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## EXECUTIVE BOARD

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Meeting to be held in Civic Hall, Leeds on  
Wednesday, 12th March, 2008 at 1.00 pm

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### Councillors

A Carter (Chair)  
R Brett  
J L Carter  
S Golton  
R Harker  
P Harrand  
J Procter  
S Smith

### MEMBERSHIP

K Wakefield  
\*J Blake

R Finnigan

\*non voting advisory member

## CONFIDENTIAL AND EXEMPT ITEMS

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

### **9.0 Confidential information – requirement to exclude public access**

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

### **9.2 Confidential information means**

- (a) information given to the Council by a Government Department on terms which forbid its public disclosure or
- (b) information the disclosure of which to the public is prohibited by or under another Act or by Court Order. Generally personal information which identifies an individual, must not be disclosed under the data protection and human rights rules.

### **10.0 Exempt information – discretion to exclude public access**

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

- (a) the meeting resolves so to exclude the public, and that resolution identifies the proceedings or part of the proceedings to which it applies, and
- (b) that resolution states by reference to the descriptions in Schedule 12A to the Local Government Act 1972 (paragraph 10.4 below) the description of the exempt information giving rise to the exclusion of the public.
- (c) that resolution states, by reference to reasons given in a relevant report or otherwise, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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

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

10.4 Exempt information means information falling within the following categories (subject to any condition):

- 1 Information relating to any individual
- 2 Information which is likely to reveal the identity of an individual.
- 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).
- 4 Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.
- 5 Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- 6 Information which reveals that the authority proposes –
  - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
  - (b) to make an order or direction under any enactment
- 7 Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

# A G E N D A

Item No K=Key Decision	Ward	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded)</p>	
2			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
3			<p><b>EXCLUSION OF PUBLIC</b></p> <p>To identify items where resolutions may be moved to exclude the public</p>	
4			<p><b>DECLARATION OF INTERESTS</b></p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct</p>	
5			<p><b>MINUTES</b></p> <p>To confirm as a correct record the minutes of the meeting held on 8<sup>th</sup> February 2008</p> <p><b><u>LEISURE</u></b></p>	1 - 16

Item No K=Key Decision	Ward	Item Not Open		Page No
6 K	Adel and Wharfedale; Weetwood;		<p><b>DEPUTATION TO COUNCIL - TINSHILL RECREATION DE-FENCE GROUP REGARDING USE OF PERMITTED DEVELOPMENT TO FENCE OFF GREEN SPACE INCLUDING TINSHILL RECREATION GROUND</b></p> <p>To consider the report of the Director of City Development responding to the deputation from Tinshill Recreation De-Fence Group to full council on 16<sup>th</sup> January 2008.</p>	17 - 30
7 K	Middleton Park	10.4(3)	<p><b>STAGE 1 APPLICATION FOR PARKS FOR PEOPLE HERITAGE LOTTERY FUNDING FOR MIDDLETON PARK</b></p> <p>To consider the report of the Director of City Development seeking approval for the submission of a Stage 1 Parks for People Programme Heritage Lottery Fund (HLF) application for a Middleton Park restoration scheme with the support of Wade's Charity, the match funding for which is to come from the surrender and subsequent sale of 218 and 220 Middleton Town Street and adjoining land.</p> <p>Appendix 1 to this report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p> <p><b><u>ADULT HEALTH AND SOCIAL CARE</u></b></p>	31 - 40
8 K			<p><b>DEPUTATION TO COUNCIL - MEMBERS OF RELATE REGARDING THE ORGANISATION'S FUNDING</b></p> <p>To consider the report of the Director of Adult Social Services responding to the deputation from representatives of the charity Relate to full Council on 16<sup>th</sup> January 2008.</p>	41 - 46



Item No K=Key Decision	Ward	Item Not Open		Page No
9 K	Chapel Allerton; Hyde Park and Woodhouse;	10.4(3)	<p><b>ROUNDHAY ROAD RELOCATION PROJECT</b></p> <p>To consider the report of the Director of Adult Social Services which seeks approval of the allocation of funding equal to the full capital receipt and service budget from Roundhay Road, in order to support the relocation costs of all the teams and services from the site. The report also seeks approval for an injection of funds into the capital programme to enable the identified schemes to progress.</p> <p>Appendices 1 and 3 to this report are designated as exempt under Access to Information Procedure Rule 10.4(3).</p> <p><b><u>CENTRAL AND CORPORATE</u></b></p>	47 - 66
10			<p><b>LEEDS STRATEGIC PLAN 2008-2011</b></p> <p>To consider the report of the Assistant Chief Executive (Policy, Planning and Improvement) providing an overview of the development, approach and broad content of the Leeds Strategic Plan 2008-11, and which seeks approval of the Plan, which is appended to the report.</p>	67 - 104
11 K	Burmantofts and Richmond Hill; Chapel Allerton; Gipton and Harehills; Kirkstall;		<p><b>JOINT SERVICE CENTRES - APPROVAL TO PROCEED TO LIFT STAGE 2 FOR JOINT SERVICE CENTRES AT CHAPELTOWN AND HAREHILLS</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods seeking approval of a package of proposals from Leeds' Local Improvement Finance Trust (LIFT) to develop two joint service centres to be constructed at Chapeltown and Harehills.</p> <p><b><u>DEVELOPMENT AND REGENERATION</u></b></p>	105 - 114

Item No K=Key Decision	Ward	Item Not Open		Page No
12 K	Headingley; Hyde Park and Woodhouse;		<p><b>DEPUTATION TO COUNCIL- LOCAL RESIDENTS REQUESTING THE COUNCIL TO PURCHASE SPORTS FACILITIES AT LEEDS GIRLS HIGH SCHOOL FOR USE BY PRIMARY SCHOOLS AND THE LOCAL COMMUNITY</b></p> <p>To consider the report of the Director of City Development in relation to the deputation from local residents to full Council on 16<sup>th</sup> January 2008.</p>	115 - 122
13 K	Headingley; Hyde Park and Woodhouse;		<p><b>DEPUTATION TO COUNCIL - HEADINGLEY NETWORK REGARDING THE FUTURE USE OF THE ELINOR LUPTON CENTRE</b></p> <p>To consider the report of the Director of City Development responding to the deputation from Headingley Network to full Council on 16<sup>th</sup> January 2008.</p>	123 - 130
14 K			<p><b>TOWN AND DISTRICT CENTRES PARKING STRATEGY AND PRIORITIES</b></p> <p>To consider the report of the Director of City Development summarising the findings from the town and district parking strategy overview studies previously approved by Executive Board and setting out proposals for taking the parking strategy development work to the next stage of targeting priorities for detailed strategy development and for consultation with Ward Members and local communities.</p> <p><b><u>NEIGHBOURHOODS AND HOUSING</u></b></p>	131 - 140

Item No K=Key Decision	Ward	Item Not Open		Page No
15 K	Beeston and Holbeck; Burmantofts and Richmond Hill; City and Hunslet; Gipton and Harehills;		<p><b>REGIONAL HOUSING BOARD FUNDED CLEARANCE SITES AND THEIR INCLUSION IN THE STRATEGIC AFFORDABLE HOUSING PARTNERSHIP</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods on a proposal to incorporate the Regional Housing Board funded clearance sites into the pool of Council owned land, currently 77 acres, which has been set aside for the development of affordable housing via the Strategic Affordable Housing Partnership. Appendix 5 to this report, which will be circulated at the meeting, is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	141 - 156
16			<p><b>DEVELOPMENT AND HARDWARE COSTS FOR THE HOUSING ICT PROJECT</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods seeking authorisation to allocate £1.15m to complete Phase 2 of the Housing IT Project, which is outlined within the report.</p> <p><b><u>CHILDREN'S SERVICES</u></b></p>	157 - 162
17 K	Morley South	10.4(3)	<p><b>FOUNTAIN PRIMARY SCHOOL - RATIONALISATION ONTO ONE SITE</b></p> <p>To consider the report of the Chief Executive of Education Leeds seeking authorisation to ringfence all of the capital receipt received from the sale of Fountain Primary School Annex, in order to invest in a scheme to rationalise the accommodation at Fountain Primary School onto one site. Appendix 1 to this report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p>	163 - 172

Item No K=Key Decision	Ward	Item Not Open		Page No
18	Bramley and Stanningley		<p><b>PRESCRIBED ALTERATION AND CHANGE OF LOWER AGE RANGE OF HOLLYBUSH PRIMARY SCHOOL</b></p> <p>To consider the report of the Director of Children's Services seeking approval to publish a statutory notice to formally alter the lower age limit for which education services are provided at Hollybush Primary School, in order to facilitate the delivery of children's centre and extended school services on these sites.</p>	173 - 176
19			<p><b>ANNUAL CONSULTATION ON ADMISSION ARRANGEMENTS FOR 2009/2010</b></p> <p>To consider the report of the Chief Executive of Education Leeds outlining the proposed key changes to the Local Authority Admission Policy for the 2009/2010 academic year.</p>	177 - 186

## EXECUTIVE BOARD

FRIDAY, 8TH FEBRUARY, 2008

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

Councillors R Brett, S Golton, R Harker,  
P Harrand, J Procter, S Smith and  
K Wakefield

Councillor Blake – Non Voting Advisory Member

### 161 Chair's Announcements

The Chair announced that the funeral of Mr John Gunnell, a former West Yorkshire County Councillor, Leeds City Councillor and MP for Morley was being held today. On behalf of Executive Board, the Chair paid tribute to Mr Gunnell and requested that the Board's condolences be conveyed to Mr Gunnell's family.

### 162 Exclusion of Public

**RESOLVED** – That the public be excluded from the meeting during consideration of the following parts of the agenda designated exempt on the grounds that it is likely, in the view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:

- (a) Appendix F to the report referred to in minute 168(C) under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because the appendix contains details of sites scheduled for future disposal by the Council, which if disclosed would, or would be likely to prejudice the Council's commercial interests in relation to the level of capital receipts generated from the future disposal of such sites.
- (b) Appendix D to the report referred to in minute 171 under the terms of Access to Information Procedure Rule 10.4(4) and (5) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because the Council is currently defending a large number of equal pay cases before the Employment Tribunal and release of the information at this time could prejudice the outcome of such tribunal claims, proving costly to the Council, and thereby having an adverse impact on the public.
- (c) Appendix 1 to the report referred to in minute 177 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as disclosure would, or would be

Draft minutes to be approved at the meeting  
to be held on Wednesday, 12th March, 2008

likely to prejudice the commercial interests of the Council by virtue of the fact that sensitive negotiations are currently ongoing with private sector investors and Yorkshire Forward to secure a contribution to the Albion Place improvement works.

- (d) Appendices 5, 7 and 8 to the report referred to in Minute 179 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as disclosure of information relating to the remaining leasehold properties to be acquired in both Beeston Hill and Holbeck and Little London, as detailed within the appendices would be likely to prejudice the Council's commercial interests when undertaking negotiations in respect of such properties.

Appendix 9 to the report referred to in minute 179 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as disclosure would, or would be likely to prejudice the Council's commercial interests by virtue of the fact that it includes information relating to the Council's financial position in the Outline Business Case for Beeston Hill and Holbeck, the details of which are yet to be fully agreed. In addition the Council has also commenced competitive dialogue with PFI bidders, and the disclosure of such information could prejudice the ongoing procurement process.

- (e) Annex 2 to the report referred to in minute 181 under the terms of Access to Information Procedure Rule 10.4(1) and (2) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as Education Leeds has a duty to secure improvement and increased confidence in the schools concerned and this would be adversely affected by disclosure of the information.
- (f) Annex 3 to the report referred to in minute 182 under the terms of Access to Information Procedure Rule 10.4(1) and (2) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as Education Leeds has a duty to secure improvement and increased confidence in the schools concerned and this would be adversely affected by disclosure of the information.
- (g) Appendix 1 to the report referred to in minute 185 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information as disclosure would prejudice the Council's commercial interests as the appendix details matters where negotiations of a confidential nature will ensue. In these circumstances

it is considered that the public interest in not disclosing the commercial information outweighs the public interest in disclosure.

**163 Declaration of Interests**

Councillor Brett declared a personal interest in the items relating to 'Health and Wellbeing Partnership Arrangements' and 'Consultation Paper – Valuing People Now: From Progress to Transformation' (minutes 186 and 187 refer respectively) as a member of the Burmantofts Senior Action Management Committee.

Councillor Smith declared a personal and prejudicial interest in the item relating to 'Pay and Grading Review' (minute 171) due to his wife being an employee of Education Leeds.

Councillor Blake declared a personal interest in the item relating to 'Health and Wellbeing Partnership Arrangements' (minute 186) due to her position as Non-Executive Director of Leeds North West Primary Care Trust and a member of Middleton Elderly Aid.

A further declaration made during the meeting (Councillor Wakefield) is referred to at minute 176.

**164 Minutes**

**RESOLVED** – That the minutes of the meeting held on 23<sup>rd</sup> January 2008 be approved.

**LEISURE**

**165 Inquiry into River Safety Management at Wharfemeadows Park, Otley - Final Report and Recommendations**

The Chief Democratic Services Officer submitted a report presenting the final report and recommendations of the Scrutiny Board (Culture and Leisure) following its inquiry into 'River Safety Management at Wharfemeadows Park, Otley'.

A minority report submitted by a member of the Scrutiny Board (Culture and Leisure) was appended to the report.

The Chair of the Scrutiny Board attended the meeting and presented the Scrutiny report.

**RESOLVED** – That the contents of the Scrutiny inquiry report be received.

**166 Inquiry into River Safety Management at Wharfemeadows Park, Otley - Officer Observations**

The Assistant Chief Executive (Corporate Governance) submitted a report in order to assist Members when considering the recommendations of Scrutiny Board (Culture and Leisure) in regard to their inquiry into the decision by Executive Board to erect fencing at Wharfemeadows Park Otley.

The final report of the Scrutiny Board was considered as a separate item on the agenda (minute 165 refers).

**RESOLVED** – That recommendations 1, 3 and 4 of the report by Scrutiny Board (Culture and Leisure) be accepted and that the Assistant Chief Executive (Corporate Governance) report back on recommendation 2 of the Scrutiny Board's report, in relation to the availability of Counsel's advice to the public.

## **CENTRAL AND CORPORATE**

### **167 Budget Arrangements 2009/2010**

The Chair circulated to Board members a copy of a letter from John Healey MP, Minister for Local Government confirming that the Council's failure to qualify for monies under the Working Neighbourhoods Fund would not be subject to further consideration.

**RESOLVED** – That, in view of the reductions in funding in 2009/2010 which can be anticipated as a result of this confirmation, the Director of Resources be requested to report back to the Board on potential savings which may be realised in that year in relation to Council publications, engagement of consultants and procurements.

### **168 Council Budget 2008/2009 and Capital Programme**

#### **(A) Revenue Budget and Council Tax 2008/09**

The Director of Resources submitted a report on the Council's budget for 2008/09 following detailed consideration of service requirements and taking account of the Local Government Finance Settlement. The report indicated that the budget would result in a Band D Council Tax of £1,064.37 for consideration by Council.

#### **RESOLVED –**

- (i) That Council be recommended to approve the Revenue Estimates for 2008/09 totalling £540,509,000 as detailed and explained in the submitted report and accompanying papers, including a 4.7% increase in the Leeds' element of the Council Tax.
- (ii) That as the Police Authority budget meeting is currently scheduled for 22<sup>nd</sup> February 2008, Council be recommended to establish a committee of the Council specifically to set the final Council Tax.
- (iii) That the fees and charges policy as detailed in appendix 5 of the report be approved.
- (iv) That the proposal to change the childcare fee structure as detailed in the Children's Services budget briefing report be approved.
- (v) That the proposed local performance indicators as detailed within paragraph 13 of the report be approved.



(B) Housing Revenue Account Budget 2008/09

The Directors of Resources and Environment and Neighbourhoods submitted a joint report on the Housing Revenue Account budget and ALMO management fee distribution for 2008/09.

**RESOLVED –**

- (i) That the Council be recommended to approve the budget at the average rent increase figure of 5.8%.
- (ii) That the Council be recommended to approve that service charges be increased in line with average rent rises.
- (iii) That the Council be recommended to approve that the charges for garage rents be increased to £5.55 per week.

(C) Capital Programme 2007-2012

The Director of Resources submitted a report setting out the updated capital programme for 2007-2012.

Following consideration of appendix F to the report designated as exempt under Access to Information Procedure Rule 10.4(3) which was considered in private at the conclusion of the meeting it was

**RESOLVED –**

- (i) That the Council be recommended to approve the capital programme as attached to the submitted report.
- (ii) That the Director of Resources be authorised to manage, monitor and control scheme progress and commitments to ensure that the programme is affordable.
- (iii) That the disposal of land and property sites as detailed within exempt appendix F to the report be agreed in order to generate capital receipts to support the capital programme.
- (iv) That the Council be recommended to approve the proposed Minimum Revenue Provision policies for 2008/09 as set out in paragraph 5.3.2 and appendix G to the report.

(D) Treasury Management Strategy 2008/09

The Director of Resources submitted a report on the proposed Treasury Management Strategy for 2008/09 and the revised affordable borrowing limits under the prudential framework. The report also provided members with a review of strategy and operations in 2007/08.

**RESOLVED –**

- (i) That the initial Treasury Strategy for 2008/09 as set out in section 3.3 of the report be approved and that the review of the 2007/08 strategy and operations, as set out in sections 3.1 and 3.2 of the report be noted.

- (ii) That the Council be recommended to set the borrowing limits for 2007/08, 2008/09, 2009/10 and 2010/11, as set out in section 3.4 of the report.
- (iii) That the Council be recommended to set the treasury management indicators for 2007/08, 2008/09, 2009/10 and 2010/11, as set out in section 3.5 of the report.
- (iv) That the Council be recommended to set the investment limits for 2007/08, 2008/09, 2009/10 and 2010/11, as set out in section 3.6 of the report.

(The matters referred to in parts A(i) and (ii), B(i), (ii) and (iii), C(i) and (iv) and D (ii), (iii) and (iv) of this minute being matters reserved to Council were not eligible for Call In)

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on the decisions contained in this minute)

**169 Financial Health Monitoring 2007/08 - Third Quarter Report**

The Director of Resources submitted a report setting out the Council's financial health position for 2007/08 after nine months of the financial year, in respect of the revenue expenditure and income to date compared to the approved budget, the projected year end position and proposed actions to ensure a balanced budget by the year end. The report also highlighted the position regarding other key financial indicators, including Council Tax collection and the payment of creditors.

**RESOLVED –**

- (i) That the projected financial position of the authority after nine months of the new financial year be noted.
- (ii) That the transfer of the projected surplus to general reserves be approved.

**170 Final Local Government Finance Settlement 2008/09 and Revised Provisional Settlements for 2009/10 and 2010/2011**

The Director of Resources submitted a report providing details of the final Local Government Revenue Support Grant Settlement for 2008/09 and the revised provisional settlements for 2009/10 and 2010/11 which were announced on 24<sup>th</sup> January 2008.

**RESOLVED –** That the contents of the report be noted.

**171 Pay and Grading Review**

The Director of Resources submitted a report which sought approval of an amended version of the pay structure and confirmed the position on pay protection for the purpose of the Pay and Grading Review. The report also updated members on negotiations with the trade unions.

Following consideration of appendix D to the report designated as exempt under Access to Information Procedure Rule 10.4(4) and (5) which was considered in private at the conclusion of the meeting it was

**RESOLVED –**

- (i) That the amended pay structure, as detailed within appendix A to the report be approved.
- (ii) That the pay protection arrangements for Phase 1 and Phase 2 employees be confirmed as previously agreed by the Executive Board in March 2007, which is for those staff whose grade changes adversely as a result of the job evaluation exercise:-
  - A period of no longer than 3 years protection – attracting annual pay award and increments in line with the NJC for Local Government service pay agreements effective from 1<sup>st</sup> February 2008;
  - Year 4 – go directly to the maximum point of the new substantive grade/pay range.
- (iii) That the Board notes that the Director of Resources will continue negotiations with the Trade Unions and will continue to work with the Trade Unions to identify means of avoiding individual loss wherever possible and appropriate.
- (iv) That the Director of Resources be authorised to take steps to implement the new pay structure, by agreement or otherwise, in the light of the negotiations with Trade Unions.

(Having declared a personal and prejudicial interest, Councillor Smith left the meeting during consideration of this matter)

**172 Comprehensive Performance Assessment - 2007 Result**

The Assistant Chief Executive (Policy, Planning and Improvement) submitted a report updating members on the arrangements for reporting Leeds City Council's Comprehensive Performance Assessment (CPA) judgement for 2007, namely a 4 star authority which is improving well.

**RESOLVED –**

- (i) That the contents of the report be noted.
- (ii) That all staff of the authority be offered the thanks of the Board for their contribution to this result.

**173 225 York Road Taxi and Private Hire Licensing Section Extension**

The Assistant Chief Executive (Corporate Governance) submitted a report on a proposed extension to the existing purpose built accommodation for the Taxi and Private Hire Licensing Section at 225 York Road.

**RESOLVED –**

- (i) That the further injection into the 2007/08 capital programme of £84,000 be approved.
- (ii) That authority be given to incur expenditure of £610,000 on construction costs, £17,600 on equipment and £78,500 on fees.

## **DEVELOPMENT AND REGENERATION**

### **174 West End Partnership - Proposed Memorandum of Understanding**

The Director of City Development submitted a report on a proposed Memorandum of Understanding which would facilitate collaboration between Leeds City Council and six private developers to promote the West End vision.

#### **RESOLVED –**

- (i) That the Council be authorised to enter into the Memorandum of Understanding with the six companies comprising the West End Partnership.
- (ii) That the general terms of the Memorandum of Understanding as outlined in paragraph 2.6 of the report, be agreed, with the specific details being agreed by the Director of City Development and the Assistant Chief Executive (Corporate Governance) as appropriate.
- (iii) That the Director of City Development be requested to examine processes whereby elected Members can be briefed as to progress of the proposals.

### **175 Roundhay Road Proposed High Occupancy Vehicle Lane**

The Director of City Development submitted a report on the proposed implementation of a scheme to improve the existing bus lane on Roundhay Road, which would facilitate its use by High Occupancy Vehicles, in addition to ensuring a more reliable passage for buses at an overall cost of £540,000.

#### **RESOLVED –**

- (i) That the Roundhay Road Bus and High Occupancy Vehicle Corridor Scheme, as illustrated on drawing numbers 760217/002, at an estimated cost of £538,717 be approved.
- (ii) That £511,717 expenditure, comprising £336,354 works costs, statutory undertakers costs of £103,619 and a further £71,744 staff costs for supervision, monitoring and enforcement be approved. These costs to be met from the Integrated Transport Scheme 99609 within the approved Capital Programme which is eligible for 100% Government funding and may be reimbursed at a later date via Section 106 contributions.
- (iii) That the previous approval of staff costs of £27,000 which were met from the Integrated Transport Scheme 99609 within the approved Capital Programme be noted.

### **176 Private Streets Programme**

The Director of City Development submitted a report which provided an update on the progress of the Private Streets Programme, sought approval to extend the programme for a further 3 years from April 2008 and to incur expenditure of a further £3,600,000, which was the remaining balance of the overall capital programme provision for the initiative.

#### **RESOLVED –**

- (i) That the updated position report on the current Private Streets Programme be noted.
- (ii) That the continuation of the Private Streets Programme for a further 3 years up to and including 2010/11 be approved.
- (iii) That authority be given to the further expenditure of £3,600,000 on the continuing implementation of the Private Streets Programme, funded from Scheme Number 28967 in the approved Capital Programme, £4,200,000 expenditure having been previously approved.

(Councillor Wakefield declared a personal interest in this matter as the owner of a property adjoining a street which had benefited under this programme)

#### **177 Albion Place Refurbishment**

The Director of City Development submitted a report which sought approval of the project's scheme design, and sought authority to spend monies from Leeds City Council's capital budget for the refurbishment scheme.

Following consideration of appendix 1 to the report designated as exempt under Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting it was

#### **RESOLVED –**

- (i) That the scheme design, as outlined within the report be approved.
- (ii) That the release of scheme expenditure as detailed in table (vi) at lines CPRH (3) and CPRH (6) of exempt appendix 1 be authorised.

#### **178 Yeadon Town and District Centre Regeneration Scheme**

The Directors of City Development and Environment and Neighbourhoods submitted a joint report on a proposal to spend £941,218 to aid the regeneration of Yeadon High Street by making significant improvements to the public realm and pedestrian use of the area.

#### **RESOLVED –**

- (i) That the project brief and scheme design as presented within the report be noted.
- (ii) That the Design and Cost Report for scheme 12154/YEA/000 be approved, and that the scheme expenditure, totalling £941,218 be authorised.

### **NEIGHBOURHOODS AND HOUSING**

#### **179 Little London and Beeston Hill and Holbeck PFI Projects - Land Assembly Issues and Update on the Lovells Multi-Storey Flats**

The Directors of Environment and Neighbourhoods and City Development submitted a joint report providing an update on the Beeston Hill and Holbeck and Little London PFI schemes, commenting on the Outline Business Case for Beeston Hill and Holbeck which had been made available to Members of the Board and proposing a number of key recommendations to enable the projects to progress.

Following consideration of appendices 5,7, 8 and 9 to the report designated as exempt under Access to Information Procedure Rule 10.4(3) which were considered in private at the conclusion of the meeting, it was

**RESOLVED –**

- (i) In respect of the properties at **Little London**:
  - a) That the Director of Environment and Neighbourhoods be authorised to make a Compulsory Purchase Order in respect of such properties and interests as may be required subject to the Director being satisfied that the requirements of Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended) and the provisions of Circular 06/2004 are complied with.
  - b) That officers be authorised to take all necessary steps to secure the making, confirmation and implementation of the Compulsory Purchase Order including:
    - (i) the publication and service of all notices and the presentation of the Councils case at any Public Inquiry
    - (ii) approving the acquisition of interest in land within the Compulsory Purchase Order either by agreement or by way of compulsory powers
    - (iii) approving agreements with landowners setting out the terms for the withdrawal of objections to the Order including, where appropriate, seeking exclusion of land from the Order and/or making arrangements for the relocation of occupiers
    - (iv) such other agreements including Indemnity and Development Agreements as may be necessary to promote the Scheme.
- (ii) In respect of the properties at **Beeston Hill and Holbeck**:
  - a) That the development sites included in the PFI scheme be noted and the Director of City Development be authorised to enter into such negotiations as are required to acquire properties and interests within the area on such terms as she thinks appropriate in order to facilitate the Scheme, subject to the approval by government of the PFI Outline Business Case for Beeston Hill and Holbeck.
  - b) That the Director of Environment and Neighbourhoods be authorised to make a Compulsory Purchase Order in respect of such properties as may be required subject to the Director being satisfied that the requirements of Section 229(1)(a) of the Town and Country Planning Act 1990 (as amended) and Circular 06/2004 are complied with.

- c) That officers be authorised to take all necessary steps to secure the making, confirmation and implementation of the Compulsory Purchase Order including:-
- (i) the publication and service of all notices and the presentation of the Council's case at any Public Inquiry
  - (ii) approving the acquisition of interest in land within the Compulsory Purchase Order either by agreement or by way of compulsory powers
  - (iii) approving agreements with landowners setting out terms for the withdrawal of objections to the Order including, where appropriate, seeking exclusion of land from the Order and/or making arrangements for the relocation of occupiers
  - (iv) such other agreements including Indemnity and Development Agreements as may be necessary to promote the Scheme
- (iii) That the Director of Environment and Neighbourhoods, in consultation with the Assistant Chief Executive (Corporate Governance), be authorised to make minor changes to the development site boundaries in both Beeston Hill & Holbeck and Little London where required as a result of further due diligence.
- (iv) That the Director of Environment and Neighbourhoods be authorised to make an application to Government for Decent Homes funding for refurbishment of the Lovells multi-storey flats.
- (v) That the financial issues detailed in exempt appendix 9 to the report be agreed and that approval be given to the affordability of both the Beeston and Holbeck and Little London schemes and to the capital contribution for the Beeston Hill and Holbeck PFI scheme.

#### **180 Disposal of Land for Affordable Housing**

The Director of Environment and Neighbourhoods submitted a report on a proposal to dispose of the first six sites from the 77 acres within the Affordable Housing Strategic Partnership at less than best consideration calculated at £5,000 per plot. The report also sought approval for the Director of City Development to undertake further disposals of sites within the Affordable Housing Strategic Partnership at less than best consideration of £5,000 per plot.

#### **RESOLVED –**

- (i) That the disposal of the first six sites within the Affordable Housing Strategic Partnership at less than best consideration, calculated at £5,000 per plot be approved.
- (ii) That the Director of City Development be authorised to dispose of other sites within the 77 acres allocated to the Affordable Housing Strategic

Partnership where the disposal is at less than best consideration calculated at £5,000 per plot.

- (iii) That the Director of Environment and Neighbourhoods be requested to prioritise progress on the Highfield Gardens site within the context of the Board's decision of 19<sup>th</sup> December 2007 on options for Building Council Housing with appropriate adjustments to this programme.

## **CHILDREN'S SERVICES**

### **181 Annual Standards Report - Primary**

The Chief Executive of Education Leeds submitted a report providing an overview of the performance of primary schools at the end of 2006/07, as demonstrated through statutory national testing, Ofsted inspections and the Education Leeds emerging concerns protocols. It also outlined the action taken by Education Leeds to fulfil its responsibilities to this Board and schools.

Following consideration of annex 2 to the report designated as exempt under Access to Information Procedure Rule 10.4(1) and (2), which was considered in private at the conclusion of the meeting, it was

**RESOLVED** – That the progress which has been made in recent years, in addition to the key issues and challenges which are currently being addressed be noted.

### **182 Annual Standards Report - Secondary**

The Chief Executive of Education Leeds submitted a report providing an overview of the performance of secondary schools at the end of 2006/07 which analysed the results of the tests at the end of Key Stage 3, GCSE and vocational examinations at Key Stage 4. The report also reviewed the progress of schools receiving additional support through the extended or focused partnerships.

Following consideration of annex 3 to the report designated as exempt under Access to Information Procedure Rule 10.4(1) and (2) which was considered in private at the conclusion of the meeting it was

**RESOLVED** –

- (a) That the contents of the report be noted, together with the good progress made in recent years, the improvements achieved in value added indicators particularly for progress between Key Stages 2-3 and Key Stages 3-4, the new floor targets which have been established at Key Stages 3 and 4 which focus upon achievement in English and mathematics and require new strategies from schools to ensure that pupils achieve, in addition to the co-ordination and combination of efforts from across the service areas of Education Leeds and Children Leeds that will be necessary to improve outcomes for underachieving groups and to close the gap between the most and the least successful.



- (b) That the Chief Executive of Education Leeds be requested to bring a further report to the Board on the strategies being used to address identified areas of comparative under achievement.

**183 The 'Children's Plan - Building Brighter Futures'**

The Director of Children's Services submitted a report summarising the content of the recently published 'Children's Plan – Building Brighter Futures' and highlighting the key implications within the plan for children's services in Leeds.

**RESOLVED** – That the proposal for the authority to lead the development to renew the city's strategy for children's services through a revised Children and Young People's Plan be approved.

**184 Integrated Capital Strategy for Youth Centres**

The Director of Children's Services submitted a report on a proposal to develop an integrated capital strategy designed to enable quality integrated youth centres to be established in Leeds.

**RESOLVED** –

- (i) That the establishment of an integrated capital strategy for youth centres, as described within the report be approved.
- (ii) That proposals be progressed for the establishment of quality youth hub centres in pursuance of the ambitions detailed within the report.
- (iii) That approval be given for the strategy to be progressed by the emerging Integrated Youth Support Service and as part of the wider Children's Services Asset Management Plan.

**185 Leeds Independent Living PFI Project**

The Deputy Chief Executive submitted a report providing an update on the affordability position of the Children's Services element of the Independent Living Project. The report also outlined the sites to be used within the Independent Living Project and sought approval to lease the relevant sites to the PFI contractor for use during the 25 year life of the contract.

Following consideration of appendix 1 to the report designated as exempt under Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

**RESOLVED** –

- (i) That the financial implications for the Council entering into the Children's Services element of the Independent Living Project be approved, and the maximum affordability ceiling for that element of £360,000 for the first full financial year (2010/11) as set out in exempt appendix 1 to the report be agreed.
- (ii) That, subject to consent being obtained as required under Section 25 of the Local Government Act 1988, authority be given to the Chief Asset Management Officer to determine the disposal of those sites detailed at appendix 2 to the report under Section 123 of the Local Government Act 1972, to the housing management contractor under

the Independent Living Project, on a leasehold basis and at less than best consideration where indicated.

## **ADULT HEALTH AND SOCIAL CARE**

### **186 Health and Wellbeing Partnership Arrangements**

The Director of Adult Social Services submitted a report outlining the proposed changes to the functions and partnership structure under the Healthy Leeds Partnership, the consultation process which had been undertaken, and the response to the key points which had emerged from such consultation. As one of the key partners, the Executive Board was asked to give its approval to the proposed changes to the Healthy Leeds Partnership.

#### **RESOLVED –**

- (i) That the summary of comments received through the consultation on revised partnership arrangements for health and well being be noted.
- (ii) That the proposals detailed within the consultation document on health and wellbeing partnership arrangements be supported.
- (iii) That Leeds City Council's support for the partnership proposals be reported to the Healthy Leeds Partnership at its next scheduled meeting on 10<sup>th</sup> March 2008.

### **187 Consultation Paper - Valuing People Now: From Progress to Transformation**

The Director of Adult Social Services submitted a report providing information on the publication of a recent document from the Department of Health entitled 'Valuing People Now – From Progress to Transformation', which followed on from earlier Valuing People documents seeking to promote equal citizenship for people with learning disabilities.

#### **RESOLVED –**

- (i) That the publication of the Valuing People Now document and the wide ranging proposals it makes in relation to improving the lives of people with learning disabilities be noted.
- (ii) That the implications for the Council as detailed in section 4 of the report, particularly in relation to the transfer of commissioning responsibilities from the PCT and in relation to the provision of more individualised and community based service provision for people with learning disabilities be noted.
- (iii) That the preparation of a consultation response by the Leeds Learning Disability Partnership Board be noted.
- (iv) That the proposal for the final report to be issued by the Department of Health in the summer be noted.

DATE OF PUBLICATION: 12<sup>TH</sup> FEBRUARY 2008

Draft minutes to be approved at the meeting  
to be held on Wednesday, 12th March, 2008

LAST DATE FOR CALL IN: 19<sup>TH</sup> FEBRUARY 2008 (5.00 PM)

(Scrutiny Support will notify Directors of any items called in by 12 noon on Wednesday 20<sup>th</sup> February 2008)

Draft minutes to be approved at the meeting  
to be held on Wednesday, 12th March, 2008

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Originator: C Ball

Tel: 74460

**Report of :** The Director of City Development

**To :** Executive Board:

**Date:** 12 March 2008

**Subject:** TINSHILL RECREATION GROUND

**Electoral Wards Affected:**

**WEETWOOD & ADEL & WHARFEDALE**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## Executive Summary

The meeting of Council on 16 January 2008, received a deputation from the Tinshill Recreation De-Fence Group which objects to the proposals to upgrade the 6 existing sports pitches at Tinshill Recreation Ground and for 2 of the pitches to be fenced for use by Ralph Thoresby High School during school hours.

The report outlines the previous decisions of Executive Board to support the fencing proposals, the issues with regard to health and safety when the school previously used unenclosed pitches, and the relationship between the provision of fenced pitches and the release of the former school site to facilitate a comprehensive regeneration scheme of the adjacent Holt Park District Centre.

The report considers the matters raised by the deputation and provides a response to each of the issues. Executive Board is requested to note the contents of the report.

### 1.0 Purpose of This Report

1.1 The purpose of this report is to respond to a range of issues raised by a deputation to Council on 16 January 2008 with regard to the proposed fencing of two pitches at Tinshill Recreation Ground and to request Executive Board to note the report.

## **2.0 Background Information**

- 2.1 In October 2007, Executive Board considered a report on progress with the proposed regeneration of Holt Park District Centre and issues regarding the fencing of two sports pitches at Tinshill Recreation Ground to meet the curriculum needs of the new Ralph Thoresby High School.
- 2.2 Executive Board resolved:
- (a) That the development of regeneration options at Holt Park District Centre be progressed on the basis of the inclusion of the former Ralph Thoresby High School site within the overall redevelopment area
  - (b) That the outcome of public consultation on the proposed regeneration of Holt Park District Centre and the fencing of the two pitches at Tinshill Recreation Ground be noted
  - (c) That a 1.8 metre high, steel mesh fence with four gates to the two pitches at Tinshill Recreation Ground adjacent to Farrar Lane, be procured and erected.
  - (d) That a report be brought back to this Board detailing the terms for access to the two fenced pitches both for organised sports and general public access.
- 2.3 In November 2007, Executive Board considered an additional report on the management and access arrangements for the two fenced sports pitches and upgrading of other pitches at Tinshill Recreation Ground. Executive Board agreed the proposals including the development of a pilot project for sports users of Tinshill Recreation Ground to access the new changing and parking facilities at Ralph Thoresby High School.
- 2.4 At the meeting of Council on 16 January 2008, Members received a deputation from the Tinshill Recreation De-Fence Group who stated they are "concerned about a plan to turn our recreation ground into pitches built to Sport England standards, and fence off at least two of them against the wishes of our community". The statement, a copy of which is attached at Appendix 1, identified a number of issues which are considered in section 4 of this report

## **3.0 Tinshill Recreation Ground - the Context**

- 3.1 Tinshill Recreation Ground occupies an open area of approximately 20 acres (8.2 ha) and is used for both passive and active recreation. There is a fall in levels across the site of approximately 17 metres and the pitches suffer from very poor drainage. Two of the 6 sports pitches have recently been upgraded with the creation of new, level playing surfaces which incorporate a comprehensive drainage system. The contract has been let for the remaining 4 pitches to be improved this summer. The top 2 pitches, as shown on the attached plan, are scheduled to be fenced to enable the curriculum requirements and the health and safety responsibilities of Ralph Thoresby High School and the Council, to be satisfied. The two fenced sports pitches occupy approximately 4 acres (20%) of the overall Tinshill Recreation Ground site with the remaining area of approximately 16 acres (80%) unfenced and with unrestricted access as now.
- 3.2 In November 2007, Executive Board agreed a report setting out the arrangements for public access to the two fenced pitches and instructed that reports be brought back to the Board on an annual basis with regard to operation of the arrangements including frequency and passage of usage.

## **4.0 Objections by the Tinshill Recreation De-Fence Group**

- 4.1 In the submission to Council on 16 January 2008, the group raised the following issues:-

- 1) **Community Engagement – “the Council have not listened to the views of local people, only six people are known to have supported this project. The Plans Panel was against it, so were many elected representatives”.**

### **Response**

The community were consulted on proposals relating to the future of Tinshill Recreation Ground and the possibility of fencing some of the pitches as part of the planning application for the erection of the new Ralph Thoresby High School, both at outline stage when the possibility of enclosure was first raised and when the reserved matters for approval were submitted. The outline application, which was approved in November 2004, resulted in a petition of 93 signatures and two individual letters of objection which related to concerns that the whole of the area was to be enclosed. Proposals to fence two pitches under the reserved matters submission were withdrawn at the request of the Plans Panel, although no objections were received at this time. The application was approved on 16 March 2005.

The consultations undertaken on the wider proposals for the regeneration of the Holt Park District Centre in January/February 2007, and which included the fencing of two sports pitches at Tinshill Recreation Ground, generated much public interest, although the proposed pitch fencing was not raised as an issue by the majority of people attending the consultation exhibition.

This response was reflected in the 125 comment forms returned to the Council following the public consultation process. Whilst 64 respondents referred to the proposed fencing of the two pitches, the main concern related to the need to ensure there will be community access to pitches outside of school use rather than the fencing itself. Of those expressing a specific view on the issue, the response was 6 in support of the erection of fencing and 6 against.

The planning application, which was submitted in April 2007 for the erection of a fence around the two pitches closest to Farrar Lane, resulted in 24 individual representations against, together with a 135 signature petition objecting to the proposals. As Members will be aware the Plans Panel West, on a majority decision, was minded to refuse the application. The Panel, however, was given legal advice that as a result of the changes made to the proposal, it no longer required planning permission. These changes related to a reduction in the height of the fence to 1.8 metres and the proposal to make the 2 pitches available for public access at all times other than when the school would have priority access. Members were also advised that measures were being put in place, pursuant to a condition attached to the reserved matters approval for the new school, for the changing and parking facilities at the school to be made available to teams booking the playing fields through a single point of contact.

With regard to elected representatives, views from ward members, Plans Panel members and members of North West Inner Area Committee and North West Outer Area Committee have been expressed both for and against the fencing proposals.

- 2) **Equality Monitoring – “The Council are building pitches that will be mainly used by men, to the exclusion of women, pre-school children, elderly and disabled”.**

### **Response**

The pitches at present are open to all individuals, groups and teams for them to use on an informal or formal basis. With the exception of the allocated hours of use by the school for the two top pitches (male and female pupils), there will be no change and no exclusions to women, pre-school, the elderly and disabled.

There is, however, every prospect that the significantly improved quality of the pitches, together with access to changing, shower, toilet and parking facilities at Ralph Thoresby

High School, will actually improve the situation for the groups referred to in the petition.

Currently Tinshill Recreation Ground is used by 3 adult and 2 junior male teams prepared to play on the poor quality pitches and with an absence of any changing or parking facilities (this itself has generated complaints from local residents regarding players changing on site and parking related issues).

When the upgrade of Tinshill Recreation Ground has been completed, an estimated 15/18 teams will be accommodated on the 6 pitches. Expressions of interest have already been received by both girls and women's football teams wishing to use the upgraded pitches and, through the community access agreement being finalised with Ralph Thoresby High School, to have access to the new facilities available at the school. In addition, the availability of 2 fenced pitches for community use is seen as providing a more secure playing environment for girls and women's teams.

3) **Safety - "We have seen no evidence of a Playing Field Risk Assessment as could be provided by ROSPA".**

Response

Reports to Executive Board in July 2005 and October 2007, identified the range of health & safety risks and issues experienced by the school when using unfenced pitches for sports and other curriculum activities. Issues related to interruption of lessons by people walking across the pitches during sports/PE lessons, abuse and intimidation of pupils and staff, joy riding and the presence of dog faeces, broken glass and other litter and debris.

It was for these reasons the school, a number of years ago, fenced in its own grass and redgra pitches (now the site of the recently opened new school) to focus sports and other curriculum activities within this protected space.

The report to Executive Board in October 2007, set out the key considerations and legislative background regarding the health and safety of school pupils and staff (paras 2.4 (11) and paras 5.6 to 5.13).

In summary, the responsibilities of the employers, including the school, can be described as follows:-

- i) An employer must have a health & safety policy and arrangements to implement it.
- ii) Employers must assess the risks of all activities, introduce measures to manage those risks, and tell their employees about the measures.

To satisfy the obligations referred to in the paragraphs above, the school has assessed the risks, considered past health and safety incidents and confirmed a requirement for fenced pitches to protect pupils, staff and other uses. A dog fence is not adequate.

Subsequently, the Education Leeds Child Protection Coordinator has been consulted and has advised that the Children Act 2004 and Education Act 2002 also apply and require all local authorities to have arrangements in place to safeguard and promote the welfare of children. To allow public access during school games/PE lessons, especially given the past health and safety issues experienced by the school when using unfenced pitches, may be considered a failure of the Council's strategic responsibilities should an incident occur.

In addition, the Safeguarding Children and Safer Recruitment 2007 guidance issued by the Department for Children, Schools and Families and which local authorities are obliged to comply with, states that governing bodies are accountable for ensuring there are effective safeguarding policies and procedures in place to protect users of school



facilities.

Guidance from the Association for Physical Education – “Safe Practice in Physical Education and School Sport” is also relevant. The guidance states that “safety on playing fields can be adversely affected by the aftermath of trespass – broken glass, cans and other rubbish generally deposited on these areas create serious risk to pupils.

Deposits of dog or cat faeces can cause toxicariasis in humans with symptoms which include blindness, asthma, epilepsy and general aches and pains. All practical measures should be taken to keep animals off playing surfaces and encourage owners to remove any offending deposits immediately”.

Apart from the health and safety and welfare issues, there is a financial cost. The vehicle driven onto one of the upgraded pitches at Tinshill Recreation Ground in October 2007 and set alight caused damage estimated at £20k (the underground, plastic drainage system was destroyed by the heat generated).

- 4) **Sports & Pitch Strategy - “There seems to be no proper plan for fields in Weetwood, there are other proposals to destroy pitches at Boddington, Lawnswood, and Otley Old Road”.**

#### Response

A sport pitch strategy has been prepared and approved by Executive Board which divides the city into sectors each with a supporting area committee.

The North West Inner Area Committee has designated the upgraded Tinshill Recreation Ground as the Community Club site for the area. The establishment of Community Club sites is a Sport England initiative and the proposals at Tinshill Recreation Ground support this.

The remaining sites referred to by the deputation are owned by third parties and the Council can only respond to proposals put forward by the owners. Any such proposals will have to be considered in the context of Council and government policies (PPG17) which include re-provision of any facilities proposed to be removed.

5. **Permitted Development - “We would like to know if a planning rule called an Article 4 Direction could be used to stop the fence, if the Council so wished?”**

#### Response

Article 4(1) of the Town and Country Planning (General Permitted Development) Order, 1995, does enable a local planning authority to remove specified permitted development rights which could otherwise to be exercised under Part 2 of Schedule 2. The effect of this would be to require a planning application to be submitted for the proposals. The Council’s Chief Legal Officer and Chief Planning Officer have both previously advised that the Council should only do this if it concludes, in its capacity as local planning authority, that the development would be prejudicial to the proper planning of its area or constitute a threat to the amenities of its area (see art 5 (4)). It would require a very compelling case to be made before overruling a statutory right granted by Parliament and would be time limited to 6 months duration unless either disallowed or approved by the Secretary of State who must be served with the notice. Given the changes made by the applicants and the planning officer’s previous recommendation for approval of the proposals, the officer view is that the case for an Article 4 Direction in these circumstances would be difficult to sustain.

Although authority to make an Article 4 Direction in appropriate circumstances lies with the Council as planning authority, in this particular case it remains a matter for the Council as landowner to reach a decision on whether in all the circumstances it wishes to fence this land. It should be noted that Executive Board has already supported the

erection of the fence.

6. **Sport England - “We would like to know if Sport England were consulted before the new School was built on sport pitches, or during the planning process for the fence.**

Response

Sport England were first consulted in September 2002 on the initial regeneration proposals at Holt Park District Centre and which included an upgrade of pitches at Tinshill Recreation Ground including provision of 2 fenced pitches for use by Ralph Thoresby High School.

Consultation continued with Sport England as the regeneration proposals at Holt Park District Centre evolved and subsequently included proposals for the new school.

Sport England were statutory consultees on both the outline and reserved matters planning applications for the new Ralph Thoresby High School. In neither case did they make any reference to whether it would be desirable or not for any form of fencing (dog proof or higher) to be provided for all of the pitches on Tinshill Recreation Ground. They raised no objection to either application subject to :

- (a) The new pitches being constructed to a sufficiently high standard to be used by both community and school users and;
- (b) Establishing a suitable form of agreement to ensure community access to indoor and outdoor sports facilities within the school site.

In response to Sport England’s comments and reflecting the views of the Plans Panel, the condition referred to in response to the Delegation’s first point above was attached to the reserved matters approval, requiring submission and approval of a scheme for the maintenance and management of community access to facilities both within the school and on Tinshill Recreation Ground. To date, no formal submission has been made to discharge the condition and any submission would be subject to consultation with Sport England.

The two elements forming the basis of the scheme will, however, be the Service Level Agreement between the school and the council in respect of school access to Tinshill Recreation Ground and the pilot project, which was endorsed by Executive Board at the November 2007 meeting, to provide for changing and parking facilities to be made available to teams booking the playing fields through a single point of contact.

The Pilot Project was launched at Ralph Thoresby High School on 18 February 2008 and members of the local community were given the opportunity to register their interest and tour the school. The event generated a significant number of enquiries through the Education Lettings Unit’s booking line before the launch. In addition, approximately 25 visitors representing in excess of 50 individual booking opportunities, attended the launch. A wide variety of parties registered their interest in using the new facilities including junior football and cricket teams, church groups, women’s hockey teams and conference organisers.

7. **Scrutiny - “We were told that Councillors were to refer the matter to a Scrutiny Board. We would like to know if this matter has been referred to Scrutiny, and, if not, how can we apply?”**

Response

Reference to a Scrutiny Board has been considered by the Scrutiny Support Unit but this has not been progressed on the basis that consideration of planning applications is

a regulatory function of the Council and is outside the scope of Scrutiny Boards to consider and, in any event, relevant grounds to sustain a request for investigation have not been provided to date.

Members of the public are able to request that the decisions, policies and overall performance of the Council be examined by a Scrutiny Board which can make recommendations. Reasons for the request have to be set out to enable a determination to be made on whether the matter should be referred to a Scrutiny Board.

## **5.0 Implications for Council Policy and Governance**

- 5.1 The upgrade of pitches at Tinshill Recreation Ground supports the Council's strategy for sport, the playing pitch strategy and the development of Community Club sites across the City.
- 5.2 The fencing of the two sports pitches will also assist the Council in discharging its health and safety responsibilities and other statutory requirements including arrangements to safeguard and promote the welfare of children.
- 5.3 The provision of the two upgraded and fenced pitches will also facilitate the release of the former school site which is pivotal to the opportunity to deliver the proposed regeneration of Holt Park District Centre. This will enable a range of key aims and objectives set out in the Vision for Leeds and the Council's Corporate Plan 2005/08 to be delivered. In particular, the proposals will support Council priorities regarding improving local neighbourhoods; promoting thriving and harmonious places for people to live; making sure children and young people are happy, healthy, safe, successful and free from the effects of poverty and ensuring people are able to live healthy and fulfilling lives.

The Council is now developing an expression of interest to the Department for Health for £30m of PFI credits for a Well Being Centre at Holt Park. The proposals will incorporate a new Leisure Centre, including swimming pools and fitness suite, together with health facilities in cooperation with the Department of Adult Social Care and the Leeds Primary Care Trust . Given the constraints on site availability at Holt Park District Centre, the proposed new facility will have to be located on the site of the old Ralph Thoresby High School given this is the only undeveloped area capable of accommodating the wide range of new facilities envisaged in the proposals.

### **Consultation**

- 5.4 Reference has been made (para 4.1) to the consultation and representations received both with regard to the fencing issue and the potential regeneration of Hold Park District Centre.

## **6.0 Legal and Resources Implications**

- 6.1 The upgrade of the pitches at Tinshill Recreation Ground and the fencing of the top two pitches is a fully funded scheme.

## **7.0 Conclusion**

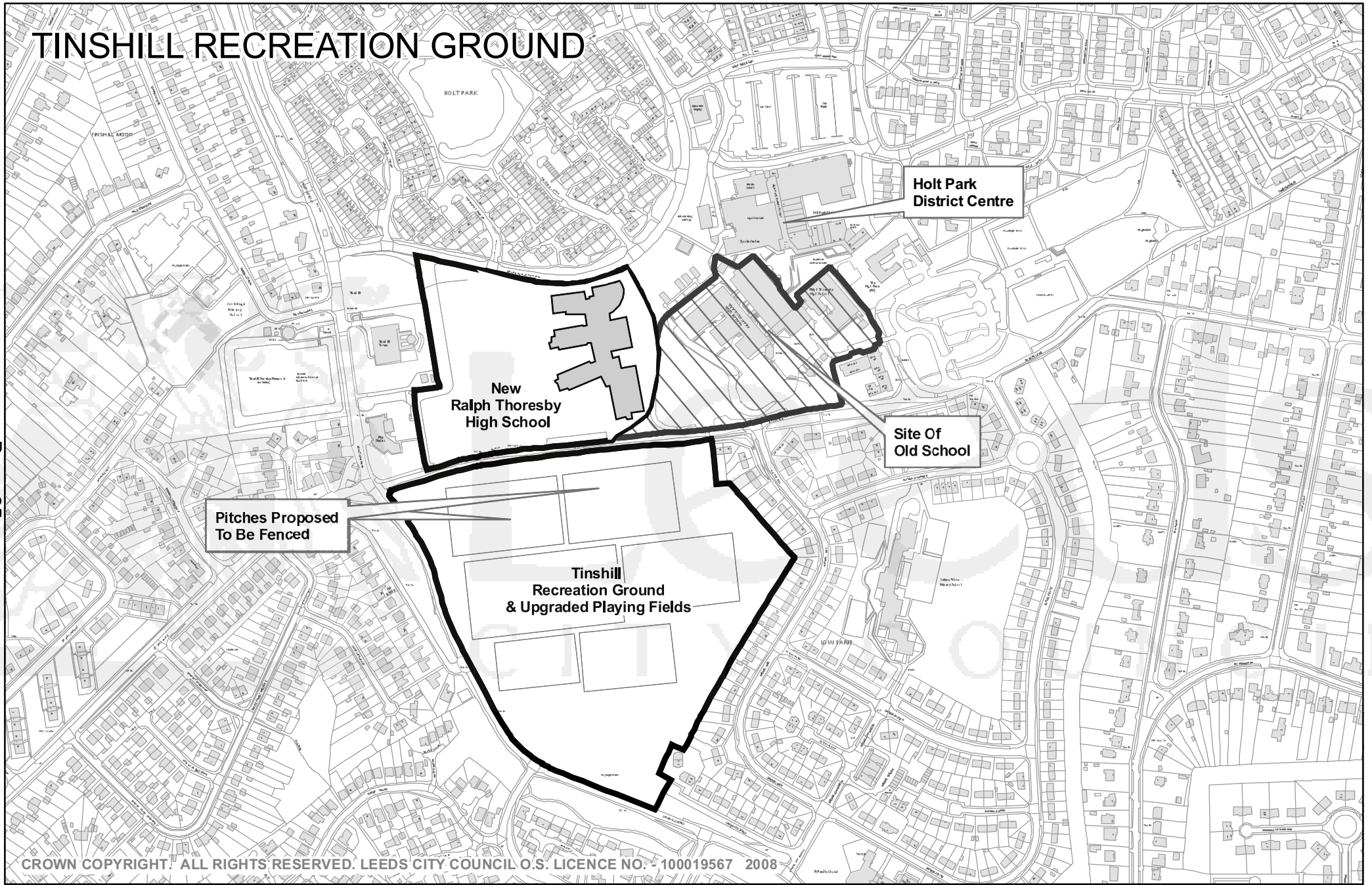
- 7.1 The Tinshill Recreation De-Fence Group is opposed to the fencing of 2 pitches at Tinshill Recreation Ground and has requested the Council to reconsider the decision for the fencing to proceed.
- 7.2 The group has raised a number of issues and the report provides a response to each of the concerns identified.

In terms of **Community Engagement**, the Council has undertaken public consultation through the Holt Park Regeneration proposals, the planning process and with elected members. A range of views have been expressed both for and against the proposals and these have been considered as part of the Council's decision making process. Executive Board has previously

endorsed the provision of fencing in July 2005, October 2007 and November 2007.

- 7.3 With regard to **Equality Monitoring**, the assertion that the upgraded pitches will mainly be used by men to the exclusion of women and other groups is not sustainable. The upgraded pitches, linked to the availability of car parking and changing facilities at the new school in accordance with the requirements of planning conditions and the provisions of the Pilot Project, will enable more people to participate in active sport including girl's and women's teams who have already expressed a wish to utilise the new facilities available.
- 7.4 In respect of **Safety**, this is perhaps the key issue. The school, its governors and the Council in its role as owner of Tinshill Recreation Ground and as Local Education Authority, all have important responsibilities in terms of statutory legislation and guidance with regard to the health, safety and well being of schoolchildren.
- 7.5 Having regard to the history of issues associated with past use of open sports pitches by Ralph Thoresby High School, and similar issues at a number of other schools, a failure to provide fenced pitches to satisfy the curriculum requirements of the new school would raise significant health and safety concerns.
- 7.6 The alternative of providing fenced pitches on the former school site has been considered in the previous reports to Executive Board and would mean a comprehensive regeneration of Holt Park District centre could not proceed given the pivotal role of the site in bringing forward development proposals.
- 7.7 With regard to the potential for an **Article 4 Direction**, the report outlines the reasons why this is not an appropriate course of action for the Council.
- 7.8 The report also identifies how **Sport England** has been fully engaged in the process and has not raised objections to the proposals.
- 7.9 With regard to a referral to **Scrutiny Board**, the required procedures have been outlined in the report.
- 7.10 Executive Board is requested to note the representations made by the Tinshill Recreation Defence Group and to note the response as set out in this report.
- 8.0 **Recommendation**
- 8.1 Executive Board is requested to note the contents of the report.

# TINSHILL RECREATION GROUND



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## Tinshill Recreation De-Fence Group Speech to Council

Contact Alan Procter, 5 Grove Farm Croft, Leeds LS16 6DE 01132289166 alan@zhitz.com

My Lord Mayor, Council, My name is ? and our deputation is from the Tinshill Recreation De-Fence Group.

With me here today are

~~Gail Asquith~~

Mr Drakes

~~Mrs Drakes~~

Jason Gill

Alan Procter.

We are concerned about a plan to turn our recreation ground into pitches built to Sport England Standards, and fence off at least two of them, against the wishes of our community. These are the issues.

- 1) **Community Engagement**, the council have not listened to the views of local people, only six people are known to have supported this project. The Plans panel were against it. So were many elected representatives.
- 2) **Equality Monitoring**, the council are building pitches that will be mainly used by men, to the exclusion of women, pre- school children, the elderly and disabled.
- 3) **Safety**, We have seen no evidence of a Playing Field Risk Assessment as could be provided by ROSPA.
- 4) **Sports Pitch Strategy**, There seems to be no proper plan for fields in Weetwood, there are other proposals to destroy pitches at Boddington, Lawnswood, and Otley Old Road.



We have some questions that we would like to have answered about this project, and ask the council to consider them and put them to its officers?

**1) Permitted Development**, we would like to know if a planning rule called an Article 4 Direction could be used to stop the fence, if the council so wished?

**2) Sport England**, We would like to know if Sport England were consulted before the new School was built on sport pitches, or during the planning process for the fence?

**3) Scrutiny**, we were told that Councillors were to refer the matter to a Scrutiny Board. We would like to know if this matter has been referred for Scrutiny, and if not, how we can apply?

Our Group is opposed to the fencing of our recreation ground, we won the planning application and were told that the fence would be built anyway, there has been a lot of debate, and the result is the same. We understand that the fence will be built in February.

We ask the Council to reconsider its decision to build the fence. If they cannot, maybe its erection could be deferred until after the election in May, because this seems to be a political decision and the people might have an answer?

Please sign our petition to Gordon Brown, it can be found on our website at [tinshillrecreation.com](http://tinshillrecreation.com).





## Ten-year-old boy impaled on fence

**A boy has been airlifted to hospital after becoming impaled on a fence he was trying to climb over.**

The 10-year-old was trying to get over the 6ft (1.8m) railing near a public house in Bentilee, Stoke-on-Trent, when it went into his chest.

Emergency services were called and fire crews cut through the fence. A six-inch (15cm) spike was still in his chest when he was put in the ambulance.

The boy's injuries are thought to be serious but not life threatening.

His condition was described as stable by ambulance staff who took him to Birmingham Children's Hospital.

A Staffordshire Police spokesman said the boy's parents were with him as fire crews tried to cut him free and he had been conscious and talking.

Story from BBC NEWS:

<http://news.bbc.co.uk/1/hi/england/staffordshire/17185294.stm>

Published: 2008-01-12 17:28:29 GMT

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Originator:  
Andrew Middlemiss /  
Martin Farrington  
Tel:0113 3957472

**APPENDIX 1 NOT FOR PUBLICATION Exempt / Confidential under Rule 10.4 (3)**

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**Report of the Director of City Development**

**Report to: Executive Board**

**Date: 12 March 2008**

**Subject: Stage 1 application for a Parks for People Heritage Lottery Funding for Middleton Park**

**Electoral Wards Affected:**  
Middleton

Ward Members consulted  
(Referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

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**EXECUTIVE SUMMARY**

This report informs Executive Board about proposals to submit a Stage 1 Parks for People Programme Heritage Lottery Fund application for Middleton Parks and seeks Executive Board's approval for the submission of the bid. The restoration scheme has the support of Wade's Charity and the match funding is to come from the surrender and subsequent sale of 218 and 220 Middleton Town Street and adjoining land by Wade's Charity who own the freehold title to these properties.

If successful, the restoration scheme will deliver up to £1.4m of capital investment into Middleton Park and help it to achieve Green Flag status. The scheme will also improve the conservation and interpretation of a number of heritage features in the Park.

Subject to Executive Board approval, the Council will make a Stage 1 application to the Heritage Lottery Fund at the end of March 2008.

## **1.0 Purpose Of This Report**

- 1.1 This report concerns proposals for the restoration of Middleton Park and in particular:
- 1.1.1 Informs Executive Board about the proposal to submit a Stage 1 application for a scheme at Middleton Park seeking Heritage Lottery Fund (HLF) funding under the Parks for People Programme with the support of Wade's Charity
- 1.1.2 Seeks Executive Board's approval for the submission of the Stage 1 application.
- 1.1.3 Seeks approval from Executive Board to the City Council providing match funding to support the Stage 1 application through the surrender and subsequent sale of 218 and 220 Middleton Town Street and adjoining land.

## **2.0 Background Information**

- 2.1 Middleton Park is operated and managed by Leeds City Council. The majority of the Park is leased to the Council by way of a 999 year lease from Wade's Charity whose charitable aim is to provide green space in Leeds.
- 2.2 In recent years two of the City's primary parks, Roundhay and Kirkstall, have undergone significant investment with the assistance of funding from the Heritage Lottery Fund and these parks have subsequently achieved Green Flag status, which is a nationally recognised quality benchmark for parks and open spaces.
- 2.3 However Middleton Park has not benefited from any sizable capital investment and consequently is alone amongst the larger Parks in Leeds in not having reached a Green Flag status.
- 2.4 In common with many parks up and down the country, Middleton Park is at a crucial point where, without significant investment its important features and structures may decay and be lost. Key Issues to be addressed include the infrastructure and security of the site; development of the play provision for all ages; visitor and café facilities; interpretation detailing the mining heritage history of the area and development of historical trails.
- 2.5 Despite the condition of the park's infrastructure the visitor analysis figures show that it has over 2 million visits each year 90% of which are drawn from the local catchment area which includes the wards of Middleton, Beeston, City and Holbeck and Hunslet. All of these fall into the bottom 16% of Wards in terms of the national multiple deprivation indices.
- 2.6 As a consequence of the issues identified above officers from Leeds City Council have liaised with representatives from Wade's Charity to consider the potential for an application to the Heritage Lottery Fund to enable the restoration project to be delivered which in turn will enhance the quality of the Park as a visitor experience and recreation amenity. Key to a successful application will be the need to improve and enhance the heritage core of the Park and to also secure the supporting match funding required.

## **3.0 Main Issues**

- 3.1 The proposal is for a Stage 1 application to the HLF Parks for People programme and to be eligible for funding three criteria have to be met namely that:
- The community values the park as part of their heritage
  - That the park meets local social, economic and environmental needs

- The park involves local people

3.2 Middleton Park is eligible for the Parks for People as it has:

- a very strong Friends organisation and has over 2 million visits a year; 90% of which come from Middleton, Hunslet, Holbeck and Beeston (household surveys 2004/5)
- it provides and supports golf; aero modelling; fishing; bowls; play facilities and open air theatre
- as well as the largest remaining ancient woodland site in West Yorkshire, Middleton Woods Nature Reserve is of special importance for nature conservation in Leeds
- the woods contain a scheduled ancient monument because of the extensive early mining remains.

This view has been reinforced by discussions between the City Council's consultants and the HLF grant officers in the HLF regional office.

3.3 For the Stage 1 application to be successful in the HLF Parks for People programme it has to meet five expected outcomes in that it must:

- Increase the range of audiences
- Conserve and improve the heritage value
- Increase the range of volunteers involved
- Improve skills and knowledge through training
- Improve the management and maintenance

3.4 By undertaking this scheme of works the HLF Parks for People expected outcomes would be provided in that the provisional make up of the works within the Stage 1 application will increase the range of audiences by improving the infrastructure and security of the site so allowing greater access by disabled people and by a wider age range of people. They will conserve and improve the heritage value likewise and also by increasing the interpretation detailing the mining and natural history heritage. They will improve the skills and knowledge of visitors by this interpretation and by seeking to extend the involvement of volunteers in the visitor centre, the café and historical interpretative work. The development of the play provision for all ages will involve a greater range of audiences whilst the capital investment will improve the ability to manage and maintain the park. On this basis officers feel that the scheme of works proposed will meet the outcomes of the Parks for People programme.

3.5 Although the final scheme proposals will be developed through the two stage process and subject to consultation the generic improvement areas are expected to include

- Path surfacing, landscape furniture and boundary improvements
- Development of the play facilities for all ages
- Visitor and café facilities
- Development of interpretation of the (mining) history and historical trails

Once completed it is intended that the Council will seek Green Flag Status to bring Middleton in line with other major Parks.

3.6 Integral to the Stage 1 application will be the requirement for the Council to provide an appropriate amount of match funding. In this instance and following discussions with Wade's Charity it is proposed that the Council's match funding will come from the surrender and subsequent sale of 218 and 220 Middleton Town Street.

3.7 Discussions with HLF senior grants officers and consultants acting on behalf of the authority and also with representatives of the Charity have indicated that the HLF

are disposed to look favorably on such a funding proposal provided that it was led by the council with the support of the Charity.

- 3.8 In seeking such a structure to the Stage 1 application the HLF is indicating that there is a need to manage the financial risks to the execution of this project which can only be managed if the City Council has control of the project, its development and its finances. It is proposed that the City Council will act as the lead administrative body for this application with the support of Wade's Charity.
- 3.9 Disposal of these vacant Grade II listed cottages will remove any financial liability from the Council for ongoing maintenance, health and safety and security risks associated with these properties.
- 3.10 Middleton Park will receive much needed financial investment as a result of the sale of the cottages, enabling the partnership between the Leeds City Council and Wades Charities to progress the Middleton Park Parks for People HLF Stage 1 application.
- 3.11 The deadline for applications to this programme is March 31<sup>st</sup> 2008 and the process following application is a two stage one with the Stage One decision being made by September 1<sup>st</sup> 2008.

#### **4.0 Implications For Council Policy And Governance**

- 4.1 The implementation of this proposal will have impact on the Council's priorities in Better Outcomes for Local People in that by improving Middleton Park it will contribute to the improvement and protection of green and open space and make them more accessible. In this context the improvement of Middleton Park will also help address the priority of improving the physical mental and social health and wellbeing of all Citizens of Leeds.
- 4.2 By this focussed allocation of investment it will help address the council's prioritisation of services to those who most need them, while working with Wade's Charity will also further the modernisation aim of developing partnerships with others.
- 4.3 The information contained in the Appendix attached to this report relates to the financial or business affairs of a particular person, and of the Council. This information is not publicly available from the statutory registers of information kept in respect of certain companies and charities. It is considered that since this information will be obtained through inviting of best and final offers for the property/land then it is not in the public interest to disclose this information at this point in time and will affect the integrity of disposing of property/land by this process. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to other similar transactions in that prospective purchasers of other similar properties would be informed about the nature and level of offers which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of this transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4 (3) of the Access to Information Procedure Rules.

## **5.0 Legal And Resource Implications**

- 5.1 Based on the expected sale value of the cottages outlined in Appendix 1 and Wade's commitment to funding, it is proposed that the total project value will be up to £1.4 million.
- 5.2 In preparing for the surrender of the leases the legal position has been consulted upon and the recommended action undertaken as described in paragraph 2.2 (above).
- 5.3 The match funding is to be provided by the receipt from Wade's charity following the property surrender and disposal; the expectation is that there will be no other capital provision required from the authority.
- 5.4 The project will not involve any significant requirement for enhanced revenue maintenance and as such costs can be contained within existing revenue budgets.

## **6.0 Consultations**

- 6.1 In the course of the preparatory works, consultations have taken place with the charity and with members of the public in Middleton particularly with the Friends of Middleton Park and also local elected members as well as the Executive Member. All of these consultations have resulted in positive feedback for the project's development.
- 6.2 As part of the ongoing development of proposals, further consultations are to take place with the Friends and local members as well as in the community in Middleton. Additionally consultations are planned in the wider community including young people. These consultations will be used to inform and develop the proposals which will go forward into the Parks for People HLF Stage 1 application in March 2008.

## **7.0 Recommendations**

- 7.1 That Executive Board approves the proposal to submit a Stage 1 application to the Heritage Lottery Fund, with support from Wade's charity, to restore Middleton Park and authorises the Acting Chief Recreation Officer to sign off the application on the Council's behalf.
- 7.2 That Executive Board approves the surrender of the leases of 218 and 220 Middleton Town Street to Wade's Charity to facilitate the sale and subsequent use as match funding for the restoration project at Middleton Park.

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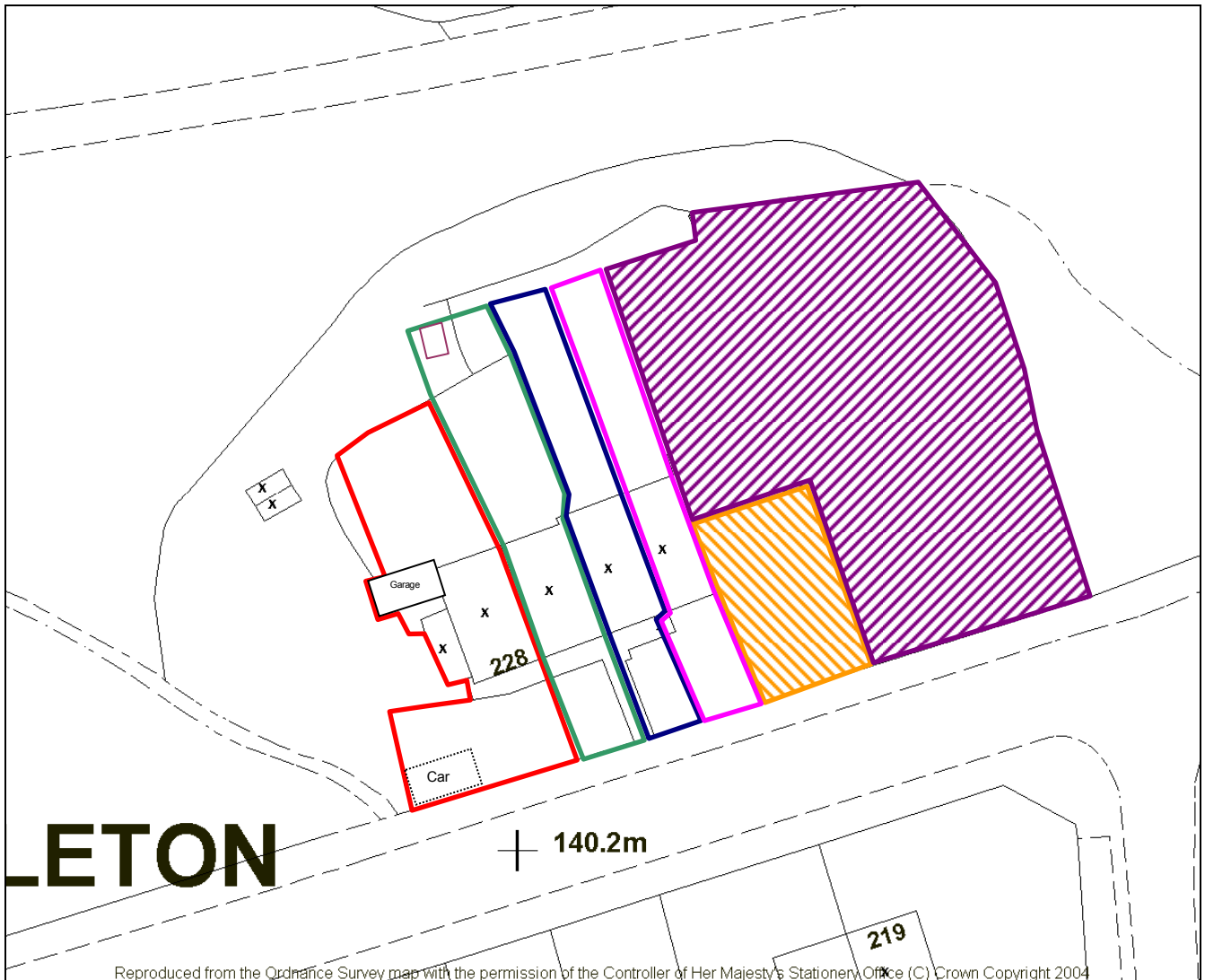
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**Property/ Site:** Town Street Cottages  
Middleton Park  
Leeds  
LS10

**Ratio:** 1:625

**OS Reference:** SE2928SE



218 Town Street - Vacant



220 Town Street - Vacant

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Originator: Dennis Holmes

Tel: 2474959

## Report of the Director of Adult Social Services

### Executive Board

Date: 12 March 2008

Subject: Deputation to Council - Relate

**Electoral Wards Affected:**

All

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## EXECUTIVE SUMMARY

- In April 2005 the then Social Services Department undertook a service review of Relate as part of a wider review of all the key list organisations funded. At that time there were a number of organisations who had received such grant funding over a number of years without the Department being clear as to how the grant payment contributed to the achievement of the Departments priorities. The review report was considered by the Children's commissioning board that ultimately led to the recommendation that the Social Services Department cease the grant payment. This decision was made on the basis that no causal link could be made between the grant payment to Relate and the protection/support responsibilities and priorities within Children's social care.
- In October 2005 the organisation was informed of the Social Services Department's intention to cease funding from the beginning of the following financial year and support was offered to identify other external funding sources. During 2006 Relate made representation on several occasions to the Executive Member for social care, Councillor Harrand. Those representations resulted in the award of a one off, non-recurrent £10k payment in September 2006 to allow the organisation additional time to identify alternative funding sources. Funding ceased at the commencement of the 2007/08 financial year.

## 1. **Background:**

- 1.1 In April 2005 the then Social Services Department undertook a service review of Relate as part of a wider review of all the key list organisations funded. At that time there were a number of organisations who had received such grant funding over a number of years without the Department being clear as to how the grant payment contributed to the achievement of the Departments priorities. The review report was considered by the Children's commissioning board that ultimately led to the recommendation that the Social Services Department cease the grant payment. This decision was made on the basis that no causal link could be made between the grant payment to Relate and the protection/support responsibilities and priorities within Children's social care.
- 1.2 In October 2005 the organisation was informed of the Social Services Department's intention to cease funding from the beginning of the following financial year and support was offered to identify other external funding sources. During 2006 Relate made representation on several occasions to the Executive Member for social care, Councillor Harrand. Those representations resulted in the award of a one off, non-recurrent £10k payment in September 2006 to allow the organisation additional time to identify alternative funding sources.
- 1.3 In December 2006 Relate submitted a further application for funding to Social Services. This request for funding was again considered by the Children's Commissioning Group and the same conclusion was reached as it had in October 2005. Although the application for funding was far from detailed it was clear that the intention behind the funding application would not significantly contribute to the achievement of the key priorities for Children's social care.

## 2. **Recent Events leading to this Report**

- 2.1 A further submission from the Relate organisation in Leeds was submitted in January 2008 setting out their reasons for grant payments to be reinstated. The organisation suggests that the grant monies would be used to defray charges the organisation is seemingly obliged to make for it's counselling services in cases where it appeared couples would be less able to pay.
- 2.2 Social Care services officers (Children and Adults services) were canvassed for their views in relation to the submission.

## 3.0 **Financial Implications**

- 3.1 The Relate organisation have asked for a grant worth £23,000 which it is assumed they would wish to be recurring. This sum is not included in either Adult or Children's social care services budget allocation and would therefore represent a budget pressure.

## 4.0 **Legal Implications**

- 4.1 There are no legal implications

## **5.0 Conclusions**

- 5.1 Discussions with Children and Adult social care services identified that little, if any, referral was made to the services offered by the Relate organisation by statutory social care staff. It was felt that this was because the circumstances where statutory social care staff were engaged with families experiencing difficulties in relation to substance misuse, domestic violence and particularly where these factors impinged on the ability of parents to care for their Children, a significant range of structured therapeutic services had already been commissioned.
- 5.2 Within adult social care services, few, if any, adults were subject to referral for assessment in relation to difficulties experienced in their relationship outside of a safeguarding context, which again were very few in number. Once again, in those circumstances a significant range of intervention has been commissioned through statutory Health and Social Care agencies in the City.
- 5.3 It may be the case that some work undertaken by the Relate organisation might ultimately reduce overall demand for social care services, however, it is the view of Social Care Services officers that this effect is indistinct and it would not therefore be prioritised for funding support over other organisations whose impact can be more clearly discerned.
- 5.4 Within the wider community of interest, who generally never have recourse to a statutory social care service, the Relate organisation clearly provides a service which is used by the public, which they are willing to pay for and through which contributes to the overall fabric of support available for all Leeds citizens. Whilst it might be seen as desirable that social care services offered support to such activity, the finite nature of the resource available to support statutory intervention mitigates against this.

## **6.0 Recommendation**

- 6.1 It is not recommended that Adult or Children's social care services support the request for a recurring grant payment of £23,000. Officers have provided advice to the Relate organisation in relation to other sources of funding that they might access to support their initiative.

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1. Introductions of everyone in the delegation: Kathryn Ashworth (centre manager), Judith Whitehead (company secretary), ~~Muriel Hope~~ and Robert Dyson (trustees), Karen Mitchell (counsellor), Tony Bundock (Rector of Leeds)

2. I think we are very well aware there has been an increase in the number of single parent households in modern times, and in relationship breakdown in our city and in society in general. Of course, we do realise that we need to be very wary indeed of stereotyping individuals and family groups; that a wide variety of entirely functional family patterns has become established in the modern world, and that the term "single parent household" covers a very wide range of circumstances. I can tell you, for example, that during my 11 years as Rector of Seacroft I conducted a funeral for a grandmother of just 31 years of age. At the same time, I have known a number of professional people who, as lone parents, are doing a great job in balancing career and family responsibilities. But it is widely accepted that the kind of help which Relate is able to offer does enable people in a variety of circumstances to make wise and informed choices in their relationships and the kind of quality of family life they wish to enjoy.

You are also no doubt aware of all the associated costs to relevant council support services and individual families consequent on family and relationship breakdown. It does not require much effort for us to make a connection between the cost of family breakdown in human misery and the financial cost of providing care and support for those who do not enjoy what I think we would regard as the birthright of a loving, stable home.

I am privileged to speak to you today, because from my time as a Parish priest in Seacroft prior to becoming Rector of Leeds, I continue to have a passion for supporting efforts to meet the needs of those who are least able to help themselves. It is families in low income households who are far less able to access help from Relate because of the requirement to charge a minimum fee for sessions with a counsellor. Relate is the only specialised relationship counselling agency in the city and I am asking Leeds City Council Members to consider subsidising sessions at Relate for those on low incomes.

3. Relate can provide counselling for individuals as well as couples and the whole family together; and indeed in supporting victims of domestic violence. Feedback from existing clients has been consistently full of praise for the high standard of work and the impact it has made on their relationships. I think it is very regrettable that the council does not help families on low incomes to have access to this service. The minimum fee was introduced in 2006 when the council decided to withdraw their support. The only areas of the city where client numbers have not fallen since then are Adel, Weetwood, Alwoodley, Horsforth, Otley, Morley and Wetherby. Areas noted for their relative affluence. There is a clear and demonstrable divide between rich and poor and their access to services.

4. Sad to say, in my pastoral work, I am all too familiar with the devastation caused by family breakdown. However it is not only the problems caused by the relationship breakdown that need to be addressed, it's the effect on other family members, especially children, the ongoing lowering of self esteem that affects job prospects, and also the increased chance of future relationships failing again. I think the city council would acknowledge an obligation to do what it can to help those on low incomes avoid the spiral of family breakdown. Clearly the effect of family breakdown goes beyond the emotional trauma. Broken families can impact heavily on other council services such as council housing allocation, homelessness, social services, truancy from school and attendance at work.

**5. Kay Mellor is the president of Relate Leeds, and hoped to have been here today to front this deputation but because of a prior engagement she is unable to be here. She has however sent a personal testimony of her strong feeling about the issue of low income families being able to access relationship support.**

6. I speak as a daughter of Leeds and appeal to you that funds should be made available in line with the needs of families to access Relate's work. There are ever growing numbers of fractured families in our society today and children left bewildered as a consequence of their family break-down. I realise that Relate is neither hip or fashionable nor a charity 'of the moment'. It quietly goes about its own invaluable work, touching lives and improving family relationships. In order to continue doing so, it deserves the recognition and support of Leeds City Council.

7. On a personal level, my husband and I recently celebrated our Ruby wedding anniversary. We celebrated by throwing a huge party at 3 Albion Place. People came from all over the UK to share in our celebrations. However, I think it only fair to say that without the services of Relate there would have been no party and no celebration. In fact, my daughters would probably have been brought up in a single parent household.

Anthony and myself, like many couples, went through a difficult stage in our relationship. Fortunately, Relate Leeds was there to support us through this traumatic time. We visited a counsellor by the name of Stella Zimmerman over a period of months. She helped stabilise our marriage and enabled both of us to flourish as individuals.

We were on a low income at that time and certainly would not have been able to afford to pay for counselling sessions. Instead, each week we made a small donation even though the support we received was huge.

I am just one of thousands of fortunate people in the Leeds area that Relate has helped.

**According to the information I have been given, Leeds City Council used to subsidise the cost of relationship counselling for those on low incomes by giving a grant of £23,000. This meant 10% of appointments at Relate could be offered totally free of charge. This opportunity for the less well off has now been lost. So I do ask councillors to consider this situation unacceptable and to take action to rectify it.**

**The Leeds City Council mission statement as set out the Council's website, has the aim "to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds." The draft Leeds Strategic Plan for 2008 – 2011 also sets out the aim of reducing health inequalities between different parts of the city through among other things, "improved access to services."**

**And so, on behalf of Relate and those least able to access the tried and tested services which Relate is able to provide, I do ask you to live up to these very worthy aims by providing the means of access to relationship support for those who cannot afford to pay for it themselves.**



Originator: Steve Hume/  
Jane Watson  
Tel: 50689

**APPENDICES 1 & 3 NOT FOR PUBLICATION**

**Exempt / Confidential under Rule 10.4 (3)**

**Report of the Director of Adult and Director of Children Services**

**Executive Board**

**Date: 12<sup>th</sup> March 08**

**Subject: Roundhay Road Relocation Project**

**Electoral Wards Affected:**

Chapel Allerton – Roundhay Road site  
Hyde Park & Woodhouse – Lovell Park  
All – service users

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

**EXECUTIVE SUMMARY**

1. A joint report between Development Services and the former Social Services Department was taken to the Sept 2005 Executive Board to consider relocation of twenty five services off the Roundhay Road site due to the poor suitability and condition of the buildings. Agreement was given to the relocation costs being supported by release of the site for disposal together with use of the existing Social Services revenue budget.
2. The report and appendices provide a summary of the current position for the relocation of the twenty five Services from the Roundhay Road site with solutions identified for fifteen team relocations. Agreement is sought to progress the options identified.
3. It is estimated that all relocation costs will be contained within the anticipated receipt for Roundhay Road. Approval is requested for funds to be released equivalent to the anticipated capital receipt from Roundhay Road to support the relocation of services. Anticipated receipt and cost estimates are shown in **confidential appendix 1**. This Appendix is confidential under Access to Information Rule 10.4.3 because publication could prejudice the City Council's commercial interests as they include financial

information relating to land and property that if published could influence negotiations between the Council and private property owners. In these circumstances it is considered that the public interest in not disclosing this commercial information outweighs the interests of disclosure. The estimated revenue costs for each of the relocations are currently anticipated to be contained within the existing budget for Roundhay Road. This however would not support the borrowing costs associated with the project proposals.

4. It is anticipated that the site could be vacated and closed down subject to agreement of options and finance by Dec 09 in line with the current project plan. A site development brief could be drafted during 2008/9 in anticipation of this and the site marketed prior to closure to minimise delay in disposal.
5. Extensive consultation has been undertaken with service users as appropriate, with elected members and other stakeholders being kept informed of progress throughout. Meetings have also been planned with the Unions and staff issues are being addressed by Heads of Service and HR representatives on the project.
6. The proposals contained within this report have already been considered and supported at Asset Management Group prior to the Executive Board report

## **1.0 Purpose Of This Report**

- 1.1 To seek approval to the anticipated requirement for a level of funding equal to the full capital receipt and service budget from Roundhay Road to support the relocation costs of all the teams and services from the site. To seek injection of funds into the capital programme to enable the identified schemes to progress. To seek approval to the relocation proposals identified.

## **2.0 Background Information**

- 2.1 Social Care Services occupies and manages a range of facilities at the site at Roundhay Road, Leeds. A plan detailing the location of the site is attached at **Appendix 2**. The site extends to 1.5 hectares in size (3.7 acres) including the former nursery at Frankland Place.
- 2.2 A number of Social Care Services' functions take place at Roundhay Road including:
  - Area management office accommodation for Adult and Children Social Care teams
  - Mental Health and Learning Disability Day Centres
  - Community Meals Service (previously known as 'Catering Service')
  - LCES Equipment Store (previously known as 'Joint Equipment Store')
- 2.3 A full schedule of the twenty five services which operate from Roundhay Road is attached at **Appendix 1**.
- 2.4 The former Department of Social Services assessed the suitability of the accommodation at Roundhay Road, in consultation with the Council's Asset Management Unit. In addition, condition surveys of the premises were undertaken as part of the Council's rolling programme of surveys. The condition surveys identified backlog maintenance of £907,000 excluding fees and contingencies. The



buildings have only been maintained to a basic Health and Safety level since 2005 in anticipation of the relocations.

- 2.5 Overall the Roundhay Road site offers very poor suitability for the former Social Services Department. In most cases, the range of services that are provided from the site have no reason to be co-located and in a number of instances the existing uses do not complement each other and this makes the management of the site difficult.
- 2.6 In Sept 2005 Executive Board agreed to:-
- note that the site will be declared surplus to Social Services' operational requirements.
  - the Council vacating the Roundhay Road site.
  - officers developing detailed proposals for the relocation of the existing services on the site via the establishment of a Project Board.
  - the site of the former Frankland Place Nursery be held as a possible solution for one or more services at the Roundhay Road site.
  - the Roundhay Road site being added to the Council's Capital Receipts Programme.
- 2.7 Due to the complexity of relocating 25 teams off a single site there have been some inevitable challenges to progress
- 2.8 Previously the Area office based teams were to be accommodated in the Chapeltown LIFT facility however due to Council affordability issues and site constraints, Asset Management Group could no longer support this proposal moving forward. Since March 2007 a search and option appraisal process has been ongoing to secure an alternative facility for these teams. In January 2008 Asset Management Group supported further consideration of an option to purchase Digital and Dunbar Houses at Sheepscar. At the Feb 1<sup>st</sup> meeting the provisional terms and costs were supported subject to Executive Board approval and final terms being acceptable.
- 2.9 The Mental Health day centre and Community Alternatives Team identified a former nursery building Lovell Park, LS7 as a suitable site for relocation of this facility. This was supported at Asset Management Group in 2007 and more recently at the 1<sup>st</sup> Feb 08 meeting. Consultation has been undertaken with Ward Councillors, Executive Member for Adult Social Care Services, service users and staff on the proposals.
- 2.10 Since 2005 options have been considered for each of the relocations and where appropriate these have been progressed with required support through Asset Management Group. £51,500 has been released to undertake appraisals on some schemes. The majority of teams now have an identified future location with cost estimates to provide a more complete picture. Provisional release of monies to progress 4 of the options through more detailed appraisals was supported by AMG in Aug 2007 and Director of Resources in Sept 07. The Directors of Adult and Children's Services now seek Executive Board approval to progress the relocations identified, specifically in respect of the Adults'/Children's Area Teams and Mental Health Day Centre and Community Alternatives Team re-provision.

### 3.0 Main Issues

- 3.1 Relocation options have now been identified for the majority of teams however some are still at the option appraisal stage and therefore cost estimates have been attributed based on currently available information. Please see **Appendix 1** for more detail. There are two significant approvals for spend being sought from Executive Board in respect of the relocations of the Area Teams and the Mental Health Day Centre and Community Alternatives Team
- 3.2 Digital and Dunbar Houses are adjacent properties owned separately by third parties. They are modern office units located on a small business park in Sheepscar. A lease option was not supported by Asset Management Group based on value for money, pressures on the revenue budget, the costs of supported borrowing being more cost effective and the opportunity to secure an additional capital asset. Following an option appraisal exercise to consider 4 proposals, Asset Management Group supported initial negotiations being undertaken with the owners of Digital and Dunbar Houses for the purchase of these properties for the Adult and Children's Area teams subject to Executive Board approval. Please see **confidential Appendix 3**. This Appendix is confidential under Access to Information Rule 10.4.3 because publication could prejudice the City Council's commercial interests as they include financial information relating to land and property that if published could influence negotiations between the Council and private property owners. In these circumstances it is considered that the public interest in not disclosing this commercial information outweighs the interests of disclosure
- 3.3 The purchase price indicated by the two owners of Digital and Dunbar Houses falls within the valuation range for the properties considered appropriate by Property Services. The current position is that the costs including fit out, IT, fees along with other project costs will be contained within the capital cost detailed in **Appendix 1** and this can be accommodated within the overall capital budget for Roundhay Road based on current capital receipt valuations.
- 3.4 The two properties need to be purchased together to accommodate all the teams and provide economies of scale for shared meeting / reception areas. The owner of Digital House is keen for the property to be purchased when the ALMO's lease expires at the end of March 2008. Dunbar House is currently being refurbished by the owners and is due for completion in March 08.
- 3.5 Heads of Service for the teams support this option and other service managers have visited the buildings. Heads of Service are communicating with their staff so that any issues can be identified and managed effectively. Basic layouts show that the two buildings can accommodate the required staff numbers based on Working Without Walls principles previously adopted within the Services.
- 3.6 Recent site investigations have highlighted a potential issue at the Sheepscar site related to flooding risk. The level of risk is currently being investigated through the Environment Agency before progressing further on this option. Subject to outcomes an alternative solution may be required however it is anticipated that costs for any alternative office facility would be similar to the option identified. Title investigations are also ongoing.
- 3.7 Mental Health Day Centre re-provision and Community Alternatives Team relocation to Lovell Park has involved significant consultation with service users with the majority of users being satisfied with the proposals. Elected ward and cabinet

members have received briefings on progress. Final design plans have now been drawn up and costs confirmed by the Strategic Design Alliance. The proposal, subject to Executive Board approval, would progress to tender and refurbish stage with anticipated completion of Summer 09. These service users have high support needs and any delay on progress in the relocation project does result in significantly increased anxiety levels.

- 3.7 A best estimate has been included in respect of the re-provision for the Moored ISA Learning Disabilities day services facility. Due to the changes required within the service highlighted by recent government guidance on 'Valuing People' there is now a greater emphasis on an independent support approach and this has resulted in some delay on identifying suitable alternative sites for provision. This is now in progress and the service is considering four potential options all of which are Council owned. The estimated figure for re-provision has been based on the Lovell Park re-provision. Service users again have high support needs and care needs to be taken to progress this relocation in consultation with carers and service user at appropriate stages in the process.
- 3.8 The LCES Equipment store is a jointly provided service between Health and Social Care Services. An interim solution has been identified at Roseville if required in order to vacate the Roundhay Road site. However the service is considering a number of options for re-providing the service in the longer term in line with the individualised budgets agenda.
- 3.9 Other relocation proposals and current position statements are outlined in **appendix 1** together with cost estimates and approximate timescales
- 3.10 The majority of sites to be used for the relocations are already in Council ownership. Where possible best use is being made of existing assets where they meet the suitability and sufficiency criteria through refurbishment. Where there is no existing suitable Council owned property such as the area office facility, 3<sup>rd</sup> party property has been identified for re-provision.
- 3.11 The project team has endeavoured to look at efficiencies in re-provision whilst ensuring fit for purpose facilities are provided. In terms of the office re-provision the Services have adopted a Working Without Walls policy which is resulting in reduced space requirements due to shared workstations for mobile staff with shared meeting and quiet space to complement open plan working. The day services re-provision is based on a changing service model where service users access other community facilities for a wide range of activities with Council facilities providing a base for those users with greatest service need. Where appropriate and complementary, other teams have been identified to share space within the facility.
- 3.12 Consultation and communication with a wide group of stakeholders is critical to the success of this project. Stakeholder meetings are held between the Project Team and in house service stakeholders with Stakeholder Updates circulated to all in house stakeholders. Unions were consulted at the commencement of the project and in principle agreement reached with the JCC. A further meeting to discuss Roundhay Road relocation issues has been attended by the Project Sponsor and Project Manager in March 08.
- 3.13 Ward Councillors receive personal briefings from the service together with regular updates on relocations affecting service users. Where individual queries are raised these have been addressed separately in consultation with the Ward Councillor.

Executive Members have been briefed together with Service Management Teams and Asset Management Group as required.

- 3.14 Service user meetings at the Mental Health Day Centre have been attended by a member of the project team to update service users on progress. A separate meeting was held in Dec 07 to consult on the proposed plans for Lovell Park, with service users and staff comments/feedback being addressed within the proposed layouts. Other issues arising have been dealt with either directly with the service/ service users or through written answers posted up with the layout plans in the day centre.
- 3.15 The project has identified that the estimated total capital costs involved in the relocations will be in the order of the estimated capital receipt for the site.
- 3.16 This is a complex project which has been running for some time. It is comprised of many varied accommodation elements for the different services involved and not all of these are at the same stage, with some accommodation solutions yet to be identified. To ensure that the outstanding accommodation requirements are appraised in a corporate context, it is proposed that the Strategic Asset Management Service (SAMS) manage the site/property selection process including the initial capacity studies against approved standards. This is of particular relevance to the Moorend ISA and the LCES Equipment Store where the future shape of the service is not yet certain.
- 3.17 Once each accommodation solution, including the level of any necessary fit-out works, and the necessary financial arrangements have been approved, the responsibility for detailed implementation of each element would be taken by the Corporate Property Management Service (CPMS). Additionally, SAMS would continue to take responsibility for the phased handover of the Roundhay Road site to City Development and retain the services of CPMS for the management of the site prior to marketing. SAMS would also take responsibility for the co-ordination of the work on the planning brief and the detailed marketing arrangements.
- 3.18 Although the workload involved for the Strategic Asset Management Service would vary during the running life of the project, it is estimated that it will equate to one week per month for a PO3 Project Officer for around 20 months. This proposal would assist in ensuring a high degree of continuity between earlier work and any unresolved issues. The cost of this work is estimated at £26,800 and it is proposed that this should be a charge against the capital receipt achieved from the disposal of the Roundhay Road/Frankland Place sites.

#### **4.0 Implications For Council Policy And Governance**

- 4.1 The project is governed by a project board with service and asset management representatives and is using the Delivering Successful Change methodology. Project Assurance is undertaking Health Checks periodically and maintaining an overview, regularly attending Board meetings.
- 4.2 A project team with service, support service, asset management and corporate property management representatives progresses the day to day running of the project with the project manager reporting through to the board. It is a complex project to manage with 25 teams being relocated from the site alongside service delivery change requirements and with this in mind risk management has become an essential part of the process.



- 4.3 Risk workshops have therefore been undertaken to engage the board and key service and support service managers in the risk management process. A number of high-level risks have been identified and are being managed by the board including:-
- 4.3.1 **Cost Control** – it is important to ensure that the project is delivered within the limits of the existing resources identified. The Project Board are monitoring the decant costs on a regular basis. In addition, the Project Board provides the challenge to any replacement proposals to ensure that they take account of opportunities for service efficiencies where possible.
  - 4.3.2 **Capital Receipt** – There is a risk that the final capital receipt obtained might be less than the original forecast. To ensure that the project keeps within the budget parameters set, it is important to ascertain an accurate capital receipt forecast for the site. In order to ensure that an accurate forecast is made, a more formal Planning Brief for the site needs to be commissioned to identify the scope and nature of future development activity that can take place once the site is vacated.
  - 4.3.3 **Service Continuity** – Given the nature of the activities undertaken on the Roundhay Road site it will be essential to ensure service continuity during the implementation of the decant arrangements. The Project Board will take responsibility for monitoring the arrangements put in place and Service managers will be developing their own move plans in consultation with the project manager and board.
  - 4.3.4 **Stakeholder management** – the nature of the service users, service issues and member involvement require that stakeholders are clearly identified and communicated/ consulted with throughout the process. This is a resource intensive task but essential to this project's success. Stakeholder meetings are held with regular stakeholder updates sent out.

To ensure the complexities and interdependencies of the project are considered, risks are also being identified and managed at an individual team level

- 4.4 Consultation is undertaken within the Services, with service users and elected members as appropriate. Stakeholder analysis and communication plans form part of the DSC process for the project.
- 4.5 The proposal outlined in this report will contribute to the achievement of a number of Corporate Priorities.
  - a. Creating better neighbourhoods and more confident communities
  - b. Competing in a global economy - The disposal of the Roundhay Road site will result in third party investment into the City.
  - c. Looking after the environment – This proposal will lead to the redevelopment of a 1.5 hectare brownfield site.

## 5.0 Legal And Resource Implications

- 5.1 To facilitate the vacation of the site it is proposed that the costs will be met from three sources as outlined below:

- 5.1.1 It is highly likely that funding to the level of the anticipated capital receipt will be required to support the capital relocation costs identified.
  - 5.1.2 Social Care Services currently incurs revenue costs associated with the management of the Roundhay Road site. The full use of these funds will be required to support future revenue expenditure for the Roundhay Road teams. This indicates that there will be no service surplus to support the revenue costs for any required supported borrowing payments.
  - 5.1.3 Officers have sought to link service requirements to external funding streams to limit the call on internal financial resources, however in the majority of cases such funding is unlikely to be available.
- 5.2 Once vacant possession is achieved it is proposed that the site forms part of the capital receipts programme. As a large land holding occupying a prominent position on the corner of Barrack Road and Roundhay Road, the site will not only form an important part of the Capital Receipts Programme, but will also support regeneration activity in the local area. On this basis, a planning brief will be commissioned to inform the future development of the site.
- 5.3 As a consequence of moving forward with the vacation of the site there may be cash flow implications for the Capital Programme, which are being addressed in consultation with the Director of Resources. There is an anticipated need for capital expenditure in the order of £2.4million in 2008/9 and £0.6million for 2009/10 in respect of the relocation costs. Subject to resolution of outstanding issues, acquisition of Digital/ Dunbar is likely to be required in early April 2008. This is due to the threat of withdrawal from negotiations by the current owner of Digital House if delays are encountered resulting in his potential loss of income on the property. Due to this time pressure the report has been flagged as not eligible for call in as this may delay the acquisition of the properties
- 5.4 The SAMS Project Officer would cost in the order of £26,800 for the period of the project and would need to be paid out of the capital receipt

## **6.0 Conclusions**

- 6.1 The project has reached a stage that requires further formal board approval to proceed with the relocations outlined within the cost and timescale estimates provided. Due to the sensitivities around service users together with time scales being provided by 3<sup>rd</sup> party owners, approval is now essential to progress this project within the plan timescales.

## **7.0 Recommendations**

Executive Board is asked to:

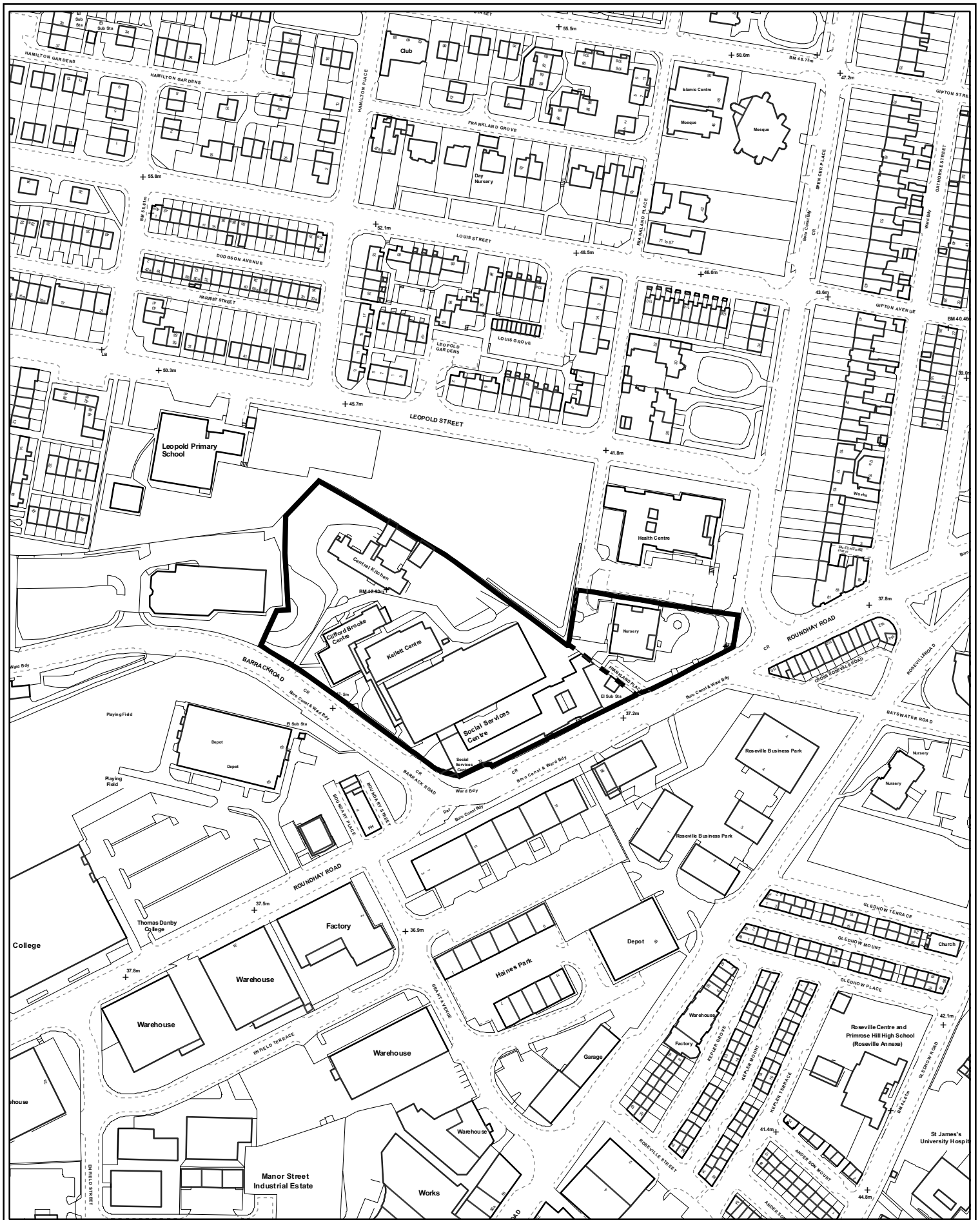
- 7.1 Agree to the relocation proposals set out in **appendix 1**, particularly in respect of the Mental Health Day Centre and Community Alternatives Team and office facility for Area Teams.
- 7.2 Agree to funds equal to the capital receipt from Roundhay Road to support the capital requirements of the Social Care Services relocations, plus site disposal costs and resource costs

- 7.3 Approve the injection of £3,298,500 into the capital programme for acquisition of Digital/Dunbar, refurbishment of Lovell Park plus the other identified schemes in **appendix 1** plus associated site and project costs.
- 7.4 Approve the spend indicated in **appendix 1** for the acquisition and fit out of Digital and Dunbar Houses subject to a satisfactory evaluation and mitigation of identified risk by the Director of Resources.
- 7.5 In the event of an alternative office facility being required to authorise the Director of Resources to approve equivalent expenditure for purchase up to the level identified in paragraph 7.4. Any such facility to be subject to a suitability assessment with the service.
- 7.6 To agree to the current revenue budget for Roundhay Road being retained within the service to meet relocation revenue requirements
- 7.7 Agree to the drawing up of a planning brief and marketing strategy in preparation for the site disposal
- 7.8 Agree to the cost of the Strategic Asset Management PO3 Project Officer being funded from the capital receipt

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CITY COUNCIL

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**APPENDIX 2  
ROUNDHAY ROAD SITE  
LEEDS LS8**



SCALE 1:2,500  
DATE 13/02/2008  
**PLAN No 11087**

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Originator: Jane Stageman/  
Dylan Griffiths  
Tel: 74352

**Report of the Assistant Chief Executive (Policy, Planning and Improvement)**

**Executive Board**

**Date: 12 March 2008**

**Subject: Leeds Strategic Plan 2008 – 11**

**Electoral Wards Affected:**  
ALL

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

**EXECUTIVE SUMMARY**

This report introduces the text of the Leeds Strategic Plan 2008-11. This Plan, when complete in June 2008, will mark several milestones for Leeds City Council. First, it will demonstrate how the Council is exercising its community leadership and place shaping role by outlining a single set of strategic outcomes, improvement priorities and targets for the city to be delivered by the Council on its own, or in partnership with others, over the next three years. Secondly, it will constitute the key delivery plan for the Leeds Sustainable Community Strategy ('Vision for Leeds 2004 – 2020') for the period 2008-11. Finally, it fulfils the Council's statutory obligations to provide a Local Area Agreement for Leeds as required by the Local Government and Public Involvement in Health Act 2007.

The report asks Members of the Executive Board to endorse the text of the Plan that is attached at Appendix 1, to support our negotiations with Government on agreeing up to 35 LAA improvement targets.

## **1.0. Purpose of This Report**

This report explains the development, approach and broad content of the Leeds Strategic Plan 2008-11. It seeks Executive Board endorsement of the text of the plan prior to negotiations with central government concerning priorities for improvement in Leeds.

## **2.0. Background Information**

2.1. In July 2007 Executive Board agreed a new corporate planning framework for the Council. At the heart of this framework is the Leeds Strategic Plan which sets out a single set of strategic outcomes and improvement priorities for the city for the next three years, shared with the Council and its partners.

2.2. During the autumn of 2007 there was extensive consultation on the strategic outcomes and improvement priorities for this plan among Elected Members, public, private and voluntary community and faith sector partners and focus groups of local residents and Leeds City Council employees. The latest evidence on local circumstances and prospects and public opinion were also examined to draw up the priorities to capture the most important issues for the city for the next three years.

2.3. The Leeds Strategic Plan, when complete, will fulfil the requirements of the new Local Area Agreement as required by the Local Government and Public Involvement in Health Act 2007.

## **3.0. Main Issues**

### **3.1. Partnership Approach**

The Leeds Strategic Plan represents a new approach in that it will cover what is being delivered by the Local Authority on its own or in partnership with others in the city over the period 2008-11. It therefore has a broader coverage than the former Corporate Plan because these priorities are also shared by the Council's public, private and voluntary, community and faith sector partners. A number of public bodies, designated as statutory partners in the Local Government and Public Involvement in Health Act 2007, have a duty to cooperate in the delivery of the targets and to have regard to the targets in this plan when drawing up their own budgets and action plans.

### **3.2. Accessible Format**

The Leeds Strategic Plan sets out to communicate the agreed strategic outcomes, improvement priorities and targets for 2008-11 to all relevant persons and partners as defined by the Local Government and Health Information Act 2007 as well as all statutory partners. It has therefore been designed to be as accessible as possible in terms of language and format.

### **3.3. Broad Content**

The content of the Leeds Strategic Plan sets out in section 1: making a difference, an overview of the progress and challenges facing Leeds and the general ambitions of the Council and its partners in this context. Section 2: priorities by theme, follows the eight themes in the Leeds Sustainable Community Strategy ('Vision for Leeds 2004 – 2020'). Each provides the contextual explanation for the selected strategic outcomes, the real changes the Council and its partners want to see in the lives of people in Leeds, and the improvement priorities, the key areas where we want to focus our efforts to ensure these changes really take place.

### **3.4. Framework for Implementation**

Supporting the Leeds Strategic Plan will be a number of thematic plans covering important policy areas in greater detail. Some such as the Children and Young People's Plan already exist and others such as the Climate Change Strategy and Health and Well Being Strategy are under development. The Leeds Strategic Plan refers to the most significant plans and strategies supporting each theme.

- 3.5 The third and final section of the plan sets out an agreed set of partnership principles on which joint delivery will be based. It also outlines how and by whom performance will be measured, monitored and relevant reporting arrangements. Finally it explains how the plan will be reviewed and revised.
- 3.5. An appendix will be attached to the Plan that will outline the targets to be set against each improvement priority and the indicators that will measure progress. This is not presented at this stage due to a number of the targets being subject to further negotiation during March and April with central government. These are the 'up to 35' designated targets that, as a package, will be eligible for a small performance reward grant. In a number of other improvement priority areas it will not be possible to establish targets in the first year of the Plan. This is due to the fact that the National Indicator Set has introduced new measures in these areas and the first year will be used to establish a baseline position against which to set targets for further years. It is anticipated that all targets that are possible to set at this stage will be presented for approval to the Executive Board meeting on May 14<sup>th</sup> 08 before formal submission to central government to agree the 'up to 35' designated targets. Full Council approval of the text and appendix of the Leeds Strategic Plan will be sought on July 2<sup>nd</sup> 08.

#### **4.0. Implications For Council Policy And Governance**

- 4.1. The Leeds Strategic Plan is part of the Council's Budget and Policy Framework. The Overview and Scrutiny Committee have been consulted three times in the preparation of the text of the plan and will also have an opportunity to comment on the content of the appendix.
- 4.2. The Council is preparing a separate Business Plan which will set out how the Council will align its activities and resources to deliver its contribution to the Leeds Strategic Plan.

#### **5.0. Legal and Resource Implications**

- 5.1. The Leeds Strategic Plan will fulfil our statutory obligations for a Local Area Agreement (LAA) for the Leeds area. In drawing up the contents of this plan the Council has consulted and negotiated with a number of partners including public sector partners designated as statutory partners in the Local Government and Public Involvement in Health Act 2007. These partners have a duty to have regard to the targets in the Leeds Strategic Plan when setting out their own plans and budgets.
- 5.2. The Leeds Strategic Plan will fulfil the duty of the Council to publish information about its LAA containing the specified information of a 'memorandum relating to the LAA'. It will be publicly available, accessible in its format and used as a basis for active communication to citizens. In this respect it will form an active role in the Council's duty to involve local communities in shaping their own future.
- 5.3. The Local Government and Public Involvement in Health Act 2007 extends the scope of the Council's Scrutiny Boards to include the work of the public sector partners designated as statutory partners to deliver targets agreed in the Leeds Strategic Plan. Overview and Scrutiny Committee has agreed a protocol with partners on how to exercise this extended role for scrutiny.
- 5.4. Resources to deliver the targets in this plan will be identified from the budgets of the Council and its partners including the new Area Based Grant. Resources will have to be used as efficiently as possible to deliver all the targets in the Leeds Strategic Plan and the scope to increase impact through innovative delivery methods including strategic commissioning, pooled budgets and joint service delivery will be explored as part of delivering the Leeds Strategic Plan.
- 5.5. The Leeds Strategic Plan 2008-2011 will require the formal approval of Members of full Council at their meeting on July 2<sup>nd</sup> 2008. Members of the Executive Board will receive a full copy of the plan at its meeting on May 14<sup>th</sup> 08, including the appendix of the Leeds Strategic Plan that is currently in development.

## **6.0. Conclusions**

- 6.1. The Leeds Strategic Plan will mark several significant milestones for Leeds City Council. The Leeds Strategic Plan 2008-11 will when complete set out the strategic outcomes, improvement priorities and targets for the city, shared by our key partners and stakeholders. It will be a key delivery plan for this three year period for the longer term Vision for Leeds 2004-20. It will also demonstrate how the Council is rising to the challenge of its community leadership and place shaping role as defined in the Local Government and Public Involvement in Health Act 2007.

## **7.0. Recommendations**

- 7.1 Members of Executive Board are asked to endorse the text of the Leeds Strategic Plan 2008-2011, attached at Appendix 1.

# Leeds Strategic Plan 2008

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Working in partnership through the Leeds Initiative

LIST OF PARTNERS HERE

DRAFT



Front Cover

Inside cover – logos of partner organisations

About this publication – other languages, formats

Foreword – (Leaders, Chief Executive) Background to plan, Our Values

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Section 1 – Making a Difference

Section 2 – Priorities by Theme

Section 3 – Making it Happen

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## Foreword - to include:

- Delighted to present the Leeds Strategic Plan for 2008-11;
- The Plan is a significant milestone in working together as partners across the city to agree the real changes we want to see in the lives of the people in Leeds and in the city by 2011 and how we will deliver these in partnership;
- Builds on a strong history of partnership working, co-ordinated through Leeds Initiative. This has brought together the Council, business, voluntary, community and faith groups and public bodies and produced a longer term strategy for the Leeds Community, the Vision for Leeds 2004-20;
- The Leeds Strategic Plan shows how these long term goals will be translated into practical action over the next three years - both in terms of what will be achieved and how it will be delivered;
- Key areas for improvement by 2011 have been informed by consultation both from Members and other stakeholders in different areas in the city and representatives of city wide networks who represent different 'interests' in the city. Also, analysis of the most up-to-date information about current conditions and prospects for Leeds and anticipated social and population changes;
- Leeds City Council has a key leadership role, with its partners, in both 'shaping' Leeds for now and future generations and in making sure that targets set are delivered.
- Recent government legislation reinforces this role, particularly enhancing the role of Councillors as leaders and shapers of local neighbourhoods and the city.
- The Council has recently been awarded the highest possible '4 star' grading in terms of its performance placing it in an excellent position to undertake this role in Leeds.

# SECTION 1

## MAKING A DIFFERENCE

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## **PROGRESS and CHALLENGES**

Leeds is recognised as one of Britain's most successful cities. It has transformed itself over the last 20 years from a mainly industrial city into a broad based commercial centre, the most important financial and legal and business service centre outside London. Leeds is the largest city in the Yorkshire and Humber region and is the biggest retail and employment centre.

Leeds is a quality place to live, work and raise families and has attracted the largest absolute increase in population in the country, 4.8% since 2001. This current population of over 750,000 embraces a rich diversity of over 130 different nationalities.

Economic, cultural and environmental factors have made major contributions to Leeds being a successful place. Over the past decade Leeds has benefited from continued and significant economic growth. Between 1996 and 2006 the City has seen Gross Value Added, a measure of wealth creation, increase by 36% and 59,000 new jobs created. Recent investment in the city has been impressive with £3.2bn invested in commercial property development and a further £7.2bn under construction or planned. The public sector has also invested significantly in new schools, health facilities and in new town and district centres. Investment in the planning service has assisted investors, developers and citizens in Leeds.

Culturally, Leeds continues to invest in its magnificent and growing collection of concert halls, theatres, galleries, museums, parks and sporting venues. There is lively participation in community festivals across the city and Leeds offers the widest range of free events in the country.

Environmentally, Leeds is a green city with two-thirds of its area green belt land. Improving local neighbourhoods is also a strong priority and real improvements have been made. Cleanliness has been improved in 28 of the 31 most deprived neighbourhoods as a result of partner agencies working together with local residents. There has also been considerable investment to bring all our homes in Leeds up to the national 'Decent Homes' standard and by 2010 this will be met.

People in Leeds are generally living longer and more safely. Life expectancy for both men and women has grown by over a year over the last 10 years. Crime has fallen by approximately 30% since 2003/4, the second highest fall in crime in the country.

More children are doing well at school than ever before with results at GCSE showing strong and sustained improvement. These changes are being achieved by an approach that engages children and young people and puts schools and childrens centres at the heart of the community. It is being supported by large scale investment in new and refurbished schools and childrens centres. Leeds is also a major centre of learning for further and higher education, with two leading universities and a student population of over 124,000.

However, despite these positive trends, many challenges still remain and recent developments such as a rising population and traffic present fresh challenges.

Too many children and young people still leave school with few or no qualifications, particularly from low income families, those with special educational needs, some black and minority ethnic groups and looked after children.

Health inequalities continue to exist. Children born into the most deprived neighbourhoods can expect to live almost 12 years less than those in areas that enjoy the best health. The

percentage of people over 60, currently 20% of the population, is forecast to grow raising issues of how older people's health, independence and contribution to the life of the community will be supported.

Some neighbourhoods and communities have not shared in the economic success enjoyed by much of the city. The numbers of people unable to work due to illness or injury remains a key issue for the city. Many local people are excluded from job opportunities or developing their careers due to a mismatch between their skills and aspirations and the skills now required. Only 50% of the Leeds workforce has level 2 skills (equivalent to five A\* to C GCSEs) against a national skills target of 90% by 2020.

A growing population and greater prosperity puts pressure on the housing market in Leeds. The impact of climate change can be clearly seen in Leeds and will be an increasingly important issue for the city. Parts of the city have been subject to flooding and are at high risk of further flooding in the future. There is an urgent need to reduce CO<sub>2</sub> and other greenhouse gas emissions to contribute to national and global targets. More people living and travelling to work in Leeds places greater strain on the transport system. Road traffic grew by 4.9% between 1996 and 2006 and further growth is predicted. Migration enriches our diversity but raises challenges for creating and sustaining a sense of belonging amongst all communities.

These are some of the key challenges facing the city and city region over the next three years and beyond. They are explained in fuller detail in section 2 of this Plan accompanied by an explanation of where we need to focus our efforts to overcome these challenges.

## **OUR AMBITION**

Leeds has an ambitious vision for the city and for the people who live, work and visit Leeds. This vision is captured in the Leeds' sustainable community strategy, the Vision for Leeds 2004 to 2020. This sets out our key ambitions of 'going up a league' both economically and in terms of quality of life and 'narrowing the gap' between the richer and poorer parts of the city.

The Council and its partners all share the desire 'to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds'. Our ambitions for the next three years are to see:

- people happy, healthy, safe, successful and free from the effects of poverty;
- our young people equipped to contribute to their own and the city's future well being and prosperity;
- local people engaged in decisions about their neighbourhood and community and help shape local services;
- neighbourhoods that are inclusive, varied and vibrant offering housing options and quality facilities and free from harassment and crime;
- an environment that is clean, green, attractive and above all, sustainable; and
- a city-region that is prosperous, innovative and distinctive enabling individuals and businesses to achieve their economic potential.

## **REAL CHANGE**

The Vision for Leeds 2004 to 2020 sets out eight themes that provide a broad framework for our actions. These are Culture, Enterprise and Economy, Learning, Transport, Environment, Health and Wellbeing, Thriving Neighbourhoods and Harmonious Communities.

This plan sets out the outcomes - the real changes we want to see in the lives of people in Leeds and the city by 2011 in each of the Vision themes. It is based on a robust analysis of the strengths and weaknesses of the city and identifies the key areas where we want to focus our efforts to ensure we achieve results. These areas we describe as improvement priorities. Finally, it sets targets for what will be achieved and how we will measure progress over the three year journey.

## **VIEWS AND COMMITMENT**

The experiences and views of a wide range of people in the city have been taken into account in identifying the outcomes and improvement priorities in this plan. 71% of the population of Leeds were involved in establishing the themes and priorities of the Vision for Leeds during 2003 and 2004. As well as the consultation findings from that exercise we have updated our understanding of what the people of Leeds want by gathering fresh evidence. We consulted Councillors representing people of all communities in the City; we drew on the latest results of the Annual Citizen's Survey and we organised a series of focus groups representative of the gender, age, ethnic origin, disability and sexuality profile of the Leeds population.

We also consulted a wide range of city-wide networks and key partners who represent different interests in the city. These included black and ethnic minority communities, local businesses and voluntary sector networks and representatives and partners from education, health, community safety, culture, transport, economic and environmental sectors.

Our discussions have been informed by the latest information available on the changing context of Leeds in terms of social, economic, demographic and environmental data and progress in reaching established targets in areas such as education, crime, health and employment and the overall prosperity of the city. We have also considered the implications of national policies where relevant, such as the 'Every Child Matters' agenda, promoting the health and wellbeing of adults and economic, transport and housing policy developments.

We have a shared and inclusive vision of the changes we want to see over the next three years and with our partners we are committed to turning our long term vision into. We know too that there is a great commitment from those living, working, investing, volunteering and participating in organisations and communities that will also make a huge contribution to more positive changes in the city.

## **APPROACH**

Many people have raised the importance of how we approach what we need to do over the next three years. Below, are key areas that have been highlighted and will inform the spirit of implementation.

- **Interconnectivity and partnership working**

Getting to the root of many challenges in the city will require an awareness of the interconnection between our different outcomes and improvement priorities. For example, consistently raising achievement levels of young people in some of the most deprived areas of Leeds involves raising the quality of life for families living in those communities; finding solutions to, and engaging people in, employment opportunities; housing security and environmental and health issues.

Listening, sharing and learning from each other will help us identify where our efforts are best concentrated to achieve the best results. Such a partnership approach is something we are already proud of in the city and in many areas is mature and embedded as an approach to delivering services. It has contributed to some impressive results. For example, neighbourhoods in the city that are the most deprived according to recent results of a national measure of multiple deprivation have reduced from 31 to 22 neighbourhoods. However, it is important that we build on this strong basis and engage in more innovative thinking about how needs can be met and services improved, effectively and efficiently, through partnership working. A series of principles underpinning our approach to partnership working is outlined on page 32.

- **Equality, cohesion and integration**

We are committed to increasing equality for, and valuing the diversity of all communities in Leeds. We recognise that priorities and actions can affect some communities or groups of people who participate in the city differently. The plan has been reviewed in this respect and careful and thorough assessments of more detailed targets and actions in all areas will need to continue over its duration.

We also need to work more intensively to make sure that the implementation of our 'improvement priorities' supports and encourages a shared sense of belonging in all communities in the city and widely shared sense of the contribution of different individuals and groups to a future local vision. We recognise that people with different backgrounds should experience similar life opportunities and access to services and work to develop a strong sense of an individual's local rights and responsibilities.

- **Sustainability**

Finally, we need to ensure that any developments that meet the needs of the present do not compromise the ability of future generation to meet their own needs. The plan has been reviewed in terms of its impact on sustainable development, namely whether it promotes living within environmental limits; ensures a strong, healthy and just society; helps to achieve a sustainable economy; uses sound technology responsibly; and promotes good governance. The sustainability criteria used in the review are the same as those being used to review the city's other plans.

## **MAKING IT WORK**

The Council's lead role in helping to shape the future of Leeds has been strengthened by recent legislation - the Local Government and Public Involvement in Health Act 2007. The government has asked Council's to work with partners to ensure that they jointly agree the ambitions for their area over the next three years. Partners have also been asked to co-operate with Council's and other partners to agree and deliver targets that ensure the ambitions result in real change. These legal responsibilities are carried out in drawing up and implementing this Plan as it fulfills the statutory requirements for Leeds to have a local area agreement.

Leeds Initiative, the city's overarching partnership body in Leeds, is the forum effective partnership working, collectively monitoring and reviewing progress on the delivery of the priorities in the Leeds Strategic Plan. All target-setting and consequent financial, commissioning or contractual commitments agreed are put in place through Leeds City Council as the accountable body and principal partner and by partners through their own

strategic plans and decision making arrangements . These will be subject to the normal scrutiny by Councillors and openness to the public.

Leeds Initiative thematic partnerships contribute to the development of the supporting strategies and plans for the Vision for Leeds and for the Leeds Strategic Plan. Some of these strategies provide an in-depth and longer term expression of the objectives or aspects of a Vision theme, for example, Culture and Climate Change. Others are more specific, time limited thematic plans that contain more detail of what will be delivered and by whom during the lifespan of the Leeds Strategic Plan. Key strategies and plans are signposted in each theme in Section 2.

Section 3 outlines how the plan will be delivered in greater detail. It shows how the Leeds Strategic Plan fits into the overall framework of city-wide planning. It also sets out the partnership principles that will guide how partners will work together over the duration of the plan. Accountability is further clarified with an explanation of how performance will be reviewed and managed. Finally, it explains the arrangements for reviewing and revising the Plan as a whole.

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## **Section 2**

### **Priorities by Theme**

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## Culture

### Strategic Outcomes

#### What we want to see by 2011:

- Increased participation in cultural opportunities through engaging with all our communities.
- Enhanced cultural opportunities through encouraging investment and development of high quality facilities of national and international significance.

#### Context

Through culture in all its different forms, people can find enjoyment, enrich their lives, fulfil their potential and keep active. The benefits of culture are linked to improved health, wellbeing and educational attainment. A broad-based and diverse approach to culture can both help to regenerate communities and contribute to the standing and profile of a city. We seek to provide the widest range of opportunities for local people and visitors to experience and participate in.

Consultation on the priorities for this plan showed that Leeds people prioritise the participation by all groups and communities in cultural events. In the 2007 Annual Residents Survey, over a quarter of residents said those activities specifically for teenagers should be a priority for the council. Excellence, diversity and wider participation are also emphasised nationally and the run up to the 2012 London Olympics will focus attention particularly on participation in sport and broader cultural activities.

Leeds has a large and growing range of cultural events and facilities including, theatres, galleries and museums, sporting venues, parks and open spaces, an International Concert Season of more than 200 concerts per year, International Film Festivals, 53 Libraries and renowned opera and ballet companies. Leeds City Council also has a longstanding commitment to free events for local people such as Party and Opera in the Park and to community festivals such as Chapeltown Carnival.

Over the last three years, substantial investment in cultural facilities has resulted in the first phase of restoration of the Art Gallery and Central Library where we have seen an 85% increase in visitor figures, the opening of the Kirkstall Abbey visitor centre; refurbishment of the Grand Theatre, and opening of an Aquatics Centre at the John Charles Centre for Sport. Further opportunities will be created by the opening of Leeds' new museum in 2008, restoration of the City Varieties Music Hall; a major redevelopment of Garforth Library and two new leisure centres in Armley and Morley. Extensive consultation about parks and open spaces has resulted in an additional £4.5m of investment to improve community parks across the city.

However, there is still a great deal of progress to be made in ensuring that Leeds has the highest quality cultural facilities and activity that are accessible and inclusive of all its citizens. Some of Leeds' cultural facilities still do not match the quality of its events or fulfil their potential to help put Leeds on an international stage. A sustainable future also needs to be found for some of Leeds' most exciting cultural events, for them to thrive and grow.

We need to do more to increase people's access to cultural opportunities. We are working towards doubling visitor figures for Leeds' museums and galleries; creating initiatives to

bring more people to cultural buildings in the city centre and finding ways to better represent all sections of the community and consult people about what they want.

Leeds is working particularly hard to ensure that young people can enjoy the cultural opportunities on offer. The Breeze Card is an increasingly useful channel for children and young people to access cultural activities and facilities. Over 167,000 Breeze card holders participate in 100 holiday sports programmes while a further 15,500 attend Breeze on Tour activities across Leeds. We need to further develop ways of better coordinating opportunities for young people to engage in creative activity outside school, to ensure that no young people are left behind.

Our priorities listed below will enhance the cultural life of Leeds to reflect its status as a vibrant cosmopolitan city and enable everyone to participate in and enjoy what the city has to offer.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities.
- Facilitate the delivery of major cultural schemes of international significance.

#### **Supporting Strategies:**

##### Cultural Strategy\*

##### Informed by:

- Library Plan
- Renaissance in the Regions (Museums Strategy)
- Parks and Greenspace Plan
- Taking the Lead: A strategy for sport and active recreation in Leeds 2006 to 2012
- Physical Activity Strategy\*
- Children and Young People's Plan 2006-09

\*In development

## Enterprise and the Economy

### Strategic Outcomes

#### What we want to see by 2011:

- Increased entrepreneurship and innovation through effective support to achieve the full potential of people, business and the economy.
- Increased international competitiveness through marketing and investment in high quality infrastructure and physical assets, particularly in the city centre.

#### Context

The story of Leeds is an undeniable success and the renaissance of the Leeds economy underpins the city's success.

Between 1996 and 2006 the city has seen Gross Value Added increase by 36% and 59,000 new jobs, more than any city outside London. Recent investment in the city has been phenomenal with £3.2bn invested in commercial property development and a further £7.2bn under construction or in the pipeline. Major new developments such as the £800m Eastgate and Harewood Quarter, £300m Trinity Quarter, the regeneration of the Aire Valley and the completion of the East Leeds Link road (which will unlock 400 hectares of prime development land and a potential 30,000 jobs over the next 10-15 years) will build on the recent history of success.

However, we are not complacent about Leeds' future economic performance and significant challenges remain. Leeds has produced fewer new start up businesses than other cities and far fewer new businesses are set up in the poorest parts of the city. Similarly, consultation for this plan showed that spreading enterprise to the more deprived parts of the city and equipping the workforce with the skills to participate in the economy were key priorities. The business community also emphasised the need to make the most of private sector investment and enhance the city's reputation as a centre for knowledge and innovation.

The city council fulfils a pivotal role in guiding the city's renaissance and providing a supportive framework for investment and development including investing in the public realm – such as creating new public spaces like Millennium Square and redeveloping City Square. The council and its partners are supporting economic development and regeneration in neighbourhoods and local communities across the city in programmes such as the Town and District Centre Programme and Local Enterprise Growth Initiative which is specifically aimed at developing enterprise, creating new jobs and boosting prosperity in the city's most disadvantaged communities.

Leeds is also an engine of growth for the City Region and the region as a whole. In 2006, a Leeds City Region Development Plan was launched to accelerate the creation of new jobs in the area, particularly by enhancing transport links and the skills of the local workforce. A multi area agreement between Leeds, its neighbouring local authorities and government will help deliver the ambitious goals set out in the City Region Development Plan.

However, if Leeds is to achieve all it can for its residents and the wider region it must establish itself on the international stage and attract businesses and investment from further

afield. We are now developing a new Economic Development Strategy which will build on the current core aims and incorporate many recent changes. This includes the recognition of increasing globalisation and the growing consensus the significance and importance of climate change.

Our priorities listed below seek to support our aspiration to ensure Leeds' continued success and establish it as a leading European city which provides better outcomes for local people and narrows the gap between the most disadvantaged people and communities and the rest of the city.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Increase innovation and entrepreneurial activity across the city.
- Facilitate the delivery of major developments in the city centre to enhance the economy and support local employment.
- Increase international communications, marketing and business support activities to promote the city and attract investment.

#### **Supporting Strategies:**

Leeds Economic Development Strategy\*

Informed by:

- City Region Development Plan
- Regional Economic Strategy 2006-2015
- Leeds Renaissance Framework
- Regional Spatial Strategy to 2016 (Published December 2004)
- Local Development Framework, core strategy and other policies

\*in development

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## Learning

### Strategic Outcomes

#### What we want to see by 2011:

- An enhanced workforce that will meet future challenges through fulfilling individual and economic potential and investing in learning facilities.

### Context

Learning is central to achieving our aspirations for the city. A skilled and well-trained workforce is vital for the future prosperity of Leeds and for everyone to share in that success. In addition, learning and educational success helps to promote better wellbeing and health for individuals and communities and supports a culturally vibrant city. The foundations for this are laid in our schools but, increasingly, training to update and acquire new skills will be a lifelong activity for us all.

Leeds' schools and early year's providers have made great progress in recent years, strengthened by massive investment in award-winning new buildings and IT systems for schools and children's centres. Early year's provision is a strength of the city and the most recent results show strong improvements. Primary schools are good and results are in line with national averages and performance in similar areas. Secondary schools have improved strongly in recent years, particularly in those schools in the most challenging circumstances. Results for 14 year olds are now in line with national averages and similar authorities. Outcomes at GCSE have seen strong and sustained improvement so that results are now in line with similar areas, and are close to the national average. However, despite this progress significant challenges remain. Particular priorities include: increasing the progress made by learners throughout secondary school; raising attendance in secondary schools and reducing the number of students who are persistently absent; and lastly narrowing the gap in achievement for vulnerable groups of children and young people, especially those from low income families, those with special educational needs, some Black and Minority Ethnic groups and lastly, but importantly, Looked After Children and Young People.

Increasing participation and educational success for young people is a key priority. At present fewer young people continue in learning or employment after the age of 16 in Leeds than in similar areas or nationally. Vulnerable groups of young people are more likely to not be in learning and work. As such it is important that schools, colleges and partners continue to work together to develop better choice and better routes and pathways to learning so that all young people are engaged, successful and ready for adult life.

Around a fifth of the Leeds workforce were recorded as having no skills in 2005, and although a survey showed in 2005 that 63 per cent of respondents had undertaken some form of training in the previous year, more will have to be done if the workforce in Leeds is to meet the national targets set out in the government's review of skills needs published in 2006. This review set a target of 90% of the workforce having level 2 skills (equivalent to five good GCSEs) by 2020. The current figure for Leeds is around 50%.

Consultation on the priorities for this plan showed strong support among all groups for improving the results achieved by children and young people and raising the participation levels among our children and young people in education and training. The business community also emphasised the importance of the city's universities and colleges.

The priorities below address these issues and will measure the improvement achieved by our young people and across the workforce over the coming three years.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Enhance the skill level of the workforce to fulfil individual and economic potential.
- Improve learning outcomes for all 16 year olds, with a focus on narrowing the achievement gap.
- Improve learning outcomes and skill levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.
- Improve participation and early learning outcomes for all children, with a focus on families in deprived areas.

#### **Supporting Strategies:**

Children and Young People's Plan 2006-2009

People Centred Places\*

Informed by:

- Leeds 14-19 Strategy 2006-2010
- Education Leeds Strategic Plan 2004 – 2007
- HE/FE Plans

\*in development

## Transport

### Strategic Outcomes

#### What we want to see by 2011:

- Increased accessibility and connectivity through investment in a high quality transport system and through influencing others and changing behaviours.

#### Context

Whether a journey is in a car, on a bus or train, on two wheels, or on foot and whether it is to get to work, school or to the shops, quality of life is undoubtedly enhanced by being able to move around more easily. Similarly, moving people and goods within Leeds and beyond is key to the city being a good place to do business. Accessible, affordable, and convenient transport will make a big contribution to the city being a place where people want to live and work. Our aspirations are to deliver this goal and ensure that future growth is not constrained by transport difficulties.

Leeds has good transport links - the M1, M621 and A1 (M) provide good road links to other parts of the country; Leeds' railway station has the highest number of passengers of any station outside London with 90,000 passengers using the station every day and it has recently undergone refurbishment to meet this growing demand. Leeds also has an extensive bus network with about 90 million passenger journeys every year. Innovations like guided bus routes along converted central reservations have improved journey reliability and punctuality.

Transport is however, a major concern for local people. Consultation during the autumn of 2007 to identify priorities for this plan found that improving the quality, accessibility and use of public transport was a priority for all groups and improving access to job opportunities was a key issue for many. Similarly, the business community emphasised the need to improve international links and connectivity for the benefit of both local businesses and people. In 2007 residents said that road and pavement repairs were the most important issue in their local area and should also be a top priority for the council.

However, as more people live in and travel to work in Leeds, greater strain will be imposed on the transport system. Road traffic grew by 4.9% between 1996 and 2006 and further growth is predicted. In 2001 around 108,000 people commuted into Leeds daily for work and that number is estimated to have grown significantly in recent years; and in 2006 the total number of trips into the city averaged about 122,500 a day; consequently, further investment to boost the capacity of the transport system, particularly for buses and trains in Leeds will be needed to meet rising demand within the city and the surrounding area.

A proposal to upgrade the city's buses and develop a high grade transit system is under development and this could deliver a fast and convenient alternative to the car for many journeys, as well as reducing congestion and pollution. With our neighbouring local authorities and Metro, we are working together to improve rail and bus links within and around Leeds and have established an ambitious 25 year Transport Vision which will ensure that these improvements are City Region based rather than just within Leeds. We are also investing heavily in highways maintenance to significantly improve the network. Supplementing Central Government funding, we have made an extra £82m available to



complete hundreds of schemes across the city by 2012 which will significantly improve the condition of our streets.

The priorities below address these issues and also indicate how improving our streets and roads and public transport can contribute to reducing the number of people killed or seriously injured in traffic accidents as well as help to improve the city's environment.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking.
- Improve the quality, use and accessibility of public transport services in Leeds.
- Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.
- Improve road safety for all our users, especially motor cyclists pedal cyclists and pedestrians.

#### **Supporting Strategies:**

West Yorkshire Local Transport Plan 2006-2011

Informed by:

- 25 year Leeds city-region Transport Vision
- Highways Asset Management Plan
- Traffic Management Action Plans
- Regional Transport Strategy as part of Regional Spatial Strategy

\* in development

## Environment

### Strategic Outcomes

#### What we want to see by 2011:

- Reduced ecological footprint through responding to environmental and climate change and influencing others.
- Cleaner, greener and more attractive city through effective environmental management and changed behaviours.

### Context

We are fully committed to being at the leading edge of responding to the challenge of climate change and so managing and adapting to this challenge is a key priority for Leeds. Fortunately, Leeds is well placed to meet this challenge. The council monitors its impact on the environment through the rigorous EMAS standard including issues relating to air quality and environmental noise, and with local partners working together to develop a Climate Change Strategy to mitigate the impact of climate change on the city.

Local residents also feel the environmental challenge is important. In 2007, 14% of local residents surveyed said that a clean neighbourhood (without litter or graffiti) was one of the five things most in need of improvement in their area. A third of residents said that rubbish and litter lying around was a local problem and over a quarter said that vandalism and graffiti were also local problems. Linked issues like the state of pavements and roads and access to parks and green space were also cited as issues of concern. A well maintained environment contributes to other important aspects of wellbeing like accessibility and opportunities for leisure and relaxation, and we are proud that two-thirds of Leeds' area is green space and a number of our parks have already achieved Green Flag status. Extensive consultation about parks and open spaces has resulted in an additional £4.5m of investment to improve community parks.

Waste and recycling is also important locally. Doorstep recycling collection and local recycling facilities have been used by virtually all local residents and there are generally high levels of satisfaction with the facilities provided in Leeds. However, Leeds' performance in terms of recycling and particularly waste going to landfill is average in comparison with other authorities and further progress will be needed to meet the ambitious targets we have set for recycling.

The environment is a key priority locally, nationally and globally. The UK Government is on track to reduce its CO<sub>2</sub> and other greenhouse gas emissions by 12.5 per cent (using 1990 levels as a baseline) as part of its commitment under the Kyoto Protocol. This has been achieved through greater energy efficiency; promoting less polluting and encouraging the use of renewable sources of energy; and also reducing the amount of pollution emitted from all energy sources. The current Climate Change Bill proposes a statutory framework for reducing greenhouse gas emissions and will set 'carbon budgets' to drive forward reductions in CO<sub>2</sub> emissions by households, businesses, local authorities and other public bodies.

We will all have an obligation to change our behaviour to mitigate the effects of climate change. The council, for example, is already reducing its impact on the environment by switching the majority of its electricity to 'green electricity', establishing schemes within its

buildings to involve staff in managing environmental impacts, and delivering and advising on energy efficiency in both privately owned and Housing Association homes. Through planning regulations, developers and partners are being encouraged to improve design quality and sustainability to reduce the environmental impact of their activities. For example, developers working in Holbeck Urban Village have produced a sustainability report to support planning applications which covers energy efficiency, waste management and the reduction of CO<sub>2</sub> emissions.

The impact of climate change can be clearly seen in Leeds and will be an increasingly critical issue for the city. Parts of the city were flooded, both in June 07 and January 08, and consequently we are working with our partners and actively participating in seeking to secure an effective flood defence system.

The priorities below set out where we are concentrating our efforts over the next three years to take on the challenge to improve the city's environment.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Increase the amount of waste reused and recycled and reduce the amount of waste going to landfill.
- Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so.
- Undertake actions to improve our resilience to current and future climate change.
- Address neighbourhood problem sites; improve cleanliness and access to and quality of green spaces.
- Improve the quality and sustainability of the built and natural environment.

#### **Supporting Strategies:**

- Local Development Framework
  - Regional Spatial Strategy to 2016
  - Climate Change Strategy
  - Integrated Waste Strategy 2006 - 2025
  - Leeds Strategic Flood risk assessment
  - West Yorkshire Local Transport Plan
  - Energy and Water Management Plan
  - Parks and Greenspace Strategy
- \*in development

## Health and Wellbeing

### Strategic Outcomes

#### What we want to see by 2011:

- Reduced health inequalities through the promotion of healthy life choices and improved access to services.
- Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect.
- Enhanced safety and support for vulnerable people through preventative and protective action to minimise risks and maximise wellbeing.

#### Context

People in Leeds are growing healthier and living longer. At birth men can expect to live for 76.2 years compared to 74.6 years in 1997. Life expectancy at birth for women has increased from 80.1 years to 81.2 in the same period.

A challenge for Leeds is that this increase is not evenly spread across the city. The gap between richer and poorer areas of Leeds can be counted in extra years of life and it is not narrowing. Despite the death rate falling in Leeds during the last ten years, the fall has been faster in the wealthier parts of the city. Children born today in the city's most disadvantaged neighbourhood can expect to live almost twelve years less than those in areas of Leeds which enjoy the best health.

As people live longer they should also enjoy more years of good health. Again this is more likely in the wealthier parts of the city. It is inevitable that longer life and the increasing number of older people will increase the need for additional services or support to maximise the capacity of elderly or vulnerable people to continue living independently.

Health is influenced by many different factors. Some of these will be improved by action undertaken within other themes, particularly culture through sport and physical activity and the environment through cleaner air and noise reduction. Our lifestyles and choices around issues like smoking, drinking or exercise have an impact not just on our health as individuals but also on the health needs of Leeds as a whole. People with poor diets or who do not take enough exercise are much more likely to become overweight or obese which brings with it a higher risk of diabetes, stroke or heart disease. Excessive drinking also contributes to ill health and increases the risk of injury or accidents. The rate of sexually transmitted diseases is rising among young people in Leeds.

Leeds is rising to the challenge to have active lifestyles that encourage improved health and well-being. In 2007, there were over four million visits to Leeds City Council leisure centres and 36,470 visits to 'Active Life' classes, for people aged over 50, across the city.

Through schemes such as Keeping House which has assisted over 2,000 older and disabled people in Leeds to find practical support and help in the home, the council and its partners are working hard to help adults and particularly older adults to live happy and independent lives. Adult care services in Leeds have recently been commended for achieving quality of life improvements for vulnerable adults and helping them to get better access to services.

By giving direct payments to more people we are working to give more choice to people so that they can choose for themselves the services they want. Take up of direct payments have more than doubled over the past 12 months resulting in over 300 more people having greater choice and control over the services they receive.

To meet the challenge of reducing health inequalities in Leeds, the Council working with our key partners in the health service we will work to increase the number who quit smoking, and increase their rate of physical activity across all age groups. In partnership the Council will also tackle drug and alcohol misuse co-ordinated action to reduce the number of teenage conceptions. We want to give greater independence to vulnerable people by supporting them to choose the services to improve their opportunity and quality of life. Direct payments and individual budgets will help to achieve this alongside improved access to mainstream services, such as training for a job or enjoying local community and recreational facilities.

There remains much more to do to reduce health inequalities for local people and improve their physical, mental and social wellbeing. Our new priorities set out below detail how we will meet these challenges in the coming years.

### **Improvement Priorities**

#### **By 2011:**

- Reduce premature mortality in the most deprived areas.
- Reduce the number of people who smoke.
- Reduce rate of increase in obesity and raise physical activity for all.
- Reduce teenage conception and improve sexual health.
- Improved assessment and care management for children, families and vulnerable adults.
- Improved psychological mental health and learning disabilities services for all who need it.
- Increase the number of vulnerable people helped to live at home.
- Increased proportion of people in receipt of community services enjoying choice and control over their daily lives.
- Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk.

### **Supporting Strategies:**

Health and Wellbeing Plan\*

Children and Young People's Plan 2006-9

Informed by:

- Leeds Tobacco Control Strategy 2006-2010
- Food Matters: a food strategy for Leeds 2006-2010
- Leeds Childhood Obesity Strategy 2006-2016
- Leeds Alcohol Strategy 2007-2010
- Older Better Strategy 2006-2011
- Leeds Emotional Health Strategy 2008/11
- Leeds Mental Health Strategy 2006-2011
- Supporting People Strategy 2005-2010
- Physical Activity Strategy
- West Yorkshire Local Transport Plan

\*in development



## Thriving Neighbourhoods

### Strategic Outcomes

#### What we want to see by 2011:

- Improved quality of life through mixed neighbourhoods offering good housing options and better access to services and activities.
- Reduced crime and fear of crime through prevention, detection, offender management and changed behaviours.
- Increased economic activity through targeted support to reduce worklessness and poverty.

#### Context

The priorities in this theme are key concerns of local people. Low crime, low levels of anti-social behaviour and affordable, decent housing are the three most important things for making somewhere a good place to live according to Leeds residents in 2007. Tackling crime and anti-social behaviour were also cited as two of the top five priorities for the Council to tackle.

Stakeholders consulted on priorities for this plan echoed the views of residents: crime, housing and reducing worklessness were chosen as the top priorities in that exercise. Councillors in particular saw this theme as vital for 'narrowing the gap' in the city between areas with low crime, good housing and high employment and more deprived parts of Leeds.

Partnership work with West Yorkshire Police to reduce crime, anti-social behaviour and the fear of crime in those neighbourhoods with the highest crime levels has proved successful with crime falling by more than a quarter over the last three years, the second highest fall in crime in the country. However, there is more to do to reduce crime further by targeting persistent offenders and addressing anti-social behaviour and the problems that arise from alcohol and drug misuse.

The council has made significant progress in improving council housing to ensure that by 2010 it will meet the national 'Decent Homes' standard. Work with private sector landlords has resulted in over 2,300 empty homes being brought back into use in the last year and we have provided grants and advice to enable lower income households to heat their homes as cheaply and efficiently as possible. However, many households are finding it increasingly difficult to buy or rent a home in the city and higher fuel bills mean that an increasing number of residents find it difficult to heat their homes.

The Council will work with its partners to deliver more new housing at a level that is affordable to buy and rent to ensure that we can meet the housing needs for all residents and not just those on high incomes. Work is underway to improve existing homes and build new homes through our existing PFI scheme in Swarcliffe with further work planned for Little London and Beeston Hill. The East and South East Leeds Project (EASEL) will deliver over 5,000 new homes, along with community facilities and businesses over the next 15-20 years, helping to create strong and sustainable communities in those areas.

There are neighbourhoods where too many people do not have a job, households are dependent on benefits and children grow up in poverty. Many residents do not have a bank account or can not borrow or save money at reasonable rates. The Council will work with its partners to support residents to obtain the right skills to secure work and progress in existing and new jobs. We will extend our award winning programmes to give households greater control over their money and access to trustworthy and reliable savings and credit so that families can be financially secure.

The priorities below build on these successful programmes to create the conditions for thriving neighbourhoods over the next three years.

### Improvement Priorities

#### By 2011:

- Increase the number of “decent homes”.
- Increase the number of affordable homes.
- Reduction in the number of homeless people.
- Reduce the number of people who are not able to adequately heat their homes.
- Increased financial inclusion in deprived areas.
- Reduce crime and fear of crime.
- Reduce offending.
- Reduce the harm from drugs and alcohol to individuals and society.
- Reduce anti-social behaviour.
- Reduced bullying and harassment.
- Reduce worklessness across the city with a focus on deprived areas.
- Reduce the number of children in poverty.
- Develop extended services, using sites across the city, to improve support to children families and communities



### **Supporting Strategies:**

Leeds Housing Strategy 2005/06 – 2009/10

Regional Spatial Strategy

Local Development Framework

Children and Young People's Plan 2006-9

Safer Leeds Strategy 2005 -2008

Regional Spatial Strategy - 2016

Local Development Framework

Informed by:

- Leeds Affordable Warmth Strategy 2007-2016
- Leeds Domestic Violence Strategy 2004-2007
- Leeds Alcohol Strategy 2007-2010

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## Harmonious Communities

### Strategic Outcomes

#### What we want to see by 2011:

- More inclusive, varied and vibrant communities through empowering people to contribute to decision making and delivering local services.
- Improved community cohesion and integration through meaningful involvement and valuing equality and diversity.

#### Context

Local pride, a sense of belonging and neighbourliness are key ingredients for the sorts of places people want to live in. Leeds residents report high levels of belonging and satisfaction with where they live. In the 2007 Annual Residents Survey three quarters of respondents said they feel they belong to their neighbourhood and nearly half (46%) said they feel that local people work together to improve their neighbourhood. Two thirds of residents said that people of different backgrounds got on well together and three fifths of residents said that people respected ethnic difference where they lived. Overall 81% were satisfied with their neighbourhood as a place to live.

However, not all parts of the city share this sense of belonging and neighbourliness in equal measures. Residents in the south of the city were less likely to say they belonged to their neighbourhood or that people worked together to improve their neighbourhood. Young people were less likely than older people to say that people of different backgrounds got on well together where they lived or that people respected ethnic differences where they lived. Although a third of residents said they were satisfied with the way they could influence public services in their area, over a third said they would like more say in making decisions that affected their local area.

In parts of the city the Council has put in place Neighbourhood Managers to encourage local people to speak out and work with those delivering services to make the changes needed in their neighbourhood. Results show that people in these areas feel that they can make themselves heard and that they are listened to. Satisfaction with the way that problems like litter, graffiti or anti-social behaviour are dealt with has risen. Other services like the Police have also put in place neighbourhood teams so that they are closer to the local community they serve.

There are numerous groups and organisations in the city, known collectively as the Voluntary, Community and Faith sector, that support a wide range of activity and services needed in local communities. These organisations provide opportunities for local people to volunteer their time and skills to help others in their community and foster good relationships. Groups such as these are often community led and supported by grant funding and are vulnerable to changes in the way public services are delivered and grant funding is provided. The council is committed to working in partnership with this sector to ensure that it can continue to offer locally based services and opportunities for local citizens to take an active part in community life.

A growing and increasingly diverse population creates new challenges as well as opportunities for creating strong cohesive communities. Integrating new migrants from

Eastern Europe as well as long established communities will enrich the city over time but perceptions of disadvantage or unfairness need to be addressed immediately. Fostering more ways for people to engage in and shape the life of their communities will be a vital part of the process of creating strong, sustainable and harmonious communities.

The priorities and targets below will measure progress towards these goals over the next three years.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents.
- An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery.
- Enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services.
- An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.

#### **Supporting Strategies:**

Community Engagement Framework 2006

Community Cohesion Action Plan

Children and Young People's Plan 2006-9

**SECTION 3**  
**MAKING IT HAPPEN**

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## **STREAMLINING THE CITY'S PLANNING FRAMEWORK**

The Leeds Strategic Plan sets out the goals that Leeds City Council and its partners have agreed to achieve over the next three years to help achieve the longer term objectives contained in the Vision for Leeds 2004 to 2020. The Leeds Strategic Plan is effectively the delivery plan for the long term Vision for Leeds.

We have used the legal requirement to develop a new Local Area Agreement (LAA) for Leeds as an opportunity to make the planning process in the city simpler. The Leeds Strategic Plan replaces two plans, the Council's Corporate Plan, which contained the Council's priorities for the City (and itself as an organisation) and the Leeds Regeneration Plan which focused on 'narrowing the gap' between the poorest and wealthiest parts of Leeds.

Leeds City Council and its partners have also revised the structural arrangements of the Leeds Initiative to ensure that the partnership is fit for purpose to deliver the ambitions laid out in our Vision for Leeds and our outcomes and priorities in the Leeds Strategic Plan.

The council has produced its own Business Plan which will describe how the council will organise itself to deliver what it has agreed to do in the Leeds Strategic Plan. Other partners will also have their own business and action plans to deliver what is agreed in this plan and integrate their other goals.

City wide plans will be translated into action at an area level and for particular services. Area delivery plans (ADPs) will provide the local interpretation of the Leeds Strategic Plan reflecting and shaping the partnership activities for each area. The Area Delivery Plans are developed by each of the ten area committees. These committees are led by councillors representing local citizens embedding democratic accountability into partnership activities at an area level. Local councillors have extensive knowledge of local conditions and can articulate priorities from different perspectives.

On a different scale, it is increasingly an accepted fact that the Leeds economy works on a wider scale than the administrative boundaries of the city, and the success of Leeds also brings greater prosperity to neighbouring towns and cities. Therefore, to complement the targets in the Leeds Strategic Plan we have also agreed a Multi Area Agreement (MAA) for Leeds and its neighbouring authorities.

We have also taken into account other local and regional plans, including the Local Development Framework and the Regional Spatial Strategy and the Regional Economic Strategy.

## **EFFECTIVE DELIVERY THROUGH PARTNERSHIP WORKING**

Leeds has a good record of partnership working. Since 1990 Leeds Initiative has brought together public agencies, private businesses and voluntary, community and faith groups to develop a shared vision of a successful, prosperous and inclusive Leeds. Leeds Initiative has also developed a 'Compact for Leeds' to support the work of the city's voluntary, community and faith groups. This recognises the role and value and community activity. It encourages the effective use of resources and promotes equal partnerships through good communication, consultation and sharing of information.

Building on these foundations Leeds City Council and its partners have adopted a set of partnership principles to make sure that our joint efforts really do achieve our common ambition:

**to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds**

through:

- focusing on the partners' common purpose and community needs;
- having clear responsibilities and arrangements for accountability;
- good conduct and behaviour, treating all partners and stakeholders equally, fairly and respectfully;
- informed, transparent decision-making and managing risk;
- developing skills and capacity individually and as a partnership to deliver the outcomes and priorities in this plan; and
- engaging stakeholders in drawing up our outcomes, priorities and targets and keeping people informed on how well we are delivering.

The challenge for the Leeds Strategic Plan is to apply these principles to deliver real improvements for local people. This requires new ways of partnership working in Leeds, sharing information and pooling resources among partners where this brings benefits through greater effectiveness and efficiency. The Local Government and Public Involvement in Health Act 2007 creates a new duty for partners to cooperate in the delivery of targets in this Plan and this sets a context for us to deepen partnership working. Closer partnerships may be the right solution in many cases and the Council and its partners will explore the potential of extending joint service delivery and joint commissioning to deliver services more efficiently and effectively.

## **MEASURING AND MANAGING PERFORMANCE**

Delivering on our targets is essential if the Leeds Strategic Plan is to achieve our ambitions for Leeds and its residents. This will be a collective endeavour for all the partners to this agreement. Senior council officers will have lead accountability for each of themes, improvement priorities and targets in the Leeds Strategic Plan and will work with similar senior officers in partner organisations. Every partner will have regard to all the targets in the Plan when drawing up their own budgets and business plans. Partners will commit to leading or contributing to the achievement of specific targets in the Plan and will then be held to account for doing the things needed to meet those targets.

We have developed reliable measures for each target and have put in place robust processes for regularly reporting performance. These processes will measure progress against each target as well as the Plan's impact on wider objectives like equality, community cohesion and sustainability. For some targets, measures will be broken down by their impact on particular areas of the city and on the basis of gender, ethnic origin, age, disability, religion or belief and sexual orientation.

The Council is ultimately accountable for working with its partners to draw up and deliver the Plan. The Executive Board (of senior councillors) will receive regular reports on performance and recommend actions and changes to plans where performance is not on target. The council's Scrutiny Boards will also receive regular performance reports and have an opportunity to discuss issues of concern, call-in council officers and partners to account for their work to deliver targets in the plan and make recommendations to the council and its partners to improve performance.

The Leeds Strategic Plan is a partnership plan and the Council will, through the Leeds Initiative, agree its contents with and engage partners to monitor and manage the performance of the plan. The Leeds Strategy Group will bring together the Council and its partners to monitor performance against the targets in the plan, allocate resources, develop new ways of delivering more effectively for Leeds and regularly review the contents of the plan.

Other thematic groups in the Leeds Initiative will also be kept informed of progress in relevant areas and contribute to the delivery of the Leeds Strategic Plan through developing more in-depth strategies and action plans. Local business representatives and representatives from voluntary, community and faith groups are involved alongside public sector partners in the work of these groups.

The ten area committees across the city will also be reviewing progress towards achieving targets identified at an area level. They will be particularly vigilant in assessing improvements at a neighbourhood, as well as an area, level. The achievement of these targets will make a fundamental contribution to achieving the overall city wide targets and outcomes.

Local people will receive regular updates on performance through stories in About Leeds, the Council newspaper, on the Council and Leeds Initiative websites and elsewhere. For example, progress will be reported to the Leeds Youth Council. Everyone will have opportunities to give their views on how well the Leeds Strategic Plan is being delivered.

Up to 35 targets in this plan have been negotiated and agreed with Government Office and reflect shared priorities with national government. Progress against these targets must be reported annually to the government who must agree to any changes to these targets.

## **REVIEWING AND REVISING THE LEEDS STRATEGIC PLAN**

Leeds' priorities will inevitably change over time and the priorities and targets in the Leeds Strategic Plan will be regularly reviewed and updated to ensure this plan is still relevant and addresses the city's real needs.

The council and its partners will collect and use information on social, economic and environmental conditions and trends, including performance data against the targets in this plan, to change priorities and set new targets as necessary. Already, the council and the PCT are working jointly to assess current and future health needs in Leeds through a Joint Strategic Needs Assessment. The findings from this assessment will inform future health priorities in this plan.

Public opinion, gained through regular resident surveys will also feed into the setting of priorities and targets in future versions of this plan. The views of council Scrutiny Boards, Area Committees and other partners and stakeholders will also be taken into account before the council and its partners agree any changes to the contents of the Plan.

The Audit Commission will assess on an annual basis conditions and prospects for the city through a new Comprehensive Area Assessment process. Achievement of the targets in the Leeds strategic plan will form part of the Audit Commission's annual assessment of how well Leeds is improving. Further, more specific reviews on particular issues can be required where the Comprehensive Area Assessment suggests there is a risk of underperformance. Where the Audit Commission feels that performance in Leeds is unsatisfactory it will recommend new priorities for the Leeds Strategic Plan and the council and its partners will negotiate with the Government whether a target should be set to address that issue. Government Office will monitor performance and initiate discussions where performance is not on track and can intervene where performance is significantly below what is expected.

At every stage the Council will inform, consult and involve local people, representatives of geographical communities and communities of interest, partners and stakeholders in the city and beyond where relevant, and draw on expert analysis to ensure that the priorities and targets in the plan have been rigorously challenged, are truly robust and are relevant to the achievement of our ambitions for Leeds.

DRAFT





Originator: David Outram  
Tel: 0113 2143930

**Report of the Deputy Chief Executive**

**Executive Board**

**Date: 12<sup>th</sup> March 2008**

**Subject: Joint Service Centres - Approval to proceed to Lift Stage 2 for Joint Service Centres at Chapeltown and Harehills**

**Electoral wards affected:**  
Chapel Allerton, Gipton & Harehills,  
Kirkstall, Burmantofts & Richmond Hill

Ward Members Consulted  
(referred to in report)

**Specific implications for:**

Equality and Diversity

Community Cohesion

Narrowing the gap

Eligible for call In

Not eligible for call in  
(details contained in the report)

**Executive Summary**

1. This paper describes the scope and cost associated with the delivery of the Joint Service Centres at Chapeltown and Harehills.
2. The Joint Service Centres are to be procured via the Leeds Local Improvement Finance Trust (LIFT) in which Leeds City Council are a strategic partner with the Leeds Primary Care Trust (PCT). A Stage 1 offer (under the LIFT new projects procedure) representing a guaranteed maximum price for the Chapeltown and Harehills centres has been received from Leeds LIFT Limited.
3. Members of the Executive Board are recommended to:
  - a) Accept the Offer as prepared by Leeds Lift Limited and authorize the Deputy Chief Executive to formally accept that offer on behalf of the Council
  - b) Authorize the Deputy Chief Executive to submit the Offer to the Leeds Lift Strategic Partnering Board for Stage 1 Approval under the LIFT process
  - c) Continue to delegate the relevant powers to the Joint Service Centre project Board to take the procurement of the project forward

## **1.0 Purpose of this report**

- 1.1 The purpose of this report is to seek Members' approval for a package of proposals from Leeds Lift Limited to develop two joint service centres to be constructed at Chapeltown and Harehills. These are to be procured via the Leeds Local Improvement Finance Trust (LIFT) in which Leeds City Council are a strategic partner with the Leeds Primary Care Trust (PCT).

## **2.0 Background information**

- 2.1 The Council submitted an Expression of Interest (EOI) to the ODPM (now CLG) in January 2002 for six One Stop Centres. This bid was given initial approval by the ODPM and an initial allocation of £15m of PFI credits in August 2002. This led to the production of an OBC in March 2003 with a revised credit allocation of £15.7m.
- 2.2 In September 2004 the Executive Board approved the re-scoping of the project to three JSCs at Harehills, Chapeltown and Kirkstall. Since that time the Council's and the PCT's requirements for these buildings have been discussed and agreed. Difficulties with site acquisition at Kirkstall have delayed progress on this JSC and it is now proposed that the Chapeltown and Harehills JSC from Tranche 3 of the Lift programme with Kirkstall being progressed in Tranche 4.

## **3.0 The aims of the project**

- 3.1 The Council is working to tackle the health and social inequalities prevalent in the city through 'narrowing the gap' between the most disadvantaged neighbourhoods and the city as a whole. The development of the Joint Service Centres in Chapeltown and Harehills makes a significant contribution to narrowing the gap.
- 3.2 Both centres will improve the physical environment in these areas in particular as the Chapeltown scheme will link to the additional investment by the Council in Chapeltown through the Town and District Centre programme and proposed Townscape Heritage Initiative lottery scheme.
- 3.3 The Council's Corporate Plan recognises delivering Joint Service Centres as a priority action towards achieving two elements of the seven strategic outcomes: 'Transforming Our Services' and 'Better Outcomes for Local People'. Emphasis is placed on encouraging partnership working with public sector providers and PCT.
- 3.4 Leeds Initiative has set out a 'Vision for Leeds'. A key priority emerging from the Vision for Leeds is the aim to develop world-class health services for the people of Leeds. This supports the expansion and development of primary and community services through Local Initiative Finance Trust (LIFT) and developing joint service provision. The health and wellbeing theme promotes the vision of reduced health inequalities through providing high-quality, long-term and accessible services, protecting people's health, supporting people to stay healthy and promoting equal chances of good health.
- 3.5 A best value review of Access to Services has enabled the Council to develop a vision for face to face contact that in turn has supported the case for joint service centre development in priority areas. The main recommendations from the review were:

- improve access for everyone;
- design services around the needs of users;
- combat exclusion;
- increase efficiency; and deliver continuous improvement.

3.6 The review identified the need to address the gaps in current face-to-face provision through developing One Stop Centres in existing buildings, such as libraries, and through closer working with partners, such as Health and the Police, in developing new shared premises and promoting greater integrated working to be able to deliver services more holistically.

3.7 The key principles for how services will be delivered were agreed by the Council's Executive Board in October 2003. Buildings must be easy to find; accessible; meet the needs of the communities which they seek to serve; and be of good quality.

#### **4.0 The LIFT Stage 1 approval process**

4.1 Leeds Lift is overseen by a Strategic Partnering Board (SPB) on which the Council is represented as a shareholder in Leeds Lift. Via a procurement three years ago Pimeria were appointed as the private sector partner.

4.2 Each new scheme or group of schemes forms a funding tranche, with the joint service centres at Chapelton and Harehills comprising Tranche 3. Following agreement by the Council and the PCT about the range of services to be occupied in the centres a formal Tenants Requirements document is drawn up and a Stage 1 Offer to construct and operate the centres is prepared by Leeds Lift Limited which provides a guaranteed maximum price for the project.

4.3 The Strategic Partnering Agreement (SPA) (which the Council entered into when the Tranche 1 schemes at Woodhouse and Armley were set up in 2004) sets out the approval process for new projects. Proposals must be agreed by all those partners who will commit expenditure to it before it goes to the SPB for Stage 1 approval. The SPB must give this approval where it is satisfied that a project is consistent with the Strategic Service Development Plan (SSDP) and meets the relevant partner's requirements and where all those partners vote in favour. The approval criteria are whether the cost is within the affordability cap of the partners, whether the new project provides value for money and whether it meets the partners requirements identified at the time of stage 1 approval.

4.4 Following approval by the SPB the project should proceed to Stage 2 where detailed design, final costing within the guaranteed maximum are agreed and planning permission for the centres is obtained by Leeds Lift Limited. It should be noted that if the Council chose not to proceed with the project following Stage 1 approval then any cost incurred by Leeds Lift Limited after Stage 1 would be underwritten by the Council under the terms of the Strategic Partnering Agreement.

#### **5.0 Scope of the project**

5.1 The service users to be provided for at each of the centres is set out below:

- 5.2 The Chapeltown Joint Service Centre proposed for the site on Reginald Terrace adjacent to Chapeltown Road will accommodate the following services over 4,445 square metres of which the City Council share is projected to be 1,390 square metres:
- LCC Customer Services
  - LCC Environmental Health
  - LCC Community Library Services
  - LCC NE Area Management Team
  - Leeds Credit Union
  - PCT Services (Health Access Team, Health Visitors, Community Midwifery, TB Nursing Service, Community Drug Team, Speech and Language Therapy, Sexual Health, Phlebotomy, Addiction Services, Community Dental Services, Multi Ethnic Team, Heart Failure & Diabetic Services, GP Practice, District Nurses, Ulcer Clinic, Mental Health Team.
- 5.3 The Harehills Joint Service Centre proposed for the site on Compton Road will accommodate the following services over 1,866 square metres:
- LCC Customer Services
  - LCC Chinese Community Workers
  - LCC Environmental Health
  - LCC Community Library Service
  - Leeds Credit Union
  - LCC CYPAC (Connecting Young People at Compton)
  - Capacity for PCT to deliver services (Community Drug Team, Mental Health Team)
- 5.4 It is proposed that the Council will be the sole full-time occupants of the site and that the PCT services to be delivered from Harehills will be done from 2 consulting rooms sub-let from the Council on a long-term basis.
- 5.5 The PCT are currently reviewing their service need in the Kirkstall area. Work continues to be undertaken to identify and acquire a suitable site and parties are focused on achieving stage 1 approval by March 2009. The Council services planned to be accommodated at Kirkstall are:
- LCC Customer Services
  - LCC Community Library Service
  - LCC Welfare Rights
  - LCC Environmental Health

- Leeds Credit Union

## **6.0 Value for money**

6.1 An assessment of value for money for the scheme has been undertaken by an external advisor who has compared prices to earlier Leeds Lift Tranches, the original price when the private sector partner was obtained and construction and financing costs within the market generally. The assessment validates the scheme, as currently defined, against value for money tests.

## **7.0 PFI Credits and affordability**

7.1 The revenue implications of the procurement of the two Joint Service Centres are the product of the Gross Lease Plus payment to Leeds Lift Limited, assessed by Leeds Lift Limited to be £319.77 per square metre per annum at April 2007 prices.

7.2 In addition to the Lease Plus payment there will be pass through cost of utilities, insurance NNDR etc, estimated at £30 per square metre per annum and the cost of the in house soft Facilities Management costs, estimated at £50 per square metre.

7.3 The total payments in the first full year of the operation of the Contract are estimated to be £1.466m for 3,256 square metres in 2011/12, comprising:

- Lease Plus Payments of £1,178,148
- Pass through costs of £107,820
- Provision for soft FM services £179,701

7.4 The most significant source of funding for this project is derived from the PFI Revenue Support Grant arising from the notional credit approval afforded by PFI Credits. For this Project, Department for Communities and Local Government has reserved £11.7m of PFI credits and this will produce annual PFI Revenue Support Grant in a full year of £937,564. The second source of funding will come from the revenue savings when existing service users vacate their existing accommodation for the new accommodation in the Joint Service Centres. This is estimated to be £132,458 in the first full year, in 2011/12.

7.5 The estimated annual revenue contribution required to meet project costs is estimated to amount to £396k in the first full year of operations in 2011/12.

7.6 The full cash flow analysis for the Chapeltown and Harehills Joint Service Centres over the life of the Contract is contained in Appendix 1. The first full financial year will occur in 2011/2012 after the handover of the two Joint Service Centres by May 2010. A summary of the estimated cash flows for that year and over the life of the Contract is summarised in the table below.

<b>Table 1</b>	<b>First Full Year 2011/12 £000</b>	<b>Total Over the Life of the Contract £000</b>
<b>Estimated Project Cash Flows</b>		
<b>Lease Plus payments to LIFTCO</b>	<b>1,178</b>	<b>39,283</b>
<b>Estimated Pass Through Payments</b>	<b>108</b>	<b>3,642</b>
<b>Estimated cost of soft services FM</b>	<b>180</b>	<b>6,069</b>
	<b>1,466</b>	<b>48,994</b>
<b>Financed from:</b>		
<b>PFI Revenue Support Grant (£11.7m of PFI Credits)</b>	<b>( 938 )</b>	<b>( 23,673 )</b>
<b>Revenue savings – existing service users</b>	<b>( 132 )</b>	<b>( 4,474 )</b>
<b>Total Funding</b>	<b>( 1,070 )</b>	<b>( 28,147 )</b>
<b>Total Deficit (s)</b>	<b>396</b>	<b>20,847</b>

7.7 This commitment from the Council will be offset by the benefits Council will receive from not having to meet the significant repayment costs associated with the Council itself taking on a borrowing commitment to finance its share of the of £17.7m capital investment for these two Joint Service Centres. In addition the PFI Contractor will be responsible for all building lifecycle maintenance during the life of the Contract, at a cost of £3.4m over the life of the Contract. Under a conventional procurement these costs would have to be met from the Council's and the PCT's own capital resources.

## 8.0 Land receipts

8.1 The sites at Harehills and Chapeltown are to be purchased by Leeds Lift at open market value from the Council as part of delivering the project. If it is financially advantageous to do so, a capital payment could be made to Leeds LIFT Ltd to reduce the sinking fund contribution.

8.2 Leeds Lift Limited's current outline assessment of land cost for both sites is a total of £1.1m. However the net figure received by the Council will be subject to the cost of site abnormalities which will be agreed following site investigations by Leeds Lift and these costs could be considerable. It is proposed that the issue of a capital contribution is considered prior to seeking Stage 2 approval later in the year.

## 9.0 Programme

9.1 The current programme anticipates that Stage 2 financial close will occur by December 2008 with the occupation date of the Harehills building being March 2010 and the Chapeltown building being May 2010.

## 10.0 Risk

10.1 A comprehensive Project Risk Register has been developed and is presented at each meeting of the Joint Service Centres Project Board.

### 11.0 Implications for council policy and governance

11.1 It is proposed that the management and decision making arrangements are in line with the Executive Board approval, on 9th March 2005, for Corporate Governance and Management arrangements for Public Private Partnership and Private Finance Initiative (PPP/PFI) Projects within the City Council. In particular that a project board – the Joint Services Centres Board – will continue to be used as the Project Board for the Joint Service Centres Project.

### 12.0 Legal and resource implications

12.1 The table below illustrates the budgeted cost in 2008/09 for the procurement of the Joint Service Centres project. In addition, Environment and Neighbourhoods will also incur their own costs. It is likely that there will be an impact on the Council's Revenue Budget beyond 2008/09 through to 2010/11 when procurement of the Kirkstall centre will be progressed subject to resolution of site issues and works on the centres are scheduled to be completed. There are also likely to be financial implications beyond 2010/2011 to ensure that effective Contract Management is in place when the Joint Service Centres become operational.

	<b>Budget for 2008/09 £000</b>
Public Private Partnership Unit charges (includes strategic and project management, legal, financial, technical, governance, programming and performance support)	168
External adviser fees (legal, financial, technical, pension, insurance etc.)	170
<b>Total</b>	<b>338</b>

### 13.0 Recommendations

13.1 Executive Board is requested to:

- a) Accept the Offer as prepared by Leeds Lift Limited and authorize the Deputy Chief Executive to formally accept that offer on behalf of the Council
- b) Authorize the Deputy Chief Executive to submit the Offer to the Leeds Lift Strategic Partnering Board for Stage 1 Approval under the LIFT process
- c) Continue to delegate the relevant powers to the Joint Service Centre project Board to take the procurement of the project forward

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Originator: Paul Gough

Tel: 2478071

**Report of the Director of City Development**

**Executive Board**

**Date: 12 March 2008**

**Subject: Deputation to Council – 16 January 2008 - regarding a request for the Council to buy the recreational and sports facilities on The Leeds Girls High School site.**

**Electoral Wards Affected:**  
 Headingley  
 Hyde Park & Woodhouse

Ward Members consulted

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
 (Details contained in the report)

**EXECUTIVE SUMMARY**

This report follows the deputation to Council on 16 January 2008 by a group of residents from the Hyde Park area. The deputation argued that there was a shortage of playing fields and sports facilities in this part of inner Leeds and that, following the relocation of the Leeds Girl's High School to the Alwoodley site in September 2008, the opportunity should be taken for the Council to acquire these facilities for the benefit of the local community.

The issues raised by the deputation are not new. They were explored during discussions with the school and their advisers when the draft planning brief for the site was in preparation. The conclusion reached at that stage was that it was not financially viable for the Council to acquire the facilities. However, as the matter has been raised again at Full Council, it is considered that the prospect of the Council acquiring the playing fields and the sports facilities should be re-visited to determine whether a realistic and affordable way could found to bring any or all of the facilities into public ownership.

To investigate such a possibility will take some time and it has not been possible to provide a full response for this meeting of the Executive Board. This is therefore a 'holding' response to allow sufficient time to thoroughly investigate the matters raised and to provide a full response at a future meeting of the Exec Board.

## **1.0 PURPOSE OF THIS REPORT**

- 1.1 The purpose of this report is to highlight the issues raised in the deputation to the Council and to provide background information relating to the merger of Leeds Girls High School with Leeds Grammar School and factual information on the playing fields and sports facilities in question. It is an interim report and a full response to the issues raised in the deputation will be presented to a future meeting of the Executive Board.

## **2.0 BACKGROUND INFORMATION**

- 2.1 In January 2004, the Governors of Leeds Girls High School (LGHS) and Leeds Grammar School (LGS) announced that the two schools were to merge to form the Grammar School at Leeds (GSL). The merger will result in the relocation of all pupils 7 years and above and staff at LGHS to the current LGS site at Alwoodley Gates, Leeds.
- 2.2 As a consequence of the expansion of the Alwoodley Gates site, the current LGHS sites located on Victoria Rd./Headingley Lane will become surplus to requirements. The school will vacate the sites in July 2008; thereafter the land will be unoccupied, with the exception of Ford House which is being retained to provide accommodation for pre-school children, under 7 years of age.
- 2.3 The school occupies four sites, comprising the main school bordered by Headingley Lane and Victoria Road; Ford House and its gardens/sports pitch on the northern side of Victoria Road; the swimming pool and gym and hockey field on the south side of Victoria Road; and the Elinor Lupton Centre on Headingley Lane/Richmond Road. With the exception of the Victoria Road site, all lie within the Headingley Conservation Area. The three sites (excluding the Elinor Lupton Centre) have protected playing pitches.
- 2.4 Council planning officers have been involved in discussions about the future of the School's Headingley site since 2006. The intention was to work towards agreeing a Planning Brief with the School, their advisors and the local community in order to guide the future re-use of the overall campus. The aim of the Brief was to help bring about a comprehensive approach to the re-use and redevelopment of the whole school campus (excluding the Elinor Lupton Centre) on the basis for considering future planning applications. A key objective was to ensure that the site delivers a high quality scheme which respects its landscape setting and Conservation Area context and delivers lasting benefits to the local community. The brief was particularly intended to prevent the individual parts of the campus from being considered in isolation of each other and to balance potential community benefits with development options across the whole school site.
- 2.5 However, the draft Planning Brief was withdrawn at the Council's Executive Board on 22 August 2007 and further discussions with the Girl's School on the disposal and re-use of the Headingley site are yet to be resumed.
- 2.6 The main reasons why the Planning Brief was withdrawn related to a proposal to allow development on part of the school playing fields, in particular the field to the rear of the sports hall off Victoria Road and, to a lesser extent, the tennis courts on the main campus.
- 2.7 A plan is attached to this report which shows the different parts of the school campus and the playing fields which were the subject of the deputation to Council.

## **3. PLANNING ISSUES**

- 3.1 All the playing fields and the sports hall/swimming pool are effectively in private ownership and have never, officially, been available for the public to use. It is well known that there has been informal and unauthorised use of some of the playing field area at Victoria Road in particular. An ongoing objective is to bring at least some of the school facilities into public use and ownership as part of the school's relocation plans.

### The Sports Hall and Swimming pool

- 3.2 This facility was built in the 1980's and comprises of a large, multi-purpose sports hall, gymnasium, swimming pool and changing rooms. Following the announcement that the school was going to close, it was recognised that availability of the pool/gym presented an almost unique opportunity to provide such an important facility for the benefit of the local community. Officers are therefore investigating this possibility in discussions with the school and visited the premises on several occasions to examine its condition and potential.
- 3.3 The prospect of this facility being passed to the Council at either no or minimal capital cost is appealing but careful consideration would need to be given to both any consequential additional capital costs and on-going revenue implications to support a new leisure facility in this location.
- 3.4 An alternative to the City Council taking responsibility for this facility would be to try to identify a 3<sup>rd</sup> party to do so on the basis that there would have to be affordable and convenient access (i.e. opening times) to the range of activities available for the local community. A 'Community Access Agreement' could be drawn up to formalise such an arrangement.

### Playing Fields

- 3.5 The future of the playing fields was the most contentious issue when the draft brief was subject to public consultation in Spring 2007 and the need to protect greenspaces on the campus was highlighted in an earlier deputation to Council on 18 July 2007.
- 3.6 The areas defined as Protected Playing Fields on the Leeds Unitary Development Plan (Policy N6) have been used by the school as follows:

Main site: Two sets of tennis Courts (one set still in use and the other used for staff car parking), and an open grassed area used as informal recreation space by the School.

Land south of Ford House: Used for summer athletics events, but only infrequently

Land south of the Gym and Pool, off Victoria Road: Used as a practice pitch and occasional hockey pitch.

- 3.7 In looking at the redevelopment potential of the school, the former Planning Brief (now withdrawn) proposed the following on each of the above sites:

Main site: Removal of the tennis courts and allow the redevelopment of the site for family housing subject to the retention of a large central area of informal greenspace and the protection of important trees.

Land south of Ford House: This is regarded as an important piece of open space and development proposals on this land were firmly resisted. In the draft Planning Brief, the Ford House playing field was proposed to be given by the school to the City Council, together with a capital sum to improve its quality and a further sum of money to maintain it thereafter, in order to create a new community park.

Land south of the Gym and Pool, off Victoria Road: This site was proposed for residential development and was the subject of a large number of objections to the Brief from the local community. The proposal emerged from a careful consideration of the balance of development and community benefits over the whole school site.

- 3.8 The proposals for the playing fields and sports facilities contained in the draft brief (since withdrawn) were contingent upon the school being able to demonstrate compliance with the guidance contained in Planning Policy Guidance Note 17 (PPG17) and satisfying Sport

England that, in the round, they would be providing replacement sports facilities of at least equal value. This assessment would include the additional facilities the school are providing at the Alwoodley site, together with the retained and improved (in terms of public access) greenspace and sports facilities in Headingley.

- 3.9 However, the strength of feeling in the local community about these draft proposals, which led to the planning brief being withdrawn, together with the same issues subsequently being raised in the deputation to Council, necessitates a thorough re-consideration of the future of the playing fields and sports facilities at the Leeds Girls High School site.

#### **4.0 RECOMMENDATIONS**

- 4.1 Executive Board is recommended to note the interim response to the deputation to Council and request that a further report be brought back to Executive Board which examines the feasibility of bringing some or all of the playing pitches and sports facilities into public ownership.

## Lord Mayor, Members of the Council

We are a group of residents from Hyde Park who are concerned about the lack of sports and recreational facilities in our area, especially for young people.

Hyde Park, Woodhouse and Burley are comprised mainly of streets of terraced houses, mainly without gardens, in some cases even yards for children to play in.

None of the three primary schools, Quarry Mount, Brudenell or Rosebank has a grassy area let alone a field for play and sports activities. Spring Bank and Shire Oak have some green space but no actual sports field.

To swim, children must travel to Kirkstall, Armley or further. A school swimming lesson lasts only 30 minutes to allow transport time. Each local school can afford to send only one or two classes a week due to transport costs. Every child has the right to be able to swim to save his or her life. For a parent, to take a child swimming involves transport by bus or car thus increasing traffic pollution.

Yet within walking distance of all these schools, in the heart of our area, is a purpose built swimming pool, sports hall, two grass playing fields and net ball and tennis courts.

For decades local children have seen the fee paying pupils of Leeds Girls High School using these facilities but have had virtually no access to them – unless their parents have been able to afford the fees for the Sport camps in School holidays.

It has been especially frustrating to see the green grass playing field between Ash Grove and Chestnut Avenue unused and empty most of the time. Before the sports Hall was built local families could at least access this field before the big metal fence went up, the only access gate controlled by Leeds Girls High School.

Now that the School is moving from our area, we feel that there is a unique, once in a lifetime opportunity to give our community the much needed sports and recreational facilities which, it could be argued, is a moral right.

The URBAN DEVELOPMENT PLAN identified Headingley as the 2<sup>nd</sup> worst area in Leeds for open space provision, hence policy N3 in the URBAN DEVELOPMENT PLAN to create more open space.

Recent medical research shows a lack of vigorous physical exercise is the major factor leading to obesity in children and adults with the increased risk of heart attacks, diabetes and the like.

Many families in our area are in the low-income bracket and thus more than average at risk. There is also a large SE Asian community a community that is particularly vulnerable to diabetes.

There is no sports centre in this densely populated area, in which the number of families is increasing.

At the Executive Board meeting where the LGHS draft plan was rejected (partly because of proposals such as the one to build on the Chestnut Avenue field) it was said, that increased recreational facilities for the community could come out of the High School moving site.

We have here a petition of more than a 1000 signatures collected outside local schools and on the streets of our area, asking you, the Council, to buy the sport facilities now owned by Leeds Girls High School for our local schools and community.

If the playing fields were bought at green space rate the cost could be met out of public funds, since not long ago the Kirkstall members bought the Archie Gordon field out of MICE and RATS money.

The sports hall and swimming pool would obviously cost a lot. But when we are talking about the health and well being of children - and adults - especially those in the deprived areas of society - surely the monies could be found.

If we are serious about narrowing the gap between rich and poor in our city this is a once in a lifetime chance to redress past inequalities in our community.

We ask you to accept our petition and accede to its request. Who knows how many potential Olympic Champions we may have in our midst, who without somewhere to practise or perform can only dream.

Please let the sale of the Leeds Girls High School have real and lasting benefits for our community.

Sue Buckle 13 Ash Grove  
LS6 1TX  
Gay Bennett 9 Mount Court  
LS6 3AP  
Rukhsana Hussain - 12 Welton MINT.  
LS6 1ET.

Andrew Mike Bivaspora

1) Moorland Avenue

HYDE PARK LS6 1AP





THIS MAP (OR AN EXTRACT) IS AVAILABLE AT A LARGER SIZE  
 PRODUCED BY COMMUNICATIONS, GRAPHICS & GIS MAPPING, LEEDS CITY COUNCIL

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Originator: Paul Gough

Tel: 2478071

## Report of the Director of City Development

### Executive Board

Date: 12 March 2008

**Subject: Deputation to Council – 16 January 2008 regarding the future use of the Elinor Lupton Centre, Leeds Girl’s High School**

**Electoral Wards Affected:**  
 Headingley  
 Hyde Park & Woodhouse

Ward Members consulted

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
 (Details contained in the report)

## EXECUTIVE SUMMARY

This report follows the deputation to Council on 16 January 2008 by representatives of the Headingley Network. The deputation concerned fears in the local community about the future use of the Elinor Lupton Centre following the Leeds Girls High School’s re-location to the Alwoodley site in September 2008. In particular, the concern is that the building will be converted into a pub, thereby extending the anti-social behaviour and binge-drinking culture experienced in other parts of Headingley and Hyde Park into a quiet residential area.

The report comments on the issues raised in the deputation and explains that, for planning and licensing reasons, such a proposal is considered to be inappropriate, contrary to planning policy and, therefore, most likely to be resisted in the event of a planning application being submitted.

## **1.0 PURPOSE OF THIS REPORT**

- 1.1 The purpose of this report is to respond to the issues raised in the deputation to the Council and to outline the planning and related licensing issues which would be taken into account in assessing any proposals to convert the Elinor Lupton Centre into a public house.

## **2.0 BACKGROUND INFORMATION**

- 2.1 The Elinor Lupton Centre (ELC), is a Grade II Listed Building which also lies within the Headingley Conservation Area. It forms part of the Leeds Girl's High School Campus and is to become surplus to the School's requirements following its relocation to the Alwoodley site in July 2008.
- 2.2 There has been some speculation in the community that the ELC may be reused as a Public House, culminating in a deputation to Council in January 2008. This raises both planning and licensing issues.

## **3.0 PLANNING ISSUES**

- 3.1 Council planning officers have been involved in discussions about the future of the School's Headingley site since 2006. The intention was to work towards agreeing a Planning Brief\* with the School, their advisors and the local community in order to guide the future re-use of the overall campus. The site contains valuable greenspace, playing fields, mature trees, listed buildings and other buildings which have a 'positive' effect on the character of the Headingley Conservation Area in which the School is located.
- 3.2 However, with the Council's agreement, the School proposed a separate disposal of the ELC in view of its freestanding location away from the main school campus, its particular architectural characteristics and a recognition that specialist marketing would be required to find an appropriate new use, a process which, as anticipated, is proving to be lengthy. For this reason the ELC was excluded from the draft Planning Brief.
- 3.3 As soon as it became known that the ELC was surplus to school requirements planning officers consulted ward members and several representatives of the local community. Both ward members and local people expressed a strong view that the building should not become another drinking establishment, for reasons which are set out in the deputation to Council. The problems caused by the excessive numbers of drinking establishments were already well known and appreciated. The strong views of ward members and the local community have been passed on to both the School and their professional advisors on several occasions. Both parties understand the situation and the reasons why the community have such strongly held views. Working with their advisors, the School has been working hard to try to identify an occupier for the ELC which would be acceptable to the wider community.
- 3.4 During discussions with the School, it has been made clear that a proposal to reuse the ELC as a Public House would not be supported by planning officers and that, should a planning application be submitted, the likelihood of it being recommended for approval would be remote. The 'planning' reasons for this view may be summarised as follows:
- A 'bar' or 'Public House' is a town centre use and both national (Planning Policy Statement 6) and local policy (Leeds Unitary Development Plan) seek to resist 'out of centre' proposals such as this.

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\* The Planning Brief was withdrawn at the Council's Executive Board on 22 August 2007 and further discussions with the Girl's School on the disposal and re-use of the Headingley site are yet to be resumed.

- The property lies very close to a well established residential area, well outside Headingley town centre and with no other commercial uses in the immediate vicinity. It is considered that there would be unacceptable effects on levels of amenity and the quality of life experienced by the local community due to the hours of operation and associated noise and disturbance. It would be extremely difficult for an applicant to demonstrate 'no harm' to the local community.
- Traffic generation and car parking, including late night traffic movements, car doors slamming etc.

3.5 It is of course recognised that the building is not easily converted for alternative uses unless an occupier can be found who would use it for educational purposes, in a similar way as the Girl's High School currently use it. However, such a prospect is unlikely to be realised and the Council will work with the School and the local community to explore suitable uses which would exclude a bar/public house. Any potential occupier will be responsible for submitting applications for planning permission and listed building consent. The Council would strongly encourage any such potential applicant to carry out public consultation prior to the actual submission of an application.

#### **4.0 LICENSING ISSUES**

- 4.1 As well as planning permission being required to change the use of this building into a bar, a premises licence for alcohol and entertainment would also be required from the council licensing authority under the Licensing Act 2003.
- 4.2 As the ELC lies within a Cumulative Impact Policy area (Area 2 - covering the Headingley/Hyde Park corridor), where it is considered that there are sufficient bars, restaurants and takeaways, a potential bar operator would be made aware that it may be more difficult to secure a new premises licence in this location. The effect of the Headingley CIP is to create a rebuttable presumption that applications for new premises which are predominantly alcohol led will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on one or more of the licensing objectives. In this way, while the policy is not a blanket ban, and applicants are free to apply, it does place a positive requirement on the applicant to rebut the policy if relevant representations are received.
- 4.3 Although planning permission is not formally required in order to apply for a Premises Licence, the Licensing Department would recommend that this is the right sequence and that permission is sought beforehand. In the past, licensing applications sought without prior planning permission have been told by Licensing Sub-Committee they are not permitted to trade until such permission is in place.
- 4.4 It would therefore be a two-staged process (Planning and Licensing) and at each of these stages, anyone interested in converting the ELC into a bar/public house would be clearly advised that the likelihood of a successful application under each regulatory regimes would be remote.
- 4.5 Importantly, any application for a license is subject to significant public scrutiny. First of all, there are several key agencies that would be consulted, including the Police, Fire Service, Environmental Health, Social Services and the Planning Department. In addition, a Licensing Bulletin is sent to all Councillors who may, in cases such as this, circulate it to their constituents for their comments. Any license application is also subject to a statutory newspaper advert.

**5.0 CONCLUSIONS**

5.1 In the event of proposals coming forward to convert the Elinor Lupton Centre into a bar/public house, it is considered unlikely that they will achieve the necessary planning permission and premises license for the reasons set out in this report.

**6.0 RECOMMENDATIONS**

6.1 Executive Board is recommended to note the response to the deputation to Council.

## Elinor Lupton Centre

Lord Mayor, Councillors, thank you for the opportunity to speak to you today about our concerns for the sale of the ELC in Headingley by its owners, Leeds Girls High School. My name is Trevor Bavage, and I am speaking on behalf of Headingley Network, which brings together residents and community associations with the aim of supporting and promoting a sustainable long-term community.

My colleagues are ...*NICK SALMON, LINDA REBBINS*

As you will know, the whole LGHS site is currently under consideration for re-development, and at present there is no news from the school as to how any of this will be taken forward. This includes the Elinor Lupton Centre which is the subject of my deputation to you today. Though the school currently denies that there has been any specific intention to sell it as a pub, there has nevertheless been some evidence that Wetherspoons and other pub proprietors were considering it as a possibility and could still do so.

The ELC has been the music teaching centre for LGHS for some years. The building is grade 2 listed and offers a particular kind of opportunity because of its internal layout, which consists of approximately 20 individual small workrooms, a 60-seater seminar or recital room and a 450-seater auditorium.

Headingley has been under pressure as a sustainable community for a number of years and is in need of re-balancing in terms of population and commercial provision. ELC provides the chance to make a significant

difference. But there are currently risks associated with the school's explicit refusal to commit themselves to **not** selling it to a pub chain or other alcohol-led user.

Headingley suffers from a well-documented binge-drinking culture and all recent public consultations have confirmed that local residents consider this to be a significant barrier to building a long-term community. These consultations include the renewal of the Community Impact Policy, the amendments to the licensing guidance and Headingley Development Trust consultations on the future of a local school.

ELC is sited at the top of Headingley Hill, on the A660, which is the most congested main route out of the city and is documented to have one of the highest accident rates in the city, many of these being associated with alcohol. Junctions close to ELC are amongst the highest areas of concern and a pub at this point would increase the chances of more traffic accidents occurring.

There is no doubt at all that such a large building would become a temple to binge-drinking in this context. The Otley Run is a well-known pub crawl route which new students are initiated into and which currently starts at Far Headingley, and ends at the University campus. It attracts large groups, which often wander into the road where the pavements are the narrowest, right opposite the ELC. A new stopping off point here would provide a huge venue with room for hundreds of drinkers, right in the centre of a residential area and way outside the designated town centre.

In addition to the local student residents, Headingley's recent development of large vertical drinking establishments has expanded the city centre's



binge drinking capacity into the suburban areas. The levels of anti-social behaviour and persistent crime currently suffered by local residents would be aggravated considerably by a development of this size and in this situation.

Residents are concerned not only for their own peaceful enjoyment of their property as enshrined in the European Human Rights Act, but are also dismayed to see young people around them being encouraged by developments that would result in further damage their health through the effects of excessive consumption of alcohol.

We have had support from Greg Mulholland MP, Leeds Girls Action Group including 7 affiliated community groups and Headingley Development Trust. We welcome the support received from the Chief Superintendent, Divisional Commander of the North West Leeds Division of Police, Howard J Crowther who wrote to the chairman of the Board of Governors of the Grammar School and Leeds Girls High to make it clear that they had supported the CIP and would put forward strong objections to ELC being converted to licensed premises.

*The primary concern has also written voluntarily major concern about the health consequences*  
Headingley has unique and intractable issues which arise from studentification over recent decades and this demands urgent action, now that less than 50% of the population is made up of long-term residents. We need to use all opportunities like ELC to help turn around the area.

- We need the ELC to be put to a purpose that respects and retains the residential nature of the area.

- We need the school to agree to this aim and state publicly that it will not sell ELC for licensed premises. To date it has not done so.
- We need the council to help deliver these aims by working pro-actively with the community and the school

Headingley residents have both the skills and the energy to make a positive contribution to the process of developing the Elinor Lupton Centre. We urge the council to show leadership in setting up the right framework to deliver a positive project for Headingley, not just for us, but for the future of this valuable area.

Thank you

Words – 864

Timing 4 mins 40 seconds to read

Limit 5 mins to give speech



Originator: Andrew Hall

Tel: 247 5296

**Report of the Director of City Development**

**Executive Board**

**Date: 12 March 2008**

**Subject: CAR PARKING STRATEGY IN TOWN AND DISTRICT CENTRES**

**Electoral Wards Affected:**

All

Ward Members Consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

**EXECUTIVE SUMMARY**

This report details the results of a study conducted to establish the basis for agreeing future priorities for investment in the development and delivery of parking strategies for the 28 town and district centres identified in the Unitary Development Plan (UDP).

Details are provided about the ten centres which scored highest in the appraisal together with the assessment compiled for all the centres in the review.

The report sets out proposals for taking the parking strategy development work to the next stage of targeting priorities for detailed strategy development and for consultation with Ward Members and local communities.

## **1.0 Purpose Of This Report**

- 1.1 This report summarises the findings from the town and district parking strategy overview studies previously approved by the Executive Board.

## **2.0 Background Information**

- 2.1 The planning principles that influence car parking policy in Leeds' town and district centres are set out in the Council's adopted Unitary Development Plan and the West Yorkshire Local Transport Plan.
- 2.2 Provision of car parking for long stay and short stay use is best planned as part of an overall integrated approach to transport which is set out in the Local Transport Plan. Generally prime town centre space is allocated priority for the short stay spaces needed to benefit the economic vitality with the volume and location of long stay space being carefully managed in line with transport and planning policies.
- 2.3 National, regional and local policy is supportive of promoting the vitality and viability of town centres. Provision of long-stay car parking essentially to be used by car commuters is not supported, particularly as town centres generally have a relatively high level of public transport accessibility and large walk-in catchment. Each town centre would, however, need to be considered separately as their situations vary considerably. The character of towns and district centres varies widely between the inner suburban centres such as Headingley and Beeston and those out centre towns such as Morley and Wetherby.
- 2.4 In developing and applying parking strategies, full account must be taken of compatibility with Local Transport Plan objectives, concerned with accessibility, congestion, safety, air quality and asset management.
- 2.5 New development, especially in the larger towns, may provide opportunities to negotiate the provision of public car parking in private schemes. A firm strategy basis which is soundly rooted in policy will be required which can support such negotiations, and preferably retain such parking in Council control. Where such proposals are significant, a general strategy may need to be refined by in-depth local investigations to support the Council's case.
- 2.6 At present the 28 individual centres identified in the UDP do not have specific local parking strategies. It is considered that a more integrated approach could provide a greater consistency when reviewing parking issues and considering developments in the future.
- 2.7 A report to the Executive Board on the 20<sup>th</sup> September 2006 entitled Car Parking Strategy in Town and District Centres considered an approach to develop parking strategies for the UDP town and district centres in Leeds.
- 2.8 Approval was given for work to be undertaken to establish appropriate parking assessment criteria and a framework for the development of parking

strategies, together with an action list of town centres and an evaluation of costs.

### **3.0 Main Issues**

3.1 Following the approval of the September 2006 report, consultants were commissioned in January 2007 to undertake the work which has comprised a review of the UDP town and district centres and the preparation of a strategy development and advisory framework.

3.2 This report provides a summary of the study which was completed in September 2007 and makes recommendations for the progression of parking strategies in those centres which scored highly in the assessment.

#### Town and district centres study

3.3 The study has looked at all the 28 town and district centres identified in the UDP and summarises the main issues and problems associated with parking.

3.4 A prioritisation matrix has been used to collate background information and in this each centre has been scored against a series of eleven criteria – covering the key factors for parking policy which are detailed in Appendix 1 - from which an overall weighted score is determined. The weighting gives greater priority to the most influential factors from a parking strategy viewpoint. This weighted score is used to rank each centre to inform the decision as to which centres should receive early priority for strategy development.

3.5 The criteria were scored on the basis of site visits and the evaluation of factual data available to the study consultants together with input from Leeds City Council officers at an evaluation workshop. The prioritisation process has resulted in a ranked list of all the 28 centres, with weighted scores ranging from 6 to 33.5. A number of centres achieved identical scores and were given equal ranking. Full details of the scoring and ranking are provided in Appendix 2.

3.6 Appendix 3 provides a more detailed analysis of the ten centres given the greatest scores. Headingley is first, followed by Morley, Cross Gates and Harehills Corner which all achieved similar scores. The next five centres are very close together. The sensitivity of the scoring process has been tested and this has showed the process to be robust, with the above four centres remaining consistently listed within the first five ranked sites.

3.7 Following completion of the study the highest ranked sites have been reviewed to take on board the latest situation in terms of work already ongoing including where relevant investment is already planned through the town and district centres regeneration. In relation to this, consideration has been given to which centres carry the strongest case for early intervention

through a detailed and comprehensive assessment of their needs. On this basis the centres of Headingley, Morley, Otley and Pudsey appear to carry the strongest case for early and comprehensive intervention.

- 3.8 In terms of the remaining 6 centres within the highest ten sites, as Appendix 3 indicates all these sites already have interventions or investigations of one kind or another underway. It is therefore recommended that a more limited studies programme is the most appropriate approach at these locations, based on the preparation of parking capacity inventories supported by appropriate parking duration surveys to confirm usage levels and patterns of demand. This information will be used to supplement and inform work already in progress and provide the basis for developing existing parking provision and management in the future.

#### Parking strategy framework

- 3.9 The Parking Strategy Framework has been developed to provide a consistent basis for the preparation of detailed local parking strategies once the priorities for action have been established. It is based on the established Institution of Highways and Transportation (IHT) guidance on Parking Strategies and Management and provides detailed step by step guidance on the various issues to be considered when developing parking strategies.
- 3.10 The framework is broken down into eleven stages (Appendix 4) covering everything from identifying the study area, through surveys, problem identification, interventions and public consultation. It is capable of flexible application to meet the requirements of a range of centres in terms of scale and individual circumstances.
- 3.11 The completion of a strategy will provide a set of detailed proposals to address the identified parking issues in the centre under consideration.

#### Consultation

- 3.12 The study work described in this report provides an initial overview of the main pressures and issues facing the main town and district centres as a basis for targeting further work. As such no specific consultations have been carried out either with Ward Members or other stakeholders.
- 3.13 Clearly parking provision and strategies are a key concern to local residents and businesses in the town and district centres. As such all the next phases of parking strategy development and review will fully engage with Area Committees, Ward Members and local communities. Detailed proposals for bespoke consultation will be prepared for each of the priority locations as the work programme is developed.
- 3.14 As a first step, subject to the approval of this report, all Ward Members will be consulted on the outcomes of the study as detailed in the appendices to this report.

## **4.0 Implications For Council Policy And Governance**

### **Compliance with Council Policies**

- 4.1 The development of proposals which support the more effective provision and management of car parking both on and off street are consistent with aims and objectives of the Local Transport Plan 2006-11 policies for managing the demand for travel.
- 4.2 Improved parking management in town and district centres will also support better local environments and the objectives of the Environmental Policy and Regeneration Plan.
- 4.3 This report has no implications under Section 17 of the Crime and Disorder Act 1998.

## **5.0 Legal And Resource Implications**

- 5.1 This report does not have any specific legal implications.
- 5.2 The consultant's report has provided an indication of the likely costs for undertaking the development of comprehensive local parking strategies. For the largest centres these costs lie in the £30,000-£45,000 per study and will vary depending on the size and complexity of the location. However, where work is already underway more local parking inventory and usage studies may be sufficient to allow the direction of further investment and the costs, which will again vary by location, are likely to lie within the range £4,000-£6,000 per centre.
- 5.3 Budget provision for this work has been provided in 2007-08 totalling approximately £60,000. At present around £40,000 has been expended on the completion of the study described in this report. Further site specific expenditure will be subject to the agreement of this report and financial provision being prioritised within City Development to undertake an additional couple of studies per annum. There is currently no capital programme provision for work arising from the studies.
- 5.4 In addition to the core funding, certain Area Committees have already funded specific pieces of work for their areas, for example Outer North West have funded a feasibility study for a park and ride car park at Netherfield Road in Guiseley. Works being funded and undertaken as part of the town and district centres programme are also contributing to the overall aims of the parking study.
- 5.5 Management of the future programme will be undertaken from within the staffing resources of the Transport Policy Section.

## **6.0 Conclusions**

- 6.1 A process has been developed that will form an objective basis for the prioritisation and progression of parking strategies for the 28 town and district centres identified in the UDP. This report has identified the ten highest ranked locations and detailed where relevant planning work is already in process.
- 6.2 Headingley, Morley, Otley and Pudsey are considered to present the strongest case for early and comprehensive strategy development, whilst six other centres have been identified as already having various programmes of work underway where more limited studies will be of benefit informing the future management of Council controlled on and off-street parking.
- 6.3 Further progress of the parking strategy programme detailed in this report will be contingent on revenue funding allocations being made for 2008-09 and future years to support the initial surveys and strategy development fees. Implementation of the strategies will be subject to future capital programme funding which will be the subject of future specific reports.

## **7.0 Recommendations**

- 7.1 Members of Executive Board are requested to:
- i. note the content of this report;
  - ii. give approval to the continued development of the parking strategy programme focusing on the centres described in sections 3.7 and 3.8 of this report (Appendix 3); and
  - iii. give approval to further consultation with Ward Members on the outcomes of the study and future priorities including those not covered within recommendation (ii) above.



## **APPENDIX 1 – TOWN AND DISTRICT CENTRES ASSESSMENT CRITERIA**

Each centre was scored against a series of eleven criteria from which an overall weighted score was determined. This weighted score was used to rank each centre.

The criteria were scored on the basis of site visits, factual data and input from Leeds City Council officers at an evaluation workshop.

The eleven criteria were:

- size of retail centre – derived from floorspace surveys;
- regeneration – scored according to regeneration programmes (Town and District Centres regeneration programme, Neighbourhood renewal areas, EASEL);
- current parking management – derived from the number of parking tickets issued;
- environmental sensitivity – scored with respect to noise issues, AQMAs and conservation area status;
- proximity of attractors – scored with respect to the number of schools, colleges and hospitals nearby;
- exceptional attractors – based on the presence of nearby stadiums, racecourses, universities and train stations (due to park and ride issues);
- parking behaviour – based on site visits and workshop inputs including occurrences of inappropriate parking (both on and off street);
- supply and demand - based on site visits and workshop inputs;
- integration – derived from bus frequencies;
- safety – based on parking related road traffic accidents;
- public concerns – scored during the workshop with respect to correspondence levels.

**APPENDIX 2 : TOWN AND DISTRICT CENTRES PRIORITY ASSESSMENT**

	Priority Ranking	Size of Retail Centres	Regeneration	Current Parking Management	Environmental Sensitivity	Proximity of Attractors	Exceptional Attractors	Parking Behaviour	Supply & Demand	Integration	Safety Implications	Public Concerns	Total Score	Total Weighted Score
<b>Weighting</b>		<b>2</b>	<b>1.5</b>	<b>1</b>	<b>0.5</b>	<b>1</b>	<b>1.5</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>14.5</b>	
Headingley	1	2	1	3	2	2	2	3	3	1	3	3	23	33.5
Morley	2	3	1	3	2	3	0	1	2	1	3	3	22	29.5
Cross Gates	3	3	1	3	1	1	1	2	2	1	2	3	19	28.5
Harehills Corner	4	2	3	3	1	2	0	3	3	1	2	1	21	28
Armley	5	3	2	1	0	3	0	3	2	1	1	2	18	26
Guiseley (Otley Road)	5	3	0	1	1	3	1	2	2	1	1	3	17	26
Wetherby	5	2	1	3	2	3	1	1	2	2	1	2	19	26
Otley	8	3	1	3	2	2	0	1	2	2	3	1	20	25.5
Pudsey	8	2	1	3	2	3	0	3	2	1	1	2	20	25.5
Dewsbury Road	10	2	0	1	1	3	1	3	3	1	2	1	17	24
Hunslet	11	2	0	2	0	3	0	2	2	1	3	1	16	21
Yeadon	12	3	1	1	2	2	0	1	1	2	2	1	16	20.5
Garforth	13	2	1	1	0	1	1	1	2	1	1	2	12	20
Rothwell	14	2	1	1	2	3	0	1	1	2	2	1	16	19.5
Chapel Allerton	15	2	0	0	2	3	0	2	2	1	2	1	15	19
Horsforth (Town Street)	15	1	0	2	2	3	0	3	2	1	1	1	16	19
Bramley	17	1	2	0	0	3	0	1	2	1	0	1	11	16
Halton	17	1	1	0	1	1	0	3	2	1	1	1	12	16
Kirkstall	17	3	2	0	1	3	1	0	0	1	1	0	11	16
Farsley	20	1	1	1	2	2	0	0	1	1	1	2	12	15.5
Boston Spa	21	1	0	0	2	3	0	1	2	2	0	1	12	15
Kippax	22	2	1	0	0	2	0	1	1	2	1	0	10	13.5
Holt Park	23	1	0	1	0	3	0	0	2	1	0	1	9	13
Seacroft	24	2	3	0	0	3	0	0	0	1	0	0	9	12.5
Oakwood	25	2	1	0	2	2	0	1	0	1	0	0	9	10.5
Meanwood	26	2	0	0	2	2	0	1	0	1	1	0	9	10
Moor Allerton	27	2	0	0	1	1	0	0	0	1	0	0	5	6.5
Middleton (Ring Road)	28	1	2	0	0	0	0	0	0	1	0	0	4	6

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### APPENDIX 3 – TOWN AND DISTRICT CENTRES, HIGHEST RANKED SITES FROM ASSESSMENT PROCESS

Centre	Priority Ranking	Total Weighted Score	Council controlled off street public parking (spaces)	Comments
Headingley	1	33.5	0	The majority of problems are associated with on street parking, and although there are two off street parks neither is LCC controlled. In view of the high pressure on parking in this location achieving a successful solution will be complex. However, the high ranking suggests that a study should be considered a priority.
Morley	2	29.5	847	LCC has substantial control over public parking here, both on and off street. Given the high level of LCC parking control the potential for successful interventions is very good, and therefore taking the ranking in account would suggest that this location should be considered for a study at an early stage in the process.
Cross Gates	3	28.5	0	The bulk of public parking is associated with the Arndale Centre. On street TRO's are currently being reviewed. In the light of this, and the limited LCC control of off street parking in Cross Gates, it may be more appropriate to consider any further work on parking as part of a later round of studies once the present work has been concluded.
Harehills Corner	4	28	0	The majority of problems are associated with on street parking – there are no off street public car parks. The potential for successful interventions is limited. However, the primary issues relate to serving the main retail frontages on Roundhay Road. A transportation study is currently in progress looking at public transport, traffic and road safety issues and therefore, by considering parking within the remit of this work, it may be more appropriate to consider any further work on parking as part of a later round of studies once the present work has been completed.
Armley	5	26	0	The majority of problems are associated with on street parking, and although there are two off street parks neither is LCC controlled. The potential for successful interventions is fairly limited, furthermore investigations have previously been instigated and are already ongoing to look at the potential parking measures (which also takes account of the proposals for the replacement sports centre and parking). On this basis it may be more appropriate to consider any further work on parking as part of a later round of studies once the present work has been completed.
Guiseley (Otley Road)	5	26	31	The bulk of public parking is associated with Morrisons supermarket. Work is ongoing to provide additional station parking on Netherfield Road which, together with proposals for Traffic Regulation, should address issues with commuter parking at the station. In the light of this, and the limited LCC control of off street parking, further work for Guiseley may appropriately form part of a later round of studies.
Wetherby	5	26	293	LCC has control over a significant proportion of off street public parking, with the Horsefair Centre providing the remainder. The potential for successful interventions is fairly good and significant studies have been undertaken in recent years. Therefore taking account of work that is ongoing it may not be necessary to consider a study within the initial rounds of work.
Otley	8	25.5	349	LCC has substantial control over public parking here, both on and off street. Given this high level of LCC parking control the potential for successful interventions is good. Given that the town is large and has not received recent attention in terms of parking review it may be appropriate to plan a study at an early stage in the process.
Pudsey	8	25.5	299	LCC has substantial control over public parking here, both on and off street. Given the high level of LCC parking control the potential for successful interventions is good, and consequently it may be appropriate to plan a study at an early stage in the process.
Dewsbury Road	10	24	0	The majority of problems are associated with on street parking – there are no off street public car parks. Given the relatively low ranking and the limited potential for successful interventions, it may be more appropriate to consider Dewsbury Road as part of a later round of studies.

## **APPENDIX 4 – PARKING STRATEGY FRAMEWORK, KEY STAGES**

The Parking Strategy Framework is based on the Institution of Highways and Transportation guidance on Parking Strategies and Management and provides detailed step by step guidance on the various issues to be considered when developing parking strategies.

The framework is broken down into eleven stages:.

- 1 – identifying and agreeing the strategy area;
- 2 – community involvement;
- 3 – data collection;
- 4 – presentation of results;
- 5 – issue and problem identification;
- 6 – objectives and targets;
- 7 – devise potential schemes and policies;
- 8 – assessing impacts;
- 9 – preparation of a financial business plan;
- 10 – intervention and implementation programmes;
- 11 – monitoring regime.



Originator: Sue Morse

Tel: 3951398

**Not for Publication:** Report exempt from Access to Information Procedure Rules by reason of 10.4(3)-Appendix 5 only

**Report of the Director of Environment and Neighbourhoods  
To Executive Board**

**Date: 12 March, 2008**

**Subject: RHB Funded Clearance sites and the Affordable Housing Strategic Partnership**

**Electoral Wards Affected:**

Beeston and Holbeck  
Burmantofts and Richmond Hill  
City and Hunslet  
Gipton and Harehills

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Yes

Not Eligible for Call In

(Details contained in the report)

**EXECUTIVE SUMMARY**

This report sets out details of the sites which are currently being acquired and are to be cleared of pre 1919 obsolete housing by the utilisation of Regional Housing Board (RHB) funding allocations. It considers 2 options for the redevelopment of sites once cleared and recommends that the sites are incorporated into the pool of Council owned land set aside for the provision of affordable housing via the Affordable Housing Strategic Partnership so that a Strategic approach to redevelopment can be achieved.

**1.0 Purpose Of This Report**

1.1 The purpose of this report is to:-

- Consider the options for the redevelopment of the RHB funded clearance sites
- Seek approval to incorporate the cleared sites into the pool of Council owned land, currently 77 acres, which has been set aside for the development of affordable housing via the Affordable Housing Strategic Partnership.

**2.0 Background Information**

2.1 Over the period 2005-2008 a total of £16m from the Single Regional Housing Pot (SRHP) and Housing Market Renewal Fund (HMRF) has been made available to the city to carry out a number of acquisition and demolition schemes. In line with the

objectives of the Vision for Leeds 2004-2020 and the Leeds Housing Strategy these schemes aim to reduce the number of obsolete pre 1919 houses.

- 2.2 The funding available in 2005/8 has enabled the commencement of acquisitions for demolition on the following sites.
- The Beverley's - Acquisition and Clearance of 132 properties,
  - Holbeck Phase 1, 2 & 3 – Acquisition and Clearance of 103 properties
  - Cross Green Phase 1 & 2 - Acquisition and Clearance of 73 properties,
  - Harehills phase1 & 2- Acquisition and Clearance of 59 properties (including Scarth Ave),
- 2.3 Demolition of the Harehills site (Phase 2) is programmed to commence mid February 2008 and demolition contractors are already on site at Cross Green (Phase 1). The aim is to commence phased demolition on all other sites as blocks of properties are acquired and vacated to facilitate a phased demolition programme during 2008. Plans of each site are available at appendices 1-4. A summary of the details of each site may be found at appendix 5.
- 2.4 For the 2008/11 programme at this stage it is anticipated that approximately £21m will be made available to Leeds to fund further phases of acquisition and demolition **and** private sector home improvements including group repair, Decency work, Energy Efficiency etc. Confirmation of the level of funding is expected imminently.

### **3 Affordable Housing**

- 3.1 At its meeting of the 7<sup>th</sup> March 2007 the Councils Executive Board approved a proposal to establish the Affordable Housing Strategic Partnership which would use 77 acres of Council land to make a significant contribution to the increase in supply of affordable housing in the City.
- 3.2 A Partnership Board has been established to oversee the work of the Affordable Housing Strategic Partnership. Represented on the Board are senior politicians, key Council officers and influential external partners such as English Partnerships. This means that any site which takes this route to redevelopment will be subject to a holistic view of its potential to increase the development of affordable housing alongside the delivery of the Councils strategic aims.
- 3.3 The RHB funded acquisition and demolition schemes are located within the Regeneration Priority areas of Beeston Hill and Holbeck, Harehills and Cross Green, areas which experience some of the most severe levels of deprivation in the country. In addition these areas contain some of the lowest value properties within the City. Although demolition of these properties is in line with The Vision for Leeds 2004 to 2020 by reducing the amount of housing that is unpopular or unfit a side effect is the loss of some of the most affordable housing (i.e. the lowest value). The reprovion of affordable housing on these sites would create potential opportunities for displaced residents and neighbouring residents who may be displaced by future phases of acquisition and demolition.

### **4 Options for Redevelopment of RHB funded sites**

- 4.1 It is important that any development process runs in parallel with the proposed acquisition and demolition programmes. Having a clear plan for reprovion of housing on these sites brings a number of benefits to the clearance programme:-

- Enables all stakeholders to understand the case for clearance hence the likelihood of their support is increased.
- Gives confidence to local residents that the Councils regeneration objectives will be met.
- Gives confidence to potential new residents who are considering moving into the area.
- Gives private investors confidence in the area thus accelerating the regeneration of the area.
- Gives confidence to Local Ward Members that decent affordable housing will be provided within their ward.
- Counteracts the negative regeneration effects of an increase in the number of empty properties in an area awaiting demolition.
- Forms an essential element of the requirements for a Compulsory Purchase Order to be issued, in the event of a failure to secure the agreement of an owner(s) to sell voluntarily to the Council.

4.2 It is therefore considered essential that a strategic approach is developed as a basis for the future of these sites following their clearance.

4.3 Two options have been considered for this strategic approach

1. The sale of all the land sites with the capital receipts being made available for the Council's capital programme. In this option affordable housing would be provided through the planning processes.
2. The transfer of the sites to the Affordable Housing Strategic Partnership for the development of affordable housing schemes.

4.4 A valuation exercise has been undertaken in order to establish the potential open market value of the sites in question once cleared for redevelopment. The overall site value of all four sites, including the Stanley Road depot site, is £4.7m. Details of the individual site values are available at appendix 5. The Stanley Road Depot site which is adjacent to the Harehills site has been vacant for a number of years and has been declared as surplus by City Services.

4.5 It is estimated that 280 new affordable housing units may be provided via option 2 as against only 40 through Section 106 planning agreements available via option 1. All of those 40 units potentially provided as a result of Section 106 agreements would be available for purchase at sub market levels but no social rented provision would be made.

4.6 An analysis of the strengths and weaknesses of both options has been carried out and is attached at appendix 6. The main conclusions which may be drawn from this analysis is that although option 2 would mean that a potential capital receipt of £4.7m would be relinquished, this option would give the Council greater control over

- the number of affordable housing units provided
- the levels of public and private sector investment potentially attracted
- the way in which these sites can contribute to wider regeneration initiatives, e.g. EASEL, PFI etc.
- the potential of these sites to be explored for the redevelopment of new Council housing.

## **5 Implications For Council Policy And Governance**

- 5.1 The Leeds Housing Strategy has identified the regeneration and renewal of areas with frail housing market conditions, poor quality or obsolete housing and issues with multiple deprivation as a key priority. This has also been identified as a key priority both in the Regional Housing Strategy and the West Yorkshire Housing Strategy.
- 5.2 At a national level there is a requirement to increase the levels of affordable housing as set out in the 'Homes for All' strategy that was issued in 2003 and is further supported by the implications of the 2004 Housing Act. Recently, the government has identified the need for additional affordable housing as one of its top priorities.
- 5.3 At a city wide level the amalgamation of these two approaches i.e. the reduction of poor quality obsolete housing types and replacement with additional affordable housing, produces benefits which support the Local Strategic Partnership in respect of delivering the 'Vision For Leeds' through the implementation of the Housing Strategy and the Regeneration Plan, as well as contributing to the City Growth Strategy.
- 5.4 The public interest in maintaining the exemption in relation to appendix 5 attached to this report outweighs the public interest in disclosing the information by reason of the fact that commercially sensitive information concerning the individual site values. Copies of the exempt appendix will be circulated to members of the Executive Board once members of the public have been excluded and will be collected in at the conclusion of the meeting.

## **6 Consultation**

- 6.1 Local Ward Members of the affected wards have been consulted on the proposals contained within this report and are generally in favour of Option 2.

## **7 Legal And Resource Implications**

- 7.1 As outlined in paragraph 4.4 above the sites have been valued at £4.7m in total. All decanting and demolition costs will be met from the RHB allocation.
- 7.2 Any proposal to redevelop these sites through the Housing Corporation's, National Affordable Housing Programme would not attract the usual £5,000 per plot subsidy from the Housing Corporation as is the case with other sites which form part of the 77 acres of Council land already allocated to the Affordable Housing Strategic Partnership. As grant funding via the RHB has already been utilised to acquire the land, should the Housing Corporation make a further payment to the Council for the site this would represent a double subsidy, and is not allowed under current Housing Corporation regulations.
- 7.3 A contractual obligation exists with Leeds Federated Housing Association in relation to the Beverleys site. In exchange for the contribution of 22 properties at nil value to the scheme they will receive
- A proportion of the net sale value of the site proportionate to their original stake holding of properties on the site (16.67%)
  - First refusal to purchase any affordable housing units provided on the site.
  - The right to consultation on the preparation of a development brief for the site.



- The right to consultation on the appointment of the preferred bidder for the site.

This obligation is not anticipated to create any conflict of interest or detriment to the proposal to dedicate this site to the Affordable Housing Strategic Partnership.

- 7.4 The 'Little Comptons' site is adjacent to a large area of Council owned land in Harehills, the site of the former Stanley Road Depot, which has been vacant for several years and which also abuts the recently demolished Scarth Ave. City Services have declared the Stanley Road Depot site surplus to requirements and the site currently sits with Directorate of City Development. To incorporate these 3 sites in order to ensure that complementary development may take place would give the opportunity to maximise the regeneration impact and create a significant development site in an area with a paucity of development opportunities. In order for the former depot site to be included within a comprehensive development scheme, it is recommended that its future contribution to the capital receipts programme be substituted by a land swap of equivalent value from the affordable housing land bank to enable an equivalent sale within 2009/10.
- 7.5 The anticipated Capital receipt from these sites has not been included within the Councils Capital Receipts Programme. If the recommendation contained within this report is approved there would, therefore, be no specific impact upon the Capital Receipts programme other than that the default position is generally that all Capital Receipts will be assigned to that programme unless Executive Board approval is given to some alternative use.

## **8 Conclusions**

- 8.1 Since 2005 Leeds has received funding of, in total, £16m from the RHB to clear obsolete pre 1919 houses. A strategic approach is needed for the redevelopment of these sites. Two options have been considered as set out in paragraph 4.4 above. Whilst option 1 would potentially deliver the Council a capital receipt of £4.7m it would not maximize affordable housing provision in areas with significant need. Only around 40 affordable housing units would be provided via option 1 and up to 280 via option 2. An opportunity to explore the potential of these sites for the development of new Council housing would be lost if the land is sold rather than transferred to the Affordable Housing Strategic Partnership.
- 8.2 It is considered that option 2 would make the most significant contribution to the Councils strategic priorities whilst also giving sufficient flexibility to maximise the benefits arising from each sites characteristics and local regeneration opportunities.

## **9 Recommendations**

- 9.1 Executive Board is recommended to agree to transfer the RHB funded clearance sites as outlined in paragraph 2.2 and in appendix 5, to the Affordable Housing Strategic Partnership for the purpose of developing affordable housing schemes in these locations, subject to land swap arrangements for the Stanley Road site from the affordable housing land bank to enable a contribution of equivalent value to the capital programme within 2009/10.

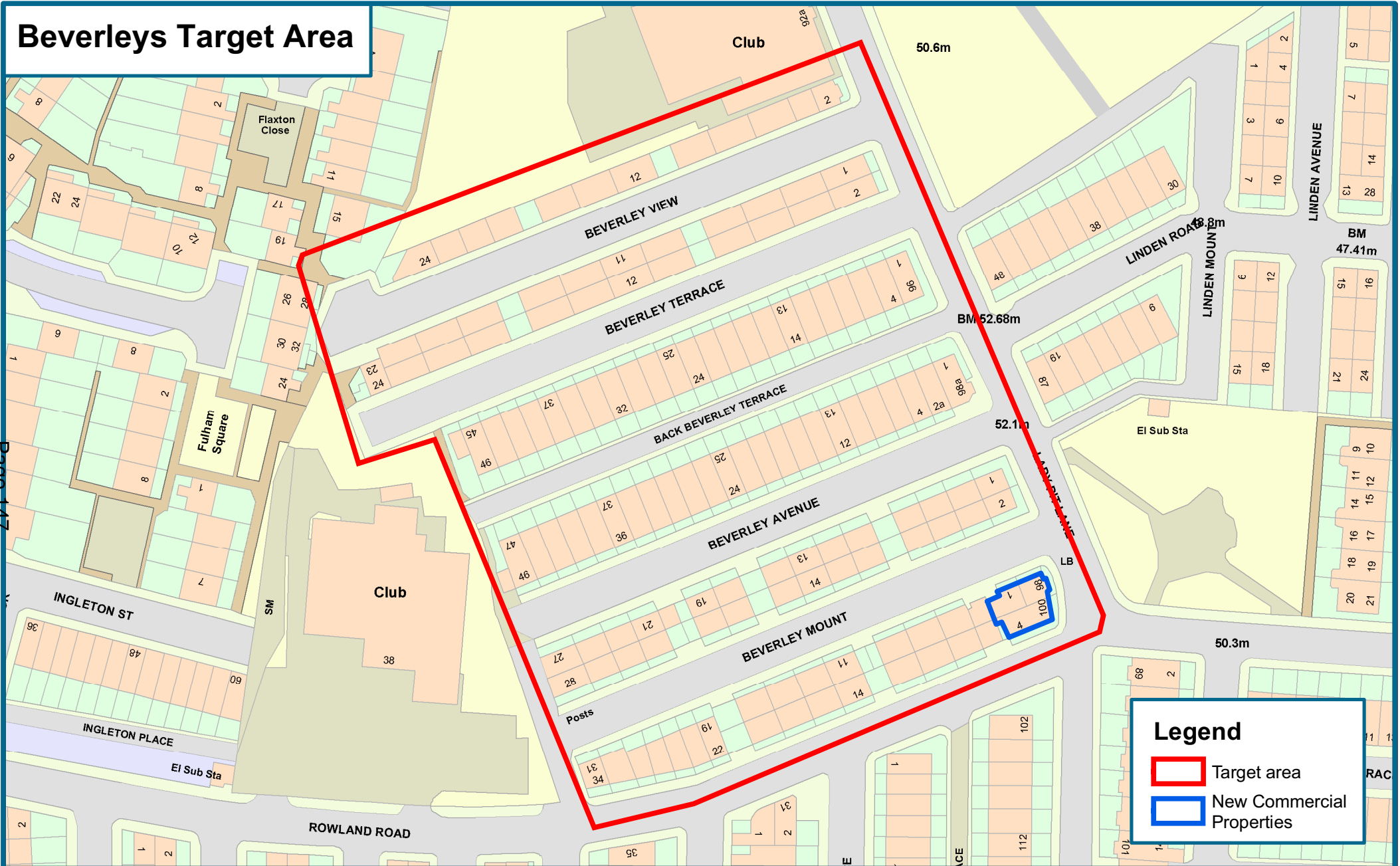
## **Appendices**

1. Beverleys site plan
2. Holbeck site plan

3. Cross Green site plan
4. Harehills site plan
5. Details of Sites for Redevelopment
6. Options for the use of cleared RHB funded sites

# Beverleys Target Area

Page 147



**Legend**

- Target area
- New Commercial Properties



PRODUCED BY THE STRATEGY TEAM, NEIGHBOURHOODS AND HOUSING DEPT, LEEDS CITY COUNCIL

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# Holbeck

## Phase 1, 2 & 3



### Legend

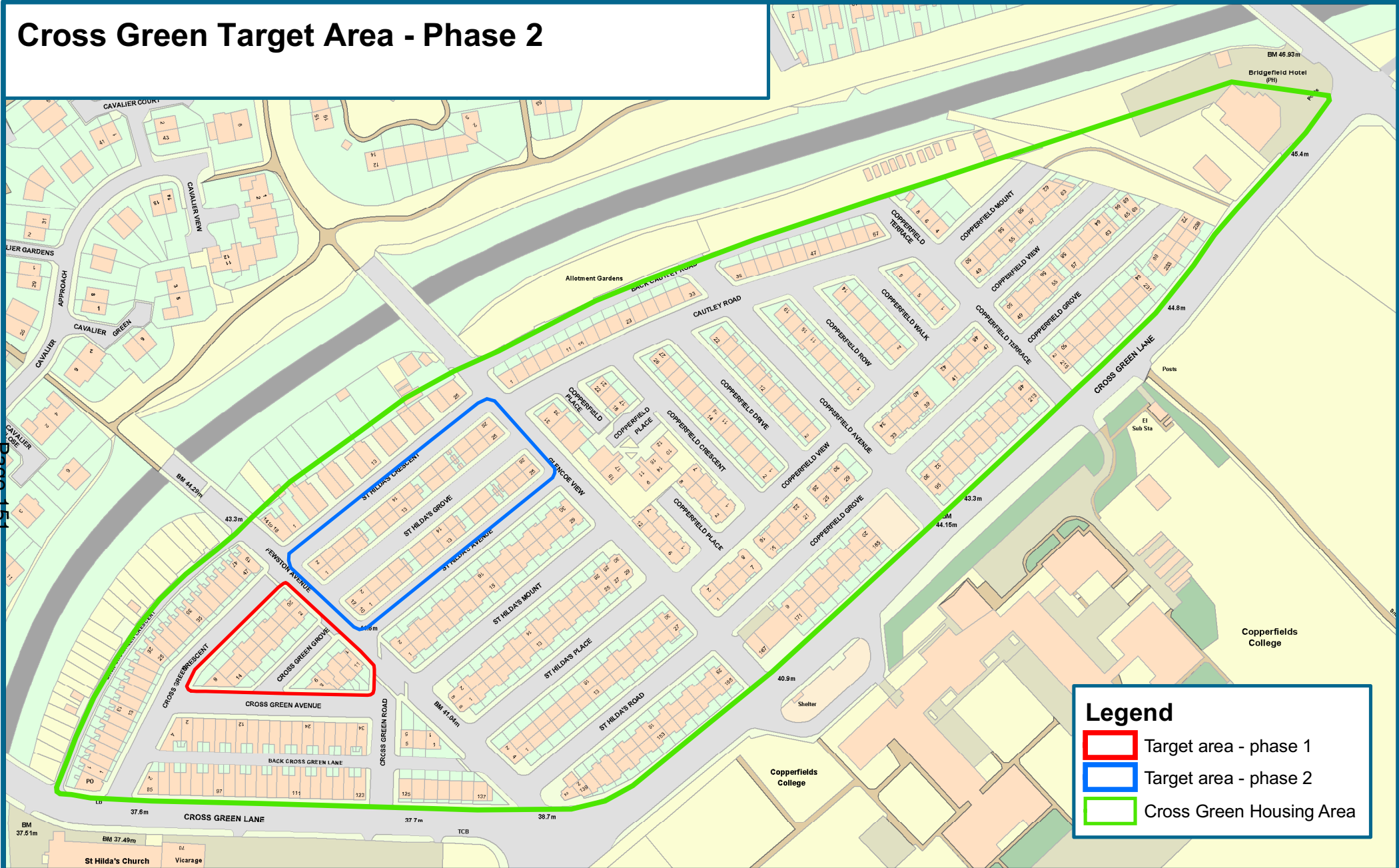
- Holbeck Area - Phase 1
- Holbeck Area - Phase 2
- Holbeck Area - Phase 3



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# Cross Green Target Area - Phase 2

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**Legend**

- Target area - phase 1
- Target area - phase 2
- Cross Green Housing Area



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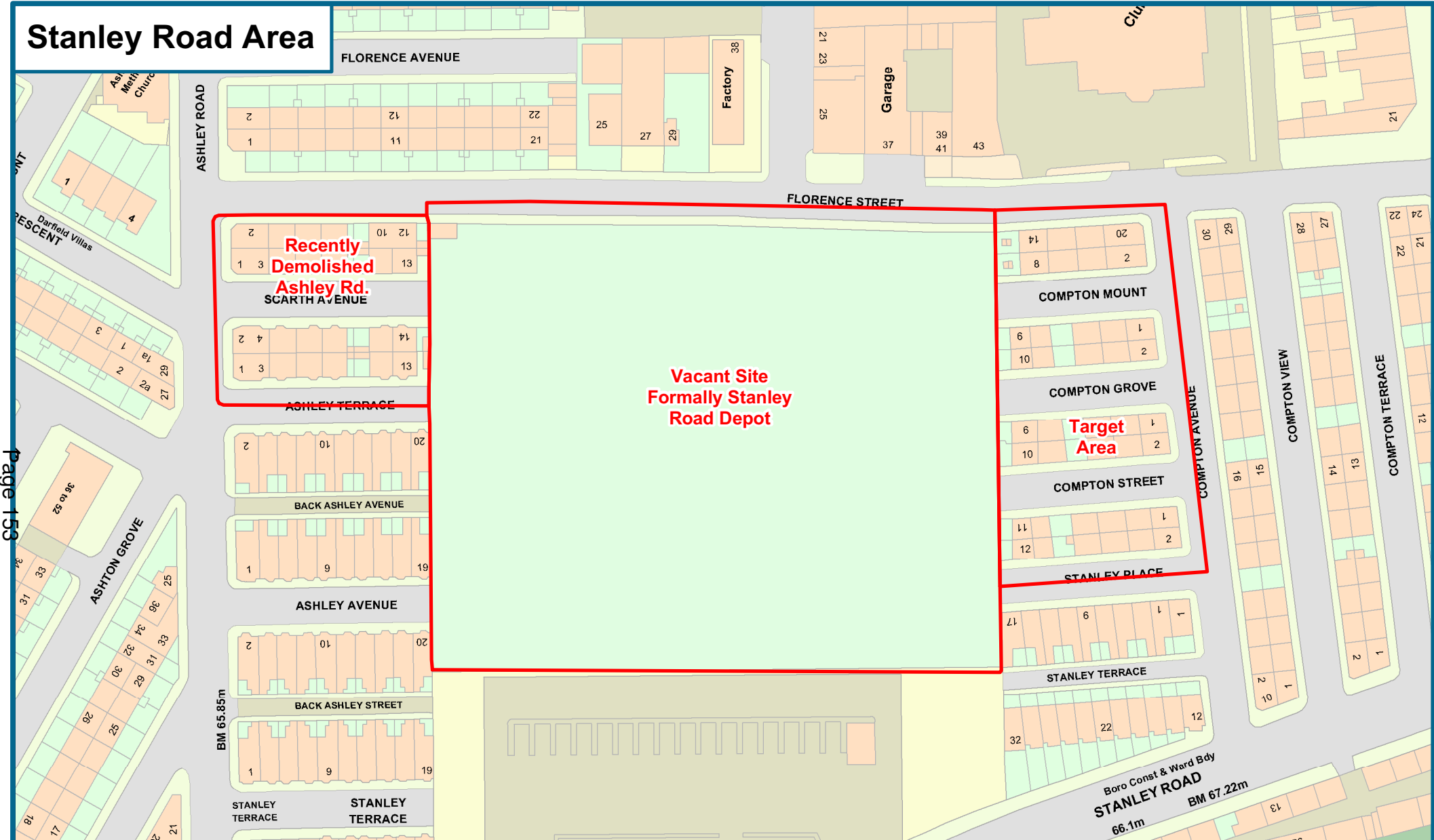
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# Stanley Road Area



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## Appendix 6 Options for the use of cleared RHB funded sites

Option 1	Strengths	Weaknesses
<p>The sale of all the RHB funded cleared land sites with the capital receipts being made available for the Council's capital programme with affordable housing provided through the planning process.</p>	<p>Potential to produce a Capital receipt</p> <p>Potential to contribute to wider regeneration initiatives (e.g. EASEL, PFI etc)</p> <p>Potential to package all sites together to provide a strategic approach to ensure that the less attractive sites are also developed with the attractive sites as an incentive.</p>	<p>Will not be able to maximise the provision of affordable housing. (Developers may try to negotiate out of providing affordable housing on the sites)</p> <p>HMR grant conditions specify that any capital receipt may only be retained by the Council if it is recycled within the district for activities in support of regeneration.</p> <p>The council would have minimal control/influence over the development and provision of affordable housing on these sites</p> <p>Does not maximize the injection of public and private sector funding to deliver affordable housing (i.e. Housing Corporation Grant funding and RSL reserves and recycled grants).</p> <p>Sale of sites on an individual basis would provide an ad hoc rather than strategic process for redevelopment of sites leading to delays and uncertainty.</p> <p>Potential difficulty in identifying private sector interest in some sites.</p> <p>Sale of sites on a collective basis would create delays for some sites as they are at different stages of acquisition and clearance and would fail to fit within the necessary timescales for funding.</p> <p>Sale of sites on a collective basis could drive down the value of the package due to the inclusion of less attractive sites.</p>

	Strengths	Weaknesses
<p><b>Option 2</b></p> <p>The transfer of the sites to the Affordable Housing Strategic Partnership for the development of affordable housing schemes</p>	<p>Greater level of additional affordable housing units provided than the levels delivered through the planning process.</p> <p>Would contribute towards meeting the 2006 Housing Market Assessment requirements</p> <p>Would contribute towards meeting the Regional Spatial Strategy recommendation for provision of affordable housing units.</p> <p>Councils strong influence and control of future developments could increase the levels of Public and Private Sector investment.</p> <p>Would contribute towards creating access routes for new and emerging households.</p> <p>Provides phase 2 sites for the Affordable Housing Strategic Partnership's continued development.</p> <p>Kudos and potential additional funding linked to central governments drive toward Local Housing Companies</p> <p>More control of the potential to contribute to wider regeneration initiatives (e.g EASEL, PFI etc)</p> <p>Provide an opportunity to explore the potential of these sites for the development of new Council housing</p>	<p>Potentially no capital receipt</p> <p>Any bid to Housing Corporation unlikely to attract funding for land (usually £5000 per plot) build costs only.</p>



## Report of the Report of Director of Environment and Neighbourhoods

Executive Board 12<sup>th</sup> March 2008

**Subject: Development and Hardware costs for the Housing ICT Project  
Capital Scheme Number 14293/000/000**

<p><b>Electoral Wards Affected:</b></p>     <div style="border: 1px solid black; display: inline-block; padding: 2px;">ALL</div> Ward Members consulted (referred to in report)	<p><b>Specific Implications For:</b></p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

### EXECUTIVE SUMMARY

Executive Board are requested to inject £1.15m and authorise scheme expenditure of £1.15m as outlined within this report for the Housing IT Project Phase 2. The funding will be through unsupported borrowing and provision has been made within the Environment & Neighbourhoods Housing Rents Account base budgets; the majority of this cost will fall in 2008/09.

#### 1.0 Purpose of this Report

1.1 This report seeks injection and authorisation to spend the £1.15m from Executive Board necessary to complete this project, £0.2m in 2007/08 and £0.95m in 2008/09.

#### 2.0 Background Information

2.1 The Environment and Neighbourhoods Directorate is supported by many computer systems. This project is seeking to replace some older systems, some are so old that they can no longer be supported or accessed via the current network and also to reduce the number of separate systems. Some older systems were created in pre ALMO days within the Housing Department and require upgrading to meet current requirements including legislative changes.

2.2 The proposed systems will improve Environment and Neighbourhoods Directorate in conjunction with its ALMOs in the delivery of the extensive programme of work to

deliver capital investment action and planned maintenance action across the City. Capital investment action amounts to over £100m a year currently and planned maintenance action amounts to over £15m a year.

2.3 Managing a program of this magnitude requires close working with a wide range of partners and contractors. For example there are 56 contracting partners currently undertaking works on council houses across the 60,000 Council homes in the city.

### **3.0 Main Issues**

3.1 The systems proposed are:

- a comprehensive Asset Management system
- a contract management system
- a linked performance reporting system

### **4.0 Scheme Description**

#### **4.1 Asset Management system – £250k**

To deliver the second phase of development of a comprehensive Asset Management system. Phase 2 covers the necessary linkages between the contract management system, the servicing and inspection system and the existing arcHouse housing management system. Phase 2 also ensures that all housing assets are included into the system including dwellings, estate shops and garages.

#### **4.1 Contract Management systems - £500k**

- 4.2.1 Two contract management systems are proposed to be implemented, based on the same underlying computer software.
- 4.2.3 One system will allow for the detailed management of all housing contracts, including all capital contracts and all revenue contracts (planned maintenance). This system replaces the current in-house software that was provided as an interim solution in 2003 when the ALMOs were created.
- 4.2.4 The second system will allow for the detailed management of all servicing and inspection works on housing assets, including gas servicing, electrical testing and servicing, lift servicing, CCTV and controlled entry servicing. This system is new and will provide for the first time a comprehensive approach to all servicing and inspection works, and compliance with legal responsibilities replacing a number of separate and obsolete software systems.
- 4.2.5 The two systems will be linked back to the Asset Management system, and will hold data on all works completed and all service and inspection dates.
- 4.2.6 From a customer Tenant/Resident perspective, with information more easily available to everyone there are less 'investigation chains' required when handling complaints and/or enquiries from Tenants. Tenants/Residents are better informed, 'closer' to the programme in terms of actual start and finish dates to work in their homes. This improved provision of information contributes to increased customer satisfaction and meeting benchmark targets set out within the current performance management framework.

## **4.2 Performance Management system - £400k.**

- 4.3.1 The Directorate lacks a comprehensive performance management system, relying on a range of separate reporting tools and approaches.
- 4.3.2 This system will not only allow for performance reporting on the new Asset Management and contract management systems, but will allow for reporting from the existing Housing Management system and provide a single tool for overall performance reporting.
- 4.3.3 The solution will provide a flexible, user friendly reporting tool which accommodates flexible reporting and clear executive summaries. This will reduce the time taken by the users to obtain accurate and timely information and make better informed business decisions.

## **5.0 Consultations**

Consultations have been carried out with all Leeds Arms Length Management Organisations (ALMOs) and Belle Isle Tenant Management Organisation (BITMO).

## **6.0 Programme**

Expected project completion times are:

Asset Management phase 2 -	April 2008
Contract Management -	July 2008
Service and Inspection -	August 2008
Performance Reporting -	September 2008

## **7.0 Implications for Council Policy and Governance**

- 7.1 How does this change deliver the Vision for Leeds?
  - 7.1.1 The new system will lead to efficiency improvements, improved financial management and improved performance reporting.
  - 7.1.2 The systems will allow for detailed monitoring of housing actions and condition across the City, including analysis at Neighbourhood level. Improving the detailed analysis of the outcomes of investment actions in seeking to narrow the gap between communities.
- 7.2 How does this change meet the Best Value Performance Plan?
  - 7.2.1 These systems will better contribute to our KPI (BV184a+b) and thus contribute to the CPA rating for the authority.

Since these systems are generic rather than bespoke, they will require no customisation for Leeds. This will result in a reduction in the development, support and the maintenance costs.

By ensuring that the systems are integrated and that they are utilised by all of the ALMOs, this will reduce the cost of duplicating work and disparate systems.

These systems will advance greater collaborative working between the ALMOs, Property Management Services, Capital contractors, Strategic Landlord.

7.3 How does this change deliver e-Government ?

7.3.1 The systems are compliant with the Council's approach to e-government and mobile working.

## 8.0 Council Constitution

This report is not exempt from the Call-In of Key and / or Major Decisions procedure.

## 9.0 Community Safety

The proposals contained in the report do not have implications under Section 17 of the Crime and Disorder Act 1998.

## 10.0 Capital Funding and Cashflow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2007/08 £000's	2008/09 £000's	2009/10 £000's	2001/11 £000's	2011 on £000's
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2007/08 £000's	2008/09 £000's	2009/10 £000's	2001/11 £000's	2011 on £000's
FURN & EQPT (5)	150.0		0.0	150.0			
DESIGN FEES (6)	350.0		100.0	250.0			
OTHER COSTS (7)	650.0		100.0	550.0			
TOTALS	1150.0	0.0	200.0	950.0	0.0	0.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2008 £000's	FORECAST				
			2007/08 £000's	2008/09 £000's	2009/10 £000's	2001/11 £000's	2011 on £000's
Unsupported Borrowing (HRA)	1150.0		200.0	950.0			
Total Funding	1150.0	0.0	200.0	950.0	0.0	0.0	0.0

## Revenue Effects

The following table illustrates the alterations which will be necessary to the directorate's revenue budget:

REVENUE EFFECTS	2007/08 £000's	2008/09 and SUBSEQUENT YEARS £000'S
EMPLOYEES		
PREMISES COSTS		
SUPPLIES & SERVICES	200.0	
ICT DEVELOPMENT RECHARGE	46.0	1274.0

The interest and repayment costs of the £1.15m HRA unsupported capital expenditure will be recharged to the HRA through the ICT Development central recharge and have been incorporated into the Directorate's HRA budget.



## 11.0 Risk Assessments

### 11.1 Anticipated Risk to the business if change is made

11.1.1 Lack of commitment to ALMO resources to implement the system.

11.1.2 The chosen systems may not deliver all of the signed off requirements – this would cause disappointment and fail to realise some benefits.

11.1.3 The ALMOs may have created additional computer systems to compensate for the lack of functionality with existing systems. These may be in the form of access databases, spreadsheets etc; and may be undocumented or poorly communicated as possible requirements for Phase 2.

11.1.4 Information is not disseminated within the ALMOs which may result in a resistance to change.

### 11.2 Anticipated Risk to the business if change is NOT made

11.2.1 Poor measurement of decency, less accurate Capital spend forecasting.

11.2.2 Inability to increase the capacity and usability of the existing system known as Manifold.

11.2.3 Existing systems are not auditable because there is no audit trail.

11.2.4 No system integration, stand alone systems will continue to exist, multiple unsynchronized data sources, double entry of data, poor management decisions because of inaccurate data and out of date reports.

11.2.5 Previous Audit Commission recommendations for LCC ALMOs will not have been fulfilled.

## 12.0 Conclusions

If Phase 2 is not implemented, Environment and Neighbourhoods, and its ALMOs, will not realise the following benefits:

12.1 **Increased efficiency and cost savings:** by eliminating double entry inputting, delivered by integrated systems which will improve accuracy and tracking of real time processes, reduce reconciliation across several products/systems by using a single source of data.

12.2 **Increased efficiency and improved resource management:** by implementing mobile working using PDA technology with in built validation.

12.3 **More accurate Decency Reporting and improved Management decisions:** - BVPI 184A and BVPI 184B will be more accurately reported because more accurate data will be recorded e.g. using PDAs and completion by property rather than by scheme and collaborative tool allowing all partners to see the most upto date data and reports.

12.4 **Supplier Support for Changes:** for changes in DCLG guidelines, ability to use business rules in the software to support changes to the business structure and customer demands.

### **13.0 Recommendations**

13.1 Executive Board is requested to :-

13.2 Inject unsupported borrowing of £1.15m into the Environment and Neighbourhoods HRA capital Programme.

13.3 Authorise expenditure of £1.15m on this scheme.

**APPENDIX 1 NOT FOR PUBLICATION**

**Exempt/Confidential under Rule 10.4 (3) Financial and Business Affairs**

**Report of:** The Chief Executive of Education Leeds

**To:** Executive Board

**Date:** 12 March 2008

**Subject:** FOUNTAIN PRIMARY SCHOOL – RATIONALISATION ONTO ONE SITE

## **Executive Summary**

### **1. Purpose**

This report seeks the approval of the Executive Board to access 100% of the capital receipt arising from the sale of Fountain Primary School Annex (formerly Cross Hall Infant School) in order to invest in the scheme to rationalize the accommodation at Fountain Primary School onto one site. This report also seeks approval to proceed with Phase Two of the works (to extend the former Junior School building) and to incur the necessary capital expenditure.

The Appendix1 is confidential because publication could prejudice the City Council's commercial interests as it includes financial information relating to land and property. In these circumstances it is considered that the public interest in not disclosing this commercial information outweighs the interests of disclosure.

### **2. Main Issues and Options**

Fountain Primary School opened in September 2005 following the closure of Cross Hall Junior and Infant schools and Elmfield Infant School. The School is currently located on the former Cross Hall Junior and Infant sites. The long term plan to consolidate accommodation into one building was part of the formal public consultation on amalgamation proposals that Education Leeds undertook on behalf of the Council between September and October 2004.

It is proposed that the scheme to rationalize the accommodation onto one site will be completed in three phases, funded from the capital receipt arising from the sale of Fountain Primary School Annex. Phase One, completed in Summer 2007, included a package of internal alteration and refurbishment works to staff accommodation. Phase Three will consist of the provision of a foundation unit.

Phase Two of the works, the subject of this report, will allow the Annex to be released for sale by providing alternative accommodation through a number of extensions to the main Fountain Primary School building, to include five classrooms, an extension to the existing hall and a new entrance and reception area. It is proposed that these works are initially funded from the Education Capital Programme in advance of the capital receipt being realized. This is in line with the existing capital receipts policy where the first call on the future capital receipt will be the reimbursement of agreed costs incurred in re-providing new facilities.

### **3. Recommendations**

Members of the Executive Board are requested to:

- a) Approve the access of 100% of the capital receipt arising from the sale of Fountain Primary School Annex (formerly Cross Hall Infant School) to be invested in Fountain Primary;
- b) Approve the design proposals in respect of Phase Two of the scheme to rationalize the

- school onto one site by providing extensions to the former Junior building;
- c) Authorise expenditure of £1,844,300 from capital scheme 14095 EXT; and
  - d) Approve the reimbursement of the incurred scheme expenditure from the realisation of a future capital receipt from the sale of the former Cross Hall Infant School site, to be injected into the Education Capital Programme for reinvestment in the Education estate.

**Report of:** The Chief Executive of Education Leeds

**To:** Executive Board

**Date:** 12 March 2008

<b>Subject:</b>	<b>Design &amp; Cost Report</b>
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**Scheme Title** FOUNTAIN PRIMARY SCHOOL – RATIONALISATION ONTO ONE SITE

**Capital Scheme Number** 14095 EXT

<b>Electoral Wards Affected:</b> Morley South
--

<b>Specific Implications For:</b>	
Equality and Diversity	<input type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input type="checkbox"/>

Eligible for Call In

Not Eligible for Call In  
(Details contained in the report)

**1.00 Purpose of this Report**

1.01 The purpose of this report is to:

- a) Seek approval for the access of 100% of the capital receipt arising from the sale of Fountain Primary School Annex (formerly Cross Hall Infant School) to be invested in Fountain Primary;
- b) Seek approval for the design proposals in respect of Phase Two of the scheme to rationalize the school onto one site by providing extensions to the former Junior building;
- c) Authorise expenditure of £1,844,300 from capital scheme 14095 EXT; and
- d) Approve the reimbursement of the incurred expenditure against this scheme from the realisation of a future capital receipt from the sale of the former Cross Hall Infant School site, to be injected into the Education Capital Programme for reinvestment in the Education estate.

## 2.00 Background Information

- 2.01 Fountain Primary School opened in September 2005 as a result of the review of pupil provision in the Morley Central Planning Area and by the amalgamation of the former Cross Hall Junior School, Cross Hall Infant School and Elmfield Infant School. This resulted in the closure of the Elmfield Infant School building and the housing of the new split site primary school in the former Cross Hall Junior and Infant buildings.
- 2.02 A recent Ofsted review (July 2007) has recognized the considerable progress made by the school during the previous two terms: **“However the difficulties of a split site continue to be the biggest barrier to ensuring that the school functions and ‘feels like’ one school”**.
- 2.03 In order to facilitate the consolidation of all school accommodation onto one site, a scheme of works has been developed, to comprise three phases. Phase One of the works (Capital Scheme number 14003) was completed in Summer 2007 and comprised a package of internal alteration and refurbishment works to create a larger staff room together with the refurbishment of staff toilet facilities and alterations to office space in the main building. This was the subject of a report approved by the Deputy Director (Commissioning and Partnerships) in July 2007. Phase Three will consist of provision of a separate foundation unit, including a 39 place nursery and two reception classrooms, and will be the subject of a future report.
- 2.04 The purpose of this report is to seek approval to Phase Two of the works which will allow for the amalgamation of the school onto one site. These works will consist of a number of extensions to the main Fountain Primary School Building (the former Cross Hall Junior School building) to provide a larger school hall, additional classroom accommodation and a new entrance and reception area. This would allow for the sale of the Fountain Primary School Annex (the former Cross Hall Infant School).
- 2.05 It is proposed that the capital receipt from the sale of the Annex be accessed to fund all phases of these works. However, as this will not be realized until after the works have been completed, Education Leeds Capital Projects Board has approved temporarily funding these works from the Education Capital Programme. When the capital receipt is realized, this will be injected into the Education capital programme for reinvestment in the Education estate. Should a surplus of funds arise as a result of the investment requirements of Fountain Primary costing less than the value of the capital receipt, this will be retained by the City Council in accordance with the Council’s current capital receipts policy.

## 3.00 Design Proposals / Scheme Description

- 3.01 Phase Two of the works at Fountain Primary consists of a number of extensions to the main building to provide the necessary accommodation to house all the children on the one site.
- 3.02 The scheme will consist of four separate extensions to the main building to allow the continued zoning of key stages within the school. To allow for the continued use of the school with the minimum disruption and prevent the need to decant students to temporary accommodation while the works are being

completed, each of the four extensions will be treated as a separate sub – scheme, or zone, and completed consecutively.

- Zone 1  
4 key stage 2 classrooms each having storage, cloakroom and toilets, and a dedicated external entrance.
- Zone 2  
1 key stage 1 classroom having storage, cloakroom and toilets, and a dedicated external entrance.
- Zone 3  
An extension to the main hall to accommodate the increased number of pupils as a result of the amalgamation of the three schools.
- Zone 4  
A new main entrance, reception and waiting area. Office accommodation will be provided to enable the reception area to be permanently staffed by a receptionist. The Main Hall, reception, kitchen and toilets are being designed to allow the area to be zoned off for out of school activities. New ramping and handrails will be provided to ensure that the school is fully accessible in accordance with current DDA regulations.

3.03 This accommodation will all be of traditional construction with a steel frame and brick/block walls under a shallow pitch roof. The design of the building and materials used will be similar to those in the current building to ensure a seamless join between new and old accommodation.

3.04 The City Council's Strategic Design Alliance has been appointed to carry out all pre and post tender design and supervision works and it is proposed to tender the scheme on a design and build basis.

#### **4.00 Consultations**

4.01 As part of the statutory consultation process undertaken relating to the reorganisation of primary provision in Morley Central, local ward members, parents, staff and governors were asked to comment on the proposal to close Morley Elmfield Infant School, Cross Hall Infant School and Cross Hall Junior School. The proposals indicated that a new primary school would be established, initially operating from both existing Cross Hall sites, however a permanent building solution to consolidate the new primary school on a single site would be developed as soon as funding became available through the Capital Programme. These proposals were fully documented in a meeting of the South Area Committee on 13 September 2004, and Executive Boards of 17 November 2004 and 11 February 2005.

4.02 As funding has now become available, detailed scheme proposals have been the subject of consultations with Education Leeds officers, the school and the governing body. The scheme proposals have been approved by the Education Leeds Capital Projects Board.

#### **5.00 Implications for Council Policy and Governance**

These works will contribute to the following themes outlined in the Vision for Leeds 2004-2020.

##### Cultural Life:

To enhance and increase cultural opportunities for everyone.

To develop talent.

Enterprise and the Economy

To contribute to the development of a future healthy skilled workforce.

Environment City

Provide a better quality environment for our children.

Harmonious Communities

Contribute to tackling social, economic and environmental discrimination and inequality. To make sure that children and young people have a healthy start to life.

Health and Wellbeing

Contributing to the protection of people's health and support people to stay healthy.

Learning:

Contribute to the development of equal educational achievement between different ethnic and social groups.

Improving numeracy, literacy and levels of achievement by young people throughout the city.

Make sure that strong and effective schools are at the heart of communities.

Promote lifelong learning to encourage economic success, achieve personal satisfaction and promote unity in communities.

Thriving Places

Actively involve the community.

Improve public services in all neighbourhoods

Regenerate and restore confidence in every part of the city.

**6.00 Legal and Resource Implications**

**6.01 Programme**

6.02 The strategic programme for the proposed scheme is as follows:

Tenders out:	25 July 2008
Tenders in	25 August 2008
Start on Site	29 September 2008
Practical Completion	28 September 2009

**6.03 Scheme Design Estimate**

6.03 Estimated costs for this scheme have been determined by qualified quantity surveyors based on an approved costing system, using the first quarter of 2008 as the base date for the cost estimate

6.04 The estimated construction cost of Phase Two of the project is £1,630,000 which equates to approximately £1442 per m<sup>2</sup> on average. Design fees and associated planning and building regulation costs are estimated at £214,300. This report seeks approval to expend these amounts.

**6.05 Capital Funding and Cash Flow**



Previous total Authority to Spend on this scheme	TOTAL £000's	TO MAR 2007 £000's	FORECAST			
			2007/08	2008/09	2009/10	2010/11
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	60.5		60.5			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	10.0		10.0			
OTHER COSTS (7)	0.0					
<b>TOTALS</b>	<b>70.5</b>	<b>0.0</b>	<b>70.5</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Authority to Spend required for this Approval	TOTAL £000's	TO MAR 2007 £000's	FORECAST			
			2007/08	2008/09	2009/10	2010/11
			£000's	£000's	£000's	£000's
LAND (1)	0.0					
CONSTRUCTION (3)	1630.0			662.0	927.0	41.0
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	214.3		50.0	66.2	92.7	5.4
OTHER COSTS (7)	0.0					
<b>TOTALS</b>	<b>1844.3</b>	<b>0.0</b>	<b>50.0</b>	<b>728.2</b>	<b>1019.7</b>	<b>46.4</b>

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MAR 2007 £000's	FORECAST			
			2007/08	2008/09	2009/10	2010/11
			£000's	£000's	£000's	£000's
Modernisation All Schools	1914.8		120.5	728.2	1019.7	46.4
SCE (R) (in advance of Cap Rec)						
<b>Total Funding</b>	<b>1914.8</b>	<b>0.0</b>	<b>120.5</b>	<b>728.2</b>	<b>1019.7</b>	<b>46.4</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**Parent Scheme Number :** 14095  
**Title :** Fountain Primary – Rationalisation onto one Site

6.06 In the long term this scheme will be funded from the capital receipt arising from the sale of Fountain Primary School Annex (the former Cross Hall Infant School building). In advance of the capital receipt being realized, it will be funded temporarily from Modernisation All Schools 2004/05 SCE R - Scheme 1001.

## 7.00 Revenue Effects

7.01 Any additional revenue costs arising from the proposed scheme will be managed within the school budget share.

## **8.00 Risk Assessments**

8.01 Operational risks will be addressed by effective use of CDM regulations, close supervision with the contractors and continual liaison with the school.

## **9.00 Recommendations**

9.01 The Executive Board is requested to:

- a) Approve the access of 100% of the capital receipt arising from the sale of Fountain Primary School Annex (formerly Cross Hall Infant School) to be invested in Fountain Primary;
- b) Approve the design proposals in respect of Phase Two of the scheme to rationalize the school onto one site by providing an extension to the former Junior building;
- c) Authorise expenditure of £1,844,300 from capital scheme 14095 EXT; and
- d) Approve the reimbursement of the incurred expenditure against this scheme from the realisation of a future capital receipt from the sale of the former Cross Hall Infant School site, to be injected into the Education Capital Programme for reinvestment in the Education estate.

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Originator: Sally Threlfall

Tel: 74334

**Report of the Director of Children’s Services**

**Executive Board**

**Date: 12<sup>th</sup> March 2008**

**Subject: Prescribed Alteration and change of lower Age Range of Hollybush Primary School**

**Electoral Wards Affected:**

Ward Members consulted (referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In (Details contained in the report)

**Executive Summary**

1. The Early Years Service delivers children’s centres on the site of 15 primary schools. Eight of those schools have already altered the lower age limit by statutory notice as primary schools for children aged 4 to 11 years with an attached children’s centre for children aged 0 to 4. An additional primary school is now seeking to transfer full management of the children’s centre and service provision for pre fives to the Early Years Service. The school concerned will now provide education for children aged 4 to 11 years and the attached children’s centre will provide fully integrated and inclusive early education services for children aged 3 to 4.
2. Schools choosing to transfer the management of early education to the children’s centre need to formally seek an alteration to the lower age limit to a primary school for children aged 4 to 11. The Secretary of State requires the publication of a Statutory Notice.
3. This report seeks approval to publish a Statutory Notice for a prescribed alteration and change to the lower age range in Hollybush Primary School and to note the establishment of a school based children’s centre.

**1 Purpose Of This Report**

- 1.1 The Early Years Service and Education Leeds seek the approval of Executive Board to publish a statutory notice to formally alter the lower age limit for which education services are provided in Hollybush Primary School in order to facilitate the delivery of children’s centre and extended school services on these sites.

## **2 Background Information**

- 2.1 The Early Years Service has managed the early education provision as an integral part of a children's centre on eight primary school sites since 2000. These eight schools have altered the lower age limit of the school from 3 to 11 years to 4 to 11 years. A fully integrated children's centre on the school site, or adjacent to it, provides early education services for children aged 0 to 4. The nursery classes in these schools have been integrated into the children's centre and represent no loss of service on the school site. The children's centres can offer a wider range of more flexible services throughout the year, including family support, health and social care. They are a key element in the schools extended service provision. Governance arrangements are mutually beneficial and the schools and children's centres concerned are considered models of best practice.
- 2.2 The Governing Body of Hollybush Primary School is now seeking to transfer the management of early education to the Early Years Service as part of the phase 1 children's centre programme. The Early Years service will deliver fully integrated and inclusive services for children aged 3 to 4 years of age on behalf of Hollybush Primary School. Provision for children for children aged 0 to 3 will be made in partnership with a voluntary sector provider in the adjacent Neighbourhood Nursery, Copperbeech.
- 2.3 The Governing Body of Hollybush Primary School is requesting an alteration to the lower age limit of pupils they provide services for. Currently the school delivers services for children aged 3 to 11. This will change to 4 to 11 years of age with a children's centre for children aged 0 to 4.

## **3 Main issues**

- 3.1 The Secretary of State in the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations Act 2007 sets out the arrangements for making prescribed alterations to lower age limits in schools. Executive Board approval is required to issue a statutory notice, consider all issues raised in the period of notice and determine whether to confirm the request for alteration of the lower age limit made jointly by Education Leeds and the Early Years Service on behalf of the primary school.

## **4 Implications For Council Policy And Governance**

- 4.1 When the lower age limit of a school is altered to children aged 4 to 11 years the Governing Body is no longer responsible for the delivery of early education to children aged 3 and 4. The responsibility is passed to the children's centre which must undertake to meet regulations laid down by the DCSF and OfSTED on issues of curriculum and staffing. The Early Years Service will meet all regulations regarding the provision of early education for children aged 3 and 4.
- 4.2 There is no change to the nature or quality of the service provided. The children's centres employ qualified teachers, nursery nurses and ancillary staff. The staff – child ratio in children's centres is set higher than for schools. The children's centre can offer wider and more flexible services that support schools with their extended services aspirations. Whilst responsibility has transferred the headteacher and Governing Body retain an influence on the management of the children's centre. The school and the children's centre are jointly inspected by OfSTED.
- 4.3 The location of children's centres and the management and governance of centres on school sites is the subject of full and lengthy consultation. Full implications are considered and appropriate arrangements put in place for day to day site management, governance and mutual support and partnership. Schools and children's centre have trial periods for arrangements before any statutory changes are sought or community facilities powers invoked. Hollybush Children's Centre has been successfully managed under partnership arrangements for a year and a half prior to the decision made by the school Governing Body to seek an alteration to the lower age limit. An Advisory Board, linked directly to the School Governing Body will secure

continuity of policy and practice across the children's centre and primary school, particularly with regard to transition to the reception class.

## **5 Legal And Resource Implications**

- 5.1 The Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) Regulations 2007 establishes the legal basis for alteration to the lower age limit by a year or more in a school. Guidance is also issued by the Secretary of State relating to children's centre governance and delivery of services by children's centres .
- 5.2 The establishment of a children's centre places no pressure on a school budget and in most cases relieves pressures on staffing and other budgets in schools where there are surplus nursery class places. Where centres are managed fully by the Early Years Service on behalf of the school the pupil funding for children aged 3 and 4 transfers to the children's centre with all of the subsequent staffing and resource costs of providing the education service. The staff employed by the school transfer to the Early Years Service on their current terms and conditions. The children's centre will have a service level agreement with the school, negotiated annually, to cover all soft facilities management and ensure the centre presents no pressure to the school budget.

## **6 Conclusions**

- 6.1 An alteration to the lower age limit of Hollybush Primary School from a 3 to 11 primary school to a school providing education for children aged 4 to 11 is the chosen option of the Governing Body of the school and children's centre and is the option recommended by Education Leeds and the Early Years Service.

## **7 Recommendations**

- 7.1 Executive Board is asked to approve the publication of statutory notices to alter the lower age limit for Hollybush Primary School from 3 to 11 years of age to 4 to 11 years of age and note the provision on site by Early Years of a children's centre for children aged 0 to 4.

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Agenda Item:

Originator: Viv Buckland

Telephone: 247 4956

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## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 12 March 2008

SUBJECT: Annual Consultation on Admission arrangements for 2009

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### Executive Summary

#### 1. Executive Summary

##### 1.1 Introduction

1.2 The 1998 School Standards and Framework Act, section 84, and the Admissions Code requires the Local Authority to consult neighbouring Local Authorities and all maintained schools in Leeds on admission arrangements each year. This includes consultation on proposed admission numbers, the admission policy as well as the arrangements.

1.3 A consultation document was sent out on 9 November 2007 with a closing date of 31 January 2008 to all schools in Leeds, all neighbouring Local Authorities, the Church of England and Catholic Diocesan Boards.

#### 2. Background Information

2.1 The consultation included the co-ordinated admission scheme which lays down the process and timetable for information sharing with schools who are their own admission authority as well as the other local Authorities. Other than amendments to the timetable there were no other significant changes to the co-ordinated scheme.

2.2 The proposals for change to the community admissions policy include changing the sibling link criterion when the older child would be in the sixth form, giving priority to children in an infant school for a place in the linked junior school, asking parents to confirm acceptance of an offered place and asking academies and foundation schools to adopt the 'nearest' criteria within their admissions policy.

2.3 Changes to admission numbers consulted on were:

Barwick in Elmet CE Primary	25 to 30
Swillington Primary	40 to 30
Haigh Road Infants	60 to 45
Guiseley Infant	80 to 90
Mill Field Primary	45 to 30
Farnley Park High	150 to 210
Roundhay High	240 to 250

2.4 There were 31 responses received from school governing bodies. There were no responses from neighbouring Local Authorities or Diocesan Boards. The Admission Forum discussed the consultation responses at their meeting in February 2007. They accepted that the proposals above should be supported.

### 3 **Recommendations**

3.1 Executive Board is asked to approve the following proposals for implementation in the 2009 admission round:

- 3.2
- Primary and secondary school co-ordinated admission arrangements.
  - Changing the sibling link criterion when the older child is in the sixth form in accordance with either paragraph 3.2 or paragraph 3.5 of the main report.
  - Asking academies and foundation schools to adopt the 'nearest' criteria within their policies.
  - Asking parents to confirm acceptance of the offer of a school place
  - Giving priority to pupils in the infant schools when transferring to their linked junior school.
  - Changes to school admission numbers.

Barwick in Elmet CE Primary	25 to 30
Swillington Primary	40 to 30
Haigh Road Infants	60 to 45
Guiseley Infant	80 to 90
Mill Field Primary	45 to 30
Farnley Park High	150 to 210
Roundhay High	240 to 250

**Agenda Item:**

**Originator: Viv Buckland**

**Telephone: 247 4956**

## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 12 March 2008**

**SUBJECT: Annual Consultation on Admission arrangements for 2009**

**Electoral Wards Affected:**  
ALL

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in  
(Details contained in the Report)

### 1.0 PURPOSE OF THIS REPORT

1.1 Education Leeds is responsible for allocating children to primary, infant, junior and secondary schools and defending admission appeal for community and voluntary controlled schools. The company is also responsible for co-ordinating admissions between the 50 voluntary-aided schools, the four neighbouring LEAs and the David Young Community Academy.

1.2 This report gives statistical information about the process and highlights issues that need to be addressed for the 2008 admission round.

### 2.0 BACKGROUND INFORMATION

2.1 The consultation included the co-ordinated admission scheme which lays down the process and timetable for information sharing with schools who are their own admission authority as well as the other local Authorities. Other than amendments to the timetable there were no other significant changes to the co-ordinated scheme.

2.2 The proposals for change to the community admissions policy include breaking the sibling link when the older child would be in the sixth form, giving priority to children in an infant school for a place in the linked junior school, asking parents to confirm acceptance of an offered place and asking academies and foundation schools to adopt the 'nearest' criteria within their admissions policy.

2.3 Changes to admission numbers consulted on were:

Barwick in Elmet CE Primary	25 to 30
Swillington Primary	40 to 30
Haigh Road Infants	60 to 45
Guiseley Infant	80 to 90
Mill Field Primary	45 to 30
Farnley Park High	150 to 210
Roundhay High	240 to 250

2.4 There were 31 responses received from school governing bodies. There were no responses from neighbouring Local Authorities or Diocesan Boards. The Admission Forum discussed the consultation responses at their meeting in February 2007. They accepted that the proposals above should be supported.

### 3.0 **MAIN ISSUES**

3.1 The consultation included the co-ordinated admission scheme which lays down the process and timetable for information sharing with schools who are their own admission authority as well as the other local Authorities. Other than amendments to the timetable there were no other significant changes to the co-ordinated scheme.

#### 3.2 ***Changing the Sixth Form sibling link criterion***

We have consulted again on a proposal to change the sibling link criterion where it applies through the older sibling's place in a sixth form. The proposal is to cease to apply the sibling criterion where the link exists solely as a result of having at the relevant school an older sibling in year 12 or year 13 at the September admission date. This has been supported by a majority of parents, headteachers and the Admission Forum. With the emerging 14-19 agenda young people undertaking post-16 qualifications may in many cases find themselves on the roll of one institution but attending elsewhere for at least some of the time to complete their diplomas. The new Schools Admission Code introduced in February 2007 is much strengthened and prohibits priority being given to a child on the basis of a former pupil.

3.3 Section 2.13 of the Code states that 'In setting oversubscription criteria the admission authorities for all maintained school MUST NOT: h) allocate places as a school on the basis that a sibling or other relative is a former pupil, including siblings who were on the roll at the time of application but will have left by the time that the child starts school.' This is a mandatory item in the Code.

3.4 The reasons for the proposal are that when parents apply for a place in year 7 in September quoting the sibling rule the decisions for entry into the 6<sup>th</sup> form have not been made. The decision often relies on GCSE results, which are not known until August, which is after the offer letters are sent out in March. It is possible for us to offer a place based on the sibling rule and the older child then not progress onto year 12. This would have the potential for a claim of maladministration as we have

discussed with the legal team. There were 45 children last year and 20 in this most recent whom this proposal would have directly affected.

- 3.5 Parents occasionally seek a place for their older child in a different sixth form with the intention of using the sibling link to gain a place for their younger child. Executive Board may wish to consider the option of addressing only this concern with the current sixth form sibling link. In this case, the new criterion would be to recognise a sixth form sibling link only where the older sibling has not moved schools.
- 3.6 Executive Board may wish to consider a lesser change breaking any link with older siblings who are transferring into a sixth form from another school. Parents occasionally seek a place for their older child in a different sixth form with the intention of using the sibling link to gain a place for their younger child. This is a clear manipulation of the admission priorities, however is not one open to abuse at the time of preferencing in the autumn term. It should be made clear that breaking this link with those transferring in would not mitigate against the potential for maladministration as this arises where a place might be offered on the basis of a sibling who subsequently leaves, and does not remain on into sixth form.
- 3.7 ***Asking Academies and Foundation schools to adopt the 'nearest' criteria***  
As we can expect more academies and foundation schools in Leeds who will be responsible for setting their own admission arrangements we have put forward a recommendation to the Admission Forum to ensure that as far as possible any new admission policy dovetails into the existing Council admission policy.
- 3.8 We have asked the David Young Community Academy to adopt the 'nearest' criteria that we use for community and controlled schools, within its admission policy. This means that we would apply the 'nearest' criteria to the DYCA which would in turn reduce the 'nearest' area for the adjacent schools - Roundhay, John Smeaton and Primrose High Schools, (it does not affect Parklands Girls' or Corpus Christi Catholic School).
- 3.9 The governors of the DYCA have agreed to this proposal and revised their admissions policy accordingly, which means that their admission policy prioritizes applications nearest the school before those outside the nearest area. The Admission Forum has supported this as a model for future foundation schools or academies. It would ensure that local children are prioritized in any new admission policies. Garforth Community College has also adopted this principle, as have the Garforth Primary schools who will all be operating their own admission policies from September 2009.
- 3.10 ***Linking infant and junior schools in the admission arrangements***  
The effect of this proposal would be to give priority to children attending the linked infant school if the junior school were to be oversubscribed. This would give parents who wish to choose an infant school a greater degree of confidence that their children could progress with the established friendship group into the junior school.
- 3.11 As well as consulting schools on this proposal we consulted parents who would be in the first year affected, and 100% of parents who replied agreed with the proposal. Priority for attendance at the infant school would fall after the sibling priority and before the nearest and distance priorities.

3.12 The proposal differs from the one put forward by Westroyd Infant school who requested that priority be given to children applying for the infant school who had an older sibling in the junior school. This would be contrary to the Schools Admission Code which prohibits giving priority to a child based on the former attendance of a sibling at the school.

3.13 ***Changes to Admission Numbers***

We received comments about changes to admission number at Guiseley Infant school. It is proposed to raise the number from 80 to 90 to provide sufficient places to accommodate the projected increase in children in the area. Two of the schools in the area raised concerns that the additional places were not necessary and may have a detrimental affect on demand for their schools.

3.14 Education Leeds view is that the projections indicate the additional 10 places are needed in Guiseley, without which there would be a risk that local children would be unable to gain a place in their area. The uncertainty in the projections is acknowledged, particularly in an area on the Leeds border where there is significant movement. There is significant new housing in the Guiseley area which is not accounted for in the projections. Best estimates suggest this is likely to add ten or more primary aged children in this timeframe.

3.15 We have looked carefully at the preference patterns, and are not persuaded that this expansion will unduly affect other schools. Guiseley Infants is not currently fully subscribed and as such parents could already gain a place there. Raising the admission number will add capacity if required however there is no reason to believe it would have any impact on preferencing patterns. On balance, we feel the appropriate course of action is to proceed with this change. We will continue to monitor the situation closely.

3.16 ***Asking parents to confirm acceptance of an offered place***

This is a proposed change to procedure rather than a change to the admission policy. Most Aided schools already ask parents to confirm that they intend to take up a place once the offers are made. This assists them in identifying any places that parents may not wish to take up and re-offer through the waiting list to other parents. It is proposed that we ask all parents to confirm to schools that they will be taking up the offered place, or to contact us to request and appeal or to go onto other waiting lists.

3.17 The benefit will be come through maximising places that can be re-offered through the waiting list, and for schools to plan effective inductions for their new pupils. Parents will not be disadvantaged through this as the intention is not to withdraw places. The procedure has been introduced to allow us to work closely with schools during the summer term establishing where families have left the area or opted to take up private school places. The aim is to support the reduction of avoidable absence figures on school rolls in September.

4.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

4.1 If the proposal to link infant and junior schools were to proceed it would apply to all infant schools with a linked junior school and affect the order of priority within the oversubscription criteria, which would become:

- 1a. Statemented children.
- 1b. Children in public care.

2. Siblings.

3a. If there are enough places left everyone will be offered a place.

3b Children **who attend the named infant school, (There would be a note giving details of the named infant and junior schools. The actual wording would be subject to approval by the legal section.)**

3b1 Parents who prefer their nearest school.

3b2 Parents to prefer a non nearest school.

4.2 The notes defining siblings connected with priority 2 would be amended to make it clear that only siblings currently in year 7 to 10 inclusive, for secondary applications, will be included.

4.3 Priority 3b1 will be re-worded to give priority to those parents who put their nearest school, not including voluntary aided schools or single sex schools. Currently this also excludes academies and foundation schools, but both Garforth and DYCA will be including the nearest criteria within their policies, as are the Garforth primary schools.

## 5.0 LEGAL AND RESOURCE IMPLICATIONS

5.1 The local Admissions Policy in Leeds complies with the new Schools Admission Code. The breaking of the sibling link with sixth form will reduce the potential for a claim of maladministration as we have discussed with the legal team

## 6.0 CONCLUSIONS

6.1 The Admission Forum has supported the proposals for change outlined in this report. The consultation exercise has indicated a large degree of support with few schools disagreeing. A summary of the responses is included in Appendix 1.

## 7.0 RECOMMENDATIONS

7.1 Executive Board is asked to approve the following proposals for implementation in the 2009 admission round:

- Primary and secondary school co-ordinated admission arrangements.
- Changing the sibling link criterion when the older child is in the sixth form in accordance with either paragraph 3.2 or paragraph 3.5 of the report.
- Asking academies and foundation schools to adopt the 'nearest' criteria within their policies.
- Asking parents to confirm acceptance of the offer of a school place
- Giving priority to pupils in the infant schools when transferring to their linked junior school.
- Changes to school admission numbers.

Barwick in Elmet CE Primary	25 to 30
Swillington Primary	40 to 30
Haigh Road Infants	60 to 45
Guiseley Infant	80 to 90
Mill Field Primary	45 to 30
Farnley Park High	150 to 210
Roundhay High	240 to 250





## Appendix 1

There were 31 responses from school governing bodies and the results of the consultation exercise are given below. There were no responses from other local authorities or Diocesan Boards.

	Agree	Disagree
1. Do you agree with the proposal for the primary school co-ordinated admission scheme? We are required to consult on the coordinated scheme every year.	31	0
2. Do you agree with the proposal for the secondary school co-ordinated admission scheme? We are required to consult on the coordinated scheme every year.	23	0
3. Do you agree with the proposal for the relevant area in Leeds? We are required to consult on the relevant area every two years. There are technical regulations concerning the geographical area included in the annual consultation round.	29	0
4. Do you agree with the proposal to change school admission numbers?	28	2
5. Do you agree with the proposal to ask all parents to accept the place offered? We would give parents a reply slip for them to send to the school to accept the place or indicate they are moving away or appealing for a different school.	29	1
6. Do you agree with the proposal for the Academy and any new admission authorities in Leeds to prioritise 'nearest' students in line with the Leeds admission policy? This is to safeguard the Council's admission policy in terms of the 'nearest' and 'non-nearest' criteria.	27	1
7. Do you agree with breaking the sibling link where the 6 <sup>th</sup> form is involved? This was a repeat of the consultation last year. The responses for both years from parents are given.	23	5
For 2008 there were 1123 replies.	803 72%	320 28%
For 2009 there were 1158 replies	808 70%	350 30%
8. Children who attend the infant school should be given priority for admission to the junior school. Parents in infant schools were consulted on this proposal.	37 100%	0 0%

