

**Time and Date**

2.00 pm on Tuesday, 16th April 2024

**Place**

Committee Room 3 - Council House, Coventry

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**Public business**

1. **Apologies**
2. **Declarations of Interest**
3. **Minutes** (Pages 3 - 20)
  - (a) To agree the minutes from the meeting of Cabinet on 12<sup>th</sup> March 2024
  - (b) Matters arising
4. **Rebuilding Drug and Alcohol Treatment and Recovery Services**  
(Pages 21 - 36)  
Report of the Director of Health and Wellbeing
5. **Academies Act 2010 - Proposed Academy Conversion of Coventry Extended Learning Centre (CELC) - Grant of Long Lease to Solihull Alternative Provision Multi Academy Trust (SAPMAT)** (Pages 37 - 50)  
Report of the Director of Partnerships and Performance
6. **Outstanding Issues**  
There are no outstanding issues
7. **Any other items of public business which the Chair decides to take as a matter of urgency because of the special circumstances involved.**

**Private business**

Nil

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Julie Newman, Director of Law and Governance, Council House, Coventry

Monday, 8 April 2024

Note: The person to contact about the agenda and documents for this meeting is Michelle Salmon, Governance Services, Email: [michelle.salmon@coventry.gov.uk](mailto:michelle.salmon@coventry.gov.uk)

## Membership

### Cabinet Members:

Councillors L Bigham, R Brown, K Caan, G Duggins (Chair), P Hetheron, A S Khan (Deputy Chair), J O'Boyle, K Sandhu, P Seaman, and D Welsh

### Non-voting Deputy Cabinet Members:

Councillors P Akhtar, S Agboola, G Hayre, A Jobbar, G Lloyd and S Nazir

### By invitation:

Councillors S Gray, P Male and G Ridley (Non-voting Opposition representatives)

## **Public Access**

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**Michelle Salmon, Governance Services,  
Email: [michelle.salmon@coventry.gov.uk](mailto:michelle.salmon@coventry.gov.uk)**

## Coventry City Council

### Minutes of the Meeting of Cabinet held at 2.00 pm on Tuesday, 12 March 2024

Present:

Members: Councillor G Duggins (Chair)  
Councillor AS Khan (Deputy Chair)

Councillor R Brown  
Councillor K Caan  
Councillor P Hetherington  
Councillor J O'Boyle  
Councillor K Sandhu  
Councillor P Seaman  
Councillor D Welsh

Non-Voting Deputy  
Cabinet Members Councillor S Agboola  
Councillor P Akhtar  
Councillor A Jobbar  
Councillor G Lloyd  
Councillor S Nazir

Non-Voting Opposition  
Members: Councillor P Male  
Councillor R Simpson (Substitute for Councillor G Ridley)  
Councillor S Gray

Other Members: Councillor N Akhtar  
Councillor R Lakha  
Councillor CE Thomas

Employees (by Service Area):

Chief Executive: J Nugent (Chief Executive) M Burrows

Adults and Housing: J Crawshaw, J Reading

Finance and Resources: B Hastie (Director)

Law and Governance: O Aremu, S Bennett

Partnerships and  
Performance: A Cole, L Lambert, M Legard, R Sugars

Property Services and  
Development R Moon (Director), A Hunt, L Lewis

Public Health and  
Wellbeing: R Chapman, J Ross

Regeneration and  
Economy A Williams (Director), C Booth, D Nuttall, S Weir

Transportation, Highways and Sustainability C Knight (Director), M Adams

Apologies: Councillor L Bigham, G Hayre, G Ridley

## Public Business

### 81. **Declarations of Interest**

There were no disclosable pecuniary interests.

### 82. **Minutes**

The Minutes of the meetings held on 13 and 20 February, 2024 were agreed and signed as true records.

There were no matters arising.

### 83. **Exclusion of Press and Public**

**RESOLVED** that the press and public be excluded under Sections 100(A)(4) of the Local Government Act 1972 for the consideration of the following private reports on the grounds that the reports involve the likely disclosure of information defined in Paragraphs of Schedule 12A of the Act as indicated, and that in all circumstances of the cases, the public interest in maintaining the exemption outweighs the public interest in disclosing the information:

<b>Minute Number</b>	<b>Report Title</b>	<b>Paragraph(s) Of Section 12A Of the Act</b>
97	City Centre Cultural Gateway Project Update	3
98	Procurement of a New Contract for the Supply of Electricity and Ancillary Services	3
99	Coventry and Warwickshire Religion and Worldviews Agreed Syllabus for Religious Education 2024 - 2029	3

### 84. **Acceptance of Accommodation-based Support Grant 2024 -2025: Part 4 Duties of the Domestic Abuse Act 2021**

Cabinet considered a report of the Director of Public Health and Wellbeing that sought approval of a grant of £885,733 for 2024/25 from the Department of Levelling Up to fulfil the functions of the new statutory duty arising from the Domestic Abuse Act 2021 which received Royal Assent on 29 April 2021. The Act introduced several new duties and a range of implications for local authorities including safe accommodation strategic planning, safe accommodation provision

and support for victims, and the prioritisation of domestic abuse victims within homelessness applications.

In July 2022 Cabinet noted the acceptance of the grant of £852,283 in 2022/2023 from the Ministry of Housing Communities and Local Government to fulfil the functions of the new statutory duty placed on Tier 1 Local Authorities relating to the provision of support to victims of domestic abuse and their children residing within safe accommodation: and delegated authority to the Director of Public Health and Wellbeing, following consultation with the Cabinet Member for Policing and Equalities, to approve further grant due for 2023/24 up to a maximum of £2.5 million pound. Coventry was awarded £869,332 for 2023/2024.

The Secretary of State for Levelling Up, Housing and Communities has now determined under Section 31 of the Local Government Act 2003, that the DA (Domestic Abuse) Grant funding will be provided to local authorities, for the financial year 2024/2025, to fulfil the functions of the new statutory duty on Tier 1 Local Authorities relating to the provision of support to victims of domestic abuse and their children residing within safe accommodation.

The report detailed the newly commissioned services in response to the needs assessment undertaken to ensure the Council complies with its new duties under the Act. The grant also funds a domestic abuse programme manager to co-ordinate delivery of the Domestic Abuse Strategy and action plans, Appendices to the report provided details on each of the services commissioned and brief evaluations on what has been achieved so far.

**RESOLVED that Cabinet:-**

- 1) Approves the acceptance of the grant of £885,733 for 2024/2025 from the Department of Levelling up to fulfil the functions of the new statutory duty on Tier 1 Local Authorities relating to the provision of support to victims of domestic abuse and their children residing within safe accommodation: and**
- 2) Delegates authority to the Director of Public Health and Wellbeing, following consultation with the Director of Finance and Resources and the Cabinet Member for Policing and Equalities, to accept any future additional grant funding to fulfil the functions set out in this report in subsequent years 2025 – 2026 and 2026 - 2027 up to a combined total amount of £2.5 million pounds.**
- 3) Delegates authority to the Director of Finance and Resources to make the necessary adjustments to the revenue budget to give effect to the recommendations set out in this report.**

**85. Holiday Activities and Food Programme 2024: Acceptance of Grant**

Cabinet considered a report of the Director of Partnerships and Performance which indicated that the Government's Holiday Activity and Food programme (HAF) is an enrichment programme for disadvantaged children which includes the provision of healthy food. The programme is primarily for pupils of statutory school

age, who are eligible for benefits-related free school meals. Initially the programme was funded for the 2021/22 financial year only and operated through the Easter, Summer and Christmas school holidays. The delivery details were set out in the Cabinet report of 9 March 2021, the Council report of 16 March 2021 and the Cabinet reports of 15 March 2022 and 14 March 2023.

The Government have made a commitment for this next phase of the programme through to the end of March 2025. Coventry has received an allocation of £1,587,840 for the financial year 2024/25 (compared to an allocation of £1,553,530 for the financial year 2023/24), subject to meeting the conditions of the grant determination letter.

The report sought approval to acceptance of the grant and detailed the intended approach for delivering HAF in 2024/25. A summary of 2023/24 HAF activity was appended to the report.

**RESOLVED that Cabinet:-**

- 1) Approves the acceptance of the Department for Education Holiday Activities and Food grant allocation, of up to £1,587,840 for the 2024/25 financial year.**
- 2) Delegates authority for decisions about the planning and delivery of the Holiday Activities and Food grant allocation to the Director of Partnerships and Performance, following consultation with the Cabinet Member for Education and Skill, including but not limited to:**
  - a) Co-ordinating and awarding monies to relevant organisations in order to ensure the delivery of the programme to a high standard; and**
  - b) Acceptance of any future opportunities for additional in-year grant funding up to a total amount in the sum of £2.5 million pounds, in 2024/25.**

**86. Transportation and Highways Maintenance Capital Programme 2024/25**

Cabinet considered a report of the Director of Transportation, Highways and Sustainability which detailed a £19.249m capital programme for the maintenance and improvement of the city's roads, pavements and transport infrastructure. The programme is funded through City Region Sustainable Transport Settlement (CRSTS), external funding and Citizen Housing Right to Buy receipts.

The report highlighted the ambitious range of major projects to be delivered in the city. With increased funding as a result of additional grants and CRSTS re-profiling, it is possible to further extend the successful Average Speed Enforcement programme and provide additional funding to better protect homes and communities in response to the January floods, as well as deliver an expanded programme of pavement works.

These projects support the aims of the recently adopted Transport Strategy and the One Coventry Plan to promote continued growth and investment, tackle the

causes and consequences of climate change and inequalities by widening travel choice and promoting active travel.

With the continued success in attracting external funding, the Council is able to develop and deliver schemes and infrastructure that enable transformation and progression.

This report set out a detailed capital programme of all highway maintenance and transport schemes which are due to be carried out during 2024/25 and outlined individual allocations and the various sources of funding in a table in the report. Specific details of each project are detailed in Appendices 1 to 3.

As with previous programmes, there is an emphasis on making the best use of existing infrastructure. The maintenance programme will focus on ensuring that the worst affected roads and pavements across the City are properly repaired and preventative maintenance is carried out. This is a key theme in the West Midlands Strategic Transport Plan and is driven by the City Council's Highways Infrastructure Asset Management Policy and Strategy (January 2016).

**RESOLVED that Cabinet:-**

- 1) Approves the 2024/25 Programme of Transportation and Highway schemes marked 'A' in Table 2 of the report.**
- 2) Delegates authority to the Cabinet Member for City Services, to approve a programme of scheme development and externally funded schemes, marked 'B' in Table 2 of the report.**

**87. City Centre South - Appropriation of Land for Planning Purposes and Use of Section 203 of the Housing and Planning Act 2016**

Cabinet considered a report of the Director of Property Services and Development which indicated that City Centre South (CCS) will deliver transformational improvements to Coventry city centre through the creation of a new residential led community providing new homes, jobs, commercial and leisure opportunities and high-quality public spaces.

In January 2022, as part of a wider report authorising the making of a Compulsory Purchase Order (CPO) to support scheme delivery, Cabinet approved the appropriation of the land needed for the development for planning purposes and the application of Section 203 of the Housing and Planning Act 2016 in order for certain third party rights over the land to be overridden and enabling anyone who suffers loss in terms of a reduction in value of their land to be able to claim statutory compensation.

Since Cabinet approved these matters in January 2022, the CCS scheme has progressed significantly with the Hill Group becoming funding and development partners for the scheme and a S73 Planning Consent (Ref: PL/2023/0002218/RVC) establishing key development parameters for the scheme, including up to 1575 new homes. As the Planning Consent establishes the proposed development parameters for the CCS scheme, the report sought

approval for Cabinet to reconfirm the appropriation of scheme land within this updated context.

Appendices to the report detailed land to be appropriated and the report detailed the powers available to the Council for the acquisition and appropriation of land for planning purposes, together with the consequential powers to override existing third-party rights and restrictions over such land and the availability of compensation to affected parties.

**RESOLVED that Cabinet:**

- 1) Agrees to appropriate, for planning purposes, the land owned by the Council within the proposed redevelopment site shown on the plan at Appendix 1 to the report pursuant to section 122 Local Government Act 1972 in order to facilitate the CCS scheme.**
- 2) Authorises the Director of Property Services and Development, following consultation with the Director of Law and Governance, the Director of Finance and Resources and the Cabinet Member for Jobs, Regeneration and Climate Change, to settle claims for compensation under s204 Housing and Planning Act 2016 in respect of rights, interests or restrictions which are overridden and/or to reach agreement for the release of any such rights etc. by affected third parties**
- 3) Delegates authority to the Director of Property Services and Development, following consultation with the Director of Law and Governance, the Director of Finance and Resources and the Cabinet Member for Jobs, Regeneration and Climate Change, to:**
  - (a) Place statutory advertisements as required by section 122(2A) Local Government Act 1972 of the Council's intention to appropriate for planning purposes the open space land in the Council's freehold ownership shown on the plan at Appendix 2 to the report; and**
  - (b) Consider any representations received in response to the statutory advertisements referred to in paragraph (a) above and to decide whether any such land should be appropriated for planning purposes and dispose of to facilitate the CCS scheme; and**
  - (c) Take all necessary, incidental or ancillary steps for the carrying into effect any of the recommendations set out in this report.**



88. **Public Sector Decarbonisation Scheme - Coventry City Council Public Buildings Phase 2**

Cabinet considered a report of the Director of Property Services and Development, which would also be considered by Council on 19 March, 2024, which indicated that the UK has committed to reduce the carbon emissions associated with its public buildings compared to 2017 levels by 50% by 2032 and 75% by 2037. To support this, the Department for Energy Security and Net Zero (DESNZ) has continued offering the Public Sector Decarbonisation Scheme (PSDS), but now requires a local match contribution. The PSDS grant scheme provides grants of up to £325 per tonne of carbon emissions saved by capital energy efficiency and heat decarbonisation projects that directly reduce fossil fuel use.

Coventry City Council has previously been successful in Phase 1 of the grant scheme which has helped the Council reduce emissions from its buildings and schools by over 1000 tonnes of carbon per year.

The Council has now submitted a bid to the Phase 3c grant scheme to support the delivery of a second phase of building decarbonisation projects. Due to the change in criteria for the PSDS grant, a smaller pipeline of buildings than in Phase 1 has been identified as suitable candidates for Phase 2. The proposed scope of works has a combined project value of up to £1.85m with a maximum grant contribution of £786k available via the PSDS grant scheme.

The report sought approval to provide match funding for the project on an “invest to save” basis. Any investment would look to be recovered through revenue savings achieved from reductions in the buildings’ energy bills. Overall, the project is targeting carbon savings of up to 174 tonnes of carbon per year and estimated net savings of £40k per year after repayment of financing costs.

The report indicated that the energy improvement opportunities were identified during the building selection process and that, by delivering all of the measures together, the Council will achieve reduced carbon emissions associated with these buildings and will deliver financial savings estimated at £40k per year, net of financing costs. The buildings proposed for improvement and the measures proposed were detailed in the report.

Cabinet noted that Scrutiny Co-ordination Committee, had considered the report at their meeting on 11 March, 2024 and a detailed Briefing Note, outlining their consideration, was circulated. Cllr N Akhtar, Chair of the Scrutiny Co-ordination Committee was present at the meeting and outlined a number of concerns raised by the Committee in relation to the financial position of the project and the importance of ensuring the most beneficial interest is obtained. Cabinet received assurances from the Director of Finance and Resources and the Director of Property Services and Development in relation to the financial position, how the match funding would be met and the expected savings which would be achieved by reducing property running costs, as detailed in the financial business case.

**RESOLVED:-**

**That Cabinet:-**

- 1) Notes the concerns raised by the Scrutiny Co-ordination Committee, together with the assurances provided in relation to those concerns.**
- 2) Approves the acceptance of a Public Sector Decarbonisation Scheme grant of up to the sum of £786k from the Public Sector Decarbonisation Scheme, if successful, to be utilised on the delivery of the Project as set out in the report.**
- 3) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Property Services and Development, the Director of Law and Governance, Cabinet Member for Jobs, Regeneration and Climate Change and the Cabinet Member for Strategic Finance and Resources, to undertake all necessary due diligence and actions required to enter into a grant funding agreement with Department for Energy Security and Net Zero (or nominee).**

**That Cabinet recommends that Council:**

- 1) Approves the proposal to allocate up to £1m of corporate capital funding, funded from prudential borrowing towards Public Building Decarbonisation Phase 2 works with a total capital value of up to £1.85m as set out in the report ("the Project"), subject to successful award of the PSDS grant.**
- 2) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Property Services and Development, the Director of Law and Governance, Cabinet Member for Jobs, Regeneration and Climate Change and the Cabinet Member for Strategic Finance and Resources, to approve the final scope and finances allocated to the Project, including in the event that grant funding is not successful.**
- 3) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Property Services and Development, the Director of Law and Governance, Cabinet Member for Jobs, Regeneration and Climate Change and the Cabinet Member for Strategic Finance and Resources, to commence any necessary procurement activities and finalise the terms and conditions of the required contracts to facilitate delivery of the Project.**
- 4) Approves the addition of up to £1.85m to the Capital Programme to reflect the delivery of the works recommended as part of this report.**

## 89. **Social Housing Decency Fund**

Cabinet considered a report of the Director of Property Services and Development which indicated that Coventry City Council has been awarded £2.1m as a capital grant as a share of £15m being made available to the West Midlands Combined Authority through a grant from Department of Levelling Up, Housing and Communities. The funding is being distributed to the seven Local Authorities to support the physical standards of social housing within the region. The funding is made available to Coventry City Council as a Section 31 Local Authority grant with the Council being responsible for allocating the funds to Registered Housing Providers in the city to tackle disrepair issues specifically with regards to damp and mould. The Council is not a Registered Housing Provider and therefore in order to discharge its obligations under the grant, will pass such funding (via a grant agreement) to Citizen Housing.

The Council's Constitution requires Cabinet approval prior to signature of a grant agreement where such grant is between £500,000 and £2,500,000. Where time does not allow this to happen approval can be sought by the relevant Director following consultation with the relevant Cabinet Member and Scrutiny Chair with a requirement to then report retrospectively to Cabinet. As time was not available to report in advance of signature for this grant, approval was gained by the Director of Adults and Housing, following consultation with the Cabinet Member for Housing and Communities and the Chair of the Housing and Communities Scrutiny Board (4). The report therefore acts as the retrospective report for the grant received and also sought delegated authority to enter into a grant agreement with Citizen Housing in order to discharge the Council's obligations.

The report indicated that Registered Providers in Coventry were formally notified of their opportunity to apply for the funding in November 2023 and were encouraged to submit a bid in line with timescales provided by the WMCA. Citizen Housing Group were the only Registered Provider to submit a bid for the funding and provided a detailed application which set out their intention to apply for the full £2.1m of available funding.

Following a selection process to ensure that the bid complied with the relevant grant conditions, Citizen have been awarded the full amount of the grant funding available for Coventry. Work has commenced, due to the fact that the funding must be allocated by 31st March 2024. The works planned to be carried out by Citizen include improvement works to 1045 properties in Coventry which will benefit from the installation of mechanical ventilation systems and Switchee Home Monitoring technology to help combat issues relating to damp and mould and alleviate category 1 or 2 hazards from homes. These homes had previously been identified by Citizen as requiring improvements however were not included in the current work programme.

In addition to the above-mentioned works, Citizen will also be contributing funding which will cover remedial works and chemical treatments to up to 1045 properties that have been identified to undergo works as part of this programme. The exact number of properties that are improved as a result of this work will be reliant on any additional works/costs identified as part of the surveys undertaken. Citizen Housing have provided an ambitious works schedule and project plan which demonstrates how they intend to complete works on all homes prior to the given

the initial deadline of 31st of March 2024. (It was noted at the meeting that extensions had been provided to this deadline). Although the grant delivery timescale is very short, Citizen were able to mobilise existing contractors who were working on similar projects to scale up delivery of works and ensure all works are delivered prior to the deadline. They have commenced work on over 500 properties and completed them on 149 by 27th February. They are confident they will have commenced work on all of the properties by the deadline date.

The overall project plan and works schedule is monitored by officers in the Housing & Homelessness service and fortnightly meetings have been convened to review progress and ensure delivery.

**RESOLVED that Cabinet:-**

- 1) Notes the approval of the acceptance of the grant of £2.1m from the West Midlands Combined Authority (already received in accordance with the Constitution).**
- 2) Delegates authority to the Director of Adults and Housing to enter into the necessary grant agreement with Citizen Housing to deliver upon the requirements of the grant funding.**

**90. Accelerating Reform Fund**

Cabinet considered a report of the Director of Adults and Housing which indicated that the Accelerating Reform Fund (ARF) is a grant program available from the Department of Health and Social Care (DHSC) to accelerate the process of reform of adult social care in England. The sum of £42.6m has been made available nationally, with a minimum £25m earmarked for support to informal carers.

Monies are to be spent on projects that meet at least one of twelve priorities outlined by DHSC. Coventry and Warwickshire Integrated Care System has been awarded the sum of £779,604.

Expressions of Interest (EOIs) for ARF were based on Integrated Care System footprints and Coventry City Council is accepting the grant on behalf of both Coventry City Council and Warwickshire County Council and will disburse the grant as per the Memorandum of Understanding (MOU) in line with receipt of grant monies from DHSC in March and October 2024.

Coventry and Warwickshire councils have identified six projects for funding, details of which were detailed in the report.

The Memorandum of Understanding (which was appended to the report) outlines the responsibilities of the Council and DHSC in the administration of the grant including requirements to disburse allocations to Warwickshire County Council. There is a requirement for mid and end point grant reports to DHSC and for co-operation with evaluation partners.

The Council's Constitution requires Cabinet approval prior to signature of a grant agreement where such grant is over £500,000 and up to £2,500,000. Where time does not allow this to happen, approval can be sought by the relevant Director

following consultation with the relevant Cabinet Member and Scrutiny Chair with a requirement to then report retrospectively to Cabinet. As time was not available to gain approval of Cabinet in advance of signature, approval was gained by the Director of Adults and Housing, following consultation with the Cabinet Member for Housing and Communities and the Chair of the Housing and Communities Scrutiny Board. This report therefore acts as the retrospective report for the grant received and also seeks delegated authority to enter into further grants and/ or procurement exercise/s (and resulting contract/s) necessary in order to discharge the Council's obligations.

**RESOLVED that Cabinet:-**

- 1) Notes the approval of the acceptance of the grant of £779, 600 from the Department of Health and Social Care (already received in accordance with the Constitution)**
- (2) Delegates authority to the Director of Adults and Housing to enter into the necessary grant agreement/s (including the grant to Warwickshire County Council for their element of the grant as described in the Executive Summary) and/ or procurement exercise/s (and resulting contract/s) to deliver upon the requirements of the grant funding.**

**91. West Midlands Investment Zone**

Cabinet considered a report of the Director of Regeneration and Economy, which would also be considered by Council on 19 March, 2024, which indicated that the UK Government has invited the West Midlands Combined Authority (WMCA) to prepare a proposal for a West Midlands Investment Zone (WMIZ). The sectoral focus for WMIZ will be advanced manufacturing, which is an excellent fit with the One Coventry Plan ambition to increase the economic prosperity of the city and region. A total of £160m in funding is available for WMIZ over a ten-year period, and this will be used for tax incentives for investors in WMIZ sites, capital funding to prepare these sites for development, and revenue schemes designed to develop the target sector. The WMIZ proposals will also allow business rates growth on designated sites to be retained locally for 25 years for reinvestment in the development of the Advanced Manufacturing Sector. Business rates will be retained above existing levels on a "no detriment" basis such that no Local Authority will be worse off through its involvement in the WMIZ.

The WMIZ includes sites in Coventry/Warwick, Birmingham and Wolverhampton. There are four sites in Coventry and Warwick District; Whitley East in Coventry and Whitley South, Coventry Airport and Segro Park in Warwick District. Whitley East has been allocated as an employment site in the Coventry Local Plan. The WMIZ £160m budget includes an initial £23m for infrastructure works to prepare the Coventry Airport site for development, and this report seeks approval to accept that funding together with any additional funding that becomes available from the IZ budget up to a total value of £35m. The report also sought delegated approval to enter into a Memorandum of Understanding for business rates retention related to the Whitley East site.

Governance decisions for WMIZ will be taken by a WMIZ Joint Committee / Board which Coventry City Council, Warwick District and Warwickshire County Council will all be represented on. West Midlands Universities including Coventry University and University of Warwick are also non-voting members of this group. A Coventry and Warwickshire Investment Zone office group will meet to ensure that consistent briefings are provided to Coventry and Warwickshire members of the WMIZ Joint Committee / Board.

## **RESOLVED**

### **That Cabinet:-**

- 1) Notes the aspirations of, and supports the principle of participation in, the West Midlands Investment Zone (WMIZ) proposed to benefit the WMCA area and Warwick District, conditional upon there being agreed no detriment position in respect of business rates income.**
- 2) Notes the governance arrangements for the WMIZ as set out in Appendix 2 to the report.**
- 3) Agrees in principle to entering into a Memorandum of Understanding (MoU) regarding business rates and their retention across the WMCA area and the Warwick District Council (WDC) area and delegate authority to the Director of Finance and Resources (s151) and the Cabinet Member for Strategic Finance and Resources to enter into this agreement.**

### **That Cabinet recommends that Council:-**

- 4) Approves acceptance of up to £35m in West Midlands Investment Zone (WMIZ) funding, noting that initially £23m will be available for infrastructure provision on the Coventry Airport site (subject to the conditions of the grant being satisfactory).**
- 5) Grants delegated authority to the Director of Regeneration and Economy, following consultation with the Director of Finance and Resources, the Director of Law and Governance, and Cabinet Member for Jobs, Regeneration and Climate Change, to:**
  - a) Undertake all necessary due diligence in relation to acceptance of the WMIZ funding allocation.**
  - b) Continue to negotiate on all the matters associated with this report and to take such action as is deemed necessary, incidental or ancillary to or in consequence of bringing into effect the recommendations contained in this report, including but not limited to entering into any associated legal agreements (including the authority to effect any lease variations/surrender and any associated documents if appropriate) that are necessary to deliver the West Midlands Investment Zone.**

- 6) Authorises the addition to the 5 Year Capital and/or Revenue Programme (as appropriate) of any West Midlands Investment Zone funding received by the Council up to a maximum of £35m.**

## 92. **City Centre Cultural Gateway Project Update**

Cabinet considered a report of the Director of Regeneration and Economy, which would also be considered by Council on 19 March, 2024, which sought approval for additional capital funding to cover an increase in cost for the main construction works to the former IKEA building which will be known as the City Centre Cultural Gateway (CCCG). The CCCG will be a landmark destination that will be home to a Collections Centre of national significance and will bring together multiple partners and investors across creative, cultural and technology sectors to engage local people.

Approval had previously been given for the acquisition and development of the CCCG, however currently the economic conditions and volatility within the construction market have returned tender prices from a selected Contractor that take the overall project cost beyond the approval by Council in March 2023 (Minute 127/23 refers).

A corresponding private report detailing commercially sensitive confidential matters was also submitted for consideration (Minute 97 below refers).

The project will bring together a collaboration of key national and local partners: Arts Council England (ACE), British Council (BC), Culture Coventry Trust (CCT) and Coventry University. Coventry University will be developing a new Cultural Hub that will offer a student gallery, café, library and exhibition space, dance studio, conference area, artists' studios, post-production filming facilities and a shop to sell students' artwork, with some of these facilities being accessible to the public.

The report also sought future additional capital (under delegation once there has been a developed and approved business case for future tenancies), for the basic fitting out of Floors 1 and 2 to enable them to earn future rental income.

**RESOLVED that Cabinet recommends that Council:**

- 1) Approves capital expenditure of a further sum in the amount set out in the private element of the Report to be financed from prudential borrowing to fund the construction and professional fees for delivery of the City Centre Cultural Gateway Project.**
- 2) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy, the Director of Law and Governance and the Cabinet Member for Housing and Communities, to approve capital expenditure of a further sum in the amount set out in the private element of the Report to be financed from prudential borrowing to fund the construction and professional fees to be utilised towards the delivery**

of further works to Floors 1 and 2 , only once there has been a developed and approved business case for future tenancies.

- 3) Notes that the Agreement for Lease between Coventry City Council and Arts Council England, British Council and Culture Coventry in respect of the Collection Centre Development will include a mechanism that facilitates the ability for a request to be made to the City Council to deliver Partner Variations (including fit-out works) on their behalf with the cost being repaid to the City Council.
- 4) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy, the Director of Law and Governance and the Cabinet Member for Housing and Communities, to undertake the necessary due diligence including approving any incidental and ancillary actions required to bring into legal effect the recommendation set out in Recommendation (3) above.

93. **Procurement of a New Contract for the Supply of Electricity and Ancillary Services**

Cabinet considered a report of the Director of Regeneration and Economy, which would also be considered by Council on 19 March, 2024 which indicated that electricity spending fluctuates due to various factors like global events affecting energy markets. The current Council's electricity contract ends on 30 September, 2024 and covers electricity for over 250 Council facilities and around 100 other places like schools. By starting the process early, the chosen supplier can buy energy over time instead of all at once, which helps avoid sudden price increases in the market.

Since 2016, the Council has been using the Eastern Shires Purchasing Organisation (ESPO) framework to buy electricity. ESPO acts as an intermediary, allowing the Council to access wholesale markets typically only available to large buyers. While this framework has helped manage market volatility to some extent, it's not very flexible and historically has not taken full advantage of renewable energy and new market opportunities.

By partnering with E.ON as the new Strategic Energy Partner, the Council can access a customized supply arrangement that opens up opportunities to save costs and generate revenue from new energy market mechanisms. This partnership allows the Council to tap into E.ON's expertise and resources in ways that weren't possible before.

The recommended option presents the best available opportunity for the Council to minimise the costs associated with the supply of electricity. Besides potential cost savings and flexibility, this new approach also aims to deliver more social value directly related to the Council's electricity needs.

A corresponding private report detailing commercially sensitive confidential matters was also submitted for consideration (Minute 98 below refers).



The report sought approval to enter contracts with E.ON UK PLC and its subsidiaries Npower and E.ON Next, as part of the Strategic Energy Partnership contract procured via competitive dialogue in compliance with Procurement Regulations 2015, signed on September 12, 2023.

In accordance with the Constitution, the report also informed Council of the decision undertaken by the Chief Executive on 19<sup>th</sup> December 2023 to exercise emergency functions to secure an immediate hedging of energy using an interim 12 month standard flex contract which will be superseded by the supply contract in the report should the recommendations be approved.

**RESOLVED that Cabinet recommends that Council:-**

- 1) Approves the proposal to enter into an electricity supply contracts pursuant to the Strategic Energy Partnership for the supply of electricity up to 31<sup>st</sup> March 2030.**
- 2) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy and the Director of Law and Governance, to finalise the terms and conditions of the supply contract and any other legal agreements required to facilitate delivery of the electricity supply and its ancillary services.**
- 3) Delegates authority to the Head of Energy Services, following consultation with the Director of Regeneration and Economy, to oversee the ongoing management of the wholesale purchasing strategy during the term of the contract.**
- 4) Notes the exercise of the emergency functions by the Chief Executive on 19<sup>th</sup> December 2023 pursuant to Paragraph 3.8 (a) of Part 2M of the Constitution to secure an immediate hedging of energy using an interim 12 month standard flex contract.**

**94. Coventry and Warwickshire Religion and Worldviews Agreed Syllabus for Religious Education 2024-2029**

Cabinet considered a report of the Director of Partnerships and Performance which sought approval to the Agreed Syllabus for Religious Education for use in Coventry schools over the next five years (2024-2029).

The report indicated that Local Authorities have a statutory duty to set up and maintain a 'Standing Advisory Council for Religious Education' (SACRE) whose duties include giving advice to the LA on the Religious Education (RE) given under the Agreed Syllabus, and to monitor the provision and quality of Religious Education provided by the Agreed RE syllabus in the Local Authority's Community Schools (LA maintained schools that do not have a religious character).

The LA also has a statutory duty to set up and appoint members to an occasional body that is required to review the locally Agreed Syllabus for Religious Education every five years known as the Agreed Syllabus Conference. All Community, foundation and voluntary aided or voluntary controlled schools in Coventry without

a religious character must teach RE according to the locally agreed syllabus adopted by the LA. Academies and schools which do have a religious character may also use the locally agreed syllabus.

The previous Agreed Syllabus for Coventry and Warwickshire was due to run until 2022. However, due to the impact of the pandemic it was agreed to extend the existing license until the end of the 23/24 academic year to provide stability for schools. It was also agreed that working with Warwickshire had been beneficial for both Local Authorities, and that this would continue for the next Agreed Syllabus.

In 2018 the Commission on RE published its final report which recommended a new approach to RE based on worldviews, rather than the existing world religions paradigm. Coventry and Warwickshire Agreed Syllabus Conference agreed that the new Agreed Syllabus should reflect this shift and also include more of a local flavour, both of which could be achieved by commissioning a fully bespoke syllabus.

The proposed Agreed Syllabus has been funded by Coventry and Warwickshire Local Authorities as well as Farmington Institute. In addition, the syllabus structure forms part of a national project for the Religious Education Council. All schools (academies and LA maintained schools without a religious character) will be given access to the Agreed Syllabus through a password-protected website, which was also the arrangement for the 2017 – 2022 Agreed Syllabus. The Agreed Syllabus Conference on 30 November 2023 agreed to recommend the final draft of the new Agreed Syllabus to Cabinet.

A corresponding private report detailing confidential financial and business matters was also submitted for consideration (Minute 99 below refers).

**RESOLVED that Cabinet approves the Agreed Syllabus for Religious Education for use in Coventry schools over the next five years (2024 – 2029) as appended to the corresponding private report.**

95. **Outstanding Issues**

There were no outstanding issues.

96. **Any Other Items of Urgent Public Business**

There were no other items of urgent public business.

**Private Business**

97. **City Centre Cultural Gateway Project Update**

Further to Minute 92 above, the Cabinet considered a private report of the Director of Regeneration and Economy, that would also be considered at the meeting of Council on 19 March, 2024, which set out the commercially sensitive confidential matters relating to the City Centre Cultural Gateway Project Update.

**RESOLVED that Cabinet recommends that Council:**

- 1) Approves capital expenditure of a further sum in the amount set out in the private report to be financed from prudential borrowing to fund the construction and professional fees for delivery of the City Centre Cultural Gateway Project.**
- 2) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy, the Director of Law and Governance and the Cabinet Member for Housing and Communities, to approve capital expenditure of a further sum in the amount set out in the private report to be financed from prudential borrowing to fund the construction and professional fees to be utilised towards the delivery of further works to Floors 1 and 2, only once there has been a developed and approved business case for future tenancies.**
- 3) Notes that the Agreement for Lease between Coventry City Council and Arts Council England, British Council and Culture Coventry in respect of the Collection Centre Development will include a mechanism that facilitates the ability for a request to be made to the City Council to deliver Partner Variations (including fit-out works) on their behalf with the cost being repaid to the City Council.**
- 4) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy, the Director of Law and Governance and the Cabinet Member for Housing and Communities, to undertake the necessary due diligence including approving any incidental and ancillary actions required to bring into legal effect the recommendation set out in Recommendation (3) above.**

**98. Procurement of a New Contract for the Supply of Electricity and Ancillary Services**

Further to Minute 93 above, the Cabinet considered a private report of the Director of Regeneration and Economy, that would also be considered at the meeting of Council on 19 March, 2024, which set out the commercially sensitive confidential matters relating to the procurement of a new contract for the supply of electricity and ancillary services.

**RESOLVED that Cabinet recommends that Council:**

- 1) Approves the proposal to enter into an electricity supply contracts pursuant to the Strategic Energy Partnership up to the value as identified in the private report for the supply of electricity up to 31<sup>st</sup> March 2030.**
- 2) Delegates authority to the Director of Finance and Resources, following consultation with the Director of Regeneration and Economy and the Director of Law and Governance, to finalise the terms and**

conditions of the supply contract and any other legal agreements required to facilitate delivery of the electricity supply and its ancillary services.

- 3) Delegates authority to the Head of Energy Services, following consultation with the Director of Regeneration and Economy, to oversee the ongoing management of the wholesale purchasing strategy during the term of the contract.
- 4) Notes the exercise of the emergency functions by the Chief Executive on 19<sup>th</sup> December 2023 pursuant to Paragraph 3.8 (a) of Part 2M of the Constitution to secure an immediate hedging of energy using an interim 12-month standard flex contract.

99. **Coventry and Warwickshire Religion and Worldviews Agreed Syllabus for Religious Education 2024-2029**

Further to Minute 94 above, the Cabinet considered a private report of the Director of Partnerships and Performance which set out the commercially sensitive confidential matters relating to the proposed Coventry and Warwickshire Religion and Worldviews Agreed Syllabus for Religious Education 2024-2029, a copy of which was appended to the report.

**RESOLVED that Cabinet approve the Agreed Syllabus for Religious Education for use in Coventry Schools over the next five years (2025-2029).**

100. **Any Other Items of Urgent Private Business**

There were no other items of urgent private business.

(Meeting closed at 3.05pm)



Scrutiny Co-ordination Committee  
Cabinet

11th April 2024  
16th April 2024

**Name of Cabinet Member:**

Cabinet Member for Public Health and Sport – Councillor K Caan

**Director Approving Submission of the report:**

Director of Public Health and Wellbeing

**Ward(s) affected:**

All

**Title:**

Rebuilding Drug and Alcohol Treatment and Recovery Services

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**Is this a key decision?**

Yes - the proposals involve financial implications in excess of £1m per annum and are likely to have a significant impact on residents or businesses in two or more electoral wards in the City.

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**Executive Summary:**

Coventry City Council is responsible for commissioning drug and alcohol treatment and recovery services. The current contract which the Council holds for this service is due to expire in March 2025.

National policy in relation to drug and alcohol treatment has changed significantly with the launch of the new drug strategy 'From Harm to Hope' which reinforces the government ambition to rebuild treatment services following a decade of disinvestment.

This report includes a summary of the health needs in Coventry related to drug and alcohol misuse, a summary of the engagement and consultation work carried out and the planned process for re-procurement of drug and alcohol treatment and recovery services.

This report proposes reprocurement of services via an open tendering process under the Health Care Services (Provider Selection Regime) Regulations 2023 introduced by the Health and Care Act 2022 and with the successful bidder commencing service delivery 1 April 2025. The paper also summarises some of the funding streams relevant to this procurement and proposes that Cabinet accepts external grants, from which the Council can procure services.

## **Recommendations:**

Scrutiny Co-ordination Committee is requested to:

- 1) Consider the report and make any recommendations / comments to Cabinet.

Cabinet is recommended to:

- 1) Consider any recommendations / comments received from Scrutiny Co-ordination Committee
- 2) Agree to accept the Supplementary Substance Misuse Treatment and Recovery Grant/s in 2024/ 2025 and 2025/2026 up to a sum of no more than £2,500,000.
- 3) Delegate authority to the Director of Public Health and Wellbeing following consultation with the Director of Finance and Resources to enter into the necessary grant funding agreement/s to give effect to Recommendation 2.
- 4) Approve the commencement of a competitive procurement tender exercise for the provision of Drug and Alcohol Treatment and Recovery Services for a period of five years with the option to extend for up to a further four years, for a maximum contract length of 9 years.
- 5) Delegate authority to the Director of Public Health and Wellbeing following consultation with the Director of Finance and Resources, to award a contract for the provision of Drug and Alcohol Treatment and Recovery Services to the successful bidder.

## **List of Appendices included:**

None

## **Background papers:**

None

## **Other useful documents**

Coventry Substance Misuse Needs Assessment Summary

[www.coventry.gov.uk/downloads/download/7687/coventry-substance-misuse-needs-assessment-summary](http://www.coventry.gov.uk/downloads/download/7687/coventry-substance-misuse-needs-assessment-summary)

Coventry Drug and Alcohol Strategy Summary 2023-2033

[www.coventry.gov.uk/downloads/download/7679/coventry-drug-and-alcohol-strategy-summary-2023---2033](http://www.coventry.gov.uk/downloads/download/7679/coventry-drug-and-alcohol-strategy-summary-2023---2033)

## **Has it been or will it be considered by Scrutiny?**

Yes – the paper will be presented to Scrutiny Coordination Committee on 11 April 2024

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

Yes – permission to procure was granted by the City Council's Procurement Board on 13 March 2024

**Will this report go to Council?**

No

## Report title: Rebuilding Drug and Alcohol Treatment and Recovery Services

### 1. Context (or background)

- 1.1 Alcohol and drug misuse is a significant issue for individuals and communities alike. The harm caused by excessive drinking and drug taking is complex and wide ranging. Using drugs or alcohol may cause or exacerbate existing problems, harms caused may be acute or chronic and issues may arise from recreational use or binge drinking as well as problematic use or dependency.
- 1.2 Nationally, 1375 people per 100,000 population are alcohol-dependent<sup>1</sup> and 950 people per 100,000 population misuse heroin and / or crack<sup>2</sup>. The causes of substance misuse are multi-factorial but can commonly be traced to multiple childhood traumas such as experiencing violence and abuse, parental substance misuse, familial incarceration and parental bereavement.
- 1.3 Drug and alcohol misuse most commonly affect people experiencing the greatest levels of vulnerability and deprivation, are causal factors for medical conditions such as cancer, liver disease and heart disease, and contribute to higher crime and anti-social behaviour and a loss of productivity through unemployment and sickness. Further, drug and alcohol misuse has a significant impact on families, including affecting carers and damaging the life chances of children of people misusing substances.
- 1.4 There is a significant body of national and international evidence demonstrating the effectiveness of drug and alcohol treatment. The aims of services are broad and include:
  - Supporting individuals to recover from drug and alcohol addiction
  - Reducing drug and alcohol related deaths and supporting individuals to improve their physical and mental health
  - Supporting individuals to improve social inclusion, links with family networks and employability
  - Reducing the harms caused to communities and individuals including reducing crime and the spread of blood borne viruses
  - Reducing the impact and cost of substance misuse on partner agencies including health, social care, housing and criminal justice agencies
- 1.5 Health economic estimates of the cost effectiveness of treatment include:
  - Treatment for dependent drug users can reduce the cost of drug related social care by 31 per cent<sup>3</sup>

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<sup>1</sup> DHSC “Estimates of alcohol dependent adults in England”, [www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england](http://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england)

<sup>2</sup> DHSC “Opiate and/or crack cocaine use prevalence estimates 2019-2020”, [www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates](http://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates)

<sup>3</sup> [www.local.gov.uk/publications/must-know-treatment-and-recovery-people-drug-or-alcohol-problems#key-questions-for-members](http://www.local.gov.uk/publications/must-know-treatment-and-recovery-people-drug-or-alcohol-problems#key-questions-for-members)



- Alcohol treatment reflects a return on investment of £3 for every £1 invested, which increases to £26 over 10 years<sup>4</sup>
- Drug treatment reflects a return on investment of £4 for every £1 invested, which increases to £21 over 10 years<sup>2</sup>

1.6 Our work to reduce the harm caused by drugs and alcohol on our local communities and to improve the outcomes for those affected will contribute to the One Coventry Plan. Drug and alcohol treatment services specifically contribute to “improving outcomes and tackling inequalities within our communities”, but the work will have a wider impact for Coventry including contributing to economic prosperity. Substance misuse is a key issue leading to poor outcomes within children’s and adults’ social care, it is also a significant contributor to local and national crime. A One Coventry approach is being taken, with work across the Council and with Partners to join up efforts, plans and resources.

1.7 The current contracts for adult drug and alcohol treatment and recovery services commenced in 2017 and is delivered by the provider Change, Grow, Live – operating under the service name ‘CGL Coventry’ – and delivers a range of services including:

- Needle exchange and harm reduction services, including the distribution of naloxone (a medication temporarily reversing the effects of opiate overdose)
- Assessment and care planning
- Psychosocial (one-to-one and group) and pharmacological interventions
- Advocacy and liaison with other professional services (eg. primary care, housing, mental health services and employability / training employment services)
- Direct employment support
- Relapse prevention
- Detoxification and assessment for residential rehabilitation

1.8 Alcohol-related harms in Coventry are high and significantly above the national average while drug related harms are broadly in line with the national average. Headline needs are outlined in the table below:

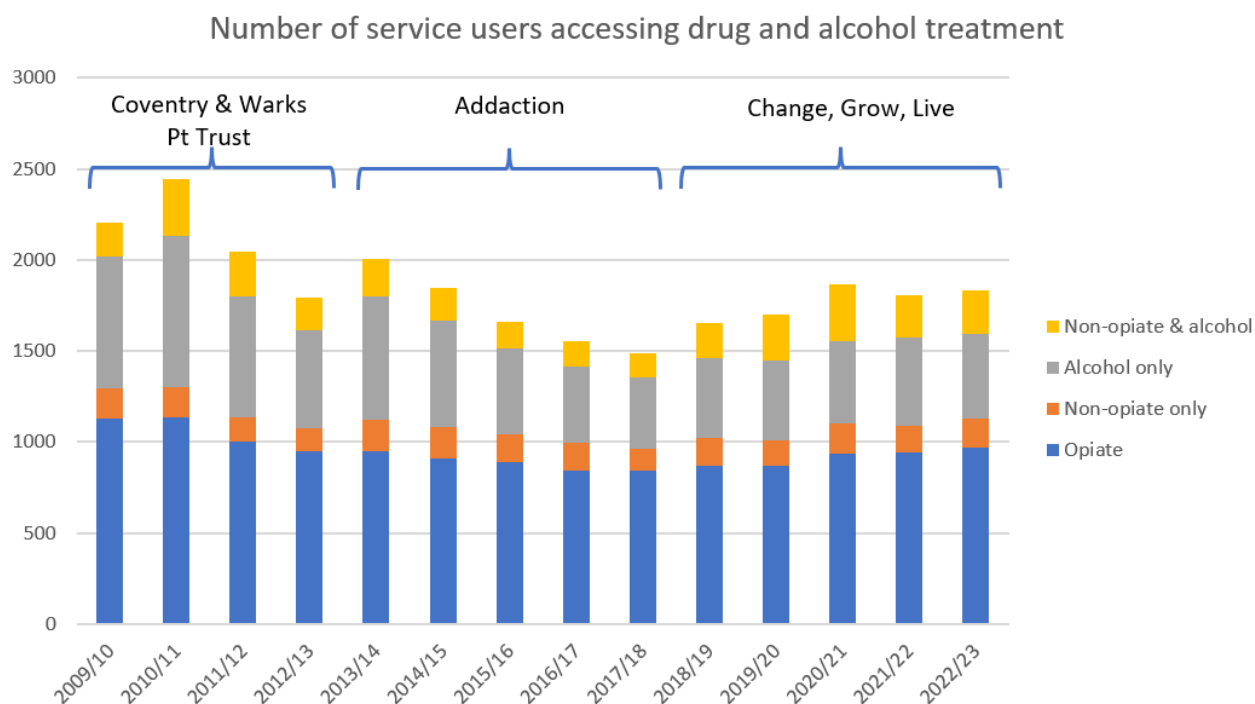
	Coventry	West Midlands	England
Deaths from drug misuse (2018-2020, rate per 100,000 population)	4.6	5.3	5.0
Alcohol related mortality (2021, rate per 100,000)	45.1 (127 people)	41.9	38.5
Admission episodes for alcohol-related conditions (narrow definition, 2021/22, rate per 100,000 population)	649 (1,890 people)	564	494

Source: OHID Fingertips

1.9 There are an estimated 5,298 adults who are alcohol dependent and 2,509 adults misusing opiates and / or crack cocaine in Coventry (source: OHID).

<sup>4</sup> [www.gov.uk/government/publications/alcohol-and-drug-prevention-treatment-and-recovery-why-invest/alcohol-and-drug-prevention-treatment-and-recovery-why-invest](http://www.gov.uk/government/publications/alcohol-and-drug-prevention-treatment-and-recovery-why-invest/alcohol-and-drug-prevention-treatment-and-recovery-why-invest)

1.10 In 2022/23, 1,824 adults accessed structured drug and alcohol treatment, with 869 people starting a new episode of structured treatment in that year. The number of individuals accessing treatment in recent years, by primary substance, is summarised below. The chart shows the performance split over time across contracts led by 3 main providers. Since 2011/12 there has been significant disinvestment in services and the number of people accessing services has also fallen.



1.11 National priorities for treatment services, outlined in the nation drug strategy ‘From Hope to Harm’, include:

- Increasing capacity and the number of people accessing drug and alcohol treatment
- Improving the rate of people continuing treatment in the community when released from prison
- Increasing the number of people accessing residential rehabilitation services
- Strengthening links with criminal justice services with treatment services to increase referrals and offer a treatment place for every offender with an addiction
- Increasing employment and delivering a national roll-out of Individual Placement and Support

1.12 A local drug and alcohol health needs assessment has been completed and demonstrates that local service priorities should include:

- Improving the responses for those accessing support for substance use that have needs relating to physical and mental health
- Reviewing current treatment provision and improve delivery of continuity of care, effective and accessible evidenced based treatment interventions, and reduction in drug and alcohol related harms and deaths.

- Developing a recovery framework to support those in need to achieve long term maintenance and recovery from drug and alcohol use and to live lives free from associated harms.
- Improving the understanding of alcohol and drug related crime in Coventry and develop a plan to tackle these and develop pathways between criminal justice agencies and treatment and recovery services

1.13 In response to significant financial cuts made to drug and alcohol treatment services across the country in the last decade and to support the national drug strategy the government has provided a number of ring-fenced grant schemes for local authorities since 2022/23, including:

- Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG) to deliver an increase in the number of people accessing treatment and increase the number of people continuing treatment in the community following prison release. Coventry's SSMTRG allocation in 2024/25 is £1.164m.
- Individual Placement and Support Grant (IPS) to fund employment advisers within drug and alcohol treatment services. The IPS allocation for Coventry and Warwickshire in 2024/25 is £163k.
- Inpatient detoxification (IPD) grant to fund regional commissioning of medical detoxification. The IPD allocation for Coventry in 2024/25 is £63k.

1.14 Funding of these three grants is confirmed up to March 2025. While it is anticipated that these grant schemes will continue in 2025/26 and beyond there is, as yet, no confirmation of this from Government. The SSMTRG grant is calculated using a formula which factors in the estimated number of drug users resident in each local authority area - newly released estimates indicate the number of drug users resident in Coventry is higher than previous calculations and therefore any future SSMTRG settlement may exceed the current grant.

1.15 The SSMTRG has been awarded to local authorities annually since 2022/23 from the Department of Health and Social Care. The grant is ring-fenced for spend on drug and alcohol treatment initiatives which incrementally add to existing services, complement existing services or offer new services. Spending plans are scrutinised and approved by DHSC annually and the grant terms require local authorities to maintain existing investment in drug and alcohol treatment services. Current (2024/25) investment of the grant includes:

- Increase in programme management of the drug and alcohol agenda (Coventry City Council, 8.2% of 2024/25 grant)
- Expanded adult drug treatment services (62.3%)
- Expanded young person's treatment service (15.6%)
- Expanded residential rehabilitation (0.7%)
- Development of opiate substitute prescribing therapy at UHCW (4.7%)
- Development of psychology interventions (8.5%)

1.16 The impact of the interventions, to date, has seen a reduction in caseloads and an increase in the number of people accessing community treatment.

## **2. Options considered and recommended proposal**

- 2.1 It is proposed that an adult treatment and recovery service and a separate young people's service are re-procured by the City Council to take effect when the current contracts expire in March 2025.
- 2.2 The nature of clinical services working within complex systems means that longer-term contracts are commonplace and often required by potential bidders. Hence, the length of contract will be 5 years, with two 2-year options to extend, enabling a total contract of up to nine years. Similar to other public health services, the provider will be required to deliver a clear focus on service improvement throughout the contract period to ensure it adapts to changes and remains relevant for the local population throughout the lifetime of the contract.
- 2.3 The new Provider Selection Regime (PSR) came into effect on 1 January 2024 and, introduces a new legal framework for the procurement of health services as an alternative to the existing Public Contracts Regulations (2015). While PSR provides some greater flexibility to continue existing health-based contracts beyond their term in order to provide stability within the health system, it is recommended that the Council reprocures these services via an open tendering process due to the significant changes introduced by the new national drug strategy and anticipated additional funding to drive competitive tension, quality and value for money.
- 2.4 With funding uncertainty, it is proposed that services commissioned cover 'core' provision (ie. to meet outcomes broadly defined under the current contract and funded by the Public Health Grant), 'probable' provision (ie. to meet outcomes funded by the SSMTRG and IPS grants) and 'possible' provision. The inclusion of an allocation of funding of up to £1m pa within the contract's advertised value for 'possible' provision is intended to increase the flexibility of the contract to accommodate additional monies, if considered appropriate, which may be issued by national government in the coming years. Consultation with potential bidders identified this as an effective way of procurement with such funding uncertainty.
- 2.5 To respond to the needs assessment, it is proposed that the procurement process is designed in a manner which allows for some negotiation with bidders to encourage the development of innovative and effective service models. It is anticipated that People with Lived Experience will be included within dialogue sessions to help ensure services meet local needs.
- 2.6 The procurement of a service with Warwickshire County Council was considered to be less effective due to the needs of the service to develop collaborative partnership working arrangements with a range of services which are largely delivered on local authority boundaries such as social care, police and housing. In addition, Coventry is a member of the West Midlands Drug and Alcohol Strategic Partnership which supports joined up working within the West Midlands policing region. Warwickshire is not part of this arrangement.
- 2.7 The procurement of joining together adult and young people's services was considered. The disparity of funding between adult and young people's services would risk a less impactful young people's service being procured. Separate

contracts enable specialist provision to be procured for vulnerable adults and vulnerable young people.

- 2.8 The existing contract includes a financial incentive scheme which makes payment of up to 10% of the contract value on performance. The effectiveness of the current financial incentive scheme is unproven and such schemes may introduce a barrier for bids which involve a number of different partners and so it is proposed that the future contract does not include any financial incentivisation, but to ensure strong performance management against key performance indicators and the use of the National Drug Treatment Monitoring System which provides live comparison data with other local partnerships. The procurement process will seek to ensure that a suitable provider with a commitment to transparency and collaborative working with the Council is appointed. Council officers will meet with the successful bidder on a monthly basis and a number of key performance indicators, performance indicators and quality assurance measures have been identified to ensure robust performance management. Issues of underperformance will be managed subject to their level of risk and impact and may include rapid informal action, escalation within the Council and / or Provider, formal Improvement Notices and other contract enforcement measures.
- 2.9 Drug and alcohol services have been subject to significant cuts in the last decade and the current service has not had any inflationary uplift since contract initiation in 2017. It is estimated that current real terms spend on drug and alcohol services is approximately 51% of the spend in 2011/12, a reduction brought about by cuts to contract values and the impact of inflation. The terms of the SSMTRG grant requires local authorities to not disinvest in drug and alcohol treatment spending.

### **3. Results of consultation undertaken**

- 3.1 A health needs assessment has been completed and identified priorities arising from this are outlined in 1.12 above.
- 3.2 An analysis of the marketplace for drug and alcohol services has been conducted, including desktop research and interviews with a range of providers to understand the nature of the marketplace and key issues facing potential bidders. Drug and alcohol services are predominantly delivered by third sector organisations and a small number of NHS Trusts. Providers were supportive in relation to a procurement which considered 'core' and 'probable' provision and an extended dialogue-based clarification process. Other issues raised by providers included a preference for ringfenced elements of contracts to protect vulnerable provision such as parent and carer support, challenges in working with primary care and the importance of clear expectations in relation to high-cost / low-volume provision such as in-patient detoxification.
- 3.3 Consultation has been undertaken with people with lived experience of substance misuse and local stakeholders. Some 66 people with lived experience of drug and alcohol misuse and 75 representatives from local stakeholders took part in consultation activities including questionnaires and focus groups. Current provision was highly rated and valued and respondents recognised that a lack of investment had led to high caseloads. Areas identified as being priorities for improvement included:

- Improved access to support in areas away from the city centre, including home visits and outreach
- An increase in evening and weekend provision
- Improved support around mental health conditions
- Increased gender-specific support
- Improved family / carer support provision

#### **4. Timetable for implementing this decision**

4.1 The Invitation to Tender documents will be released in May 2024. It is intended that the procurement process – including any dialogue – will take approximately 6 months and will enable contract award to take place in early November 2024 and allow for a 5-month mobilisation period for the new provider. It is intended that the new contract will commence on 1<sup>st</sup> April 2025.

#### **5. Comments from Director of Finance and Resources and Director of Law and Governance**

##### **5.1 Financial implications**

The proposed adult drug and alcohol treatment and recovery service contract is valued at £5.053m per annum, made up from:

- £4.15m per annum for the ‘core’ provision, funded through the Public Health Grant.
- £903k per annum for the ‘probable’ provision, funded by ring-fenced grants, including the SSMTRG, IPS Grant and Domestic Abuse Safe Accommodation Grant. The ‘probable’ nature of this element of provision reflects that certain elements of grant funding are less certain, and gives the Council the ability to withdraw or reduce the requirement based on the availability of these funding streams.

##### **5.2 Legal implications**

###### **Grant acceptance**

Section 1 of the Localism Act 2011 gives the Council a general power of competence and as such the Council has the power to receive grant funding and enter into a grant agreement.

Prior to acceptance of the Supplementary Substance Misuse Treatment and Recovery Grant/s, legal services will review and provide legal advice on the terms of grant.

Prior to entering into contract with a supplier for the provision of Drug and Alcohol Treatment and Recovery Services, legal services will provide advice as necessary on the terms and conditions.

## **Procurement**

The current contracts will expire on 31<sup>st</sup> March 2025. In order to ensure that the service is maintained, we are legally required to conduct an open and transparent procurement process which will be a competitive tender process to ensure best value against the agreed evaluation criteria.

The Provider Selection Regime (PSR), introduced via the Health and Care Act 2022 and set out in the Health Care Services (Provider Selection Regime) Regulations 2023, came into effect on 1 January 2024. The PSR introduces alternative procurement regulations of health services. The regulations specify that drug and alcohol services fall within the remit of PSR.

PSR enables local authorities to award contracts through three processes – ‘direct award’, award to the ‘most suitable provider’ and award following a ‘competitive process’. Due to the changes introduced by the new national Drug Strategy and additional funding likely to be made available, it is recommended that the Council procures these services via the ‘competitive process’.

The Council will comply with the new regulations and the Council’s revised contract procedure rules as well as any applicable legislation when tendering the services.

## **Public Health Functions**

Treatment for drug and alcohol misuse is a ‘non-prescribed’ function of public health grant spend. Conditions governing the receipt of the Public Health Grant requires the council, in using the grant, to *“have regard to the need to improve the take up of, and outcomes from, its drug and alcohol misuse treatment services, based on an assessment of local need and a plan which has been developed with local health and criminal justice partners.”*

Conditions governing the receipt of the SSMTRG grant requires the Council to *“maintain or build upon the core investment in drug and alcohol treatment and recovery”*. Each year, the Council is required to submit a full spending proposal for the full use of the SSMTRG in the coming 12 months and provide a Statement of Grant Usage at the end of the financial year.

## **TUPE**

Whilst there are no implications for staffing at this stage, in the event that the winner of the procurement exercise is not the current provider there will be implications for staff transfer under TUPE. This, however, is an issue for the old and new providers to resolve although the Council will ensure that the mobilisation process is sufficiently robust to manage the issue.

## **6. Other implications**

### **6.1 How will this contribute to the One Coventry Plan?**

(<https://www.coventry.gov.uk/strategies-plans-policies/one-coventry-plan>)

The services support the One Coventry Corporate Plan's vision to help to make communities safer, improve the health and wellbeing of local residents and protect our most vulnerable people by reducing the harms caused by substance misuse.

## 6.2 How is risk being managed?

An officer group has been working to develop a procurement strategy to understand and minimise risks. These include:

- **Failure to appoint a provider.** Interviews with potential bidders have helped understand the minimum requirements of providers. As such, the contract will be of 5 years, with options to extend for up to a further 4 years, providing financial stability and time to embed pathways and partnership working.
- **Failure to deliver on priorities.** The procurement process may include dialogue to ensure bidders fully understand the commissioner's requirements in relation to the delivery of outreach and community engagement. The contract will include a requirement of the service to review and produce service improvement plans.
- **Changes in demand.** The procurement process will include dialogue to engage a positive and transparent relationship between the local authority and the provider to help understand the changing demand on services during the course of the contract.

## 6.3 What is the impact on the organisation?

Substance misuse is a significant issue for many functions of the City Council, including Public Health, Children's Services, Adult Social Care, Safeguarding, Housing and Community Safety.

## 6.4 Equality Impact Assessment (EIA)

People misusing drugs and alcohol are among the most vulnerable and socially excluded populations and the contract will directly lead efforts to reduce health inequalities and prioritise engagement with communities affected by addiction.

## 6.5 Implications for (or impact on) climate change and the environment

There are no implications.

## 6.6 Implications for partner organisations?

The needs of people misusing drugs and alcohol are broad and commonly require support from a large number of partner agencies. Drug and alcohol treatment and recovery services are required to engage in significant joint working (which may include pathways, joint provision and co-location or in-reach) with a number of agencies including, primary and secondary care, mental health services, police, probation, courts and prisons.



**Report authors:****Name and job title:**

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**To: Cabinet**

**Date: 16<sup>th</sup> April 2024**

**Subject: Rebuilding Drug and Alcohol Treatment and Recovery Services**

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## **1 Purpose of the Note**

- 1.1 To inform Cabinet of the recommendations from Scrutiny Co-ordination Committee following their consideration of the report on Rebuilding Drug and Alcohol Treatment and Recovery Services at their meeting on 11<sup>th</sup> April 2024. This note provides information about the recommendations and area of discussion arising at that meeting.

## **2 Recommendations**

### **2.1 Scrutiny Co-ordination Committee:**

- 1) Support the recommendations to Cabinet with the following additional recommendation:-
- 2) That Cabinet's attention is drawn to the following recommendations made to officers:-
  - i. That officers consider ways of assuring the consultation process and continue to consult throughout the term of the contract.
  - ii. That officers provide information detailing how the new contract will improve performance, specifically in terms of opiate users >6 years opiate treatment
  - iii. That the new contract ensures that there is capacity to undertake new and innovative approaches
  - iv. That officers investigate how best to get feedback from GP's on the effectiveness of treatment
  - v. That officers ensure that data is collected on repeat attendances on treatment programmes

## **3 Information and Background**

- 3.1 At their meeting on 11<sup>th</sup> April 2024 Scrutiny Co-ordination Committee considered a report on Rebuilding Drug and Alcohol Treatment and Recovery Services.

### 3.2 The Committee discussed the following:

- Details of the procurement process and length of contract
- Value of the new contract compared to the current contract
- Whether the resources in the new contract were sufficient to meet current demand
- Whether the new contract would bring an improvement in performance, what would be done differently to what has been done before
- The consultation process and steps taken to engage service users, as well as the on-going dialogue with service users, which forms part of the contract requirements
- Performance data, how Coventry was performing compared to national data, including drug related deaths
- How performance was managed as part of the contract including regular formal and informal meetings, the monitoring of data, KPI's and powers to manage poor performance.
- The wider causes of addiction and prevention and a request for scrutiny to be updated on progress on the Drug and Alcohol Strategy
- The links with mental health services and how different services were working in partnership, including joint training and joint service meetings.

## 4 Health Inequalities Impact

- 4.1 People misusing drugs and alcohol are among the most vulnerable and socially excluded populations and the contract will directly lead efforts to reduce health inequalities and prioritise engagement with communities affected by addiction.

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Cabinet

16<sup>th</sup> April 2024

**Name of Cabinet Member:**

Cabinet Member for Education and Skills – Councillor Dr K Sandhu

**Director Approving Submission of the report:**

Director of Partnership and Performance

**Ward(s) affected:**

All

**Title:**

**Academies Act 2010 – Proposed Academy Conversion of Coventry Extended Learning Centre (CELC) – Grant of Long Lease to Solihull Alternative Provision Multi Academy Trust (SAPMAT)**

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**Is this a key decision?**

Yes – the Academisation of the Coventry Extended Learning Centre (CELC) is likely to have a significant impact on residents or businesses in all wards of the city

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**Executive Summary:**

Following two Ofsted inspections at the Coventry Extended Learning Centre (CELC), operating on two sites known as Wyken Extended Learning Centre and Herald Extended Learning Centre (“the CELC’s”), in both June 2018 and 2022, which resulted in gradings both times of ‘Requires Improvement’, the CELC is required to academise. The Secretary of State issued the school a Directive Academy Order (DOA) under the Academies Act 2010 (“the 2010 Act”).

Following the DOA being received in March 2023, the Department for Education, City Council, and CELC agreed that the CELC will join the Solihull Alternative Provision Multi Academy Trust (“SAPMAT”) as a sponsored academy and thereafter will cease to be maintained by the Local Authority.

The Local Authority has a statutory duty to provide appropriate education provision for children under Section 14 of the Education Act 1996, to ensure sufficient school places and fair, appropriate access to education.

The Cabinet Member for Education and Skills has delegated authority in respect of academy conversion approvals. However, given the unique nature of the conversion in respect of the requirement for multiple leases Cabinet approval is sought in order to provide transparency given the context and complexities behind the conversion of Coventry Extended learning Centre.

In order to facilitate the conversation, approval is sought under Schedule 1 of the 2010 Act (as amended by Schedule 14 of the Education Act 2011 ("the 2011 Act")), to grant a 125-year long lease at a peppercorn rental for the land and/or buildings within its ownership that has been wholly or mainly used for the purposes of the school in the period of 8 years ending on the day on which an order is made. A Commercial Transfer Agreement (CTA) will also need to be completed.

**Recommendations:**

Cabinet is requested to:

- 1) Endorse Coventry Extended Learning Centre's (CELC) Directive Academy Order to become an academy by joining the Solihull Alternative Provision Multi Academy Trust (MAT).
- 2) Delegate authority to the Director of Law and Governance to agree and complete the suite of legal documentation to facilitate the grant of the 125-year long leases in respect of the Wyken ELC, Wyken ELC Site Services Officer (SSO) accommodation and the Herald Extended Learning Centre (ELC) and any necessary Commercial Transfer Agreement (CTA).
- 3) Delegate authority to the Director of Partnerships and Performance, following consultation with the Cabinet Member for Education and Skills, to agree where necessary any amendments to the legal agreements arising from further consideration by both the Council and Solihull Alternative Provision Multi Academy Trust (MAT).

**List of Appendices included:**

- Appendix 1 – Wyken ELC site lease plan
- Appendix 2 – Wyken ELC SSO House site lease plan
- Appendix 3 – The Herald ELC site lease plan

**Background papers:**

None

**Other useful documents:**

None

**Has it been or will it be considered by Scrutiny?**

No

**Has it been or will it be considered by any other Council Committee, Advisory Panel or other body?**

No

**Will this report go to Council?**

No

Title:

**Academies Act 2010 – Proposed Academy Conversion of Coventry Extended Learning Centre (CELC) – Grant of Long Lease to Solihull Alternative Provision Multi Academy Trust (SAPMAT)**

**1. Context (or background)**

- 1.1. Solihull Alternative Provision MAT is an academy trust in Solihull, currently formed of two alternative provisions Daylesford Academy and Solihull Academy. Solihull Alternative Provision Multi Academy Trust formed in 2022.
- 1.2. Following two Ofsted inspections at the Coventry Extended Learning Centre (CELC) in both June 2018 and 2022, which resulted in gradings both times of ‘Requires Improvement’, the Secretary of State issued the CELC a Directive Academy Order (DOA) under the Academies Act 2010 (“the 2010 Act”).
- 1.3. In order to facilitate the conversion, the Council is required, under Schedule 1 of the 2010 Act (as amended by Schedule 14 of the Education Act 2011 ("the 2011 Act")), to grant a 125-year long lease at a peppercorn rental for the land and/or buildings within its ownership that has been wholly or mainly used for the purposes of the school in the period of 8 years ending on the day on which an order is made. A Commercial Transfer Agreement (CTA) has been completed.
- 1.4. Officers within the Council, the Department for Education, the Coventry Extended Learning Centre and Solihull Alternative Provision MAT are working towards a target conversion date of 1<sup>st</sup> September 2024, subject to leases being agreed and all other agreements being in place by the 1<sup>st</sup> of July 2024.
- 1.5. Legal and other considerations being factored into the leases are detailed in the below sections of this report.

**2. Options considered and recommended proposal.**

- 2.1. Recommended Option - Endorse the recommendations as per the Directive Academy Order and enabling works in relation to lease and CTA.

**3. Results of consultation undertaken**

- 3.1. Solihull Alternative Provision MAT (SAPMAT) will become the employer of the school’s staff. SAPMAT has not yet commenced the TUPE consultation but are in the process of discussing with solicitors and agreeing a timeline for the consultation activities.

**4. Timetable for implementing this decision.**

- 4.1. The timescale is set out in the following table:

<b>Activity</b>	<b>Approximate Timing</b>	<b>Action</b>
Approval of academy sponsor (Solihull Alternative Provision MAT [SAPMAT]) for Coventry Extended Learning Centre (CELC) by Directive Academy Order	March 2023	Completed

Kickstart meeting between the Council, CELC, Solihull Alternative Provision MAT and StoneKing (acting on behalf of SAPMAT)	November 2023	Completed
Ongoing communication and meetings between the Council, CELC, SAPMAT and the DfE		
Report to CCC Cabinet for authorisation of the academisation of CELC	16 <sup>th</sup> April 2024	Proposed
Target conversion date to academy status	1 <sup>st</sup> September 2024	Proposed

4.2. Following the agreement of this report, officers will immediately seek to finalise and complete the required lease(s) in liaison with the academy trust's solicitor to enable the school to convert. The target conversion date for the school is 1<sup>st</sup> September 2024, subject to leases being agreed.

## 5. Comments from the Director of Finance and Resources and the Director of Law and Governance

### 5.1. Financial implications

5.1.1. Alternative Provision academies receive funding from both the Education and Skills Funding Agency (place funding) and the Local Authority (top-up funding). Before conversion, a commercial transfer agreement should be in place, which is designed to ensure that a number of agreements are in place including details of any assets or contracts that will transfer to the academy trust and of those that will not.

5.1.2. As CELC is converting as a sponsored academy, this means that, at the point of conversion, if the school has a deficit financial balance, this will remain with the Council. If a school has a surplus financial balance, then this transfers to the academy trust.

5.1.3. The Council is involved in calculating the financial balance and paying to the academy any surplus within 4 months. To mitigate against the risk of a school having a deficit balance at the point of conversion, CCC Finance colleagues work closely with the school to ensure appropriate financial monitoring of budget and expenditure continues, and to forecast as accurately as possible the balance at the point of conversion. During this process, should the Council have concerns about the financial management being operated within the school prior to conversion, then these can be formally raised with the Governing Body in line with sanctions set out in the Fair Funding Scheme of Delegation. Ultimately, the Local Authority can suspend a maintained school's right to a delegated budget but would only want to pursue this in extreme cases. In the event that the Local Authority makes an underpayment or overpayment in relation to any historic liabilities (including, without limitation, any payments relating to the School's accounts), the CTA states that the Local Authority and the Company agree to repay any such sums to the other (as appropriate).

### 5.2. Legal implications

5.2.1. Officers within Legal Services will prepare and complete the necessary agreements and leases to deal with the 125-year lease of the Wyken ELC, the Wyken ELC Site



Service Officer (SSO) property and the Herald ELC. The form of leases will be based upon the "model long term lease" produced by the DfE.

- 5.2.2. Officers within the Legal Services will prepare and complete any necessary CTAs in respect of both Wyken ELC and the Herald ELC.
- 5.2.3. There is one SSO property relating to the Wyken ELC site; the Council has drafted a separate long lease for the SSO property following the DfE model lease. The lease includes a provision that, in the event Solihull Alternative Provision MAT no longer require use of the SSO property, they are required to serve notice on the Council and officers can consider whether to exercise an option to break which would mean the property would revert back to the Council free from the leasehold interest. The Council would then be able to deal with the SSO property as is considered appropriate at the time. The intention here is to preserve a potential capital receipt for the Council in the event officers chose to exercise the option to break and later dispose of the property.
- 5.2.4. The Wyken CELC sits within the boundary of Caludon Castle Secondary School and was excluded from the long lease granted in respect of that school in 2011 under the Academies Act. The lease plan has been prepared having regarding the existing lease in respect of Cauldon Castle School and the lease will reserve all necessary rights of access to and from the Wyken CELC.
- 5.2.5. The Herald CELC at 20 Watcombe Road is currently located on land which is being held by Street Scene and Green Space. It is the intention to appropriate, under Section 122 of the Local Government Act 1972, the land to Education, as identified within the unshaded area plus the brown shaded area on the indicative plan.
- 5.2.6. It is proposed that the access road leading to the Herald CELC will be included within the demise and that the Academy will take over responsibility for future repair and maintenance of the same and maintain access for the parks teams through the gates linked to the school and the road to Moat House Park including out of hours or non-school days for maintenance purposes. Access will be maintained to a PFI contracted Lamppost which is located in this area.
- 5.2.7. The two land appropriations to Education will be in place upon formal completion of the academisation.

## **6. Other implications**

### **6.1. How will this contribute to achievement of the One Coventry Plan?**

These proposals will support and synergise with the Councils Policies as set out below:

- Creating the Infrastructure – Aiding in Schools to be self-sufficient.
- Rationalising our property portfolio – Enabling schools to reach their potential.
- Creating the infrastructure for the city to grow and thrive – by providing additional school places for Coventry residents to attend.

### **6.2. How is risk being managed?**

An academy school is no longer maintained by the Local Authority and the land and buildings transfer to the academy trust, so health and safety will no longer be the

Local Authority's responsibility. It will be the same for business continuity. If there were significant Health and Safety or Business Continuity issues in an academy school, this could result in numbers of children and young people not being in school. This needs to be discussed and agreed with academy trusts and Headteachers as we consider with them the protocols for working with academies. All schools in Coventry are part of a Partnership with the Local Authority (the Coventry Education Partnership). This means the Local Authority and all schools will work together to minimise risks, including those outlined above. A recent capital project, completed April 2022, has been undertaken at the Herald ELC to provide additional places and improve the learning facilities on the school site. Through the CTA and within the lease, City of Coventry officers will be looking to secure continuum of provision, with an agreed number of places, reserved for Coventry City pupils and allocated by the Council acting as Local Education Authority.

### **6.3. What is the impact on the organisation?**

Academies are independent bodies from the Council. As such, they will have freedom to decide where they obtain services and support from. Where academies decide to procure services elsewhere than the Council then this may impact on the services involved. For many Council services this means no change as under Fair Funding legislation and Budget Delegation requirements, schools have held such budgets and service delivery decision-making powers for several years. However, where services have been provided as part of a corporate statutory service then academies will need to purchase such services from the Council or seek an alternative provider. When bidding for academy business, all Local Authority services will have to base bids on commercial rates that achieve full recovery of Authority costs. Revised formal arrangements in respect of service charging for community and academies were introduced from April 2013.

### **6.4. Equalities / EIA**

There are no specific EIA issues directly related to the land transfer. The agreement of a lease for the land and buildings to each academy will not in itself have any adverse effect on the community access or enjoyment of each of the sites compared to that currently available from the school. Responsibility for monitoring and addressing access issues on the site will transfer from the Council to the academy with the school's conversion to academy status and it will be for the academy to prioritise improvement works in the usual way.

### **6.5. Implications for partner organisations?**

None that have not already been addressed.

### **6.6. Implications for (or impact on) climate change and the environment**

None that have not already been addressed.

Collaboration with the Climate Change and Sustainability Team to address inefficient school buildings and support the City Council Sustainability Strategy will take place and recommendations implemented where funds allow.

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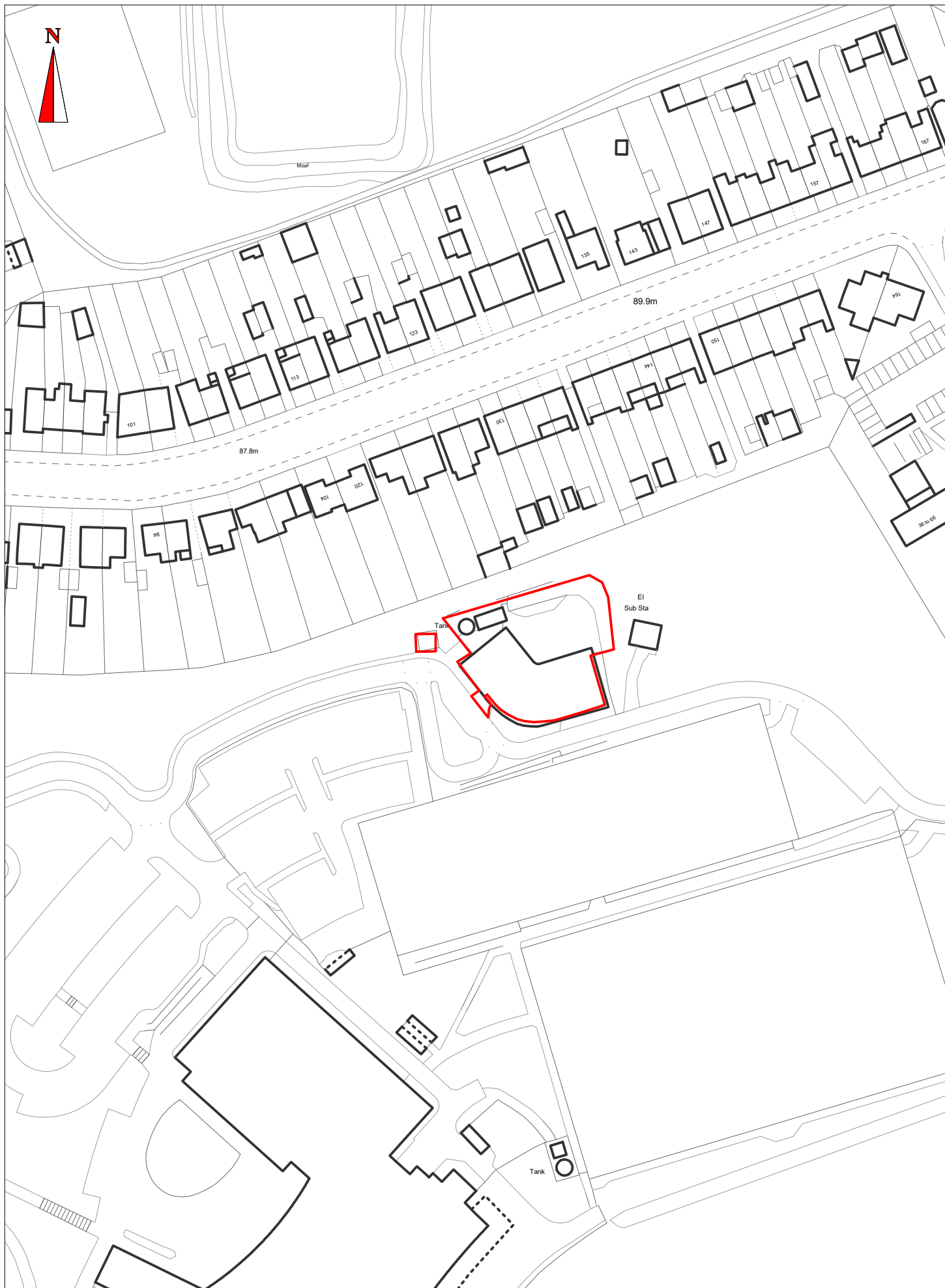
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Wyken ELC SSO House Draft Lease Plan

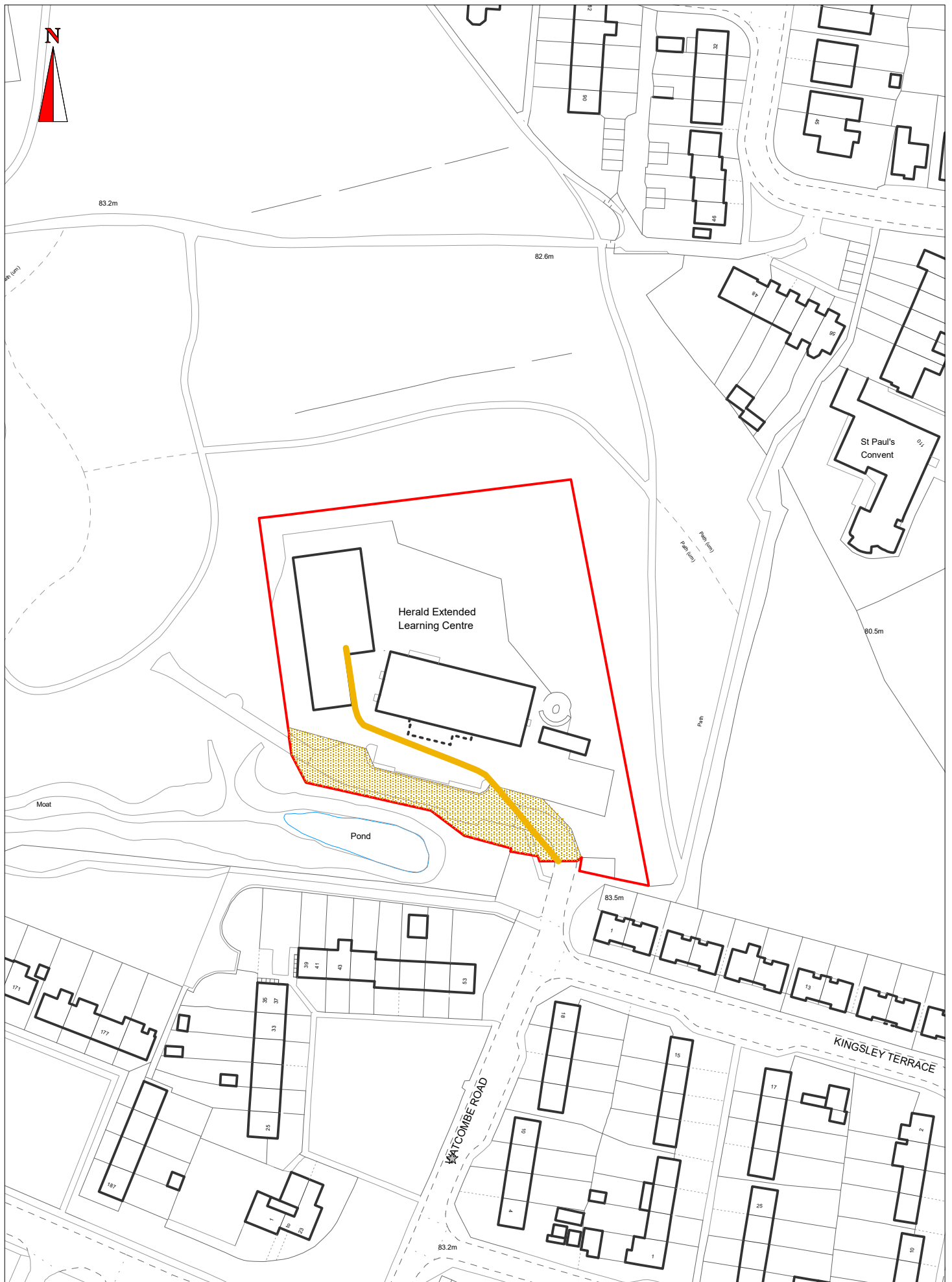
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Herald ELC Draft Lease Plan

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