For example, priorities analyse children excluded from school, those being educated outside of mainstream settings, focus on children with special educational needs and also children with English as an additional language.

4.2.3 An Equality, Diversity, Cohesion and Integration Screening has been completed for this report and can be found as an appendix.

4.3 Council policies and the Best Council Plan

4.3.1 This report supports the actions outlined within the 3As Strategy and aims to support achieving the outcomes and priorities set out in The Best Council Plan 2020/21, The Children and Young People's Plan 2018-2023, the Early Years Action Plan and the Leeds SEND Strategy (currently being refreshed). The report also looks to further the progress of Leeds' ambition of being a child friendly city.

Climate Emergency

4.3.2 The climate emergency is a central focus of the work being undertaken by the Council and also for education settings.

4.3.3 Children and Families Directorate is currently offering children's centres, schools and other education settings a range of opportunities regarding the climate emergency, such as free trees to be planted in their grounds and the possibility of accessing funding to make their buildings more environmentally friendly.

4.3.4 The Annual Standards Report has been brought into line with the 3As Strategy to emphasise the importance of young people attaining good academic outcomes and achieving in the broadest sense. Both attainment and achievement, in this context, includes, but is not exclusive to, becoming more involved in changing the way we treat our environments and educating others to be more aware of the effects of their personal impact on climate change.

4.4 Resources, procurement and value for money

4.4.1 The considerable impact of improved educational outcomes on the lives of our children and young people must remain a high priority for the Council when allocating resources.

4.4.2 While the Annual Standards report largely provides details of performance measures which have been achieved, details of future plans are also highlighted where relevant. It should be noted that these plans may need to be reviewed in light of the significant financial challenges the council is currently facing.

4.5 Legal implications, access to information, and call-in

4.5.1 This report is subject to call-in.

4.6 Risk management

4.6.1 None identified.

5. Conclusions

5.1.1 Leeds City Council invests heavily in children and young people with a view to "Enhancing the city now and for future generations" as per the Best City Council Plan 2020/21. Within Children and Families Directorate, the 3As Strategy provides the plan of how outcomes will be achieved.

5.1.2 The Annual Standards Report offers the relevant information to learn from what has and has not worked well in the past and offers insight into areas where the most positive impact can be made.

5.1.3 The Annual Standards Report provides key measures for each of the obsessions and priorities which will enable the Council to benchmark progress over the coming years.

6. Recommendations

6.1 Executive Board is recommended to note this report as it provides details of the outcomes of children and young people in Leeds in the 2018-19 academic year.

6.2 Executive Board is recommended to note that this report will be used to measure progress of outcomes against previous years and to set future targets in line with the obsessions and priorities identified in the 3As Strategy.

6.3 Executive Board is invited to note that the Deputy Director for Children and Families (Learning) is the officer responsible for the Annual Standards Report.

6.4 Executive Board is recommended to note that due to the current covid-19 situation, data in this format will not be available for all Key Stages in 2019-20 academic year.

7. Background documents[1]

7.1 None.

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

This page is intentionally left blank



The Annual Standards Report 2018-2019

Annual Standards Report for 2018 -2019

To what extent do children and young people in Leeds attend, attain and achieve?

This report contains both national and local data to indicate the extent to which pupils **attain**, **attend** and **achieve** in our educational settings. Some of this data is now over a year old and teams across the Children and Families Directorate have been implementing plans throughout the year to address areas of improvement highlighted by the data. These are outlined at the end of each section together with any indicators of progress and further plans for the coming year.

The Impact of Covid-19

The COVID-19 virus and the response to it will lead to a change in the data available next year. In 2020, there will be no external tests including SATs, GCSEs and A levels and schools will not be asked to submit their centre assessed grades to the Local Authority. This is because the Government has stated that there will be no performance tables and that grades should not be used as part of performance management systems. To collect data as an authority would contravene the approach taken by the Department for Education.

Some attendance data will be available for the first three half-terms of the 2019-20 academic year, but following the partial closure of schools from March 23rd, schools remained open to only a very few pupils.

Ofsted

Ofsted inspects schools to ensure that they provide a high standard of education for all pupils. As part of the inspection process the inspectorate looks at attainment in external examinations, attendance data and how the work of schools around personal development, behaviour and attitudes supports pupils to achieve.

83.7% of primary schools in Leeds are currently judged by Ofsted to be **good or outstanding**.

79.0% of secondary schools in Leeds are currently judged by Ofsted to be **good or outstanding**.

There is only one **special school** in Leeds that is currently not judged good or outstanding.
This school received an OfSTED monitoring visit in January 2020 where inspectors concluded that effective action was being taken in order for the school to become good.

Overall effectiveness judgement by school phase as at 31st May 2020

	Primary	Secondary
Leeds	**84%**	**79%**
England	88%	76%
Core Cities	86%	72%
Yorkshire & Humber	83%	73%

% of Pupils in a Good or Outstanding School as at 31st May 2020

	Primary	Secondary
Leeds	**83%**	**84%**
England	88%	79%
Yorkshire & Humber	82%	75%

1. Attain

An 'at a glance' overview of Leeds City attainment data…

Key Data Measure	Attainment or progress	2018-19 Trend	Band	Local Authority Rank
EYFS				
% pupils achieving good level of development	A	↑	D	146/151
Gap between mean average total points score of all children and lowest attaining 20%	A	↑	C	82/151
Phonics				
% pupils meeting required standard Phonics Screening Check by end of Year 1	A	↔	D	132/149
% pupils meeting required standard Phonics Screening Check by end of Year 2	A	↓	-	138/149
KS1				
% pupils reaching expected standard in reading	A	↑	D	140/149
% pupils reaching greater depth in reading	A	↔	D	121/149
% pupils reaching expected standard in writing	A	↔	D	147/149
% pupils reaching greater depth in writing	A	↑	D	117/149
% pupils reaching expected standard in maths	A	↔	D	141/149
% pupils reaching greater depth in maths	A	↑	D	130/149
KS2				
% pupils reaching expected standard in reading, writing and maths	A	↑	D	121/151
% pupils reaching higher standard in reading, writing and maths	A	↑	C	73/151
% pupils reaching expected standard in reading	A	↓	D	130/151
% pupils reaching higher standard in reading	A	↓	D	101/151
% pupils reaching expected standard in maths	A	↑	D	115/151
% pupils reaching higher standard in maths	A	↑	C	69/151
% pupils reaching expected standard in writing	A	↑	D	137/151
% pupils reaching greater depth in writing	A	↑	D	102/151
% pupils reaching expected standard in SPAG	A	↑	D	114/151
% pupils reaching higher standard in SPAG	A	↑	C	71/151
KS4				
Attainment 8	A	↑	C	97/150
Progress 8	P	↑	B	48/150
% pupils gaining grade 5+ in English and maths	A	↑	C	84/150
KS5				
Average point score per student entry A level	A	↑	C	86/149
Average point score per student entry Applied General	A	↑	D	135/145
Average point score per student entry Technical	A	↓	A	26/146

1.1 Early Years Foundation Stage Profile results

Key message: There are encouraging improvements in the proportion of children achieving the expected level in the early learning goals and the mean average total point score for the lowest attaining 20% of learners is improving consistently and is now above national.

At the end of Reception, a child is considered to have a 'good level of development' (GLD) if they have achieved at least the ***expected level*** in all the Early Learning Goals (ELG) in five of the seven EYFS areas of learning: PSE, Physical development, Communication and language, Literacy and Mathematics.

In 2019, 66.4 per cent of reception age children achieved GLD in Leeds, up by 0.7 percentage points since 2018. Although the gap to national has reduced from 5.8 to 5.4 percentage points, performance in Leeds remains below national and other comparators. Leeds is now ranked 146th out of 151 local authorities (up from 148th out of 152 local authorities).

Table 1: The percentage of children achieving a good level of development

	2015	2016	2017	2018	2019	
Leeds	**61.8**	**62.5**	**64.8**	**65.7**	**66.4**	Leeds rank is **146 of 151**
National	66.3	69.3	70.7	71.5	71.8	
Statistical neighbours	63.0	67.7	69.2	70.4	70.8	
Core cities	61.0	64.7	66.7	68.0	67.9	**Band D**
Yorkshire & Humber	64.6	67.4	68.8	69.4	70.0	

There are two further areas of learning, Understanding the World and Expressive Arts and Design. Within these two areas, and the five listed above, there is an overall total of 17 early learning goals. In Leeds, the proportion of children achieving the expected standard in each of these learning goals varies.

The percentage of children in Leeds achieving at least the expected level across all early learning goals has increased by 1.1 percentage points to 65.6 per cent, compared to the national figure of 70.7 per cent. The percentage of children in Leeds achieving at least the expected level has seen improvements in each year since 2013.

In 2019, there was an increase (ranging from 0.2 to 1.5 percentage points) in the percentage of children achieving at least the expected level across all the ELGs compared to 2018 except in two ('moving and handling' where performance remained stable and 'health and self-care' where there was a slight decrease of 0.2 percentage points). 'Listening and attention' and 'numbers' saw the biggest increase in performance (1.5 and 1.3 percentage points respectively).

Children are measured across all 17 ELGs and it is determined whether their skills are *emerging*, *expected* standard or *exceeding*.

Scores across all measures generate an Average Point Score (APS). For the first time in 2019, the result for **total APS** is above the national by 0.2 points. **This has had an impact on the ranking and quartile positions with Leeds' rank improving from 77th out of 152 to equal 57th out of 151 local authorities. Leeds is now in Band B for this measure.**

In Leeds, the percentage of children 'exceeding' is consistently above national across all ELGs (except one which is in line). However, there are more pupils in Leeds than national in the 'emerging' category for 'reading', 'writing', 'numbers' and 'shapes, space and measures'. This indicates that despite Leeds children being some of the highest attainment nationally, there is also a significantly high level of low attainers.

A further 'low achievers' gap looks at the average point score gap between all children and the lowest 20% of attaining children to determine if the gap is narrowing. The gap is calculated as the percentage difference between the mean average of the lowest 20% and the median average for all children.

In 2013, the gap in Leeds was 44.6 per cent with Leeds the lowest performing local authority. Between 2013 and 2017, the gap has reduced each year, with the exception of 2018 when the gap widened slightly to 34.1 per cent (from 33.3 per cent in 2017). However, in 2019, the gap has narrowed by almost one percentage point to 33.2 per cent against a backdrop of an increase in the gap nationally. Due to the combination of the gap increasing nationally and reducing in Leeds the difference in performance between Leeds and national is the smallest it has ever been at 0.8 percentage points. This has improved Leeds' ranking position from 105th out of 152 LAs to equal 82nd out of 151 LAs.

The mean average total point score for the lowest attaining 20% has improved consistently over the last six years with the average point score for the lowest 20 per cent increasing from 18.8 in 2013 to 22.7 in 2019.

There continues to be an issue of low performance in the following ELGs: 'reading', 'writing', 'numbers' and 'shape, space and measure', with Leeds in the lowest band for quartile performance for these key ELGs which negatively impacts on the overall GLD figure for Leeds. These ELGs above are the most difficult to achieve for some of our most disadvantaged learners. Despite making accelerated progress in the Early Years in acquiring Communication and Language skills, applying these skills into reading and writing is a challenge for 'emerging' learners and results in lower overall GLD outcomes.

There are a combination of factors that limit the achievement of children. For some children a combination of SEND, Disadvantaged and EAL significantly impact on their outcomes

Specific issues in Leeds contribute to a significantly higher number of learners that this applies to. For example, 11.4% of EAL children nationally are 'disadvantaged', whereas in Leeds this is 20.6%. A significant number of these children have had limited, or no, pre-school experience. In specific areas of the city, a significantly low up-take of 2 year old provision results in a vital missed opportunity for these young learners to accelerate progress.

We are aim to increase uptake through the introduction of a **'golden ticket'** scheme. This has been devised as a result of sharing good practice demonstrated by the City of Newcastle where this approach has been successful.

The limited reading and communication skills of children with EAL impacts significantly on outcomes in maths as it is often specific mathematical vocabulary that hinders progress towards attaining Early Learning Goals in Maths.

Table 2: The "low achievers' (inequality) gap:

	2015	**2016**	**2017**	**2018**	**2019**	Leeds rank is Equal **82/151**
Leeds	35.7	34.8	33.3	34.1	**33.2**	
National	32.1	31.4	31.7	31.8	32.4	
Statistical neighbours	36.0	34.2	33.4	33.9	34.6	**Band C**
Core cities	36.2	35.1	35.3	35.0	35.5	
Yorkshire & Humber	35.0	33.7	33.4	33.5	33.6	

Special Educational Needs

The percentage of children with an Education and Health Care Plan (EHCP) achieving a good level of development has increased since 2018 – up 1 percentage point. This is in line with National levels.

Leeds is above other comparators (Yorkshire and The Humber and Statistical Neighbours). Leeds is ranked 44th out of 151 LAs.

The percentage of children and young people with SEN Support achieving a good level of development has remained constant since 2018 but the gap to the National has increased. Leeds are below other comparators (Yorkshire and The Humber and Statistical Neighbours) and is ranked 101st out of 151 LAs.

Progress made this year and further plans to improve standards at EYFS

A new Early Years Action Plan has been written to take into account learning and good practice from other Local Authorities that have demonstrated sustained and significant increases to their Good Level of Development (GLD). Interwoven within our plan is practice based on evidence based research from national organisations such as BookTrust.

Areas of focus this year have included:

- Targeting of those eligible but not taking up the 2 year old offer
- Developing closer working relationships with private providers
- Delivering a comprehensive subsidised programme of training and support – coordinated and targeted to specific settings in areas with low GLD
- Targeted support for the 30 lowest attaining schools
- Comprehensive focus training and support package
- 3-term comprehensive moderation programme with settings
- Targeted support programme for pre-school settings
- Early Years professional development programme – with bespoke training to settings and school by 'Leeds Champions'
- Early Reading deep dives by consultants and advisers
- Maths mastery training via the Yorkshire Maths Hub and LA officer professional development leads
- Learning Improvement team involvement in the inter-LA early years network
- The Early Years improvement team involvement in the Regional Quality Improvement Networks

After a peer review in Summer 2019, the local authority acted upon the recommendations identified, particularly around the school offer for the lowest performing schools. This resulted in:

- A comprehensive subsidised programme of training and support – coordinated and targeted to specific schools. This has been monitored for impact across the year.
- A three part EYFSP moderation programme to support and challenge settings throughout the year to raise the level of expectations and impact on attainment
- The development of a universal offer for schools and settings
- Upskilling the consultant workforce through professional development, for example training on Word Aware and maths PD lead which can then be delivered to settings and practitioners.

There has also been significant collaboration with various organisations such as

- The maths Hub
- The English Hub
- The Early Years Professional development programme
- The Communication and Language task group

An ongoing training programme for social workers, health visitors and others is providing them with skills and resources to promote early reading with families and communities.

SEN

- Inclusion services have implemented the use of an Early Years Developmental Journal to support a robust and graduated approach of training to settings.
- A review and revised Early Years Fair Funding Initiative (EYFII) has been implemented
- Training has been made available on 'evidencing provision' for settings and Reception
- Increased liaison with Health and Portage services to support early identification of vulnerable learners and to target support of services to settings.
- Further training has been offered to Childminders in 2019/20 to support vulnerable learners
- Leeds involvement in the Yorkshire & Humberside Regional Network and the Council for Disabled Children Action Learning Sets (ALS)
- The key focus for ALS has been communication & language and working with parents.
- SENIT EY has initiated a communication & language working party and produced resources including the development of an e-learning module.
- The Regional Network termly meetings have arisen through the links made at the ALS meetings.
- ALS joint projects, Portage, cross border co-operation linked to placements & funding streams.
- Another ongoing strand of work for SENIT has been developing continuums of provision, for Reception and Nursery and school aged children
- Training for school SENDcos began in March with a view to implementation in September for some schools. It's considered the changes in funding processes will have a highly positive impact on data and provision for pupils.

1.2 Phonics Screening Check

Key message: The proportion of pupils meeting the required standard in Leeds has remained static and is still below the national figure.

Pupils take the phonics screening check at the end of year 1 (typically aged 6) and those who do not meet the standard take the check again at the end of year 2 (aged 7).

In 2019 the proportion of children in Leeds meeting the required standard of phonics decoding remained static.

Table 3: **Percentage of children who met the required standard of phonics decoding by the end of Year 1.**

	2014	2015	2016	2017	2018	2019
Leeds	74	74	77	77	79	**79**
National	74	77	81	81	82	82
Statistical neighbours	73	76	81	81	82	82
Core cities	73	73	78	79	80	79
Yorkshire & Humber	74	74	78	79	80	80

Overall performance in Leeds remains three percentage points below national and statistical neighbours and one percentage point below Yorkshire and Humber. Leeds is ranked equal 132 out of 149 local authorities and remains in the fourth quartile (Band D).

By the end of Year 2, 89% of children had reached the required standard of phonics decoding, compared to 91% nationally. This places Leeds equal 138 out of 149 local authorities for this measure.

Table 4: Percentage of children who met the required standard of phonics decoding by the end of Year 2.

	2014	2015	2016	2017	2018	2019
Leeds	87	89	88	90	90	**89**
National	89	90	91	92	92	91
Statistical neighbours	88	90	91	92	91	91
Core cities	86	88	89	90	90	89
Yorkshire & Humber	89	89	90	91	91	90

1.2.1 Phonics Screening Check for children with EAL

Nationally, the same percentage of children with English as an additional language (EAL) met the required standard of phonics decoding as non-EAL children. In Leeds, there is a large gap between these two groups and the gap widened in 2019 to eight percentage points. In 2019, 73 per cent of EAL children in Leeds met the expected standard compared to 81 per cent of non EAL children.

The City has some unique challenges. EAL children in Leeds are more likely to be living in the highest areas of socio-economic deprivation than the overall national picture. 84% of EAL pupils in Leeds live in the 10% most deprived wards and 20.6% of our EAL population are categorised as disadvantaged compared to 11.4% nationally. This contributes significantly to the gap for the phonics screening test. These children are more likely to have SEND; 4.5% more EAL children are categorised with SEND in Leeds than national. This can result in language difficulties in both their first language and English.

DFE Information from the '2017 school census about nationality, country of birth and proficiency in English of pupils' indicates that as an authority Leeds has a higher percentage of new to English than the national picture alongside Yorkshire and the Humber.

The report notes that there appears to be a higher percentage of less fluent EAL Pupils in the North of England. Nationally, 35% of EAL pupils are at proficiency stages A-C (i.e. less than competent). London and the South East have fewer pupils who are less than competent, and the North East, North West and Yorkshire & Humberside have a higher percentage at stages A-C."

The report highlights that Leeds is one of the 10 LAs with the lowest English proficiency within the EAL cohort with 49% assessed as competent or fluent in English. Newcastle is the only other core city named in the 10 lowest LAs with 46% assessed as competent or fluent in English. All core cities with the exception of Birmingham are in the top quartile of LAs with the lowest assessed English proficiency

1.2.2 Phonics Screening Check for children eligible for free school meals

In Leeds there has been a slight improvement in the percentage of children who are eligible for free school meals (FSM) meeting the required standard in phonics in Year 1, whereas nationally this has remained static. Nationally the attainment gap is 14 percentage points. In Leeds the gap is 15 percentage points (a narrowing of 1 percentage point since 2018), with 67 per cent of FSM children reaching the required standard compared to 82 per cent of non-FSM children.

1.2.3 Phonics Screening Check for children with SEND

The largest attainment gap both nationally and in Leeds is between pupils with special educational needs (SEN) and those with no identified SEN. In Leeds in Year 1, pupils who met the phonics standard with no SEN remained static at 86 per cent, and attainment for pupils who have an Education and Health Care Plan or SEN support improved by three percentage points to 11 per cent and 47 per cent respectively. Fewer children with EHCPs in Leeds met the required standard of phonics decoding (11 %) compared to pupils nationally with EHCPs (20 %).

Progress made this year and further plans to improve standards in the Phonics Screening Check

There has been an ongoing drive to work collaboratively with a range of organisations to share and facilitate best practice, for example, through regional hubs, network meetings and training.

The Local Authority offer a universal and bespoke training package to schools, where, upon analysis of data, there is a subsidised package to targeted schools to improve outcomes for all learners. This consists of the following:

- 'Leading on Phonics' training programme
- Literacy leaders' programme which provides support for the wider leadership team to influence change in the schools
- Training for schools in order to deliver the screening check
- Standardisation training around the Phonic Screening Check
- Links for schools into the new English Hubs for support
- Additional Advisory support and 'deep dive' analysis of practice in settings with below expected results

There are further plans to:

- Undertake early reading deep dives universal training
- Carry out bespoke 'deep dives' in schools with school improvement advisors and consultants
- Continue the development on Leading on Phonics programme
- Continue to work with schools and settings around phonics provision – to include a Local Authority offer to schools which is cross-service and bespoke to the needs of the schools.
- Strengthen the links with English Hubs to support schools and settings
- Implement a SEND and EAL training package which aims to address some of these issues. The package has been recently updated in collaboration with Wolverhampton LA.
- Continue and develop the 'Leading on phonics training' – a three day programme where assessment data is analysed in term of vulnerable groups including EAL and the teachers are asked specifically to consider their own school's data in terms of group characteristics and plan to address any gaps in outcomes.
- Introduce a new 'Basic phonics' package – pure sounds video used to support EAL families who may not have certain sounds in their home language.

The Phonics Screening Check and SEND

In 2017 SENIT developed a year 1 evidence informed intervention programme for children at risk of not reaching the required standard at the end of year 1. However in 2018 and 2019 the course did not run due to low take up of the offer. We plan to target these settings and staff again during 2020/21.

SENIT training offer to school SENCOs to support early identification of needs and developing provision (2017 -2019);

- Assessment Toolkit. 141 delegates
- Using a finely graded assessment tool to support provision - 160 delegates
- Meeting the needs of children with literacy difficulties (SpLD) - 219 delegates

A joint initiative on improving standards in phonics screening check began in March 2020 between Learning Improvement, Learning Inclusion and schools.
This collaborative approach to pilot 'phonics deep dives' will impact on outcomes by improving the quality of teaching and learning and the provision of bespoke training and support.

1.3 Key Stage 1

Key message: The proportion of pupils reaching the expected standard in Leeds in reading, writing and mathematics is below the national figure but the gap has narrowed in reading and writing.

Pupils are teacher assessed in reading, writing, mathematics and science at the end of key stage 1 (aged 7). New assessments were introduced in 2016 and comparative data in reading and maths is now available for the last four assessment years.

**Changes made within the 2017/18 writing teacher assessment frameworks mean judgements made in 2019 are not directly comparable to those made using the previous interim frameworks in 2016 and 2017.*

Nationally, 75 per cent of children reached the expected standard in reading, compared to 70 per cent of children in Leeds. Performance for national, statistical neighbours and core cities remained static in 2019 and as a result the gap between Leeds and national narrowed by 1 percentage point. Leeds remains in the fourth quartile (Band D) and its ranking marginally improved from 146 out of 150 in 2018 to equal 140 of 149 local authorities in 2019.

Table 5: Percentage reaching the expected standard in KS1 reading teacher assessments

	2016	2017	2018	2019
Leeds	65	68	69	**70**
National	74	76	75	75
Statistical neighbours	72	74	74	74
Core cities	69	72	72	72
Yorkshire & Humber	71	72	72	73

The percentage of children working at greater depth in reading in Leeds remained static in 2019 within the context of a national decline. Therefore, the gap between Leeds and the national average narrowed to 4 percentage points. Leeds is ranked equal 121 of 149 local authorities.

Table 6: Percentage working at greater depth in KS1 reading teacher assessments

	2016	2017	2018	2019
Leeds	17	19	21	**21**
National	24	25	26	25
Statistical neighbours	22	24	25	24
Core cities	19	20	22	22
Yorkshire & Humber	21	22	23	23

The percentage of pupils in Leeds reaching the expected standard in writing also remained static at 63 per cent. There is a six percentage point gap to the national average. Leeds is ranked equal 147 of 149 local authorities.

Table 7: Percentage reaching the expected standard writing teacher assessments

	2016	2017	2018	2019
Leeds	54	59	63	**63**
National	65	68	70	69
Statistical neighbours	64	67	69	68
Core cities	60	64	67	66
Yorkshire & Humber	63	66	67	67

The percentage of children working at greater depth in writing in Leeds improved by one percentage point to 12 per cent in 2019. This is within the context of a decline in performance for comparator averages. As a result, the gap to the national average has narrowed to 3 percentage points and Leeds' relative performance improved from 138 of 150 LAs in 2018 to equal 117 of 149 LAs in 2019.

Table 8: Percentage working at greater depth in KS1 writing teacher assessments

	2016	2017	2018	2019
Leeds	8	11	11	**12**
National	13	16	16	15
Statistical neighbours	12	15	16	15
Core cities	10	12	14	13
Yorkshire & Humber	12	14	14	13

The percentage of children reaching the expected standard in maths remained static for Leeds and all comparator averages in 2019. There remains a five percentage point gap to national. Leeds is ranked equal 141 of 149 LAs.

Table 9: Percentage reaching the expected standard in KS1 maths teacher assessments

	2016	2017	2018	2019
Leeds	64	68	71	**71**
National	73	75	76	76
Stat. Neighbours	71	74	75	75
Core Cities	68	72	73	73
Yorkshire & Humber	70	73	74	74

In Leeds, 18 per cent of children reached the higher standard in maths; an increase of one percentage point from 2018. The national, statistical neighbour and core cities average remained static and the gap to national narrowed to four percentage points. Leeds rank improved from 138 of 150 authorities in 2018 to 130 of 149 LAs in 2019.

Table 10: Percentage working at greater depth in KS1 maths teacher assessments

	2016	2017	2018	2019
Leeds	13	16	17	**18**
National	18	21	22	22
Stat. Neighbours	17	19	21	21
Core Cities	15	17	20	20
Yorkshire & Humber	16	19	20	21

1.3.1 Key Stage 1 Children with EAL

Nationally, there are gaps in attainment between EAL and non-EAL children reaching the expected standard in reading, writing and maths, but the gaps in Leeds are greater in all three subjects. Nationally, the gap between EAL and non-EAL is four percentage points in reading, two percentage points for writing and one percentage point in maths, whereas in Leeds the gap is 12 percentage points in reading, and nine percentage points for writing and maths.

1.3.2 Key Stage 1 Children eligible for FSM

In Leeds there has been a slight improvement in the percentage of children who are FSM eligible reaching the expected standard in reading and writing. The gap between FSM eligible pupils reaching the expected standard in all three subjects remains larger than the national gap; however, it has narrowed marginally across all three subjects in 2019. Nationally the attainment gap is 18 percentage points for reading, 19 percentage points for writing and 17 percentage points for maths. In Leeds the gap is 21 percentage points in reading, 23 percentage points in writing and 21 percentage points in maths.

1.3.3 Key Stage 1 Children with SEND

The greatest gap both nationally and in Leeds is for pupils with SEND. Five per cent of children in Leeds with an EHCP reached the expected standard in reading, writing and in maths compared to 13 per cent in reading nationally, nine per cent in writing and 14 percent in maths. The percentage of children with SEN support reaching the expected standard in reading and maths decreased by one percentage point in 2019 to 28 and 33 per cent respectively and increased by one percentage point to 21 per cent in writing.

Progress made this year and further plans to improve standards at Key Stage 1

In order to improve outcomes for all, throughout the academic year there have been increased examples of shared practice and collaborative working with a range of organisations, from English and Maths Hubs, Trusts, National speakers, Oxford University Press and LCC cross service, that have allowed for a more targeted and coordinated approach to the work undertaken in schools.

For example:

- Arooj schools (EAL) – Leeds Meets Shakespeare project – improved outcomes for learners in Year 1
- Oxford University Press programme - *improving reasoning skills in maths*
- Maths Hub to develop maths mastery in schools
- Education Endowment Foundation research to underpin and support training across key phases
- SEND offer to schools includes evidence informed interventions to support literacy

Furthermore, there has been significant development around the universal and bespoke training offer to schools. For example:

- Targeted support in Year 2 for English and Maths support
- 'New to Teaching in Year 2' programme
- 'Achieving and exceeding' training for teachers, including transition into Year 1 from Early Years
- Subsidised training in collaboration with Maths Hubs through a targeted approach (KS1 and KS2)
- Standardisation training – linked to expectations in assessment frameworks
- Increased rigour of school moderation of pupil work
- Word aware training for teachers
- New SEND training offer for maths developed for 2020.

- SENCO training offer developed by the Learning Inclusion services in order to build capacity within schools.

Information is disseminated through a range of networks to support all layers of teaching staff, including leaders. For example:

- The maths and English conferences
- Subject Leader networks – sharing best practice and developing subject knowledge
- EAL subject leader networks (EY/KS1/KS2)
- SENCO networks and conference used to promote the graduated approach to support for vulnerable learners and to launch the 'continuum of provision grids' for reading and maths.

Further plans:

- Assessment Moderation roadshows – linked specifically to exemplification of the standards
- Subject 'Deep dives' for maths and English and the wider curriculum – by School improvement advisors in collaboration with consultants
- New **EAL champions** – targeted for specific schools and that is data driven.
- Pilot of 'Review of A band FFI funding' 2019 in partnership with schools in order to move away from deficit model to a provision and outcomes based model.

KS1 Children with EAL

Termly training for supplementary schools. Topics to include:

- oracy/vocab – developing talk
- learning behaviours
- how children learn
- working memory and the memory model
- effective learning environment
- effective lesson planning
- Word-aware training, including targeted training for Arooj schools
- Early reading training

KS1 children with SEND

Early identification of need through good assessment and the implementation of the gradated approach of assess, plan, do, review are critical to securing the right provision for children with SEND and improving outcomes. SENIT offer includes:

- More focussed training offer for identified settings
- New SENIT training offer for maths in 2020.
- Bespoke training for schools on literacy and maths provision
- SENCO networks and conference used to promote the graduated approach and launch the 'continuum of provision grids' for reading and maths. 109 SENCOs signed up 2019

Pilot of 'Review of 'A band' funding' 2019 led by SENIT in collaboration with FFI team and small number of schools in order to move away from deficit model based on attainment to a provision and outcomes based model.

1.4 Key Stage 2

Key message: The proportion of pupils reaching the expected standard in Leeds is below national for all assessments but the gap with national has narrowed in all.

Results at the end of Key Stage 2 focus on a child's attainment and progress in maths, reading and writing. Writing is based on teacher assessment, reading and maths on end of key stage tests.

**Changes made within the 2017/18 writing teacher assessment frameworks mean that attainment in all reading, writing and maths (combined) judgements in 2018 and 2019 are not directly comparable to those made using the previous interim frameworks in 2016 and 2017.*

For the tested subjects each pupil is given a scaled score outcome. Scaled scores are normalised values, where a score of 100 will be considered the expected standard. Any score below this means the pupil is working towards the expected standard, and any score above means the pupil is working above the expected standard.

62 per cent of Leeds year 6 children achieved the expected standard in reading, writing and maths compared to 65 per cent of children in state-funded schools nationally. The gap to national narrowed by a percentage point in 2019 compared to 2018. Leeds performance remains in band D nationally, with an improved ranking from equal 125 of 152 in 2018 to equal 121 of 151 authorities on the combined reading, writing and maths measure.

Table 11: The percentage of pupils achieving the expected standard in reading, writing and maths

	2017	**2018**	**2019**	
Leeds	56	61	**62**	Leeds LA rank is **121 of 151** **Band D**
National	62	65	65	
Statistical neighbours	61	65	65	
Core cities	59	63	63	
Yorkshire & Humber	58	62	63	

The percentage of children reaching the expected standard in reading decreased both nationally and in Leeds in 2019. However, the gap to national narrowed by a percentage point in 2019 compared to 2019.

Table 12: The percentage of pupils achieving the expected standard in reading

	2017	2018	**2019**	
Leeds	68	72	**70**	Leeds LA rank is **130 of 151** **Band D**
National	72	76	73	
Statistical neighbours	71	75	73	
Core cities	69	73	71	
Yorkshire & Humber	68	73	71	

Maths has the greatest percentage of children reaching the expected standard. There is now only a 2% gap between Leeds and national.

Table 13: The percentage of pupils achieving the expected standard in maths

	2017	2018	**2019**	
Leeds	71	73	**77**	Leeds LA rank is **115 of 151** **Band D**
National	75	76	79	
Statistical neighbours	76	76	80	
Core cities	74	75	78	
Yorkshire & Humber	73	74	78	

The percentage of children in Leeds assessed as meeting the expected standard in writing increased whilst the national figure went down meaning that the gap with national for this measure is now only three percentage points.

Table 14: The percentage of pupils achieving the expected standard in writing

	2017	2018	**2019**	
Leeds	70	74	**75**	Leeds LA rank is **137 of 151** **Band D**
National	77	79	78	
Statistical neighbours	76	79	79	
Core cities	74	76	77	
Yorkshire & Humber	75	77	78	

The percentage of pupils achieving the expected standard in spelling, punctuation and grammar also improved by one percentage point and as the national figure remained static, there is now only a two percent gap between the two figures.

Table 15: The percentage of pupils achieving the expected standard in grammar, punctuation and spelling

	2017	2018	**2019**	
Leeds	75	75	**76**	Leeds LA rank is **114 of 151** **Band D**
National	78	78	78	
Statistical neighbours	77	78	78	
Core cities	76	77	77	
Yorkshire & Humber	75	76	77	

1.41 Key Stage 2 Higher Standard

For each of the tested subjects pupils are given a *scaled score* outcome. Scaled scores are normalised values, where a score of 100 will be considered the expected standard. There is also a 'higher standard' measure which is when a child achieves a scaled score of 110 or more in the test for reading, mathematics, and grammar, punctuation and spelling, and are assessed as working at greater depth within the expected standard (GDS) in writing.

Leeds is in band C for the percentage achieving the higher standard for reading, writing and maths combined.

Table 16: The percentage of pupils achieving the higher standard in reading, writing and maths

	2017	2018	**2019**	
Leeds	7	9	**10**	Leeds LA rank is
National	9	10	11	**73 of 151**
Statistical neighbours	8	9	10	
Core cities	7	9	10	**Band C**
Yorkshire & Humber	7	9	9	

The percentage of pupils achieving the higher standard in reading decreased in 2019 by two percentage points compared to 2018. The national figure also fell, but by one percentage point so that the Leeds gap to national widened to 2%.

Table 17: The percentage of pupils achieving the higher standard in reading

	2017	**2018**	**2019**	
Leeds	23	27	25	Leeds LA rank is
National	25	28	27	**101 of 151**
Statistical neighbours	23	27	26	
Core cities	22	26	25	**Band D**
Yorkshire & Humber	22	26	25	

However, the percentage achieving the higher standard in maths rose by 4% in 2019, compared to a rise of 3% nationally, meaning that there is only now one percent difference between Leeds and national.

Table 18: The percentage of pupils achieving the higher standard in maths

	2017	2018	**2019**	
Leeds	21	22	**26**	Leeds LA rank is **69 of 151** **Band C**
National	23	24	27	
Statistical neighbours	22	23	26	
Core cities	22	23	26	
Yorkshire & Humber	20	21	25	

The gap also narrowed between the percentage of pupils in Leeds achieving the higher standard in grammar, punctuation and spelling and the percentage nationally. The percentage in Leeds improved by two, compared to a national increase of one, resulting in a gap of only 1% to national.

Table 19: The percentage of pupils achieving the higher standard in grammar, punctuation and spelling

	2017	2018	**2019**	
Leeds	28	33	**35**	Leeds LA rank is **71 of 151** **Band C**
National	31	35	36	
Stat. Neighbours	30	34	35	
Core Cities	31	35	35	
Yorkshire & Humber	31	32	33	

The percentage of pupils assessed to be working at greater depth increased in Leeds whilst the national figure remained static meaning that the gap to national reduced to two percentage points.

Table 20: The percentage of pupils working at greater depth in writing

	2017	2018	**2019**	
Leeds	13	17	**18**	Leeds LA rank is **102 of 151** **Band D**
National	18	20	20	
Statistical neighbours	17	19	20	
Core cities	16	18	19	
Yorkshire & Humber	17	19	19	

In terms of progress between the end of key stage 1 and key stage 2, the progress children made in reading and writing was not significantly different to the national average, whereas pupils made significantly more progress in maths in Leeds than similar pupils nationally.

1.4.2 Key Stage 2 Disadvantaged children

There was a 6% increase between 2017 and 2018 in the proportion of disadvantaged pupils gaining the expected standard in reading, writing and maths. However, this figure remained at 45% in 2019 and is still 6% below the national figure for disadvantaged pupils. With 71% of non-disadvantaged pupils in Leeds achieving the expected standard there is a large gap of 26% in the attainment of disadvantage and non-disadvantaged pupils, 6% greater than the national gap.

1.4.3 Key Stage 2 Children with EAL

There was an improvement of 1% in the proportion of pupils with EAL achieving the expected standard in reading, writing and maths. However, this was also mirrored nationally so Leeds remains 12% below the national average for this measure. 54% of children with EAL in Leeds gained the expected standard compared to 64% of non-EAL children in Leeds.

1.4.4 Key Stage 2 Children with SEND

The proportion of pupils with SEN Support in Leeds gaining the expected standard in reading, writing and maths improved by 2% closing the gap slightly with national so that there is only a 2% difference now. There was also a 1% improvement in the proportion of pupils with an EHC plan who achieved the expected standard, but this remains modest at 4% and adrift of the national figure of 9%.

Progress scores (LAIT):

Reading: SEN Support – Performance in Leeds is above the national and other schools in Yorkshire and The Humber region – trend ↟

Writing: SEN Support – Performance in Leeds is above the national and trend ↟

Maths: SEN Support – Performance in Leeds is above the national, Yorkshire and Humber and statistical neighbours – trend ↟

Progress made this year and further plans to improve standards at Key Stage 2

In order to improve outcomes for all there has been an increase in examples of shared practice and collaborative working with a range of organisations, from English and Maths Hubs, Trusts, National speakers, research schools, the Oxford University Press and LCC cross service, that have allowed for a more targeted and coordinated approach to the work undertaken in schools. To support improvement, the LA has worked with:

- Wolverhampton LA

Cracking the Comprehension Code programme. Wolverhampton's successful training package was shared and developed for use within Leeds. Wolverhampton have also trained our EAL and SEND consultants to use new, additional materials. Leeds consultants then used the materials and the training to develop a customised Leeds programme.

Durham LA – One of our assessment consultants met with their consultants to discuss their improvements in reading outcomes. As a result of the findings assessment and core subject training has been amended.

The LA engages with schools where there is identified good practice. Schools that share good practice are both **LA maintained and Academies**. We have asked a variety of schools from all areas of the city to contribute to training and events and share their practice. Our last conference included input and workshops from a member of The Gorse Academies Trust (Richmond Hill). We work closely with the teaching schools to support our most vulnerable schools and these are often schools which form part of a MAT.

There has been high degree of bespoke training for all layers of school staff which has included:

- Champions leader training - ongoing each year
- Year of Reading activities have been promoted throughout the city to promote accelerated reading outcomes
- Assessment and data training
- Governor training and guidance documents (all key phases)
- Subject knowledge across the curriculum to ensure progression (all key phases)
- Newly Qualified Teacher (NQT) /Recently Qualified Teacher (RQT) induction training (all key phases)
- SEND training offer new developments; Speech and Language Development level 2 course, maths, assessment and target setting.
- SENCO networks and conference used to promote the graduated approach for support to children and the launch of the 'continuum of provision grids' to support reading and maths

There has been a clear emphasis on language and communication with a variety of packages that schools have been able to access; included in all the training is a focus on language and as such the consultants have had CPD. Programmes are for example:

- Talk matters programme
- Language champions
- An extensive school debating offer
- Teaching schools and the development of a writing programme (all key phases)

This year has seen the implementation of a project with Huntington Research Schools aimed at schools in Leeds with large progress gaps between disadvantaged and non-disadvantaged pupils.

Further plans to support school improvement consist of:

- New to teaching in Year 4 and Year 5 training
- A reading programme 'Cracking comprehension' to improve reading outcomes
- Making words count programme - Arooj schools (EAL)
- Word aware training linked with Early Years and Key Stage 1
- Subject 'Deep dives' – which links to work with school improvement advisors and consultants
- Delivering training on behalf of the Maths Hub
- Teaching of reading (comprehension) in Years 3 and 4– data driven targeted support to vulnerable children
- Assessment and Moderation roadshows

The focus for our advisory capacity work in 2020 will include:

- Clear focus on Early reading/reading deep dives by the advisory team in conjunction consultants, focus on bottom 20% of cohort
- Revised ways of working - to provide clearer frameworks for the advisor to operate within
- Strengthen Advisor-consultant collaboration throughout the year.
- EAL Champions (leading and improving outcomes for EAL learners) adapted to include school to school support from previous champions (subject to funding)
- EAL SEND (using training and addition materials purchased to define and distinguish between EAL and SEND associated issues and support with both) project to run with Arooj schools
- Subject knowledge training for class teachers in maths and English
- Leading on Phonics usually targeted by data this year targeting vulnerable groups EAL/BME/Dis/SEND.
- Assessment for progress – Y3, 4, 5 training – closing the gaps and ensuring progress.
- Word Aware – vocabulary development training aimed at KS1 but can be used with KS2

1.5 Key Stage 4

Key message: In terms of raw attainment, pupils in Leeds do not achieve as well as pupils nationally; however, they make strong progress from the end of key stage 2.

1.5.1 Attainment 8

Headline measures at key stage 4 are based on the results of eight GCSEs or equivalent. The eight counted are made up of English and Maths and the best three of Science, languages, History and Geography. The other three are the best remaining qualifications a pupil has achieved. GCSEs are graded 1-9, with grade 9 being the highest. These grades become points in the calculation of attainment 8 and progress 8. A grade 8 in History would therefore accrue 8 points. The points in English and maths are doubled.

A pupil who has an attainment 8 score of 50 would, on average, have gained a grade 5 in all eight of his/her subjects, with English and maths counting double.

In 2019, the average Attainment 8 score per pupil in Leeds was slightly higher than the figure for 2018 and the gap to national narrowed. The result of 45.1 means Leeds is ranked equal 97 of 150 local authorities. The performance of Leeds schools on this measure is above the core cities average, broadly in line with statistical neighbours and below national and Yorkshire and the Humber averages.

Table 21: Attainment 8

	2017	2018	**2019**	
Leeds	45.1	44.8	**45.1**	Leeds LA rank is Equal **97 of 150** **Band C**
National	46.4	46.6	46.7	
Statistical neighbours	45.2	45.6	45.3	
Core cities	43.9	44.2	44.2	
Yorkshire & Humber	45.4	45.1	45.4	

1.5.1.1 Attainment 8 for disadvantaged pupils

Disadvantaged children in Leeds perform less well than their non-disadvantaged peers, gaining an average point score of 35.4, compared to 49.4. This is also below the national figure for disadvantaged pupils which stands at 36.8. Overall, this places Leeds in Band C and 81 out of 150 local authorities.

1.5.1.2 Attainment 8 for pupils with English as an Additional Language

Pupils in Leeds with EAL gained an average point score of 44 compared with the 46.1 of their peers who have English as a first language. This is below the national figure for pupils with EAL which is 48.3.

1.5.1.3 Attainment 8 for pupils with SEND

Both pupils with SEND support and those with EHC plans attain less well than similar pupils nationally. The attainment 8 score for SEND support pupils was 31.2, 1.4 below the national average. The attainment 8 score for pupils with an EHC plan was 10.3, 3.4 points below the national figure.

1.52 Progress 8

Progress 8 is a measure which looks at the progress a pupil has made in his or her secondary education. It compares what the pupil achieved in the 8 subjects included in the Attainment 8 score and compares this to what the pupil would have been expected to achieve given his or her Key Stage 2 results.

A score of 1.0 would mean that every pupil in the group make on average a grade more progress than pupils did nationally with the same starting point in every one of their eight counted subjects; a score of -0.5 means they make on average half a grade less progress than average.

Performance in Leeds for Leeds is above the national and other comparators and is ranked equal 48th of 150 local authorities; this is an improvement on the previous year when the ranking position was 65th out of 151 local authorities. Leeds remains in band B.

Table 22: Progress 8

	2017	2018	**2019**	
Leeds	0.07	-0.02	**0.03**	Leeds LA rank is **Equal 48 of 150 Band B**
National	-0.03	-0.02	-0.03	
Statistical neighbours	-0.12	-0.12	-0.16	
Core cities	0.13	-0.13	-0.10	
Yorkshire & Humber	0.03	-0.02	-0.02	

1.5.2.1 Progress 8 for disadvantaged pupils

In 2019, disadvantaged pupils in Leeds made on average more progress than the same pupils nationally. Leeds' performance is ranked equal 42nd out of 150 local authorities; this is an improvement on the previous year when the ranking position was 44th out of 151 local authorities.

Table 23: Progress 8 disadvantaged pupils

	2019	**Rank**
Leeds Disadvantaged	-0.38	
National Disadvantaged	-0.45	
Leeds Non Disadvantaged	0.22	**Equal 42/150 Band B**
National Non Disadvantaged	0.13	

1.5.2.2 Progress 8 for pupils with English as an Additional Language

Pupils in Leeds who have English as an additional language made almost half a grade more progress compared to pupils non-EAL pupils in Leeds. Performance of EAL pupils in Leeds is broadly in line with EAL pupils nationally.

Table 24: Progress 8 for pupils with EAL

	2019
Leeds EAL	0.47
National EAL	0.48
Leeds Non EAL	0.02
National Non EAL	-0.11

1.5.2.3 Progress 8 for pupils with SEND

In 2019, pupils in Leeds who have SEND made lower than average progress compared to pupils nationally; pupils who are categorised as SEN Support made almost half a grade less progress than pupils nationally, but when compared to the same pupils nationally, SEN support pupils in Leeds made more progress.

Pupils in Leeds who have a Statement or Education and Health Care Plan (EHCP) in place made almost a grade and half less progress, which is below the progress made by the same pupils nationally.

Table 25: Progress for pupils with SEND

	2019
Leeds Non SEN	0.18
National Non SEN	0.08
Leeds SEN Support	-0.39
National SEN Support	-0.43
Leeds State./EHCP	-1.48
National State./EHCP	-1.17

1.5.3 English and maths

The percentage of pupils achieving a grade 5 or higher in English **and** maths (strong pass) increased to 41.6 percent, within the context of a decline for national, statistical neighbours and core cities. Leeds remains in band C with a rank of 84th of 150 local authorities.

Table 26: The percentage of students achieving a strong pass in English and in maths

	2017	2018	**2019**	Leeds LA rank is **Equal 84 of 150** **Band C**
Leeds	39.3	40.9	**41.6**	
National	42.9	43.5	43.2	
Statistical neighbours	41.0	42.2	41.2	
Core cities	37.3	38.3	38.1	
Yorkshire & Humber	40.7	41.1	41.1	

1.5.3.1 English and Maths Disadvantaged pupils

A greater proportion of disadvantaged pupils in Leeds gained a grade 5 or above in English and maths than in 2018. In total 23.9% of disadvantaged pupils in Leeds were awarded a grade 5 for both subjects, just 0.9% below the national figure. This places Leeds in Band B and the authority ranks 64 out of 150 other authorities.

1.5.3.2 English and Maths Children with English as an Additional Language

The proportion of pupils with EAL who achieved a grade 5 or above in English and maths improved by 2.5%. However, at 35.9% this is still some way short of the national figure for pupils with EAL at 44.9%.

The percentage of pupils achieving a standard pass (9-4) in English and maths remains static at 62.1 per cent. Leeds remains in Band C and is ranked equal 100th of 150 local authorities. Nationally, 64.6 per cent of pupils achieved a standard pass, representing a gap of 2.5 percentage points. Leeds' performance is below statistical neighbours and the Yorkshire and Humber average but above core cities.

Table 27: The percentage of students achieving a standard pass in English and in maths

	2017	2018	**2019**	Leeds LA rank is **100 of 150** **Band C**
Leeds	60.5	62.1	**62.1**	
National	64.2	64.4	64.6	
Statistical neighbours	61.9	63.2	63.0	
Core cities	57.4	58.9	58.5	
Yorkshire & Humber	61.8	62.4	62.6	

Progress 8 scores for pupils at SEN Support – 2019 Performance in Leeds was above the national, Yorkshire & the Humber and statistical neighbours.

Progress made this year and further plans to improve standards at Key Stage 4

To improve attainment 8 and increase the proportion of pupils achieving a grade 4 of better in English and maths there has been an unrelenting focus on improving outcomes in English and maths.

In English, a nationally renowned speaker, Mary Myatt led a conference focussed on reading. This dovetailed with work secondaries have undertaken as part of the Year of Reading.

Consultants work with two local maths hubs. Some of the developments have included:

- delivering a funded professional development programme
- using manipulatives to support pupils at grades 4 and 5 in GCSE
- participating in the Innovation group Curriculum development workgroup
- participating in the Mathematical Thinking workgroup at GCSE.

To support other subjects which count towards Attainment 8, the Leeds learning Partnership, which is our secondary training offer to schools, includes membership of 13 subject networks which meet termly to share good practice and look at development in pedagogy. These have been delivered jointly with Huntington Research School in York since September 2018 to ensure that teaching and learning strategies in the classroom are underpinned by research based evidence. The Research Schools network seeks to break the link between family income and educational achievement so our work with Huntington is very much aimed at improving outcomes particularly for disadvantaged pupils.

The year has seen a focus both nationally and locally on curriculum development. LA advisers and consultants have delivered training to many schools and school based practitioners outlining the cognitive science underpinning curriculum development. As a result, many secondary schools have developed knowledge rich subject curricula which are delivered to pupils in a logical and sequenced way so that past learning is revisited and understanding is deepened. The focus on a knowledge rich curriculum also ensures that disadvantaged pupils have access to the 'cultural capital' which will enable them to progress to positive destinations and live fulfilling lives. Core advisers have carried out many Ofsted style 'deep dive' reviews of subject departments and given detailed feedback to individual schools on how they might improve their quality of education.

Two conferences focussed on emerging themes: assessment and behaviour with national high profile speakers.

To address outcomes for EAL pupils the focus this year has been using data in schools to inform planning and delivery of provision. Primarily, the approach has been to use EAL research and best practice in supporting effective collaboration, resource development, and Oracy strategies to develop teaching and learning practices for new arrivals and new to schooling pupils, disadvantaged BME including GRT and EAL learners, and Refugee and Asylum seekers. Differentiating specific needs of the different groups within the larger BAME group is also a key area of focus, to ensure what is delivered is suitable for the individual and is based on cultural awareness.

Secondary school EAL leads also access termly network meetings with sessions delivered on unconscious bias, EAL pedagogy, oracy, working with Roma pupils, refugee and asylum seekers, aspects of EAL leadership and management, and planning and delivery of training.

Individual school support and a partnering school support has proven to be an effective way of working for our school based practitioners. Most EAL leads now offer a form of training, coaching or EAL specific support to subject based colleagues. This year schools are collaborating in a CPD project to help dissemination of EAL knowledge within schools, with the aim of supporting the continual development of subject staff to meet the needs of specific vulnerable groups where attainment and progress is low. The planned approach covers areas such as cultural differences, cultural identity and admissions and inductions, EAL teaching and learning, pastoral care, academic support, high expectations, what improves attainment and access to learning. This year has also seen the development of the maths and Speech and Language Development secondary training offer for SENCOs. Consultations with schools support a robust graduated approach for children and young people with SEND needs.

1.6 Key stage 5

Key message: At A level, pupils in Leeds perform in line with national; in vocational qualifications they perform less well than other pupils nationally and in Tech levels, they exceed national.

The headline attainment measures at Key Stage 5 are the average point score (APS) per entry and APS per entry expressed as a grade. APS per entry measures are reported separately for cohorts of students depending on the types of qualifications taken: academic (mainly A level), applied general (vocational) and tech level. It is calculated by dividing the total point score by the total size of entries. APS per entry gives an indication of the average result achieved per qualification taken and provides a comparison of achievement over time, regardless of the volume of qualifications taken.

1.6.1 Average Points Score Per Entry

The average points score per entry figure for A level qualifications in both Leeds schools and Leeds schools and colleges combined saw a slight rise in 2019 by 0.50 points and 0.61 points respectively. However, in both cases, the figures are below all comparators.

For Applied General, for both Leeds schools and Leeds schools and colleges combined, the average points score per entry was lower than all comparators, despite an increase of 0.60 points for Leeds schools since 2018. The average points score per entry for Leeds schools and colleges combined fell by 1.34 points to 26.56 in 2019.

The Leeds schools and colleges combined average points score for the Tech level qualifications fell slightly by 0.14 points in 2019. In contrast, the Leeds schools average points score for the Tech level qualifications rose by 0.77 points. Leeds continues to outperform all comparators for this performance measure for both Leeds schools and Leeds schools and colleges combined.

The Leeds schools and colleges combined average point score for A level ranks Leeds 86th out of 149 authorities which places Leeds in Band C. For Applied General, Leeds is ranked 135th of 145 authorities, placing Leeds in Band D. For Tech Level, Leeds is ranked 26th out of 146 authorities, placing Leeds in Band A. There was a small cohort of Tech Levels students in 2019 (almost 400 students).

Table 28: Average points per entry

	2019		
	A Level	**Applied General**	**Tech Level**
Leeds schools	**31.78**	**27.13**	**32.68**
Leeds schools & colleges	**31.77**	**26.56**	**31.32**
National	32.87	28.89	28.64
Stat. Neighbour	32.94	28.79	29.78
Core Cities	32.06	28.67	29.03

1.6.2 Average Grade per Entry

In 2019, for A level attainment, the average point score for both Leeds schools and Leeds schools and colleges combined equates to a grade C+; an improvement on grade C (a grade that had remained the same since 2016/17). Nationally, for A level attainment; the grade remains a grade C+ (since 2017/18).

In 2019, Leeds schools average points score per entry expressed as a grade for Applied General rose to Merit+ (from Merit in 2018), placing Leeds in line with national. Conversely, the Leeds schools and colleges combined average points score expressed as a grade fell slightly to Merit (from Merit+ in 2018).

The average points score per entry expressed as a grade for Tech level qualifications for both Leeds schools and colleges combined and Leeds schools remains at Dist- (above national in 2019).

Table 29: Average points score per entry as a grade

	2019		
	A Level	**Applied General**	**Tech Level**
Leeds schools	**C+**	**Merit+**	**Dist-**
Leeds schools & colleges	**C+**	**Merit**	**Dist-**
National	C+	Merit+	Merit+

Progress made this year and further plans to improve standards at Key Stage 5

The main focus in 2019-20 has been to develop a Post 16 strategy for the city. An OBA event was held in January which brought together some key stakeholders such a school and college leaders, LA officers and governors. Since then LA officers have drawn up a set of overarching principles to underpin decisions about Post 16 provision in Leeds in the coming years which will be presented to councillors for consultation in the near future. A strategic planning group comprising service leads within Children and Families will assume leadership of this agenda.

Regular discussions are taking place with Leeds City College to look at how the Council can support the College in its application for government grant funding to address the shortfall in places predicted in Leeds in the future.
The Local Authority supports plans in the west of the city to develop a 600 place sixth form college. This would be a collaboration between Leeds City College and some schools in the area which would give up their smaller and uneconomic sixth forms in favour of the joint enterprise with a large curriculum offer to meet the needs of students at level 3.

Schools and colleges are supported through the traded offer from Leeds for Learning. This includes the option of attending a termly network and annual conference. Schools and colleges can buy in support from school improvement colleagues to evaluate the quality of teaching and learning and leadership and management at Post 16 in their setting. Some schools buy in a bespoke Post 16 review from a member of the school improvement team.

The training offer and the focus on developing curriculum detailed in the key stage 4 section are equally relevant to key stage 5.

1.7 Attainment at 19

Key message: Whilst progress data at key stage 4 is strong, it remains the case that in terms of raw attainment, fewer young people in Leeds are qualified to level 2 or level 3 by the age of 19 compared to the figures nationally.

Young people who are qualified to level 2 have the equivalent of 5 GCSEs at grade 4 or above. Level 2 attainment has fallen by 1.8 percentage points since 2018; this is following the trend of all comparators although at a greater rate. Leeds ranks 136th out of 152 local authorities, placing it in Band D. Nationally, Level 2 attainment was 81.8% representing a gap of 6.2 percentage points between it and the Leeds figure.

64% of pupils in Leeds gained 5 GCSEs including English and maths by the age of 19 compared to the national figure of 68.7%. As a result, this places Leeds in Band D and ranks the authority 121 out of 150.

Young people qualified to level 3 have the equivalent of two A levels or more. Level 3 attainment in Leeds has fallen by 2.2 percentage points since 2018 to 49.9%; similar to Level 2, this is following the trend of all comparator groups although at a greater rate. Leeds ranks 124th out of 150 local authorities, placing it in Band D.

Attainment at 19 for Level 2 and 3 has fallen for pupils who are eligible for free school meals by 2.2 percentage points to 50.7% for Level 2 and by 1.2 percentage points to 24.5% for Level 3. Leeds ranks 146th out of 150 local authorities for Level 2, placing it in Band D and 135th out of 150 local authorities for Level 3, placing it in Band D.

Attainment at 19 for Level 2 for pupils who are SEND (as recorded in year 11) has fallen in Leeds in 2019. For pupils who are categorised as being SEN Support attainment has decreased by 2.5 percentage points to 48.4% and by 6.8 percentage points to 17.8% for pupils who have an EHCP; the lowest it has been in the last 14 years.

Attainment at 19 for Level 3 pupils who are categorised as being SEN Support has improved by one percentage point to 23.5% in Leeds. When compared to the national figure of 30.7%, this represents a gap of 7.2 percentage points; the gap has reduced since 2018 by 1.3 percentage points.

29.1% of pupils who are categorised as SEN Support qualified to Level 2 with English and maths by 19, an improvement of almost two percentage points since 2018.

14% of pupils in Leeds who are categorised as SEN Support progressed to attaining GCSEs 9-4 or other Level 2 qualification in English and maths at age 19 where they had not previously done so at 16, an improvement of 2.7 percentage points. As the national figure has improved by 0.4 percentage points the gap between Leeds and national has reduced from 6.1 to 3.8 percentage points.

1.8 Looked after children

Key message: Outcomes for looked after children vary from year to year, often due to the changing nature of the cohort. However, at the primary and secondary exit points there have been improved and sustained outcomes.

At the end of key stage 2, 38% of looked after children reached the expected standard in reading, writing and maths. This is the same figure as that in 2018, and a 12% improvement on the proportion of pupils achieving this measure in 2017.

At the end of key stage 4, 13.2% of looked after children achieved a strong pass in English and maths. This is a 3.2% increase on 2018, although it remains far below the overall figure of 41.6% for all Leeds children.

Table 30i: Outcomes for look after children

	2017	2018	2019
EYFS			
GLD	50	33.3	**31.6**
KS1			
Phonics	53	65	**57**
Reading	46	39	**41**
Writing	39	24	**35**
Maths	46	39	**41**
KS2			
Reading	52	51	**49**
Writing	43	55	**49**
Maths	43	46	**52**
GPS	54	57	**52**
RWM	26	38	**38**
KS4			
P8	-0.73	-1.01	**-0.87**
A8	22.1	20.4	**23.6**
Strong pass	8.5	11.0	**13.2**
Standard pass	19.7	20.7	**25.3**

Table 30 ii: Key Stage 2 Reading, Writing & Maths combined - percentage of pupils reaching the expected standard

	2016	2017	2018	2019
Leeds *(all pupils)*	48	56	61	**62**
National *(all pupils)*	54	62	65	65
Leeds *(CLA)*	24	26	38	**38**
National *(CLA)*	25	32	35	36

Table 30 iii: Key Stage 4 - percentage of pupils achieving a strong pass (grade 9-5) in English and Maths

		2017	2018	2019
Leeds *(all pupils)*	-	39.3	40.9	**41.6**
National *(all pupils)*	-	42.9	43.5	43.2
Leeds *(CLA)*	-	8.5	11.0	**13.2**
National *(CLA)*	-	7.4	7.7	7.3

Progress made this year and further plans to improve outcomes for looked after children

The following are among the key developments made to support looked after children in Leeds and improve outcomes:

- Improved guidance, documentation and workflow for personal education planning went 'live' in January 2020 with requirement for termly reviews
- Expansion of the successful pilot of the Building Underdeveloped Sensory Systems: Readiness for School programme for all looked after children aged 2, 3 and 4
- Delivery of Booktrust Letterbox book-gifting scheme for 5-11 year olds and Dolly Parton's Imagination Library for all under 5 looked after children and children of care leavers
- Funding of the Leeds City College Transitions Champion delivering transition support to the looked after cohort to support secure destinations to post-16
- Appointment of 3 high quality 'new to care' PEP co-ordinators to ensure children's progress is accurately benchmarked on becoming looked after and appropriate targeting of support implemented as early as possible
- Delivery of intensive trauma/attachment training to more than 20 schools and settings to support social, emotional and mental health needs
- Commissioning of the Institute of Education Promoting the Achievement of Looked After Children research programme for a second round of investigations/action research by schools and settings into 'what works'.

2. Attend

2.1 Primary Attendance

Key message: Primary attendance is in line with national but persistence absence and unauthorised absence is higher than national.

Primary attendance over the 6 half terms of 2018-19 was in line with national.

Table 31: Primary attendance

	2015	2016	2017	2018	2019	Change	Leeds LA rank is
Leeds	96.1	96.0	96.0	95.9	**96.0**	**+0.1**	**62 of 152**
National	96.0	96.0	96.0	95.8	96.0	+0.2	
Statistical neighbours	95.9	96.0	95.9	95.6	96.0	+0.4	
Core cities	95.7	95.6	95.7	95.7	95.8	+0.1	**Band C**
Yorkshire & Humber	95.8	95.9	95.8	95.7	95.8	+0.1	

However, **unauthorised absence** is higher in Leeds than it is nationally. 1.5% of the absence was unexplained or unjustified. This ranks Leeds 125 out of 152 authorities and in Band D.

Invoices for penalty notices raised over the last 3 years.

Academic year	Invoices
2017-2018	3014
2018-2019	4859
2019-up to March 2020	4515

Despite an increase in the number of penalty notices raised, it has not yet impacted on the unauthorised absence figures. Throughout the year, there has been increased support to schools through increased communication, the publication of a School Attendance Toolkit and more register checks by attendance officers.

Persistent Absence in Leeds *(when a pupil's overall absence equates to ten percent or more of the possible sessions they could attend)* is above national. 8.8% of children were persistently absent compared to 8.2% nationally. However, this is 1% lower than the figure for core cities and below the Yorkshire and Humber average. On this measure Leeds ranks 98 out 152 authorities and is in Band C.

2.1.1 Children Eligible for Free School Meals

The attendance in Leeds for children eligible for free school meals was 93.9%, an improvement of 0.2%. This puts Leeds in line with the national figure for the same cohort, which is 94%. However, the attendance of children in Leeds not eligible for free school meals was 96.4% so there is still a gap between the two groups which needs addressing.

2.1.2 Children with English as an Additional Language

The gap in attendance between EAL and non-EAL pupils in Leeds is much smaller, at 0.3%. The attendance figure for EAL pupils in Leeds was 95.7% compared to 95.9% nationally, and to 96% for the non-EAL cohort in Leeds.

2.1.3 Children with SEND

The attendance of pupils with SEN Support in Leeds was 94.7%, marginally above the national figure. However, the attendance of pupils with an EHC plan was 92%, one percentage point below national. The attendance of both cohorts is below that of the Leeds and national figures, which are above 96%.

2.2 Secondary Attendance

Key message: Children who are eligible for free school meals have low attendance compare to their non-FSM peers, and this gap is wider in Leeds than it is nationally.

Table 32: Secondary attendance

	2015	2016	2017	2018	2019	Change	Leeds LA rank is
Leeds	94.4	94.3	94.3	94.2	**94.2**	**0.0**	**=114 of 152**
National	94.7	94.8	94.6	94.5	94.5	0.0	
Statistical neighbours	94.7	94.8	94.4	94.2	94.4	+0.2	
Core cities	94.4	94.4	94.2	94.3	94.2	-0.1	**Band D**
Yorkshire & Humber	94.5	94.5	94.3	94.1	94.1	0.0	

Secondary attendance in Leeds has remained unchanged from 2018 and is 0.3% below national, but in line with core cities and above the Yorkshire and Humber figure. As with primary attendance, the unauthorised figure at 2.7% is considerably higher than the national figure of 1.8%. This ranks Leeds 135 out of 152 authorities and in Band D.

Persistent Absence in Leeds *(when a pupil's overall absence equates to ten percent or more of the possible sessions they could attend)* is above national. 14.6% of children were persistently absent compared to 13.7% nationally. However, this is lower than the figure for core cities and below the Yorkshire and Humber average. On this measure Leeds ranks 110 out 152 authorities and is in Band C.

2.21 Children Eligible for Free School Meals

The attendance in Leeds for children eligible for free school meals was 89.2%, a further decline of 0.4%. This puts Leeds below the national figure for the same cohort, which is 90.8%. The attendance of children in Leeds not eligible for free school meals was 95.2% indicating a large gap between the attendance of both groups.

2.2.2 Children with English as an Additional Language

The attendance of EAL in Leeds is higher than that of non-EAL pupils at 95.1% and 94% respectively. The attendance figure for EAL pupils in Leeds is 0.3% lower than the national figure for EAL pupils.

2.2.3 Children with SEND

The attendance of pupils with SEN Support in Leeds was 90.3%, below the national figure of 91.9%. The attendance of pupils with an EHC plan was also below national, 91.1% compared to 91.4%.

2.3 Attendance in Special Schools

Key message: all headline attendance measures are declining.

Table 33: Attendance in Special Schools

	2017	2018	**2019**	Change	
Leeds	89.8	88.5	**88.0**	**-0.5**	Leeds LA rank is **=131 of 152** **Band D**
National	90.3	89.8	89.9	0.1	
Statistical neighbours	90.5	90.1	90.3	+0.2	
Core cities	88.5	87.8	87.5	-0.3	
Yorkshire & Humber	90.4	90.0	90.0	0.0	

Attendance in special schools in Leeds dropped by half a percentage point and this means that there is now a gap of nearly 2% between the Leeds and national figure. Unauthorised absence is 3.8% compared to 2.3% nationally and the persistent absence figure in Leeds of 32.7% is nearly 4% higher than national

Progress made this year and further plans to improve attendance

In the last year the School Attendance Service have undertaken free support sessions for schools and academies – offering both pre and post Ofsted reviews and a register check service (under 2008 legislation) to ensure schools are prepared for the School Import Data (SID) roll out. This new School Import Data system will enable attendance, exclusion and admission information to be gathered directly from schools on a weekly basis and enable child level data to be more immediate. This will be particularly useful for monitoring FSM, SEN and CIN/CP attendance by school and pupil and will lead to more proactive work. Attendance data may show some change as schools coding becomes more accurate.

The increase in direct contact and partnership work with schools has led to an increase in schools' request for specific Service Level Agreement (SLA) work at bronze, silver and gold level as well as repeated SLA year on year. Some schools have re-engaged with SLA for more training and support having had their own attendance team for some years since traded work began.

Schools have also received an update Attendance Toolkit with specific outline of expectations on schools and clarity of process for where a penalty notice is required. Last year saw an upward movement in penalty notices from schools as a result. Please note that since Covid-19 lockdown began, there has been no penalty notices sent out so the number of Penalty Notices and funding from this will be significantly reduced this year.

The School Attendance Service team continues to work closely with the Children Missing Education team and the Elective Home Education team as well as with Admissions and fair access protocols. Work has also started with social care to support CIN children with low attendance more specifically and this will be enhanced with a new post in Learning Inclusion in the near future.

During 20/21, register checks will continue and analysis of data from SID will support more rapid response to schools and children with low attendance trends. The new 10 day non-attendance referral process from schools *(where a child has been absent without parental reason)* introduced this year is supporting a more rapid response to non-attendance.

Multi-agency work has developed this year on issues relating to low or irregular attendance for recognised medical reasons. New guidance to schools and governors has been developed to support those pupils with long term health conditions and confirmation of processes when a child is not well enough for schools.

2.4 Exclusions

Data for exclusions is always time-lagged by one year. Therefore these are the figures and trends for exclusions in 2017-18.

Permanent exclusions remain low in Leeds compared to national and other comparators with 1 permanent exclusion in primary schools and 5 in secondary in 2017/18. Leeds is in band A for both and ranked as 28 out of 151 LAs for primary and 4 out of 151 for secondary.

The primary school fixed period rate remains in band A at 0.77. This is small decrease from 2016/17 when the exclusion rate was 0.82. Leeds is ranked 27 of 151 LAs. The secondary school fixed period exclusions rate has decreased from 14.52 in 2016/17 to 9.64 in 2017/18 and is now below national (10.13) and all other comparators. Leeds is ranked 85/151 LAs and band C. The most common reason recorded for fixed period exclusion in secondary schools was persistent disruptive behaviour (1770 pupils), verbal abuse/physical assault against adult (998) and physical assault against a pupil (663).

The rate of pupils with 1 or more exclusions has also reduced and is now 4.68. This is now in line with national and below comparators. Leeds is ranked 80/151.

Although there are fewer fixed term exclusions in Leeds than many other authorities they generally last for a longer period of time. The average number of days lost per excluded pupil increased again in 2017/18 to 6.69. Leeds is ranked 147/151 and remains in band D.

Overall, in secondary schools, there were 2101 fewer fixed term exclusions and 529 fewer pupils exclusions in 2017/18 compared to 2016/17. The average length has increased for the third year in a row (average is less than the peak of 7 in 2015).

Progress made this year and further plans to reduce exclusions

As in previous years, fixed term exclusion data at the level of school and by child has been shared each term with the Area Inclusion Lead officers and with Area Inclusion Partnership (AIP) Chairs. They in turn share the information within their specific local school partnerships. The purpose of this is to ensure that any child with 3 or more fixed term exclusions is looked at to see if further support is required to enable inclusion in learning and promote a reduction in further exclusions.

There continues to be good partnerships between the LA and schools specifically around exclusion with the AIP Partnerships which has maintained the Child Friendly city ethos of low/no permanent exclusions. When any permanent exclusions are notified to the LA, the school is invited to the Social, Emotional and Mental Health (SEMH) Panel for discussion. The high support and high challenge of this discussion and partnership continues to ensure that other solutions are explored. Many permanent exclusions have been able to be withdrawn due to this process. Where they do move to governors meetings they are in most part upheld. None were overturned by Independent Review in this year.

As part of a continuation of review of the data and trends, the LA exclusion team has been strengthened by additional casework officer support enabling the lead officer to have increased capacity around permanent exclusions, governors' meetings and fixed term exclusion cases where flagged to the LA by parents. The intention is that in the future these officers will attend governors meetings' where a student has 15 days or more fixed term exclusions and where parents have requested support.

**Validated data for the last academic year is not available to identify trends in exclusions. However, further reference can be made to the 'Exclusions Scrutiny Report' for more detail and data sets on exclusions.*

3. Achieve

Achieve is used here in its broadest sense to include not just exams but pupils' personal and social development and wider growth and success. Furthermore, children and young people should be able to access a wide range of experiences and successfully participate in sport, the arts, citizenship and more.

3.1 Health and Well-being

Health & Wellbeing Service

Up to September 2019, 237 (86%) of schools across Leeds were engaged in the Leeds **Healthy Schools** programme.

Up to September 2019 263 (95%) of schools across Leeds were engaged in the **MindMate Friendly** and Champion Programme.

Investors in Pupils engaged with 44 schools who successfully accredited as Investors in Pupils schools; 33 schools through self-review (including 8 Leeds schools) and a further 11 accredited through on-site assessment (including 2 Leeds schools).

The 8 week **Leeds Resilience Programme** was delivered to 113 young people across 10 schools/ settings.

3.11 My Health My School Survey

The Annual My Health My School Survey provides some invaluable data which enables tracking of pupils' health and well-being. For the year 2018-19, it gained responses from over 17,000 pupils in 188 schools.

After 7 consistent years, this year saw a 2% increase to just under 24% of pupils reporting that, on an average day, they eat ***'5 or more portions of fruit and vegetables'***. Year 11 also recorded its highest level at 14%.

Physical activity of '7 or more times of 30 minutes or more' increased significantly in 2013/14 to 68% after remaining consistent at around 40% since 2009/10. This year has continued the upward trend with the highest ever physical activity levels recorded over the 12 years of the survey with this years' data peaking at 71% overall and Primary schools recording their highest levels too at 78%.

Overall numbers of pupils reporting they have ***'never smoked, have tried or used to smoke'*** has consistently increased over the last 12 years, stabilising at 98% since 2015/16. After 7 years of gradual improvement, peaking last year at 89%, Year 11 saw a 3% decline to 86%.

The rate of pupils ***'smoking 10 or more cigarettes a day'*** has reduced since 2007/8 from 3%, and has remained consistent over the last 5 years at around 0.5%. Year 11 data has risen to a ten year high at 4%, a 2% increase on the previous year.

After a significant increase in ***'abstinence from drinking alcohol'*** from 40% in 2007/8 to 64% in 2015/16, the data has stabilised over the last 4 years at a rate of 64%. Year 11 results showed its biggest improvement in one year (7%) now recording its best outcome at 32%. After a record high for Primary schools last year (77%), this year saw a 4% drop (73%) in pupils reporting that they have never had a drink of alcohol.

All year groups reflected a rise in pupils reporting ***'drinking alcohol everyday'***. Year 11 students recorded the worst results since the survey began with a 3% increase on last year to a high of 5%.

Feeling happy 'everyday, most days' saw an overall 5% decrease this year on last year (79% to 74%); the lowest rate since the question was introduced in 2009/10. Both Secondary and Year 11 also saw the lowest rate at 68% and 62% respectively, reflecting a steady decline from 82% in 2009/10 for both. At primary level the figure has

remained consistent since 2009/10 at around 84%, although this year saw a 4% reduction from last year to 79%, the lowest rate recorded.

All year groups reported the worst levels for pupils ***feeling 'stressed or anxious every day or most days'*** with overall increasing from 19% in 2009/10 to 24% this year, a consistent increase over 6 years. Primary pupils have reported increases for 6 consecutive years from 13% to 18%, and secondary pupils reflected an increase over the last 5 years from 23% to 34%. Year 11 has seen the biggest increase from 28% in 2012/13 to 48% this year, reflecting a 3% increase on last year.

For overall bullying incidents pupils reporting **'not at all' to being bullied** in the last 12 months peaked at 70% in 2016/17 following 5 years of gradual improvement. The last two years however have shown a decline to 65% (4% on last year). Both primary and secondary schools saw a 4% decline to 64% and 66% respectively, with year 11 seeing a 7% drop to 72%.

Secondary year groups saw a decrease in those reporting that they chose to **'drink to get drunk'** from 13% to 5% in 2015/16, which has now stabilised over the last three years at 6%. Year 11 recorded a third consecutive yearly increase to 19% (3% rise).

Illegal drug use has dropped significantly since 2007/8 in secondary pupils overall, reducing consistently from a peak of 17% to a low of 5% in 2015/16. An increase in 2016/17 has remained consistent the last two years at 7%. Year 11 pupils' reporting 'ever using an illegal drug, glue, gas or solvent as a drug', has fluctuated over the years, peaking at 28% in 2007/8 and a low of 15% in 2015/16. Over the last 3 years we have seen this gradually increase to 22% (1% increase this year).

Overall secondary pupils reporting ***'ever having had sexual intercourse'*** saw its' lowest ever level this year at 12% after recording a significant decrease over time from 38% in 2007/8.Year11 data also reflects this downward trend over time from 47% in 2007/8 to 24% this year, a 4% decrease on last year and now at its lowest level.

Of students reporting 'ever having had sexual intercourse', the proportion reporting ***'either using a condom or a condom and another form of contraception'*** has stabilised over the last two years at 49% for secondary and about 50% for year 11. The secondary rate has steadily decreased since 2008/9 at 73% to 46% in 2015/16, though it did increase in 2016/17 to 57%. The number of pupils reporting 'never using any form of protection' the last time they had sexual intercourse reached its highest level this year at 42%, after consistently seeing an increase since 2007/8 when the rate was 19%.

Active Schools + Service

The Active Schools+ Service has provided 48 participation events in this period, with a school engagement rate of 223 across these events and a total of 3,623 children have taken part. The service has carried out 73 bespoke support visits, and delivered 7 staff training events with 252 school staff trained.

Progress made this year and further plans to improve Active Schools +

- Develop a new offer to support both physical activity and mental health in primary settings
- Develop pupil leadership programmes to link in with the school physical activity and sport offer
- Support and training for the following new statutory curriculum:
  - Primary Schools: Health Education

Progress made this year and further plans to improve health and well-being

- Leeds Healthy Schools Programme - Post 16 focus
- Leeds Healthy Schools Early Years Programme
- Delivery of the Youth Mental Health First Aid Training
- Support and training for the following new statutory curriculums:
  - Primary Schools: Relationship and Health Education
  - Secondary Schools: Relationship and Sex Education and Health Education
- Develop a Post 16 and SEND specific survey to sit alongside the main My Health My School Survey
- Review the Investors in Pupils programme to reflect current priorities for schools

The preventative work carried out by the Health & Wellbeing Service specifically towards drugs, alcohol and smoking education has been the following:

PRIMARY

- **You, Me, PSHE scheme of work** – Drug Wise – A full drugs, alcohol, tobacco unit, including lessons and pre and post assessments for all year groups 1- 6.
- **Drug Wise in school training offered to all schools.**
- **Rory training offered to all schools** – to increase awareness of the physical and social effects of harm caused by alcohol, develop greater awareness of the impact of parental alcohol misuse on children and be able to better identify children who are, or may be, affected by parental drinking and/or domestic violence
- **Oh Lila training offered to all schools** – to have an increased awareness of the physical and social effects of harm caused by alcohol.
- **Drugs policy training –** supporting schools to write a comprehensive Drugs policy
- **School support visits -** analysing My Health My School survey data in relation to drugs, alcohol and tobacco and supporting schools with relevant interventions.
- **School Health Check –** Healthy Schools online self-audit tool to self-evaluate drug education provision.

From September 2020 onwards:
The above will continue plus:
September 2020 primary statutory Health Education guidance for KS1 & 2

- *the facts about legal and illegal harmful substances and associated risks, including smoking, alcohol use and drug-taking.*

SECONDARY

- **Alcohol Education Trust training offered to all schools –** This includes a resource pack and lesson plans for KS 3, 4 and 5 with SEND sessions too.
- **Drugs policy training –** supporting schools to write a comprehensive Drugs policy
- **Leeds Secondary Toolkit units –** *All* schools have access to these resources and lesson plans. This currently includes lessons on the effects and risks of alcohol, solvent abuse, effects and risks of cannabis, legal status of drugs, how drugs and alcohol can affect decision making, resisting drugs and peer pressure.
- **School Health Check –** Healthy Schools online self-audit tool to self-evaluate drug education provision

September 2020 onwards:
The above will continue plus:

- **Leeds Secondary Toolkit units –** This is being revised so that all lessons are in line with the new statutory guidance.
- **September 2020 Secondary statutory Health Education guidance for KS3 & 4**
  - *the facts about legal and illegal drugs and their associated risks, including the link between drug use, and the associated risks, including the link to serious mental health conditions.*
  - *the law relating to the supply and possession of illegal substances.*
  - *the physical and psychological risks associated with alcohol consumption and what constitutes low risk alcohol consumption in adulthood.*
  - *the physical and psychological consequences of addiction, including alcohol dependency.*

- *awareness of the dangers of drugs which are prescribed but still present serious health risks.*
- *the facts about the harms from smoking tobacco (particularly the link to lung cancer), the benefits of quitting and how to access support to do so.*

POST 16

Support from the Health and Wellbeing Service includes;

- **POST 16 toolkit –** includes lessons on alcohol and sexual behaviour**,** illicit drug use, with a focus on cocaine and risk assessment and management.
- **Drugs policy training –** supporting schools to write a comprehensive Drugs policy
- **Alcohol Education Trust training offered to all schools –** This includes a resource pack and lesson plans for KS 3, 4 and 5 with SEND sessions too.

September 2020 onwards:

The above will continue.

3.2 ArtForms Music

During 2018-19, ArtForms Music, as the lead organisation in the **Leeds Music Education Partnership** (LMEP) - the *music hub* for Leeds - engaged effectively with schools through a wide range of core roles: supporting curriculum development, delivering whole class instrumental learning and singing strategies. In many cases this was at a rate that was at or above national average. Key headlines include:

- Almost 19,000 children received **music tuition** provided by ArtForms in Leeds schools. This number includes 7500 children who received teaching from the ArtForms National Curriculum team;
- Almost 1500 learners participated in a range of classes in 7 locally based **music centres** across Leeds
- ArtForms Music continued to provide high level opportunities through 12 **City of Leeds Youth Music Groups**, involving about 430 children and young people
- Major city-wide events in 2018-19 included: **'Big Play'** (involving 25 schools), **'Big Sing'** (26 schools), the **Summer Festival concert** (68 schools), **Christmas Concert** (41 schools) and the **'Big Samba'** (11 schools).
- The number of schools in our **'Music Champion Schools'** programme (which recognises schools who are committed to delivering inspirational music teaching through hub engagement) has doubled to more than 20 in 2019.
- LMEP allocated 26 **Innovative Activity grants** to stimulate further musical activities in schools.

Progress made this year and further plans to improve ArtForms Music

- **Levels of engagement** this year in all areas of ArtForms/LMEP activity has remained high.
- LMEP has engaged proactively in a regional music hub **inclusion review** to recognise and share areas of strong practice in Leeds and other local hubs and to identify areas for further development. This will result in a five year 'Inclusion' Strategy' to further improve musical achievement for children and young people in Leeds, particularly the most vulnerable
- The service is increasingly focusing on developing a range of **on-line musical resources** to support teaching and learning

3.3 Year of Reading

Improving reading is a significant challenge in Leeds with data indicating that outcomes in reading for children and young people are below national expectations, particularly in EYFS and Key Stages 1 and 2.

As a result of data analysis, one of the three obsessions of the 3As Strategy is that ***"All children in Leeds read for learning and fun".***

The intention of the Year of Reading is to promote reading not simply for learning but for enjoyment and not merely for tests, but to provoke imagination and creativity. In line with the principles of 'Think Family' a key aim is to work to promote family reading and the strong bonds made possible by parents reading to their child. The Year of Reading seeks to activate the city around reading in support of families, children and schools.

The impact of the 19/20 Year of reading will not be evident in the outcomes contained in the 2018/19 Annual Standards Report and as a result of the current Covid-19 pandemic momentum has stalled somewhat with many planned activities and initiatives not able to take place.

The Year of Reading Steering Group will now meet to decide how best to take the Year of Reading strategy forward to ensure that the momentum and impetus generated continues and that reading remains as the central priority in our drive to raise outcomes for young people at all stages.

Some activities which have taken place as part of the Year of Reading?

- A **Launch event** held at Shakespeare Primary School alongside the Booktrust, schools, library teams, Councillors, Leeds United and Leeds Rhinos.
- **Online resources** supporting reading (www.leedsforlearning.co.uk/YearofReading)
- **Author visits** to venues throughout the city.
- A **cross-council initiative** alongside partnerships with Booktrust, schools, local businesses, School Library Service, Leeds Library Service, Childrens Centres, Leeds United, Leeds Rhinos and The British Library
- Approximately **200** social workers, health visitors and charity colleagues have been trained in Booktrust schemes in how to support families and young people to develop the love of reading and support the raising of outcomes for young people.
- **Volunteer reading in schools** programme established with local businesses, Child Friendly Leeds Ambassadors and Council teams.
- Re-vamped **Summer Reading Challenge** developed by the Schools Library Service.
- Two new **Schools Library Service "Story Buses**" have been launched to visit more children's centres, schools and community centres and will help promote the love of reading amongst our most vulnerable communities.
- **Schools and settings** have undertaken a range of Year of Reading activities
- **Book donation boxes** set up in Merrion House and Adams Court- unwanted high-quality books dropped off by LA staff and distributed to a range of organisations that can utilise them.
- Supported the roll-out of the **Letterbox Club** reading initiative (reading and book programme for Looked After Children).

Additional Resources generated through the Year of Reading

- 12,000 books to schools and Childrens centres across the city in the Big Leeds Book Grab.
- The Letterbox Club scheme has seen 350 looked after children receive 6 monthly resource packs filled with books and other reading materials and games.
- Through Dolly Parton's Imagination Library, each month since November 2019, approx. 200 looked after 0-5 year olds have received a book
- The partnership with the Booktrust has resulted in excess of 50,000 books coming to Leeds this year, including a book for every baby born in Leeds

This page is intentionally left blank

Equality, Diversity, Cohesion and Integration Screening

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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision.** Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

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

Directorate: Children and Families	**Service area: Learning**
Lead person: Phil Mellen	**Contact number: 0113 3783629**

1. Title: The Annual Standards Report

Is this a:

	Strategy / Policy		**Service / Function**	x	**Other**

If other, please specify. The report provides information on the Annual Standards Report 2018/2019. The Annual Standards Repot provides a yearly update on educational outcomes in Leeds.

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

The Annual Standards Report provides analytical information on the progress being made against a set of measures which have been identified as being key determinants of how the city's children and young people are succeeding academically and beyond. The content of the report is being screened to identify any impacts on equality, diversity, cohesion or integration.

3. Relevance to equality, diversity, cohesion and integration

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

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

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

Questions	**Yes**	**No**
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations	x	

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

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

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

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

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment. Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the Council to achieve its ambition to be the best city in the UK and ensure that as a city, work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

The obsessions and priorities of the 3As Strategy have been specifically selected to measure the city's progress in closing the gap between disadvantaged pupils and their peers. For example, priorities analyse children excluded from school, those being

educated outside of mainstream settings, focus on children with special educational needs and also children with English as an additional language.

- **Key findings**

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

The report comments on outcomes for 2018/19 and on progress made in comparison with the Annual Standards Report 2017-18 academic year. It outlines where Leeds is in relation to its ambition to support children, including those living in poverty and with disadvantage, as set out in the 3As Strategy.

The 3As Strategy places increased focus on 3 obsessions and 8 priorities with an aim of reducing the gap between disadvantaged children and their peers. A “key measure” has been set against each of the obsessions and priorities to enable the Council to closely monitor progress and to adapt and implement appropriate resources when and where necessary.

The 3As Strategy and the Annual Standards Report focus on universal support and also on targeted support to ensure equality, inclusion, cohesion and diversity are at the heart of the work undertaken by the local authority and to give all children in Leeds the same opportunities to succeed.

- **Actions**

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

- The local authority will continue to maximise the use of all LA learning teams to support education settings in the city to ensure equity of opportunity for all children and young people in Leeds.
- Leeds City Council will continue to work in partnership with schools, settings and partners to promote and progress projects across the city to close attainment gaps between disadvantage children and young people and their peers.
- The local authority will regularly measure and monitor progress made against the key measures detailed under each of the obsessions and priorities within the 3As Strategy and adapt distribution of resources as appropriate and where the most positive impact can be made.

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

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

6. Governance, ownership and approval Please state here who has approved the actions and outcomes of the screening		
Name	**Job title**	**Date**
Dave Clark	Head of Service for Learning Improvement	25th May 2020
7. Publishing This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published. Please send a copy to the Equality Team for publishing		
Date screening completed		25th May 2020
Date sent to Equality Team		
Date published (To be completed by the Equality Team)		