



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 30th March, 2011 at 1.00 pm

MEMBERSHIP

Councillors

K Wakefield (Chair)	A Carter	S Golton	A Blackburn	R Finnigan*
J Blake				
P Gruen				
R Lewis				
T Murray				
A Ogilvie				
L Yeadon				
J Dowson*				

*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>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of those parts of the agenda designated as exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information.</p>	

Item No K=Key Decision	Ward	Item Not Open		Page No
3			LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration (The special circumstances shall be specified in the minutes)	
4			DECLARATION OF INTERESTS To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct	
5			MINUTES To confirm as a correct record the minutes of the meeting held on 9 th March 2011. <u>ENVIRONMENTAL SERVICES</u>	1 - 10
6 K		10.4(3) (Appendix 1 only)	SOLAR PHOTOVOLTAIC (PV) INITIATIVE - USE OF INCOME TO FUND HOME INSULATION SCHEME To consider the report of the Director of Environment and Neighbourhoods providing an update on the progress made in respect of the Solar Photovoltaic (PV) Panels Initiative whilst also outlining proposals regarding the ring-fencing of income generated by the initiative to fund a city wide, private sector free insulation scheme and other energy efficiency/carbon reduction projects. Appendix 1 to the report is designated as exempt under Access to Information Procedure Rule 10.4(3).	11 - 20

Item No K=Key Decision	Ward	Item Not Open		Page No
			<u>NEIGHBOURHOODS AND HOUSING</u>	
7 K			DELEGATION OF EXECUTIVE FUNCTIONS IN RELATION TO STREET SCENE MANAGEMENT TO AREA COMMITTEES To consider the report of the Director of Environment and Neighbourhoods outlining proposals regarding amendments to the Constitution to expand the delegations from Executive Board to Area Committees with effect from the commencement of the new municipal year.	21 - 38
8 K			ALMO REVIEW UPDATE AND USE OF RESERVES To consider the report of Director of Environment and Neighbourhoods outlining proposals regarding the use of reserves, providing an update on the progress made in relation to the implementation of the key reforms to the three ALMO model and detailing the key principles contained within the government's proposals for a self financing Housing Revenue Account.	39 - 46
9 K			YOUNG PEOPLE'S EMPLOYABILITY INITIATIVE To consider the joint report of the Director of Environment and Neighbourhoods and the Director of Children's Services detailing proposals regarding an employability initiative targeted at young people, which offers a tailored programme of skills training, work experience and continued support to enable up to 600 young people between the ages of 16 – 24 to move into employment, an apprenticeship or accredited learning.	47 - 52

Item No K=Key Decision	Ward	Item Not Open		Page No
10			<p><u>CHILDREN'S SERVICES</u></p> <p>DEPUTATION TO COUNCIL: MAYOR FOR A DAY: THE WINNING MANIFESTO: 'DON'T GET ILL, GET SOAP'</p> <p>To consider the report of the Director of Children's Services in response to the 'Mayor for a Day' deputation to Council on 19th January 2011 entitled, 'Don't Get Ill, Get Soap'.</p>	53 - 58
11 K			<p>BASIC NEED PROGRAMME 2012</p> <p>To consider the report of the Director of Children's Services presenting the outcome of statutory consultation on six proposals to increase primary provision in Leeds from September 2012, detailing proposals to publish the relevant statutory notices for three of these proposals, whilst outlining the further work to be completed prior to making a recommendations in respect of the remaining three. In addition, the report provides details in relation to the related expenditure required.</p>	59 - 100
12			<p>ANNUAL CONSULTATION ON ADMISSION ARRANGEMENTS FOR SEPTEMBER 2012</p> <p>To consider the report of the Director of Children's Services on the proposed admission numbers, the Local Authority admission policy and related arrangements for September 2012.</p> <p><u>LEISURE</u></p>	101 - 112
13 K	Garforth and Swillington;		<p>GARFORTH SQUASH AND LEISURE CENTRE</p> <p>To consider the report of the Acting Director of City Development outlining proposals regarding the granting of a lease to the School Partnership Trust in respect of Garforth Squash and Leisure Centre from a date to be agreed and seeking approval to delegate the necessary authority to the Acting Director of City Development to finalise and conclude the lease.</p>	113 - 120

Item No K=Key Decision	Ward	Item Not Open		Page No
14 K			<p><u>RESOURCES AND CORPORATE FUNCTIONS</u></p> <p>DRIVING THE CITY FORWARD: CITY MARKETING, SUPPORTING INVESTMENT AND ENGAGING BUSINESS</p> <p>To consider the joint report of the Acting Director of City Development and the Assistant Chief Executive (Planning, Policy and Improvement) providing an update on the work undertaken since December 2010 and seeking approval to the secondment of city council staff to the public-private partnership company, Marketing Leeds, the transfer of relevant operational budgets, in addition to the development of a detailed service specification and business plan which will form the basis of the formal agreement between the Council and Marketing Leeds.</p>	121 - 128
15			<p>THE ILLEGAL MONEY LENDING PROJECT - TACKLING LOAN SHARKS</p> <p>To consider the report of the Assistant Chief Executive (Corporate Governance) regarding proposals to extend existing delegations to Birmingham City Council, so that arrangements with the Illegal Money Lending Project, which has been operating in partnership with West Yorkshire Trading Standards Service, will continue from March 2011 to 31 March 2015.</p> <p><u>DEVELOPMENT AND REGENERATION</u></p>	129 - 132
16	Headingley;		<p>DEPUTATION TO COUNCIL: WOOD LANE NEIGHBOURHOOD RESIDENTS' ASSOCIATION REGARDING SAFETY ISSUES FOR LOCAL RESIDENTS IN RELATION TO TRAFFIC MANAGEMENT AND PARKING</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 19th January 2011 from Wood Lane Neighbourhood Residents' Association regarding Safety Issues for Local Residents in relation to Traffic Management and Parking.</p>	133 - 140

Item No K=Key Decision	Ward	Item Not Open		Page No
17	Horsforth;		<p>DEPUTATION TO COUNCIL: HORSFORTH RESIDENTS' ASSOCIATION REGARDING THE IMPACT OF PLANNING CONSENTS WITHIN HORSFORTH AND THE WIDER AREA</p> <p>To consider the report of the Acting Director of City Development in response to the deputation to Council on 19th January 2011 from Horsforth Residents' Association regarding the Impact of Planning Consents within Horsforth and the Wider Area.</p>	141 - 148
18 K			<p>CITY CENTRE COMMUTER CAR PARKING POLICY</p> <p>To consider the report of the Acting Director of City Development regarding proposals to introduce an informal interim policy to deal with commuter car parking sites within the city centre.</p>	149 - 162
19			<p>WEST YORKSHIRE LOCAL TRANSPORT PLAN 2011-2026</p> <p>To consider the report of the Acting Director of City Development regarding the production of a new West Yorkshire Local Transport Plan and providing details of the decision made in respect of the approval of the Plan by the West Yorkshire Integrated Transport Authority on the 25th March 2011.</p>	163 - 168
20			<p>CARBON AND WATER MANAGEMENT PLAN 2011 - 2021</p> <p>To consider the report of the Acting Director of City Development outlining the Council's proposed approach to reducing operational energy and water consumption and costs, together with associated carbon dioxide emissions over the next decade and presenting for approval the Council's Carbon and Water Management Plan 2011 -2021.</p>	169 - 202

EXECUTIVE BOARD

WEDNESDAY, 9TH MARCH, 2011

PRESENT: Councillor K Wakefield in the Chair

Councillors A Blackburn, J Blake, S Golton,
P Gruen, R Lewis, T Murray, A Ogilvie and
L Yeadon

Councillors J Dowson and R Finnigan – Non-Voting Advisory Members
Councillor J Procter – Substitute Member

176 Substitute Member

Under the terms of Executive Procedure Rule 2.3, Councillor J Procter was invited to attend the meeting on behalf of Councillor A Carter.

177 Exempt Information - Possible Exclusion of the Press and Public

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

- (a) Appendices A and B, together with Plans 1 to 3 to the report referred to in Minute No. 181, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the documents include exempt information relating to the financial or business affairs of a private developer and the Council and the public interest in maintaining the exemption outweighs the public interest in disclosing the information because if disclosed, it may prejudice the development of the project and may adversely affect the business of the Council and the interests of the private developer.
- (b) Appendix 2 to the report referred to in Minute No. 182, under the terms of Access to Information Procedure Rule 10.4(5) and on the grounds that it contains information relating to negotiations in connection with industrial relations and information in respect of which a claim to legal professional privilege could be maintained in legal proceedings. It is considered that in these circumstances that the public interest in maintaining the exemption from publication outweighs the public interest in disclosing the information.
- (c) The Appendix to the report referred to in Minute No. 184, under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that this report contains commercially sensitive information on the City Council's approach to procurement issues, and commercially

Draft minutes to be approved at the meeting
to be held on Wednesday, 30th March, 2011

sensitive pricing and information about the commercial risk position of the City Council's proposed Preferred Bidder, where the benefit of keeping the information confidential is considered greater than that of allowing public access to the information.

178 Declaration of Interests

Councillors Wakefield, Blake, Gruen, R Lewis, Murray, Ogilvie, Yeadon, Dowson, Golton and Finnigan all declared personal interests in the item entitled, 'Attendance and Exclusions Report 2009/2010' due to any positions they held in respect of school governorships. (Minute No. 190 refers).

Councillor Murray declared a personal interest in the item entitled, 'Eastgate Quarter: Amendment to Legal Documentation and Commercial Deal', due to being a Director of igen, an organisation occupying buildings within the Eastgate Quarter which were within the area covered by the related Compulsory Purchase Order. (Minute No. 181 refers).

A further declaration of interest was made at a later point in the meeting. (Minute No. 188 refers).

179 Minutes

RESOLVED – That the minutes of the meeting held on 11th February 2011 be approved as a correct record.

DEVELOPMENT AND REGENERATION

180 The Cardigan Centre

Further to Minute No. 83, 13th October 2004, the Chief Asset Management Officer submitted a report outlining proposals to grant the current occupier of the Cardigan Centre a sublease for a term equivalent to the remainder of the Council's ground lease less one day at a peppercorn rent.

The report noted that Equality, Diversity, Cohesion and Integration screening had been undertaken in respect of the proposals detailed within the submitted report, and that the outcomes from which were available upon request.

RESOLVED - That, being satisfied that the disposal of the land is likely to promote or improve the economic, social and/or environmental wellbeing of the area or of local residents, approval be given to the granting of a sublease of the subject property on a less than best basis for the remainder of the term held by the Council, less one day, to The Cardigan Centre.

181 Eastgate Quarter: Amendment to Legal Documentation and Commercial Deal

The Acting Director of City Development submitted a report providing an update on the Eastgate redevelopment scheme, whilst also seeking the necessary approvals to enter into deeds of variation in respect of the Compulsory Purchase Order Indemnity Agreement and the Development Agreement which were in place to facilitate the redevelopment project.

Following consideration of appendices A and B, together with plans 1 to 3 of the submitted 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 -

- (a) That the contents of the submitted report and the current position of the project be noted.
- (b) That approval be given to the proposed changes to the existing Compulsory Purchase Order (CPO) Indemnity Agreement and that the Acting Director of City Development request the Assistant Chief Executive (Corporate Governance) to complete all necessary legal documentation to vary the existing CPO Indemnity Agreement as per the information provided within exempt appendix A to the submitted report.
- (c) That approval be given to the Heads of Terms for the changes to the existing Development Agreement containing the commercial deal, and that the Acting Director of City Development request the Assistant Chief Executive (Corporate Governance) to complete all necessary legal documentation to vary the existing Development Agreement as per the information provided within exempt appendix B to the submitted report.
- (d) That if any further alterations, within the broad terms of the documentation, as set out within the exempt appendices A and B, are necessary to enable the completion of the legal documentation, approval be given for these to be dealt with under the appropriate scheme of delegation, with the concurrence of the Executive Member for Development and Regeneration.

(The matters referred to in this minute were designated as not being eligible for Call In, as a delay in the completion of the legal documentation as soon as practically possible could result in the Council losing the ability to use the existing Compulsory Purchase Order (CPO) within its current timeframe, which would result in the redevelopment not being able to proceed)

182 Future Options for Architectural Design Services

The Acting Director of City Development submitted a report summarising the options available regarding the replacement of the Council's internal design service and which sought in principle approval to transfer the service into a joint venture arrangement with Norfolk Property Services, subject to detailed consideration and a further report being submitted to Executive Board in July 2011.

The report noted that an Equality Impact Assessment had been completed in respect of the proposals detailed within the submitted report, and that the outcomes from which were available upon request.

The report presented the following options, which had been considered in relation to the Council's internal design service:-

- Option 1: Proposal submitted by staff
- Option 2: Jacobs secondment proposal
- Option 3: Local Authority Joint Venture arrangement with Norfolk Property Services
- Option 4: Separate procurement of design services for individual jobs and/or use available frameworks (e.g. Office of Government Commerce)
- Option 5: Usage of existing framework available within Leeds City Council (e.g. the Local Education Partnership or Public Private Partnerships Unit's technical advisor contract)
- Option 6: Procurement of a new external design framework
- Option 7: Procurement of a new design partner
- Option 8: Establishment of a Joint Venture arrangement with a private sector company
- Option 9: Shared service or Joint Venture arrangement with another local authority

Following consideration of appendix 2 to the submitted report, designated as exempt under Access to Information Procedure Rule 10.4(5), which was considered in private at the conclusion of the meeting it was

RESOLVED -

- (a) That the formal consultation about ceasing the service be concluded, and that the proposal to cease the in-house Architectural Design Service in its current form be agreed.
- (b) That approval be given to beginning the process of decommissioning the service in the most appropriate way in order to optimise the current and future business needs.
- (c) That the establishment of a joint venture arrangement with Norfolk Property Services (NPS) be explored as the preferred route and subject to further detailed consideration, this matter be reported back to Executive Board in July 2011.
- (d) That further to resolution (c) above, officers also explore alongside this in more detail the option to separately procure design services using existing frameworks where appropriate e.g. Office of Government Commerce (OGC).

ENVIRONMENTAL SERVICES

183 2010 Domestic Energy Report

The Director of Environment and Neighbourhoods submitted a report presenting for approval the Domestic Energy Report for the period 1st April 2009 to 31st December 2010.

The 2010 Domestic Energy report was appended to Board Members' agendas for their consideration and had also been made available to others electronically.

RESOLVED –

- (a) That the content of the 2010 Domestic Energy Report be noted and approved.
- (b) That a further report be submitted to the 30th March 2011 Executive Board meeting in respect of energy efficiency and carbon saving initiatives currently being developed.

NEIGHBOURHOODS AND HOUSING

184 Little London and Beeston Hill and Holbeck PFI Housing Project - Final Business Case and Contract Award

Further to Minute No. 149, 9th December 2009, the Director of Environment and Neighbourhoods submitted a report outlining the final scope of the Little London and Beeston Hill and Holbeck Housing PFI Project, proposing the submission of the 'Pre-Financial Close Final Business Case' to Communities and Local Government (CLG) through the Homes and Communities Agency (HCA), detailing the anticipated affordability position for the Project and detailing proposals regarding the execution of the contract documentation for this Project.

The report noted that the Project had been the subject of an Equality Impact Assessment, which had been completed in January 2010 and subsequently reviewed in June 2010. In addition, the report provided details of the outcomes from the assessment process.

The Chair and the Executive Member for Neighbourhoods and Housing thanked Members for the supportive comments which had been received from all political groups in relation to the development of this Project.

The Chief Executive updated the meeting on the current status of the approval process for the Project, with Members noting that implementation of the close arrangements contained within the submitted report were dependent upon CLG approval of the Pre-Preferred Bidder Final Business Case (PPB FBC) being received.

Following consideration of the appendix and related annexes to the submitted 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 –

- (a) That the contents of the submitted report be noted.

- (b) That the final scope of the Little London, Beeston Hill and Holbeck PFI Project ('Project'), as set out within the submitted report, be confirmed.
- (c) That the submission of the Pre-Financial Close Final Business Case (PFC FBC) to the Homes and Communities Agency and Department for Communities and Local Government be approved, and that the Director of Environment and Neighbourhoods be authorised to approve any necessary amendments to the PFC FBC that arise.
- (d) That the financial implications for the City Council of entering into the Project be approved and that the anticipated affordability contribution for the City Council in relation to the Project in the first full year of service commencement, as set out within the exempt appendix to the submitted report, be noted.
- (e) That the financial issues covered within the exempt appendix of the submitted report, including the balance sheet treatment, be noted.
- (f) That it be noted that the proposed Preferred Bidder will be formally announced and appointed (under the terms of a preferred bidder letter) following HCA/CLG approval of the Pre-Preferred Bidder Final Business Case (PPB FBC) for the Project.
- (g) That approval be given to the arrangements to Financial Close and implementation of the Project, to include (but not by way of limitation) (following the appointment of the proposed Preferred Bidder) the award of contract to and entry into a PFI Project Agreement with a special purpose company, to be established under terms agreed between the City Council and the proposed Preferred Bidder, details of which are set out in the opening paragraph of the exempt appendix to the submitted report.
- (h) That the arrangements at section 7.0 of the submitted report be confirmed, and (for the avoidance of doubt) the Director of Environment and Neighbourhoods (or delegate) be authorised to exercise the delegated powers, as set out at Part 3 Section 3E of the Constitution regarding PPP/PFI and other Major Property and Infrastructure Related projects, in relation to this Project.
- (i) That authority be delegated to the Director of Environment and Neighbourhoods to approve the completion of the Project should the SWAP rate increase at the time of Financial Close, subject to the Project remaining within the maximum affordability ceiling approved by Executive Board and as set out within the exempt appendix to the submitted report.
- (j) That, without prejudice to the approvals under paragraphs (a) to (i) above, should it become necessary at any time for further decisions to be taken to amend the scope and/or affordability of the Project prior to the next scheduled meeting of Executive Board, authority to take such

decisions be delegated to the Director of Environment and Neighbourhoods, subject to Executive Board Members being consulted in the manner now discussed prior to the decisions being taken, and provided that any such decisions shall be reported back to the next scheduled meeting of the Board for information.

185 Government Office for Yorkshire and the Humber

Given the imminent closure of the Government Office for Yorkshire and the Humber, with the Board's agreement, the Chief Executive on behalf of the Board undertook to write to Felicity Everiss, Regional Director of the Government Office, and her staff, formally thanking them for their continued support and assistance on the development of numerous initiatives throughout the city, including the current Little London and Beeston Hill and Holbeck PFI Housing Project (Minute No. 184 refers).

CHILDREN'S SERVICES

186 Ofsted Annual Unannounced Inspection of Contact, Referral and Assessment Arrangements in Children's Services

The Director of Children's Services submitted a report providing details of the Ofsted Unannounced Inspection of Children's Services' Contact, Referral and Assessment Arrangements, which took place during January 2011.

On behalf of the Board, the Chair and the Executive Member for Children's Services paid tribute to and thanked all staff within Children's Services for the work they had undertaken to help achieve such a positive outcome.

RESOLVED -

- (a) That the outcomes of the Ofsted unannounced inspection be noted.
- (b) That the significant positive impact made overall since the unannounced inspection in July 2009 be acknowledged, and that the significant efforts of all those who have contributed towards this achievement be recognised.
- (c) That regular progress reports be submitted to the Board in relation to the 'Areas of Development' identified via the Unannounced Ofsted Inspection, particularly in relation to the development of a new ICT system.

187 Children's Services Improvement Update

Further to Minute No. 132, 15th December 2010, the Director of Children's Services submitted a report providing an update on the improvement and development activity in respect of children's services which had been undertaken since the consideration of the last update report in December 2010.

The report noted that an equality impact assessment was being undertaken in respect of the new Children and Young People's Plan, and that the outcomes from which would inform the final content of the plan.

RESOLVED -

- (a) That the stock take of progress made by the Improvement Board be noted.
- (b) That the significant positive impact made overall since the unannounced inspection in July 2009 be acknowledged.
- (c) That the use of outcomes based accountability as the central methodology to help drive the delivery of the priorities in the new Children and Young People's Plan be endorsed.
- (d) That the continuing progress made in respect of service design and transformation activity, to support better integrated working in children's services, be noted.

188 Basic Need Programme for Primary Schools 2011

Further to Minute No. 38, 21st July 2010, the Director of Children's Services submitted a report providing an update on the programme of approved expansions at Primary Schools in Leeds and proposing to consolidate into the programme, capital proposals which had been developed following the consideration of reports at previous Executive Board meetings. In addition, the report also sought the Board's approval regarding proposals in respect of the scheme's expenditure.

RESOLVED -

- (a) That the capital proposals outlined for the schools, as scheduled within the submitted report, be approved.
- (b) That scheme expenditure of £5,102,000 from 'Basic Need Primary Expansions 2011' capital scheme number 15821 be authorised in order to allow the Basic Need programme for 2011 to be delivered.
- (c) That the Director of Resources be authorised to give delegated approval to all of the schemes detailed within the submitted report, including those with an estimated cost of over £500,000, based on individual scheme reports which are to be submitted by the Chief Executive of Education Leeds / Director of Children's Services.

(Councillor A Blackburn declared a personal interest in this item, due to being a governor of Ryecroft Primary School, which was the subject of proposals within the submitted report).

189 Whitkirk Primary School - Basic Need and Physical Disabilities Resource Base

Further to Minute No. 237, 19th May 2010, the Chief Executive of Education Leeds submitted a report outlining proposals to proceed with a second phase of works at Whitkirk Primary School. In addition, the report also sought authority to incur the expenditure required to deliver the proposals.

In response to Members' comments, officers undertook to pursue enquiries regarding the inclusion of a 'pick up and drop off' point within the scheme.

RESOLVED -

- (a) That authority be given to proceed with Phase 2 of the capital works to provide Resource Provision status and create an additional 2 classrooms in order to allow for the increase in pupil numbers as part of the Basic Need programme at Whitkirk Primary School, at an estimated total scheme cost of £541,895.
- (b) That authority be given to incurring expenditure of £541,895 from capital scheme number 15821/WHI/000.

190 Attendance and Exclusions Report 2009/2010

The Director of Children's Services submitted a report providing detailed analysis and review of data with regard to levels of attendance and persistent absence, permanent and fixed term exclusions in Leeds schools during the period September 2009 and April 2010.

As part of a wider discussion, Members highlighted the potential role of school governors and Elected Members in reducing levels of persistent absence, in addition to permanent and fixed term exclusions.

RESOLVED -

- (a) That the contents of the submitted report be noted, and that the work of the range of partners, which include the Area Inclusion Partnerships, clusters, children's services and schools to promote inclusion and good attendance, be celebrated and endorsed.
- (b) That the conclusions and proposed and on-going actions detailed within the submitted report be endorsed.

LEISURE

191 Long Term Burial Supply for North East Leeds: Whinmoor Grange Cemetery Design and Cost Report and Draft Whinmoor Grange Informal Planning Statement

Further to Minute No. 153, 3rd December 2008, the Acting Director of City Development submitted a report providing an update on the progress made regarding the supply of burial space within north east Leeds, the preparation of a masterplan for the Whinmoor Grange site and the outcome of feasibility works undertaken to explore the potential to deliver a 5 acre cemetery on the site of the former Elmete Caravan Park. In addition, the report also sought approval of the Draft Planning Statement for Whinmoor Grange as a basis for public consultation, whilst also seeking approval to the incurring of related expenditure.

The report noted and provided details of an Equality Impact Assessment which had been undertaken in 2008 in respect of the proposed 50 year Burial Strategy, a matter which was considered by the Board at that time. However,

Draft minutes to be approved at the meeting
to be held on Wednesday, 30th March, 2011

since 2008, the report highlighted that there had been consultation with planning, legal, highways and specific faith groups, in addition to site visits with Ward Members, in relation to the proposals to develop Elmete and Whinmoor. The report also noted that the Equality Impact Assessment would be updated to reflect the ongoing consultations which were being undertaken with all faith groups in relation to the city's long term burial supply.

RESOLVED –

- (a) That the current position regarding the implementation of the proposals agreed at the Executive Board meeting in December 2008 be noted.
- (b) That the Draft Informal Planning Statement for Whinmoor Grange be approved for the purposes of a public consultation exercise which is to be undertaken over 4 a week period, with the findings being reported back to Executive Board.
- (c) That approval be given to the incurring of £309,579 expenditure on the construction of a 5 acre cemetery at Whinmoor (Cemetery Exts City Wide – Green Schemes, Scheme Number 1358).
- (d) That the proposal to move forward with a planning application for a cemetery at the former Elmete caravan park be noted.

DATE OF PUBLICATION: 11TH MARCH 2011

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 18TH MARCH 2011 (5.00 P.M.)

(Scrutiny Support will notify Directors of any items called in by 12noon on 21st March 2011)

Originator: Phillip Charlton

Tel: 2476063

Not for Publication: Appendix 1 is exempt under access to information procedural rule 10.4.3.

Report of the Director of Environments & Neighbourhoods

Executive Board

Date: 30th March 2011

Subject: Solar PV Initiative – Use of Income to Fund Home Insulation Scheme

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)



NOTE ON EXEMPT INFORMATION

The Access To Information Procedure Rules allow exclusion of certain categories of information (exempt information). Paragraph 10.4.3 refers to a category covering information relating to the financial or business affairs of a person (including the Council). A condition of the exemption is that in all of the circumstances the public interest in exempting should outweigh the public interest in disclosing. In the Council's judgment, the commercial information relating to this proposal should not be disclosed for two reasons. First, disclosure may prejudice negotiations yet to be concluded between the Council, Community Energy Solutions (CES) and their funding partners Empower Community Management (ECM). Second, CES and ECM's commercial interests could be prejudiced if these financial terms became available to their competitors. Therefore, the financial information is contained within Exempt Appendix 1.

EXECUTIVE SUMMARY

1. In December 2010 a report on the Solar Photovoltaic (PV) Panel Initiative was submitted to the Executive Board. One of the resolutions was to explore the use of income from this scheme as collateral for prudential borrowing for a private sector free insulation scheme (the Home Insulation scheme).
2. There is £1.3m currently identified for the scheme in the capital programme for 2011/12. With match funding from utilities, under their CERT obligations, this would allow

measures to be installed to an estimated 3 wards. Further funding is required to continue the scheme beyond 2011/12.

3. Utilising income from the Solar PV Initiative to finance Prudential Borrowing for the Home Insulation scheme presents a partial solution to the funding shortfall.
4. Solar PV income is made up of two separate revenue income streams - a Roof Access Fee – paid for allowing PV systems to be installed on council properties and a Profit Share – paid after capital funding and operational costs have been accounted for. The Profit Share income is anticipated to be General Fund, although this is subject to the detail of the Roof Access Agreement, which is still in negotiation. The Roof Access Fee income is HRA.
5. Both income streams could be used to finance Prudential Borrowing. Prudential Borrowing based on the Profit Share income could be used to fund the Home Insulation scheme. Prudential Borrowing based on the Roof Access Fee income could be used to fund energy efficiency/carbon saving works to the HRA stock.
6. CES/ECM's standard operating model is that Profit Share income is split 50:50, with half paid directly to the council and half paid into a local charitable foundation, to ensure that at least 50% of the profit share income generated is re-invested in other energy efficiency/carbon saving projects and not used to off-set other budget pressures faced by local authorities.
7. CES/ECM have been asked to look at how they could assist the Council with maximising the contribution from solar PV to the shortfall in the Home Insulation scheme budget. Negotiations are continuing on this matter.
8. It is recommended that Executive Board ring-fence Solar PV income for energy efficiency and low carbon measures, such as the Home Insulation scheme.
9. It also recommended that Executive Board grant delegated authority to the Director of Environment and Neighbourhoods to conclude negotiations with CES/ECM, secure Prudential Borrowing against the Solar PV Initiative income and secure delivery partners for the Home Insulation scheme as set out in this report.

1.0 Purpose Of This Report

- 1.1 This report advises Executive Board of progress with the Solar Photovoltaic (PV) Panels Initiative and seeks approval to ring-fence the income generated from the initiative to fund a city-wide, private sector free insulation scheme (the Home Insulation scheme) and other energy efficiency/carbon reduction projects.

2.0 Background Information

- 2.1 In December 2010 a report on the Solar PV Panel Initiative was submitted to the Executive Board. Approval was given to the formation of a partnership with CES/ECM (two social enterprises specialising in energy and financing) to install at least 1,000 solar PV systems on Council homes before March 2012. One of the other resolutions was to explore the use of income from this scheme as collateral for prudential borrowing for a private sector free insulation scheme.
- 2.2 The Administration is committed to developing and delivering a free cavity wall and loft insulation scheme for viable private sector properties in the city. If delivered in full, this will insulate c64,500 homes, saving residents £11m on their fuel bills annually and reducing CO₂ emissions by 68,000 tonnes p.a. The implementation of the scheme will take c4,800 households out of fuel poverty, reducing fuel poverty across the city by c2%.
- 2.3 To ensure efficient delivery, a ward-by-ward approach will be used, utilising ongoing citywide promotion and intensive community marketing within each ward. Letters will be delivered to every private sector home in the city over the life of the project. These will be followed up by assessors visiting every home at least 3 times to promote and explain the scheme.
- 2.4 Data will be collected for all properties visited and energy advice will also be offered. All properties that are suitable for cavity and/or loft fill will be included in the scheme and the appropriate measures installed, subject to funding availability.
- 2.5 Fuel poor households in 'hard to treat' properties that are not suitable for cavity or loft fill will be assisted via energy advice, benefit checks to maximise income and, where appropriate, referrals to Warm Front and Health Through Warmth for heating measures. The data collected for these properties will be used to inform and direct future schemes targeted at 'hard to treat' properties via the Green Deal, Renewable Heat Incentive, Energy Company Obligation or other funding mechanisms that become available. This approach is consistent with the Leeds City Region Domestic Energy Efficiency Project (DEEP) proposal to the Regional Growth Fund, which has the potential to bring additional capital to the project and to reduce costs through economies of scale. A total of £2.6m has been bid for to be allocated to Leeds. The results of the bid should be available to report verbally to the Executive Board.
- 2.6 Any vulnerable householders identified during the survey process will be signposted to other partner services where appropriate.
- 2.7 There is £1.3m currently identified for this scheme in the capital programme for 2011/12. With match funding from utilities, under their CERT obligations, this would allow measures to be installed to c6,500 properties (3 wards). Further funding needs to be identified to continue the scheme beyond 2011/12, as described in Exempt Appendix 1. One potential source of funding is income from the profit share

of the Solar PV Panel Initiative. It is recommended that Executive Board ringfence the income to this objective.

2.8 A Project Board has been established to provide governance for both projects. The Board considered 4 options:

- 1,000 installations in partnership with CES/ECM;
- 5,000 installations in partnership with CES/ECM;
- 10,000 installations in partnership with CES/ECM; and
- 5,000 installations in partnership with CES/ECM plus another 5,000 in-house.

2.9 A number of factors were taken into account when considering these options, including:

- There are only a finite number of suitable roofs within the ALMO stock – initial analysis was 8-9,000 properties – although the exact number cannot be assessed until detailed surveys have taken place;
- It is likely that tenants in some suitable properties will not take up the offer of PV installation, further reducing the number of properties that could be included;
- The Feed In Tariffs, from which project incomes are derived, are only paid at the highest rate until the end of March 2012 and are currently under review by government;
- Even if a sufficient number of properties could be identified, there are likely to be significant logistical difficulties in installing 10,000+ systems by March 2012; and
- There is a risk that a ‘tipping-point’ could be reached, where achieving a higher number of installations would result in a lower level of customer service.

2.10 The Board noted that 1,000 installation was very low risk but would not maximise income from the initiative.

2.11 They also noted that 10,000 installations was unlikely to be achieved due to the finite number of suitable roofs and the logistical difficulties involved. There were also concerns about the potential drop in customer service associated with attempting to install so many systems in a relatively short space of time.

2.12 The Board also noted that there were two considerable financial risks involved in delivering 5,000 installations in-house. Firstly there was the risk associated with committing the Council to significant levels of up-front capital investment to purchase and install the PV systems, estimated at c£30m. Secondly there was a risk of not achieving all installations in 2011/12. Installations after this date would attract a lower level of Feed In Tariff, reducing the income generated and financial viability of this option.

2.13 As a result, the Board recommended the installation of 5,000 PV systems in partnership with CES/ECM by March 2012. This presented the most prudent option and struck the optimum balance between maximising income, ensuring deliverability and minimising risk.

2.14 Installation progress will be closely monitored and, if ahead of schedule, additional properties will be added into the scheme, subject to agreement with the project operator.

3.0 Main Issues

- 3.1 Negotiations are ongoing with CES/ECM regarding the detailed legal structures that will be established to deliver the solar PV initiative.
- 3.2 During these negotiations it has become clear that, under current proposals, there are two separate revenue income streams arising from the PV initiative. Both are derived from the Feed In Tariff payments that are generated by the PV systems and will be paid for 25 years. These are:
- a Roof Access Fee – paid for allowing PV systems to be installed on council properties and granting ongoing access for maintenance, monitoring etc; and
 - a Profit Share – paid after capital funding and operational costs have been accounted for.
- 3.3 The Profit Share income is anticipated to be General Fund, although this is subject to the detail of the Roof Access Agreement, which is still in negotiation. The Roof Access Fee income is HRA.
- 3.4 Both income streams could be used to finance Prudential Borrowing. Prudential Borrowing based on the Profit Share income could be used to fund the Home Insulation scheme. Prudential Borrowing based on the Roof Access Fee income could be used to fund energy efficiency/carbon saving works to the HRA stock.
- 3.5 CES/ECM's standard operating model is that the Profit Share income is split 50:50, with half paid directly to the council and half paid into a local charitable foundation (which they will establish) for use on other energy efficiency/carbon reduction projects within the city. This aims to ensure that at least 50% of the profit share income generated is re-invested in other energy efficiency/carbon saving projects and not used to off-set other budget pressures faced by local authorities.
- 3.6 CES/ECM are working with the Council to maximise the contribution from the solar PV scheme to the shortfall in the Home Insulation scheme budget. As the local charitable foundation is still in the process of being established they are unable to pre-empt any decisions that will be made by the board of trustees. However, they have offered to consider proposals regarding the provision of further funding for the Home Insulation scheme and for funding works to hard-to-treat properties. Negotiations are continuing on this matter.
- 3.7 Further details of the estimated income generated by the PV scheme, the amount of Prudential Borrowing that could be accessed for the Home Insulation scheme and the funding shortfall for the Home Insulation scheme are contained in Exempt Appendix 1.

4.0 Implications For Council Policy And Governance

- 4.1 Both the Solar PV Initiative and Home Insulation Scheme will make significant contributions to improvement priorities in the Leeds Strategic Plan and Climate Change Strategy, including to 'Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so' (LSP ENV-02), 'Improve the quality and sustainability of the built and natural environment' (LSP ENV-05), 'Reduce premature mortality in the most deprived areas' (LSP H&W-01), 'Increase the number of vulnerable people helped to live at home' (LSP H&W-07),

'Improve safeguarding arrangements for vulnerable children and adults through better information' (LSP H&W-09), 'Reduce the number of people who are not able to adequately heat their homes' (LSP TP-4 (NI187)), 'Reduce worklessness across the city with a focus on deprived areas' (LSP TP-10), 'Reduce the number of children in poverty' (LSP TP-11), 'Support landlords to install cost-effective energy efficiency measures into all households as quickly as possible and to trial and finance new cost-effective insulation and renewable technologies' (CCS-2).

- 4.2 Detailed consultation with ward members, ALMOs and local communities will take place once the specific areas and properties proposed for inclusion in the PV initiative are determined and a ward by ward programme is agreed for the Home Insulation scheme.

5.0 Legal And Resource Implications

- 5.1 Utilising the PV income to finance Prudential Borrowing would commit the Council to a level of further borrowing as detailed in Exempt Appendix 1.
- 5.2 However, there will still be a funding shortfall for the Home Insulation scheme. Please see Exempt Appendix 1 for further details.

6.0 Conclusions

- 6.1 A commitment from the Council to ring-fence income received from the PV initiative for the Home Insulation scheme and other energy efficiency/carbon saving projects would make a positive contribution to the ongoing negotiations with CES/ECM regarding the utilisation of PV income.
- 6.2 Utilising the PV income to finance Prudential Borrowing maximises its impact by funding significant capital investment in home insulation over the next 3-4 years that can be repaid over the life of the PV income stream.
- 6.3 Levels of fuel poverty are disproportionately higher amongst solid-walled, 'hard to treat' properties. Although these properties will not be insulated via this scheme, households will be assisted via benefit checks and referrals to other schemes. The collection of data on these properties will also ensure the Council is well placed to direct action towards these households via the Green Deal, Renewable Heat Incentive and Energy Company Obligations, once it is clear how these schemes will work.

7.0 Recommendations

- 7.1 That Executive Board agree to ring-fence income generated from the Solar PV Initiative to finance Prudential Borrowing for the Home Insulation scheme and/or energy efficiency/carbon reduction works to the HRA stock as set out in Exempt Appendix 1.
- 7.2 That Executive Board give delegated authority to the Director of Environment and Neighbourhoods to conclude negotiations with CES/ECM, secure Prudential Borrowing against the Solar PV Initiative income and secure delivery partners for the Home Insulation scheme.

8.0 Background Papers

- 8.1 Executive Board Report on Solar PV Initiative – 15 December 2010.

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Report of the Director of Environment & Neighbourhoods

Executive Board

Date: 30th March 2011

Subject: Delegation Of Executive Functions In Relation To Street Scene Management To Area Committees

Electoral Wards Affected:

☒ X

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

Eligible for Call In

☒ X

Not Eligible for Call In

(Details contained in the report)

☐

EXECUTIVE SUMMARY

1. Work has been ongoing for some months to identify a range of environmental services to be proposed for delegation by Executive Board to Area Committees. The services selected at this stage include manual and mechanical street cleansing functions (and associated activities), a range of environmental enforcement work such as for dog fouling and littering, also proactive promotional work on local environmental quality. This is a key step in implementing the Council's broader commitment to Locality Working in the city. The possibility of further delegations is being examined and Youth Provision is now under active consideration for delegation later in the year.
2. The services provided to an Area Committee will be developed in conjunction with Members and will be delivered via Service Level Agreements. These will show the nominal resource available to the Area Committee and the service outcomes to be achieved, which will meet the minimum required by Executive Board policy.
3. Members and officers have been attending a series of workshops to both help develop and understand the practice and process of delegation.
4. This report seeks Executive Board approval to the changes required to the Area Functions Schedules set out at Section 3D of the constitution to permit this expanded delegation to Area Committees, and to an amendment to section 8 of the Area Committee Procedure Rules to reflect the developing relationship between Area Committee, Director and Executive Board, effective from the commencement of the new municipal year (the Annual Council Meeting being Thursday 26th May 2011).

1.0 Purpose Of This Report

1.1 This report seeks approval for amendments to the Constitution to expand the delegations from Executive Board to Area Committees with effect from the commencement of the new municipal year (the Annual Council Meeting being Thursday 26th May 2011). The following amendments are proposed:

- Area Function Schedules to incorporate the expanded delegations approved by the Executive Board. Proposed amendments are shown as Track Changes on Appendix 1 to this report.
- Section 8 of the Area Committee Procedure Rules to reflect the developing relationship between Area Committee, Director and Executive Board. Proposed amendments are shown as Track Changes on Appendix 2 to this report.

2.0 Background Information

2.1 It is proposed to delegate a range of environmental services to Area Committees from early in the next municipal year.

2.2 The intention is that Area Committees will be able to ensure that those services provided in their area are best deployed to meet the individual needs of the area, in terms of geographical spread and the types of services to be delivered. This deployment of services will be delivered through a Service Level Agreement between each area committee and the appropriate locality team. The Director will provide Area Committees with relevant performance information to enable them to carry out their delegations.

2.3 Much work has already been undertaken to progress this, including a series of workshops for Members and officers, regular reporting at all Area Committee meetings since summer 2010 and reports to Area Committee Chairs meetings and one to one briefings with the same. The practical proposals to implement this set of significant new delegations continues to be worked through with key Member involvement.

2.4 This program of work will continue into May 2011, following which, Area Committees will be asked to approve Service Level Agreements at their first meeting of the municipal year, in June / July 2011. The Service Level Agreements will determine the service standards/outcomes to be achieved in the Committee's area and will be at least that required by Executive Board policies.

2.5 The Council is strongly committed to its services being closer and more accountable to local communities. This is the first major service delegation to Area Committees. Other functions have the potential to be delegated and proposals are currently being developed to delegate the universal elements of youth provision, subject to consultation and Executive Board agreement.

3.0 Main Issues

Area Committee Function Schedules

3.1 Article 10.9 of the Constitution provides that

The Executive shall determine from time to time the executive functions that may be exercised by Area Committees. These functions will be exercisable concurrently by the Executive Board, and in accordance with the Officer Delegation Scheme (executive functions) by Directors.

- 3.2 The extent of the delegation to Area Committees determined by the Executive Board are set out in the Area Function Schedules at Section 3D of the constitution.
- 3.3 Appendix 1 shows proposed amendments to the Area Committee Function Schedules, to delegate responsibility in relation to the services selected which include manual and mechanical street cleansing functions (and associated activities), a range of environmental enforcement work such as for dog fouling and littering, also proactive promotional work on local environmental quality.
- 3.4 The Community Environmental Officers and Community Environmental Support Officers will be part of the resource available to Area Committees to be deployed through the Service Level Agreements in relation to their street scene functions. It is therefore proposed to delete the separate delegation in relation to these officers from the Area Function Schedules.
- 3.5 Executive Board is invited to approve the proposed amendments to the Area Committee Function Schedules as set out at Appendix 1 to this report, with effect from the commencement of the new municipal year (the Annual Council Meeting being Thursday 26th May 2011). This delayed implementation of the amendment will enable the continuation of the current program of training, development, briefing and consultation in preparation for each Area Committee entering into a service level agreement as required at their first meeting of the new municipal year.

Area Committee Procedure Rules

- 3.6 Members are aware that the functions delegated to each Area Committee are delegated concurrently to the relevant Director and, where arrangements have been made, to a relevant Chief Officer. In respect of the proposals outlined in this report, responsibility for the relevant environmental services will be held concurrently with both the Director of Environment and Neighbourhoods and the Chief Environmental Services Officer.
- 3.7 The Area Committee Procedure Rules currently make provision, at Rule 8.2, for the Director to refer concerns in relation to decisions or omissions made by the Area Committee to the appropriate Executive Member, who in turn may direct that the Committee's delegated authority should not be exercised and the matter referred to Executive Board.
- 3.8 In order to reflect the partnership working that will be required between the Area Committee, Director and Chief Officer to bring the full benefits of the proposed delegations to the communities in which they are to be operated, it is proposed that the Area Committee should be given like powers to the Director to address any concerns that they may have. It is proposed therefore, to amend the Rules to include a further provision, at Rule 8.3, to provide a like power for Area Committees to refer a decision or omission of the Director, or Chief Officer to the appropriate Executive Member in similar circumstances. The Executive Member will again have the power to direct that the Director or Chief Officer's delegated authority should not be exercised and the matter referred to the Executive Board. This proposed amendment would have effect in relation to all those functions delegated to Area Committees in the schedules.

- 3.9 In accordance with Article 15 of the Constitution the Leader has power to approve amendments to section 8 of the Area Committee Procedure Rules. However, in order to promote a cohesive approach to the increased power being delegated to Area Committees, Executive Board is requested to approve an amendment to the Area Committee Procedure Rules, in the terms shown at Appendix 2 to this report, with effect from Thursday 26th May 2011.

4.0 Implications For Council Policy And Governance

- 4.1 The proposed changes to the Area Committee Function Schedule expand the range of services delegated by Executive Board to Area Committees. In doing so, the opportunity for Area Committees to direct services which have a very clear impact on the quality of local environments is significant and the proposals do much to further the influence of local communities on services provided for them.
- 4.2 Under its Code of Corporate Governance, the Council is committed to ensuring that the necessary roles and responsibilities for the governance of the Council are identified and allocated, so that it is clear who is accountable for decisions.
- 4.3 The Executive Board is required from time to time to determine the executive functions that may be exercised by Area Committees. These delegations are then reflected in the Constitution in the Area Committee Function Schedules. The Leader has authority to approve amendments to section 8 of the Area Committee Procedure Rules, however, in order to promote cohesive decision making the Executive Board are invited to consider the proposed amendment to the Rules.
- 4.4 The discharge of this new service delegation will require new governance arrangements at a local level for each Area Committee. It is felt that these should be structured to enable the Area Committee to oversee the delegated function flexibly, using existing delegated powers to ensure that monitoring, review and decision making can be made outside of formal Area Committee agendas where necessary. Most Committees now have an Environment Member Champion and some have an existing Environment sub-group or working group. It is proposed that all Committees establish a Member Environment working group to manage the detailed oversight of the delegated services with officer support. This would have an advisory rather than formal decision making role and report back to the Area Committee at agreed intervals. Where formal decisions are required outside of Area Committee meetings these can be referred to the appropriate Director or Chief Officer for approval under the scheme of delegations. This will avoid the need to add further decision making arrangements and layers of complexity to the Area Committee Procedure Rules. This approach will be monitored and developed as a model for the management of subsequent delegations to Area Committees.

5.0 Legal And Resource Implications

- 5.1 The proposed revisions to the Area Committee delegations will enable the resources available within each area to be best utilised to meet local need.
- 5.2 It is proposed that the amendments to the Constitution will be of effect from the date of the annual meeting. It is planned that each Area Committee will be in a position to enter into a Service Level Agreement at the first meeting of the New Municipal Year, thus ensuring that the new arrangements are put into place as soon as possible following their coming into effect. In the interim period the Director of Environment and Neighbourhoods and the Chief Environmental Services Officer will continue to exercise their delegated authority to deliver the relevant services.

- 5.3 The delegation of the specified environmental services to Area Committees will mean that service resources, mainly staffing, which are currently managed centrally, will be devolved. These resources will be organised into three wedge based teams for East North East, South East and West North West, aligned to the Locality Teams (formerly Area Management). The Service Level Agreements will then set out the detail of the share of wedge resources which will be allocated to each Area Committee. The SLAs will also take into account the management of key and contingent tasks, currently delivered by the services which will be delegated. Examples of these include the student changeover, major events and emergencies. In order to achieve this balance the SLAs will need to establish a protocol to enable the Executive Member and Chief Officer to ensure that a small proportion of the delegated resources can continue to be managed flexibly across the wedge or the city as a whole. This will be agreed through the consultation process now underway with Area Committees on finalising Service Level Agreements. This moves into its concluding phase with a series of workshops beginning w/c 21st March.

6.0 Recommendations

- 6.1 Executive Board are recommended to approve the revisions to the Area Committee Function Schedules shown in Appendix 1 to this report, and the amendment to the Area Committee Procedure Rules shown in Appendix 2 to this report, with effect from Thursday 26th May 2011.
- 6.2 Executive Board are recommended to ask all Area Committees to establish a Members Environment Working Group to manage the detailed oversight of the delegated services with officer support.

7.0 Background Papers

- 7.1 Leeds City Council Constitution
- 7.2 Report: Devolvment of Environmental Services to Area Committees. Area Committee Chairs Meeting, 3rd December 2010.
- 7.3 Report : Devolvment of Environmental Services to Area Committees – Development of Service Level. To Area Committee Chairs meeting, 14th January 2011.
- 7.4 Report: Briefing Note on Proposed Delegation of Elements of the Streetscene Service. To Area Committees, Oct/ Nov cycle 2010.
- 7.5 Report: Delegation of Environmental Services. To Area Committees, Jan/Feb cycle 2011.

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SECTION 3D: AREA COMMITTEE FUNCTION SCHEDULES

Well-Being Schedule	
Function	
To promote and improve the economic, social and environmental well-being of the Committee's area.	To take decisions about, and monitor activity relating to the use of the annual capital and revenue allocation to each Committee.

Area Functions Schedule	
Function	
Community Centres	In relation to each community centre identified by the Director of Environment and Neighbourhoods as within the Committee's area, to: <ul style="list-style-type: none"> • oversee controllable revenue budgets, operational arrangements and the use of the centres; • agree and implement a schedule of charges and discounts for directly managed centres; • make asset management and investment proposals to ensure the portfolio is sustainable and meets local needs.
CCTV	To maintain an overview of the service in the Committee's area and receive regular information about it.
Neighbourhood Management Co-ordination	In relation to the Committee's area: <ul style="list-style-type: none"> • to agree priority neighbourhoods (through the approval of the Area Delivery Plan); and • to agree and monitor Neighbourhood Improvement Plans for the Committee's area.
<u>Street cleansing & Environmental Enforcement Services:</u> <ul style="list-style-type: none"> • <u>Litter bin emptying</u> • <u>litter picking and associated works</u> 	<u>To develop and approve annual Service Level Agreements to achieve as a minimum, the service standards set by Executive Board. Via the Service Level Agreement, to determine the principles of</u>

Deleted: Community Environmental Officers (CEO) and Community Environmental Support Officers (CESO)¶

Deleted: In relation to the Committee's area, to agree priority areas for and deployment of CEOs and CESOs.¶

<ul style="list-style-type: none"> • <u>Street sweeping and associated works</u> • <u>Leaf clearing</u> • <u>Dog Controls (fouling, straying, dogs on leads, dog exclusions)</u> • <u>Fly tipping enforcement</u> • <u>Enforcement of domestic & commercial waste issues</u> • <u>Litter-related enforcement work</u> • <u>Enforcement on abandoned & nuisance vehicles</u> • <u>Overgrown vegetation</u> • <u>Highways enforcement (placards on streets, A boards, cleanliness)</u> • <u>Graffiti enforcement work</u> • <u>Proactive local environmental promotions.</u> 	<p><u>deployment of the available resources by:</u></p> <ul style="list-style-type: none"> • <u>the identification of priorities for service delivery annually (both geographical and in terms of types of services delivered)</u> • <u>The agreement of the most appropriate approaches to be taken to achieve local environmental cleanliness and quality.</u> <p><u>To be responsible for monitoring and reviewing the delegated activities in relation to the service outcomes specified in the SLA.</u></p> <p><u>To be responsible for negotiating amendments to the SLA with service providers to accommodate unforeseen events or patterns of service failure, during the course of the SLA.</u></p>
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AREA COMMITTEE PROCEDURE RULES¹**1.0 STATUS**

- 1.1 Area Committees are appointed by Full Council. Area Committees may exercise both executive¹ and Council functions.

2.0 ROLE AND FUNCTIONSRole

- 2.1 Area Committees will

- improve co-ordinate and influence services at a local level;
- act as a focal point for community involvement;
- take locally based decisions that deal with local issues;
- provide for accountability at a local level;
- help Elected Members to listen to and represent their communities;
- help Elected Members to understand the specific needs of the community in their area;
- promote community engagement in the democratic process;
- promote working relationships with Parish and Town Councils; and
- promote the well being of their area.

Functions

- 2.2 The terms of reference for Area Committees are set out in Part 3 of the Constitution.
- 2.3 The Executive shall determine from time to time the executive functions² that may be exercised by Area Committees. These functions will be exercisable concurrently by the Executive Board and, in accordance with the Officer Delegation Scheme (executive functions), by Directors.
- 2.4 Executive functions delegated to Area Committees may not be delegated by any Area Committee without the express consent of the Executive Board.

¹ These Procedure Rules should be read in conjunction with Article 10 and the Terms of Reference for Area Committees

² Part 3 Sections 3C and 3D of the Constitution provide details of the extent of the delegation determined by the executive.

3.0 ACCOUNTABILITIES

Executive Functions

- 3.1 The Local Government Act 2000 provides for the Executive to make arrangements for functions which are the responsibility of the Executive to be discharged by Area Committees. In exercising these functions each Area Committee is accountable to the Executive.
- 3.2 On an annual basis each Area Committee is required³ to prepare a draft Area Delivery Plan⁴ for consideration by the Executive Board. Area Delivery Plans will be prepared in draft form by the end of October each year to inform the budget setting process for the following year. Each Area Delivery Plan will provide details of identified priorities and proposed actions in relation to:
- the promotion and improvement of the economic, social and environmental well-being of the Committee's area;
 - the exercise of Area Functions within the area.
- 3.3 Area Delivery Plans shall be drafted in accordance with a framework determined by the Executive Board for the compilation of Area Delivery Plans.
- 3.4 Following the approval of the Council budget, and prior to the commencement of each financial year, the Executive Board will consider and approve an Area Delivery Plan for each area.
- 3.5 Area Committees shall report to the Executive Board any significant problems encountered by them in trying to deliver agreed Area Delivery Plan priorities in their area.

Council Functions

- 3.6 Each Area Committee is accountable to Full Council for the exercise of Council functions within their terms of reference.

4.0 MEMBERSHIP

- 4.1 The membership of each Area Committee will comprise all Members who have been elected for wards wholly within the area determined for the Committee as set out in Article 10 of the Constitution.
- 4.2 A Member of the Executive may serve on an Area Committee if otherwise eligible to do so as a Councillor.

Co-optees

³ For the financial year 2005/6 onwards

⁴ Area Delivery Plans are developed by each Area Committee to provide the local interpretation of the Leeds Strategic Plan
Part 4 (e)
Page 2 of 9

- 4.3 Each Area Committee may select up to five co-opted members to assist in the discharge of the Committee's role, in accordance with Article 10 of the Constitution.
- 4.4 Co-opted members may participate in the debate in the same way as Elected Members, but have no voting rights.
- 4.5 No co-opted member shall be appointed for a period beyond the next Annual Meeting of the Council.

5.0 ELECTION OF CHAIR

- 5.1 Each Area Committee will elect its own Chair, from amongst the City Councillors eligible to serve on that Committee.
- 5.2 Each Party Group with Members elected within an Area Committee area may put forward a nomination from amongst its Members on the Area Committee to Chair the Area Committee. An Independent Member may also put forward a nomination.
- 5.3 A nomination must be forwarded to the Chief Democratic Services Officer no later than 1 clear working day before the first meeting of the Area Committee (after the Annual Council meeting) each year.⁵
- 5.4 The Chief Democratic Services Officer will ensure that nominations and the election to the position of Chair are dealt with at the Committee's first meeting of the municipal year.
- 5.5 The Chair will be elected by overall majority of votes cast by those Members eligible to do so and present at the meeting. If no overall majority is achieved, then the nominee with the smallest number of votes will be eliminated from consideration, and the vote repeated.
- 5.6 Where an overall majority of votes cannot be obtained the Council will appoint a Chair.

6.0 AREA COMMITTEE MEETINGS

Frequency

- 6.1 There shall be at least six ordinary meetings of each Area Committee in each municipal year. The first meeting of each Area Committee will be convened by the Chief Democratic Services Officer. A schedule of meetings for each municipal year will be approved by each Area Committee either at its first meeting of that municipal year, or at the final meeting of the previous municipal year.
- 6.2 Special meetings of an Area Committee may be called in accordance with the Council Procedure Rules.

Business to be Transacted

⁵ A nomination from a Party Group must be forwarded by the Whip of that Group.

Area Committee Procedure Rules

- 6.3 All business to be transacted by an Area Committee must be determined at a formal meeting of the Committee.
- 6.4 Area Committees will comply with the Access to Information Procedure Rules in Part 4 of the Constitution.
- 6.5 Agendas and notices for Area Committee meetings which deal with both Council and executive functions will state clearly which items are which.
- 6.6 The Area Committee will not deal with an individual's issues or complaints.

Agenda Items

- 6.7 Area Committees shall consider the following business:
- appeals against refusal of inspection of documents;
 - exclusion of public;
 - late items;
 - declarations of interest if any;
 - apologies for absence;
 - open forum;
 - consideration of the minutes of the last meeting;
 - issues arising from the Committee's Area Delivery Plan;
 - appointments to outside bodies;
 - reports from Outside Bodies; and
 - additional matters set out on the agenda for the meeting.

Interests

- 6.8 Elected Members of Area Committee shall comply with the Members' Code of Conduct and any other code of conduct or protocol relating to the conduct of Members which may be adopted by the Council. Where a co-opted member of an Area Committee has an interest in a matter before the committee, she or he must declare an interest and may be required to withdraw from the meeting.

Minutes

- 6.9 The meetings of Area Committees shall be minuted, and such minutes will be made available to the public in accordance with the Access to Information Procedure Rules.

Substitute Arrangements

- 6.10 Elected Members cannot be substituted.
- 6.11 Where a representative from a designated organisation has been co-opted on to the Area Committee that member can be substituted by another representative from that organisation, subject to the Chair being informed before the meeting of the proposed substitution.

Quorum

- 6.12 The quorum for a meeting of an Area Committee shall be satisfied if at least one third of the Elected Ward Members are present, and at least one Elected Ward Member from each ward within the area is present. In the case of those Committees where the Area is made of only two wards the quorum shall be satisfied if three Members are present and at least one Elected Ward Member from each ward within the area is present.

Voting

- 6.13 Only Elected Ward Members are entitled to vote at Area Committee meetings.
- 6.14 Co-opted members do not have voting rights.
- 6.15 In the event of an equality of votes, the Chair will have a second, or casting, vote.

Rights to attend and speak

- 6.16 An Area Committee may invite representatives from other authorities organisations or agencies to attend Area Committee meetings. These people may speak with the permission of the Chair.
- 6.17 Members of the public present at Area Committee meetings are observers and may only speak at Area Committee meetings in accordance with rules governing deputations and open forums detailed below.

Deputations

- 6.18 Deputations may be received at any meeting of an Area Committee provided that the Council's Chief Democratic Services Officer receives seven clear days⁶ previous notice.
- 6.19 A deputation shall consist of at least two and no more than five people, only one of whom shall speak except by permission of the Chair. The speech, including the reading of any written material, shall not be more than five minutes in duration.
- 6.20 Deputations which relate solely to the interests of one individual or company will not be admitted. In cases of doubt, the Council's Chief Democratic Services Officer will determine the eligibility of any deputation request.
- 6.21 The number of deputations which may be received by an Area Committee at one meeting shall not exceed five.
- 6.22 Deputations shall be heard in the same order in which notices were received.
- 6.23 A deputation shall not be admitted about any matter which has been the subject of deputation in the preceding six months.

Open Forums

⁶ These are working days

Area Committee Procedure Rules

- 6.24 At the discretion of the Chair a period of up to 10 minutes may be allocated at each ordinary meeting of an Area Committee for members of the public to make representations or ask questions on matters within the terms of reference of the Area Committee. The period of time may be extended at the discretion of the Chair.
- 6.25 No member of the public shall speak for more than three minutes in the open forum, except by permission of the Chair.

7.0 ADVISORY OR CONSULTATIVE FORUMS

- 7.1 An Area Committee can establish area or issue based forums, to act in an advisory or consultative capacity only.
- 7.2 A forum may cover the whole of the Committee's area or smaller areas within it, for example, one ward.
- 7.3 The Area Committee shall determine the terms of reference for any forum established and how the membership of it will be decided ⁷.
- 7.4 Where an Area Committee establishes a ward based Community Forum, the Chair of that Forum must be appointed by the Area Committee. In making that appointment however the Area Committee must ensure that Chairs are appointed with regard to the political balance of the ward to which a forum relates and having regard to the number of ward based Community Forums. Where a political group has the majority of members within a ward, the chair will be appointed from those Members. Where no political group has a majority, the chair will be appointed by the Area Committee from Members of the ward to which the forum relates.
- 7.5 Where disputes arise with regard to the appointment of Chairs of Ward Based Forums these will be referred to the Member Management Committee for resolution.

8.0 DECISION MAKING

- 8.1 Area Committees must make decisions:
- in accordance with all relevant procedure rules⁸ within the Constitution;
 - in accordance with the Council's Budget and Policy Framework⁹;
 - in accordance with the approved Area Delivery Plan for the Area and any other relevant strategy or plan approved by the Executive Board; and
 - following consideration of a report from relevant Director or his/her nominee.
- 8.2 Where a Director is of the opinion that a proposal, decision or omission by an Area Committee in relation to an executive function would result in:

⁷ The total number of forums established and the frequency of meetings will need to be sustainable for the Members, officers of the Council and other service providing agencies, and community representatives.

⁸ Council Procedure Rules, Executive Procedure Rules, Area Committee Procedure Rules, Financial Procedure Rules, Contract Procedure Rules, Appointments to Outside Bodies Procedure Rules and Access to information Procedure Rules

⁹ Subject to the provisions of the Budget and Policy Framework Procedure Rules

Part 4 (e)

Page 6 of 9

- minimum service standards specified by the Executive Board not being achieved; or
- an adverse impact on service delivery or the achievement of targets; or
- delivery of any service in that area or the area of another Area Committee being adversely affected

the Director shall report that opinion¹⁰ to the appropriate Executive Member, who may direct that the Area Committee's delegated authority should not be exercised and the matter should be referred to the Executive Board for consideration.

8.3 Where an Area Committee is of the opinion that a proposal, decision or omission by a Director¹¹ in relation to an executive function would result in:

- minimum service standards specified by the Executive Board not being achieved; or
- an adverse impact on service delivery or the achievement of targets; or
- delivery of any service in that area or the area of another Area Committee being adversely affected

the Chair of the Area Committee shall report that opinion¹² to the appropriate Executive Member, who may direct that the Director's delegated authority should not be exercised and the matter should be referred to the Executive Board for consideration.

8.4 Where the Monitoring Officer or Chief Finance Officer is of the opinion that a proposal, decision or omission of an Area Committee is or if made would be

- (a) outside its terms of reference; or
- (b) outside its Area Delivery Plan; or
- (c) outside any relevant strategy or plan approved by the Executive Board; or
- (d) outside the Budget and Policy Framework; or
- (e) not in accordance with any relevant procedure rules

the Monitoring Officer or Chief Finance Officer shall refer the matter to the Executive Board and/or Council as appropriate for consideration at the next available meeting.

8.5 Where a matter has been referred to the Executive Board or the Council under 8.2 or 8.3 above, the implementation of the proposal or decision shall be suspended until the matter is considered by the Executive Board and/or the Council.

8.6 Where a matter has been referred to the Executive Board under 8.2, the Executive Board may:

- decide the matter itself; or

¹⁰ where that opinion is in relation to a decision taken by an Area Committee, the report to the Executive Member must be made within 5 working days of the relevant decision notice being published

¹¹ The term Director shall include any Chief Officer with concurrent responsibility for the relevant executive function.

¹² where that opinion is in relation to a decision taken by a Director, the report to the Executive Member must be made within 5 working days of the relevant decision notice being published

Area Committee Procedure Rules

- endorse any decision already made; or
 - refer the matter back to the Area Committee for determination; and/or
 - make any other decision it considers appropriate.
- 8.7 Where a matter has been referred to the Executive Board under 8.3 (a) (b) or (c), the Executive Board may:
- decide the matter itself; or
 - endorse any decision already made; or
 - refer the matter back to the Area Committee for determination; and/or
 - make any other decision it considers appropriate.
- 8.7 Where a matter has been referred to the Executive Board under 8.3(d) or (e) then the Executive Board may;
- refer the matter to the Council for consideration¹³; or
 - decide the matter within the Budget and Policy Framework / in accordance with the procedure rules; or
 - refer the matter back to the Area Committee for determination within the budget and policy framework / in accordance with the procedure rules.
- 8.8 Where a matter is subject of a Call-In by a Scrutiny Board, but has been the subject of reference back under Rule 8, the Scrutiny Board will be informed of this.
- 8.9 Before deciding any matter in accordance with Rule 8, the Executive Board will consider a report from a Statutory Officer or Director detailing as appropriate:-
- whether minimum service standards for a relevant Area Function are being achieved;
 - how any delegated budget for the executive function is being utilised;
 - whether a proposal decision or omission by an Area Committee would result in
 - minimum service standards specified by the Executive Board not being achieved; or
 - an adverse impact on service delivery or the achievement of targets; or
 - delivery of any service in that area or the area of another Area Committee being adversely affected;
 - whether a proposal, decision or omission by an Area Committee
 - is outside its terms of reference; or
 - is outside its Area Delivery Plan; or
 - is outside any relevant strategy or plan approved by the Executive Board; or
 - is outside the Budget and Policy Framework; or
 - is not in accordance with any relevant procedure rules.

¹³ The Council's options are as set out in Budget and Policy Framework Rules, Rule 8 Part 4 (e)
Page 8 of 9

- 8.10 An Area Committee, or two or more Area Committees jointly, may refer any matter in relation to its executive functions (including Area Functions) to the Executive Board for decision.

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Originator: John Statham

Tel: x43233

Report of the Director of Environment and Neighbourhoods

Executive Board 30th March 2011

Subject: ALMO Review Update and Use of Reserves

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

This report provides Members with an update on the progress with implementing the recommendations set out in the November 2010 Executive Board report on the Future of Council Housing.

Significant progress has been made on the two key reforms contained within that report, mainly the establishment of a Strategic Governance Board and the creation of a Shared Services Centre. The report also requests Members to take a decision on the use of reserves, following the November 2010 recommendation to guarantee the ALMOs pension liabilities. Finally this report sets out some of the key principles behind the recent proposal from government for a self financing HRA regime, which will replace the current housing subsidy system from April 2011.

1.0 Purpose Of This Report

1.1 The purpose of this report is to:

- to request Members to take a decision on the use of reserves following the November 2010 decision that the Council would guarantee the FRS17 pension liability of the ALMOs.
- update the Executive Board on progress with the implementation of the key reforms to the 3 ALMO model in Leeds as set out in the recommendations to the November 2010 report on the future of council housing.
- to provide Members with an understanding of the key principles contained within the government's proposals for a self financing HRA

2.0 Background Information

- 2.1 At the November 2010 Executive Board it was agreed to retain the three ALMO model in Leeds but that two key reforms should be made to that model to overcome current weaknesses.
- 2.2 The key reforms included in that report were the creation of a Strategic Governance Board, which would provide a more coordinated approach to decision making, without removing any decision making powers from the Executive Board or the ALMO Boards, providing a formal link between the City Council, the 3 ALMOs and the Belle Isle Tenant Management Organisation for the development of policy and strategy in relation to council housing. The second reform saw the Executive Board approve the creation of a Shared Service Centre (SSC) to provide a common set of back office teams to support the housing operations undertaken across the City.
- 2.3 The proposed changes will not only tackle the perceived weaknesses of the multi organisation operation of the housing service, without losing the strengths and benefits that those local organisations have brought to the City, but will also offer the opportunity to maximise the efficiencies required to secure a long term sustainable financial future for the overall service.
- 2.4 The November report made a significant recommendation in respect of the ALMO reserves and their FRS17 liabilities. The report noted that at 31st March 2010 the FRS 17 liability would be £3.49m in excess of reserves held by the ALMOs and that the ALMO business plans between 2010/11 and 2012/13 were reliant on the utilisation of some of their reserves in order to balance budgets. Consequently it was agreed that the ALMOs would transfer their reserves to the Council and in return the Council would guarantee their pension liability and return free reserves back to the ALMOs.

3.0 Transfer of FR17 reserves from the ALMOs

- 3.1 The decisions taken at the November Executive Board to guarantee the ALMOs FRS 17 pension liability and to transfer back ALMO reserves to the HRA has meant that £15.522m has been transferred back to the HRA.
- 3.2 The table below summarises the decisions taken and recommendations made for the utilisation of the transferred reserve. £0.283m has been returned to WNW ALMO to match their liability. This return is necessary because in the transfer back to the Council of that ALMOs reserves, the Council overestimated their pension liability. £6.206m has been used to support the HRA capital programme following the loss of capital receipts to support the General Fund revenue budget 2011/12. Executive Board agreed that £4m was set aside to support a bid to the HCA for decent homes backlog funding to remodel unpopular bed sit sheltered housing into self contained one bedroom flats. Regrettably this bid was unsuccessful but it is recommended that the £4m set aside should be used to fund a smaller remodelling scheme. £3m is proposed to be set aside as a reserve to support the move from the current housing subsidy system to the new self financing regime. The department is currently assessing the detailed impact of the proposals for a self financing HRA and it was felt prudent to set aside a reserve until the detailed assessment is completed. This then leaves £2.033m free to return to the ALMOs.

	£m
FRS17 reserves to be transferred from the ALMOs	£15.522
less:	
Transfer back to WNW ALMO to make the transfer match the liability	£(0.283)
Revised Balance	£15.239
Use of Funds	
Support the HRA capital programme following the loss of capital receipts to support the General Fund revenue budget 2011/12	£(6.206)

Balance :	£9.033
Sheltered remodelling scheme	£(4.00m)
Self financing HRA reserve	£3.00m)
Balance	£2.033

- 3.3 It is proposed that the £2.033m is to be distributed equally to the three ALMOs. They have been asked to submit details for the use of this money that would offer added value to the stock rather than the money being subsumed in to maintain decency. Each ALMO will have £0.678m allocated, with WNW receiving a further £0.283m as described above.
- 3.4 ENE intend to utilise the whole of their allocation to remodel an unpopular sheltered housing scheme on Brander Road into 2/3 bedroom houses. The proposal would allow for the conversion of 24 flats for which there is no demand into 12 2/3 bedroom family houses.
- 3.5 WNW ALMO have a significant outstanding investment need for non traditional build housing which requires work over and above decency levels in order to make the stock sustainable. The ALMO proposes to allocate both the £0.678m and the £0.283m to commence a significant refurbishment of the Waterloo Estate.
- 3.6 AVH have indicated they would use the £0.678m to fund DDA and H&S schemes. In detail the ALMO plans to replace the lifts at Cottingley Towers and Heights at a cost of £0.400m and utilise the remaining £0.278m on accelerating works to tackle the backlog of fire safety work required to be carried out under the Fire Concordat with the West Yorkshire Fire and Rescue Service.
- 4.0 Strategic Governance Board**
- 4.1 The Strategic Governance Board (SGB) has been convened, with the first meeting held on the 9th February. The Board consists of representatives from the City Council, the 3 Arms Length Management Organisations and the Belle Isle Tenant Management Organisation.
- 4.2 The members of the SGB are :
- The Executive Member for Environments and Neighbourhoods (LCC & Chair)
 - The Chairs of the three ALMOs
 - The Chief Executives of the three ALMOs
 - The Chair of BITMO
 - The Chief Executive of BITMO
 - The Director of Environment and Neighbourhoods (LCC)
 - The Chief Statutory Housing Officer (LCC)
 - The Head of Housing Partnerships (LCC)
- 4.3 Terms of reference were considered at the first Board meeting, with ratification of the draft proposals to be agreed at the next meeting.
- 4.4 The SGB intends to meet on a monthly basis and will have a detailed forward plan which will be developed to review the range of issues common to all parties in the management of the council housing service. The Board will also act as a Project Board for the implementation of the programme of change and the creation of the shared service centre.
- 4.5 Although no powers have been delegated to the SGB, agreements and recommendations will be made, with each organisation having an equal vote. The Executive Member for Environments and Neighbourhoods will chair the meeting, but will be a non-voting member. Noted below is the proposed approach to agreements and recommendations for the SGB.

Type of Report	Strategic Governance Board Authority
1. Reports for Recommendation	Citywide matters of housing strategy and policy, including rent and lettings policy, regeneration proposals and affordable housing programmes for consideration by the City Council.
2. Reports for Information	Any information report can be considered by the Board and comment may be made for any follow up reports or briefings to be provided to the Board.
3. Reports for Agreement subject to Ratification	Matters of common interest or impact across the 5 organisations where a joint agreement is required to implement proposals.
4. Reports for Agreement	All matters relating to the governance of the Shared Service Centre Project e.g. SSC performance and service provision.

- 4.6 The forward plan for the SGB review will cover specific issues related to the creation and delivery of the shared services and all matters of common interest to the housing service, including :
- Housing Strategy and Policy
 - Housing finance and income
 - Investment standards and strategies
 - Asset management strategies
 - Service standards, good practice and service improvement planning
 - Performance and benchmarking
 - Business planning for the service
 - Tenant involvement strategies
 - Strategies to balance city wide needs with local priorities
- 4.7 The SGB will define strategic priorities in line with City Council Strategies and the City Offer and support the creation of delivery frameworks, whilst enabling ALMOs to deliver and manage day to day services.
- 4.8 Work is underway to review the ALMO Management Agreements and constitutions of the ALMOs to assess if any revisions are required to reflect the role of the SGB.
- 5.0 Shared Service Centre**
- 5.1 A significant weakness of the existing model is the duplication of functions and processes across the ALMOs and the Council, which leads to inefficient use of resources. Under the current arrangements, the ALMOs each have their own back office functions which include, for example, HR, Finance, Governance Support and Asset Management.
- 5.2 Work has commenced on establishing the SSC and in addition the proposals approved by Executive Board on the 3rd of November 2010 have been subject to review by a working group of the Environment and Neighbourhoods Scrutiny Board, whose recommendations are proposed to be reported shortly and will support the implementation programme.
- 5.3 The Chief Executive of WNW has been appointed to lead the SSC. Whilst WNW ALMO will become the employing organisation for the SSC, the management of the SSC will be very much coordinated between all the ALMOs and the Council.

- 5.4 The appointed Chief Executive, together with the Head of Strategic Landlord has created an interim project team to manage the initial preparations for the programme of change required to create the SSC, pending recruitment to key posts.
- 5.5 The plan for implementation of the required changes has established a series of working groups consisting of appropriate officers from within the ALMOs and the City Council. These working groups will undertake the detailed work for the planning and implementation of the changes needed both in terms of revised working arrangements and process, and the development of new staffing structures for the SSC with the linked revised structures in the ALMOs and the City Council. There are two main types of working group :
- **Infrastructure Groups** – to support the changes proposed including HR support, finance support, communications, accommodation review and ICT changes.
 - **Functional Groups** – to plan out the necessary changes to processes between back office and support functions (SSC) and operational functions (ALMO). The groups will operate under three main headings – Corporate Services, Housing Services and Asset Management Services
- 5.6 A Blueprint for change will be provided to ensure the work groups will be working to an agreed overall plan and methodology. Support will be provided through the City Council's Business Transformation Team to ensure that a robust and consistent approach is adopted and to ensure that the project links to significant changes underway within the City Council, such as the locality working agenda.

6.0 Shared Functions and Processes

- 6.1 The approach to the split of functions into the shared service centre was outlined in the Executive Board report of 3rd November. A joint ALMO and City Council workshop was undertaken on 17th February 2011 to clarify the scope for functions to be considered for detailed consideration by the above mentioned functional working groups.
- 6.2 The proposed implementation plan is proposing a phased implementation of the necessary changes and restructuring over 2011.
- **Planning Phase** – February – April
 - **Phase 1** – Implement by end of June 2011
 - **Phase 2** – Implement by the end of September 2011
 - **Phase 3** – Implement by the end of December 2011
- 6.3 It is proposed that the key functions of human resources, finance and asset management are implemented as part of phase 1 of the programme. Phase 2 is currently proposed to include the remaining corporate services changes and phase 3 the housing services changes. However the final detail of phase 2 and 3 will be subject to the current planning work being undertaken in the functional work groups.
- 6.4 A detailed schedule of the functions to be reviewed is noted in the table below.

Corporate Support	Operational Support	Asset Management Support
Finance	Choice Based Lettings	Procurement
HR	Paralegal (possible secondment only)	Contract Administration
ICT	Leasehold management	Commercial Asset Management
Service and Performance Standards	Disrepair	HRA assets – small land / gardens, misc prop leases
Governance		Technical Monitoring
Marketing		Contract Compliance
Procurement		Contract Management
Housing Applications Support Team (Strategic		Investment Planning

Role around Systems to remain at Leeds City Council)		
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7.0 Infrastructure Support

- 7.1 To support the overall programme of change it is necessary to ensure that adequate planning and support is given to the functional working groups.
- 7.2 The human resource support programme includes the following arrangements: provision of an Early Leaver Initiative for ALMO staff, which replicates the current scheme covering LCC staff, joint organisation vacancy planning, including use of a recruitment freeze and cessation of general use of agency and temporary staff and workforce planning for the overall changes, including necessary training and induction for new or revised job roles.
- 7.3 The Chief Executive and Head of the SSC will ensure that the overall programme of change is undertaken within existing budget allocations, as well as tracking the agreed target savings sought from the programme of change.
- 7.4 The changes sought through the creation of the SSC will require the movement of staff from current locations into suitable accommodation of sufficient capacity to house the new integrated teams. It is unlikely that there is existing capacity in the current accommodation portfolio to house the SSC in one location. However subject to completion of a current review, it is likely that the majority of staff can be located within no more than two main locations.
- 7.5 The creation of the SSC will require changes to the use and access of ICT data, so that data can be shared. The SSC teams will require city wide access to data in order to provide support to all three ALMOs. At present certain data is restricted within ALMOs. An ICT workstream is being established to tackle these issues.
- 7.6 In order for the programme of change to be successful all stakeholders need to be kept informed of progress in delivering the change. A comprehensive communications strategy is being produced. This will provide regular common briefings to all stakeholders as the project develops.

8.0 Financial Budgets and Projected Savings

- 8.1 The Executive Board report of 3rd November 2011 proposed that in establishing the SSC a minimum of £1.6m would be saved with a reduction of 49 posts. Further savings will be achieved through process review in areas such as contract management and procurement.
- 8.2 Work has already begun to secure the £1.6m staff cost savings from the creation of the SSC. A number of savings have already been achieved as a result of the recruitment freeze and the Early Leavers Initiative for posts that would have been subject to the creation of the SSC.
- 8.3 A total of 8 posts have or will have been vacated by the end of March 2011 through staff leaving and the early leavers initiative, at a total saving of approximately £192k
- 8.4 The Government proposes to introduce the 'self financing regime' for housing revenue account services from April 2012. The impact of those proposals will govern the organisational, service and investment proposals for the housing service from April 2012 onwards. The key principles of this change is set out below.

9.0 Self financing for council housing – implications of the Government’s proposals

- 9.1 In March 2010 the previous Government set out its proposal for the reform of the Housing Revenue Account (HRA) in the form of a Prospectus. In summary, this proposal was, that after a one off allocation of debt between local and central government the current HRA subsidy system would be abolished and councils would be able to retain all their rental income to manage and maintain their housing stock. The Council responded to the proposals and was supportive in principle.
- 9.2 On the 1st February 2011 the Government published its paper *“Implementing self-financing for council housing”* which sets out the rationale, methodology and financial parameters for the reforms. Although the document does include indicative figures for each council in respect of its opening debt figure, the document’s key purpose is to provide local authorities with information in order that they can begin their detailed preparations for self-financing.
- 9.3 The proposals for reform have not fundamentally changed since March 2010 i.e. from April 2012 councils will be able to retain all their rental income in return for a one off debt settlement. The methodology of calculating the one off debt settlement is also broadly the same, although there have been changes to some of the variables used in the modelling:
- PFI allowances have now been removed from the debt settlement;
 - 75% of Right to Buy receipts will continue to be paid to the Treasury. (The previous settlement allowed Councils to retain 100%);
 - There will continue to be a “borrowing Limit” for each Council, which is likely to be set at their opening debt figure;
 - The Localism Bill allows for the Government to “re-open the settlement” under certain circumstances e.g. major national change in rent policy;
 - The HRA ring fence will be retained but no guidance will be issued. The current legislation will remain in place alongside the principle of “who benefits”.
- 9.4 The impact of these changes, combined with higher rent increases and the implementation of the proposals slipping to April 2012, has increased the debt settlement for Leeds from £403m to £696m.
- 9.5 Work is currently ongoing to determine the implications of the revised debt settlement upon the HRA Business Plan. Further work is also ongoing to update the capital investment requirements for the period covered by the Business Plan. Completion of both of these workstreams will provide an update of the shortfall in capital resources that has previously been reported to Executive Board. On completion of these exercises a further report will be brought to the Executive Board.

10.0 Implications For Council Policy And Governance

- 10.1 The creation of the Strategic Governance Board will not alter existing arrangements for decision making at the Executive Board, the ALMO Board or through delegated authority, with the Board making recommendations for action or agreeing joint approaches for ratification through the appropriate delegated arrangements within the ALMOs.
- 10.2 No changes have been made to the proposed arrangements for the Strategic Governance Board as set out in the Executive Board report of 3rd November 2010.

11.0 Legal And Resource Implications

- 11.1 To ensure that the proposed support service changes can be implemented without adverse impact on service delivery the changes are proposed to be implemented in 3 phases during 2011.
- 11.2 A key requirement for the functional work groups is to ensure that proposals for change are made ensuring that no adverse impact results on a ‘business as usual approach’

- 11.3 Provision has been made in the 2011/12 HRA budget to deal with any one off costs required to be incurred to deliver the programme of change including project management costs. All other costs will be contained within existing budget resources.

12.0 Conclusions

- 12.1 The release of the reserves will allow for a scheme to remodel sheltered bedsits and for the ALMOs to deliver additional schemes currently unfunded. All of these schemes will be over and above decency works.
- 12.2 The programme of change for the council housing service has commenced with the setting up of the Strategic Governance Board for housing to co-ordinate the delivery of the overall housing service across the city.
- 12.3 A Chief Executive has been appointed to oversee the SSC, with the changes to the service being implemented in 3 phases throughout 2011. Recruitment for the SSC will be from the existing staff covering the service functions to be shared, with the Head of the SSC now in place.
- 12.4 Savings of £1.6m will be achieved through the creation of the SSC with further savings coming from process reviews once the SSC is fully established. Savings through staff reductions to date amounting to approximately £192k.
- 12.5 Proposals for the reform of HRA financing have been received and detailed work is underway to assess the impact. The results of this work will be reported to a later Executive Board. A reserve of £3m has been set aside to assist in the transition from the HRA subsidy system to the new self financing regime.

13.0 Recommendations

- 13.1 The Executive Board is recommended to approve the allocation of the transferred HRA reserves in line with the arrangements set out in 8.0 above
- 13.2 The Executive Board is asked to note the progress made in implementing the key reforms to the ALMO model in Leeds.
- 13.3 The Executive Board is recommended to ask the Director of Environment and Neighbourhoods to bring a report to the Executive Board in June 2011 setting out the detailed implications for Leeds of the government's proposals for a self financing HRA.

Background papers

CLG – Implementing Self Financing for Council housing

Report to Executive Board 3rd November 2010 – The Future of Council Housing

Originator: S Wynne

Tel:3950440

Report of the Director of Environment and Neighbourhoods and Director of Children's Services

Executive Board

Date: 30 March 2011

Subject: Young People's Employability Initiative

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. This report seeks approval from Executive Board to launch a partnership initiative between the Council, the City College and other post 16 providers to improve the employability of young people 16 to 24 years of age. This initiative has been designed to contribute to the reduction of 16-18 year olds who are not in Education, Employment and Training (NEET), a key priority for Children's Trust partners; this proposal will also be shared with the Children's Trust Board.
2. It is proposed to deliver an 8 week programme of skills training and work experience tailored to meet the individual young person's needs. Individuals will then be supported for a period of 6 months to achieve employment, an apprenticeship or enter vocational training. Support will be delivered by a casework provider to be identified through a tendering process. The scheme will be complemented by the development of a key account management system for major employers, which will seek to maximise opportunities for local employment.
3. This report seeks authority to commit the £500,000 identified in the budget for 2011/12 for employment initiatives. This funding will secure a programme for up to 600 young people. The initiative will also seek to secure additional match funding from post 16 learning providers across the city through utilising the learning budget allocations available to post 16 providers to enhance the delivery of this programme across all available sectors. The City College has declared its willingness to support the programme and commit funding.

Recommendations

4. Executive Board is asked to agree the proposed programme and authorise expenditure of up to £500,000 from the Council's revenue budget for 2011/12.

1.0 Purpose of this report

- 1.1 The purpose of this report is to set out the proposed employability initiative targeted at young people. This offers a tailored programme of skills training, work experience and continued support to enable up to 600 young people between the ages of 16 – 24 to move into employment, an apprenticeship or accredited learning and sustain these outcomes. This programme will be delivered as a priority work strand of Employment Leeds to support employers in the city and more effectively support and link local unemployed people into these opportunities. The programme will also be delivered as a priority work strand for Children's Leeds contributing to the 'turning the curve' processes to achieve a reduction in young people who are NEET.
- 1.2 The proposed programme is to be delivered by aligning resources through a partnership between the Council and the post 16 learning providers in the city. This report seeks authority to commit expenditure of £500,000 from the Council's revenue budget and seek tenders for the delivery of the case work support to participants to ensure sustained positive outcomes. The Children's Trust Board will support the monitoring of this programme.

2.0 Background

- 2.1 There are approximately 1,700 young people between the ages of 16-18 years old that are not in Education, Employment or Training (NEET) and there are 6,000 19-24 year olds Job Seeker Allowance (JSA) Claimants in Leeds. This initiative seeks to target those who are ready to re-enter employment with additional support. Currently there are 4,000 young people who have been claiming for less than 3 months - this is the key group for this initiative, to prevent them becoming long-term unemployed. The initiative will focus on NEET, one of the three key priorities for the Children's Trust board.
- 2.2 While there is an increasing level of unemployment, the City is set to attract up to 10,000 jobs through a number of high profile developments such as Leeds Arena and the redevelopment of key city centre sites providing construction, retail and service sector opportunities. In addition, many businesses have cited the need to address an ageing workforce and there remain unfilled vacancies in a number of sectors including social and home care, retail, business administration, hospitality and leisure and tourism.
- 2.3 The Council and the post 16 learning providers, working with Jobcentre Plus, Connexions and local delivery partners will work together to engage young people and ensure the development of employability skills to enable them to access the above jobs. This project enables a model of working which maximises partnership working and joint use of resources. Initial discussions with Leeds City College have secured support for this model of joint working. The college is prepared to match the Council's funding from its Learning Budget allocation. The learning from this programme will also contribute to on-going plans to shape post 16 learning provision for the city.

3.0 Proposed Programme

- 3.1 The programme has been designed in consultation with partners to be complementary to existing provision. It builds on the best practice from previous employability programmes such as Skilled for Success, Future Jobs Fund and the Job Guarantee by combining employability skills training to support effective job search and work experience to support progression to employment, an apprenticeship or further vocational training with continued pastoral support, advice and guidance.
- 3.2 Referrals would be made to the programme by Connexions and Jobcentre Plus for 16-18 year olds identified as not in Education, Employment or Training and 18-24 year old JSA claimants not yet eligible for the DWP Work Programme. It provides an early intervention that complements DWP's Get Britain Working measures to get new claimants back into the labour market quickly before they become eligible for the national mandatory offer.
- 3.3 Participants would be recruited to the programme in groups of around 15 individuals on a roll on / off basis. The participants will be assigned an individual caseworker from a commissioned provider that would support and monitor the individual's progress against their Individual Learning Plan (ILP) throughout the programme and for 6 months beyond their initial work placement to secure a positive outcome.
- 3.4 Post 16 learning providers involved would assess and develop individual learning plans linked to job outcomes. Where an individual is identified as not yet being work ready or with aspirations to further develop particular vocational skills, access to other appropriate provision would be facilitated. The initial assessment and skills training would be delivered through a suitable venue which could include both community and main campus sites as appropriate.
- 3.5 Week 1 of the programme would be led by the learning provider and include an induction and preparatory programme for work experience. This would potentially cover attitude and behaviour; confidence and assertiveness; team work; IAG / employment awareness; and work experience expectations.
- 3.6 Weeks 2 to 8 would take the form of work experience with employers in Leeds and continued skills training for at least 1 day a week. The essential skills for work training menu will include literacy, language, numeracy, ICT, first aid, food hygiene, manual handling and qualification and credit framework awards relevant to the employment sectors where possible negotiated with employers. Participants would be supported by a workplace mentor and their assigned caseworker to guide and support their job searching activity.
- 3.7 Experience indicates that casework support is vital to achieving a good success rate where positive outcomes are sustained. In addition to pastoral care to build confidence and self esteem, support would include the production of a CV, job search, job applications and interview preparation. The casework provider would also develop the relationship with employers creating guaranteed interview arrangements, work trials, work shadowing, volunteering, work placements and real employment opportunities.
- 3.8 Incentives to support a young person's engagement and retention include:-
- For 16 – 18 year olds - a monthly travel pass for the 1st month and a learner incentive voucher

- For 18 – 24 year olds - retention of benefits for the duration of study / work placements, a weekly travel pass up to £20 per week, luncheon vouchers of £10 per week and a better off in work payment of £5.
- Accreditation costs to ensure the programme is free to the learner.

4.0 Programme Capacity and Outcomes

- 4.1 The available pooled resources of the Council and the post 16 learning providers will enable up to 600 participants to be supported in the first instance This would include 195 x 16-18 year olds (NEETs), 75 x 18 year olds and 330 x 19-24 year olds. This represents 10% of the cohort of 16-18 years NEETS and JSA claimants 18-24years.
- 4.2 Programme intervention and success rates have been modeled on previous delivery experience. This assumes a retention rate of 80-90% on the scheme with successful outcomes achieved for between 40 -60% of participants. Outputs will include an increased number of young people with increased confidence, up to date employability skills and recent relevant work experience. Programme outcomes will be an increased number of young people accessing employment, apprenticeships and accredited training.
- 4.3 Effective casework support to achieve sustained outcomes will be incentivised through the structured contract payments system that rewards performance. These will include the successful completion of skills training; the completion of work experience; numbers entering employment, apprenticeships, or accredited training courses; and numbers sustaining employment / apprenticeships / learning beyond 26 weeks. Employers offering work experience will be sourced by the casework provider and the Council's Jobs and Skills Service through existing employer contacts and networks. Providers will be invited to bring forward their proposals which would add value and enhance the delivery model of the initiative with the funding mechanisms available to them.
- 4.4 It is proposed that the partners offer 600 opportunities from the beginning of May 2011 onwards. The City College is ready to deliver the package within this timescale. It is proposed by the partners to pilot and evaluate the success of the programme to capture learning to develop a business case to inform the mainstreaming of this provision through the Adult Learning budgets of the Council, post 16 learning providers and DWP's Get Britain Working measures.
- 4.5 The Council has an important role to link development opportunities in the city with prospects for local employment. Communication with major businesses in the area over the last number of months has demonstrated a strong appetite to work with the Council, in particular to tackle youth unemployment. To assist this process, it is proposed to develop a system of key account managers within the Council with whom they can liaise. The identification of opportunities within the local economy is clearly a crucial component to the success of the Young People's Employability initiative.

5.0 Implications for Council Policy and Governance

- 5.1 The programme will contribute to the achievement of the priorities and targets in the City's emerging partnerships plans for Children and Young People and Best City for Business by increasing skill levels and increasing the number of young people in employment, apprenticeships and learning.

- 5.2 Overall programme management will be provided by the Council and managed through an operational group which will co-ordinate the inputs of partners and the contractors to deliver the contracted and aligned activity.

6.0 Legal and Resource Implications

- 6.1 Casework support will be procured by the Council in compliance with Financial Procedure Rules. There are a number of providers with the required capability and capacity to take on this work.
- 6.2 The skills training provision will be financed through the post 16 provider's learning budget and it is proposed that the caseworker support is funded through the Council's mainstream revenue budget.

7.0 Recommendations

- 7.1 Executive Board is asked to agree the proposed programme and authorise expenditure of up to £500,000 from the Council's revenue budget for 2011/12.

8.0 Background Papers

- 8.1 None.



Originator: Hannah
Lamplugh /
Adam Hewitt

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Report of the Director of Children's Services

Executive Board

30th March 2011

Response to the Deputation to Full Council: January 19th 2011 – Emily Humphries: The Mayor for a Day project – Don't Get Ill Get Soap

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

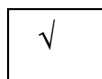
Specific Implications For:

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. This report responds to a deputation presented to Full Council on 19th January 2011 by Emily Humphries. Emily's deputation was the winning manifesto from the 2010 Mayor for a Day project, run as part of Local Democracy Week. The deputation is attached to this report at appendix 1.
2. This year the Mayor for a Day campaign focused on Year 6 Pupils in primary and special schools. The winner, Emily Humphries, was from Bramley St Peters Church of England Primary School's and her key message was "Don't get ill, get soap". Emily's manifesto focused on the importance of good hand hygiene and suggested some initiatives to help promote this.
3. Participation officers have contacted the charity WaterAid and will be working with Emily over the coming weeks to help her put her proposals in place.

RECOMMENDATIONS

- (i) That a letter be sent from the Executive Board to Emily thanking and congratulating her for bringing the issue of hand hygiene to our attention and for highlighting the important work of the charity WaterAid.
- (ii) To support the work of Children's Services Participation Officers in helping Emily and her peers raise awareness of hand washing through a school based competition and other appropriate initiatives.
- (iii) To recognise the importance of good hand washing hygiene and endorse Emily's message.

Purpose Of This Report

- 1.1 This report responds to a deputation presented to Full Council on 19th January 2011 by Emily Humphries. Emily's deputation was the winning manifesto from the 2010 Mayor for a Day project, run as part of Local Democracy Week. The deputation is attached to this report at appendix 1.

2.0 Background Information

- 2.1 "Mayor for a Day" is a campaign that has taken place during Local Democracy Week since 2003. The campaign is organised by a partnership of staff from both Democratic Services within Leeds City Council, and the Healthy Schools and Wellbeing Team within Education Leeds.
- 2.2 The aim of the campaign is to actively engage young people in democratic systems as this is the key to establishing long term democratic involvement. It is an opportunity for schools to encourage and support pupils to be aspirational and recognise that their actions can influence change.
- 2.3 In previous years, secondary schools and special schools were invited to submit one manifesto from a KS3 or KS4 student. The winner was then encouraged to be elected to be one of the representatives from their school on the Leeds Youth Council. This year the campaign focused on **Year 6 Pupils in primary and special schools**. We hope that this year's winner will stand for election onto their school council when they go to secondary school and go on to be a member of the Leeds Youth Council.
- 2.4 This year schools were invited to submit their campaign pack (which included the candidates photograph, consent form, their manifesto and a poster promoting their campaign). Councillors and Leeds Youth Councillors then short-listed the entries to ten finalists. The ten finalists featured on the "Mayor for a Day Portal" on Leeds Learning Network for a 2 week voting period. 2591 votes were cast by children from across the city.
- 2.5 The final ten candidates were invited to the Civic Hall in November to have tea with the Lord Mayor, and receive a commemorative certificate. The winner was announced and then participated in the Christmas Lights Switch On with celebrities from the music and entertainment world.
- 2.6 The winner, Emily Humphries, was from Bramley St Peters Church of England Primary School's and her key message was "Don't get ill, get soap".
- 2.7 Emily presented her proposals to a meeting of the Full Council in January 2011.

3.0 Main Issues

- 3.1 Leeds provides a wide range of health initiatives and services to schools to promote children and families' health and wellbeing. The Health Initiatives Team within Education Leeds includes PE and school sport, Teenage Pregnancy and the healthy schools and wellbeing service. The Leeds Healthy Schools and Wellbeing Service is a traded service which provides schools with training and guidance in the following areas: Healthy Schools and Healthy Schools Enhancement, PSHE and Sex and Relationships Education, Emotional Health and Wellbeing, Participation and Pupil Voice and Sustainable Schools.

- 3.2 The Health, Safety and Wellbeing Team provide guidance and resources to help promote good hygiene. The aim is to encourage everyone to follow the basic hygiene practices that can help prevent flu from spreading, and schools have an important role to play in promoting these with children. NHS resources are available on Teachernet include posters, comic strips and nursery rhymes to appeal to a range of ages. See:
<http://www.teachernet.gov.uk/educationoverview/flu/pandemic/flu/pandemicinfo/>
- 3.3 Emily's winning manifesto raised awareness about the consequences of poor hygiene. Specifically, Emily wants to raise awareness amongst school children about the importance of hand washing. Emily proposed the following:
1. Organise a competition for primary school pupils to produce hand washing posters, to be displayed on the back of toilet doors.
 2. Write to every Headteacher in Leeds outlining the importance of having soap in each in each school toilet and remind them to ask children to inform staff when the soap runs out.
 3. Encourage schools to raise awareness and fundraise for Water Aid.
- 3.4 Participation Officers from the Leeds Healthy Schools and Wellbeing Service have been advised by colleagues in the Health, Safety and Wellbeing Team of the latest local and national guidance and resources on hand washing and promoting good hygiene. They have also been in contact directly with WaterAid and sent the organization Emily's manifesto. WaterAid have sent through 270 flyers promoting their free "Spotlight on Water" action pack. This pack contains lots of activities and ideas designed to get children exploring water issues through singing, drama and interactive activities. WaterAid have written to Emily directly and offered to feature her story and manifesto on their website.
- 3.5 The Participation Officers are also meeting with staff, Emily and her school council on 9th March 2011. They will share the latest guidance and resource (including posters) with the pupils and discuss how Emily's proposals can be addressed. They will provide any support needed to help Emily make contact with Headteachers across the city and to help disseminate resources felt to be helpful and appropriate.
- 3.6 An update on progress following this meeting will be provided to Executive Board at their 30th March meeting.

4.0 Implications For Council Policy And Governance

- 4.1 Local Democracy Week and the Mayor for A Day competition are extremely positive examples of work to involve children and young people in the services they receive. This approach is at the heart of our ambitions to become a child friendly city, so it is important that we give Emily our full support in helping to implement her manifesto.

5.0 Legal And Resource Implications

- 5.1 There are no specific legal and resource implications arising from this report. Support to Emily for implementing her manifesto will be provided from within existing resources.

6.0 Conclusion

- 6.1 The Mayor For A Day' competition is a valuable opportunity to showcase the opinions, talent and enthusiasm of many young people across Leeds. The winning entry was chosen after a significant number of votes were cast. It is important that this is recognized and reflected with the author of the winning manifesto, Emily Humphries given our full support in helping to implement her proposals. Though the work already being done by the Health, Safety and Wellbeing Team and by schools there is recognition of the importance of good hygiene and by working with Emily, her peers and waterAid in the weeks ahead we will look to build on this. We would like to thank Emily for submitting this manifesto and congratulate her on her achievement.

7.0 Recommendations

- (i) That a letter be sent from the Executive Board to Emily thanking and congratulating her for bringing the issue of hand hygiene to our attention and for highlighting the important work of the charity WaterAid.
- (ii) To support the work of Children's Services Participation Officers in helping Emily and her peers raise awareness of hand washing through a school based competition and other appropriate initiatives.
- (iii) To recognise the importance of good hand washing hygiene and endorse Emily's message.

Background Papers

There are no specific background papers to this report. Members may be interested to find out more about WaterAid at the charity's website: www.wateraid.org

DEPUTATION ONE – MAYOR FOR THE DAY

THE LORD MAYOR: Good afternoon, and welcome. The last time I saw you, you were on the stage dressed up in your Lord Mayor's outfit dancing on the Leeds Light Up – it was a really good night with all the celebs.

Please do relax. I know that it is very interesting, your contribution to policy, so please relax, they are all friends in here, and do it in your own time. Carry on. You could introduce – is it your mum?

EMILY HUMPHREYS: No, it is my teacher.

TEACHER: No, I would be so proud if she was my daughter but I am her teacher.

EMILY HUMPHREYS: Good afternoon. My name is Emily Humphreys. I go to Bramley St Peter's C of E Primary School. I am ten years old. My issue is about poor hygiene leading to children missing school. My slogan is, "Don't Get Ill – Get Soap".

Did you know over 4,000 children die every single day from poor hygiene? That's 20 primary schools just like mine every day...

Children all around the world need to know that although you can't see germs, they can cause illnesses if you get them in your tummy. How many children in Leeds miss school due to upset tummies? How can we help the children of Leeds to keep in school and learning? The answer is we need to encourage children to wash their hands with soap after going to the toilet.

Now I am Mayor for the Day here are three things I would like to put forward as proposals for your consideration.

1. I would run a competition for all the primary schools in Leeds. Each child would have to design a poster, reminding children to wash their hands with soap after going to the toilet. The school council from each school would pick their favourite ones. In-school prizes could be given for each class's winner (in our school we gave novelty bath sponges). The winners from each school could be sent to us and we would then choose our top five which, as well as receiving prizes, would also be printed up to be sent back to schools in Leeds for display on the back of toilet doors.
2. I would write a letter for every head teacher in Leeds explaining to them that they need to ensure there is soap in every toilet in their school; also asking them to remind their children to tell them if soap has run out.
3. In all the school I would encourage them to raise money for Water Aid. Our own bucket collection, encouraging children and parents to *Spend a Penny* for Water Aid could easily be copied and has proved successful.

Thank you. Emily Humphreys. (Applause)

THE LORD MAYOR: Thank you, Emily, for attending and for what you have said. I do not think myself or many experienced councillors in this Chamber could have stood up

in front of this body at aged ten and made such a wonderful speech that you have. Well done – very, very well done – and a very solid policy.

You will be kept informed of the consideration which your comments will receive and thank you again for attending. (Applause)

Councillor Gruen?

COUNCILLOR GRUEN: Can I just formally vote that this matter be referred to the Executive Board. Thank you very much for a very impressive speech.

COUNCILLOR LOBLEY: Yes, congratulations and may I second that. Thank you.

THE LORD MAYOR: Can we vote on that, please. (*A vote was taken*) I do not think I need to call on those against. That is unanimous. Well done, Emily, and thank you very much. (Applause)



Originator: Jackie Green

Tel: 2477163

Report of the Director of Children's Services

Executive Board

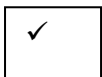
30th March 2011

SUBJECT: Basic Need Programme 2012

Part A - Outcome of consultation on proposals for primary provision for 2012

Part B – Request for Authority to spend

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

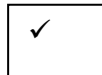
Specific Implications For:

Equality and Diversity ☒

Community Cohesion ☒

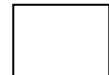
Narrowing the Gap ☒

Eligible for Call In



Not Eligible for Call In

(Details contained in the report)



EXECUTIVE SUMMARY

1 PURPOSE OF THIS REPORT

- 1.1 The first part of this report presents the outcome of statutory consultation on six proposals to increase primary provision in Leeds from September 2012, and seeks permission to proceed to publish statutory notices for three of these proposals. It outlines further work to be completed prior to making a recommendation with regard to the remaining proposals.
- 1.2 It has been necessary on this occasion also to request Authority to Spend to develop the designs of the capital proposals at risk, which forms the second part of the report. This is necessitated by the timescale required to maximise demographic planning certainty, and the timescale required for delivery of capital solutions of this scale and size for September 2012.
- 1.3 If the Executive Board gives permission to publish statutory notices in response to the recommendation in the first part of this report, the second part of this report also seeks Authority to Spend, to develop the capital proposals to deliver the expansions for September 2012.

2 BACKGROUND INFORMATION

- 2.1 At its meeting in December 2010 the Executive Board gave permission to consult on six proposals to ensure the authority meets its statutory sufficiency duty to provide enough primary school places for 2012/13. It also agreed to earmark a

number of council owned sites to deliver these proposals.

- 2.2 The proposals are for significant expansions of three existing primary schools, and for primary expansion to be delivered through changes to the age ranges of three existing secondary schools. Under the Education and Inspections Act 2006, these changes all constitute prescribed alterations, and each require a statutory process to confirm the change and make it permanent. Public consultation is the first stage of this process. The consultation period ran from 5 January to 18 February 2011.

3 **RESOURCE IMPLICATIONS**

- 3.1 The second part of this report constitutes the request for Authority to Spend that is to proceed with the proposed expansions for 2012 and to incur expenditure of £839,000 taking the development of the capital proposals forward. Estimated costs for the 2012 programme total £17,364,000. This is a high level estimate at this stage, which excludes site acquisition costs or site specific risk or abnormalities, and will be subject to significant development through the detailed design process. The request to incur £839,000 represents 4.83% of the estimated overall capital cost to progress to expend design fees up to stage 1 costs, which is in effect the submission of a Planning application. The intention is to submit a further detailed DCR report to the Executive Board in due course.
- 3.2 Having agreed to earmark the use of three Council sites the Executive Board agreed to a loss to the Council's capital programme of £2.675m.

4 **RECOMMENDATIONS IN RELATION TO BOTH PARTS OF THIS REPORT**

Executive Board is asked to:

Consider the responses to the consultations

- 1) Individually approve publication of statutory notices to:
 - **Proposal one:** Expand the capacity of Wykebeck Primary School from 315 places to 420 places on its existing site
 - **Proposal four:** Change the age range of Carr Manor High School to 4-18, with a reception admission limit of 30, and use land next to the school for the primary provision
 - **Proposal five:** Expand the capacity of Bracken Edge Primary School from 315 places to 420 places on its existing site
- 2) Note further work will be completed by officers before bringing forward a recommendation on the proposals to
 - **Proposal two:** Change the age range of Roundhay School Technology and Language College to 4-18, with a reception admission limit of 60, and use land off Elmete Lane for the primary provision.
 - **Proposal three:** Change the age range of Allerton Grange School to 4-18, with a reception admission limit of 60, and use land next to the school for the primary provision.
 - **Proposal six:** Expand the capacity of Little London Primary School from 210 to 630 using land off Cambridge Road
- 3) Authorise expenditure of £839,000 from scheme number 15822 to allow development of the designs of the capital proposals for the expansions for 2012 at risk and to allow the basic need programme for 2012 to be delivered.

1 PURPOSE OF THIS REPORT

- 1.1 The first part of this report presents the outcome of statutory consultation on six proposals to increase primary provision in Leeds from September 2012, and seeks permission to proceed to publish statutory notices for three of these proposals. It outlines further work to be completed prior to making a recommendation with regard to the remaining proposals.
- 1.2 It has been necessary on this occasion to also request Authority to Spend to develop the designs of the capital proposals at risk, which forms the second part of this report. This is necessitated by the timescales required to maximise demographic planning certainty, and those required for delivery of capital solutions of this scale and size of several for September 2012.
- 1.3 If the Executive Board gives permission to publish statutory notices in response to the recommendation in the first part of this report, the second part of this report also seeks Authority to Spend, to develop the capital proposals to deliver the expansions for September 2012.

2 BACKGROUND INFORMATION

- 2.1 At its meeting in December 2010 the Executive Board gave permission to consult on six proposals to ensure the authority meets its statutory duty to provide enough primary school places for 2012/13. It also agreed to earmark a number of council owned sites to deliver these proposals.
- 2.2 The proposals are for significant expansions of three existing primary schools, and for primary expansion to be delivered through changes to three age ranges of existing secondary schools. Under the Education and Inspections Act 2006, these changes all constitute prescribed alterations, and require a statutory process to confirm the change and make it permanent. Public consultation is the first stage of this process.

PART A OUTCOMES OF CONSULTATION & REQUEST TO PROCEED TO STATUTORY NOTICE

3 THE MAIN ISSUES

- 3.1 The consultation period ran from 5 January to 18 February 2011. Information was distributed widely, including: to all primary schools and early years providers and their families within 2 miles of each of the proposed changes, to the directly affected schools and their families, to all elected members, the local Catholic and Church of England diocesan authorities, and the unions. Posters and leaflets were also sent to libraries, post offices and doctors surgeries, and cascaded to community facilities such as one stop shops and community centres through the council's area management team. Admission forum were also consulted, and supported all the proposals. A full list of consultees is available in Appendix 1.
- 3.2 In addition, public meetings were held at each of the directly affected schools. Meetings with staff, governors and school councils were also held. Further public meetings were held at Moor Allerton Hall and Carr Manor Children's Centre. Additional consultation meetings were held with trade union representatives and admission forum. Minutes of all these meetings can be found at www.educationleeds.co.uk/schoolorganisation .

Key Issues Raised

- 3.3 For many consultees consultation provided the first opportunity to debate many of the issues surrounding the concept of through schools, and the consultation resulted in a broad open discussion. A number of the issues raised were generic, and are summarised in section 3.4- 3.11 below. Information on the number of responses to each proposal, and concerns specific to that proposal are summarised in sections 3.12 - 3.31. A more detailed analysis of the all the responses can be found in Appendix 2.
- 3.4 **Comments about the forecasts of need including population mobility, any impact on other schools and timeliness of proposals.**
There were 9550 births in Leeds in the year to Sept 2008 and all of these proposals together would, if approved, ensure 9540 reception places are available in September 2012 when this cohort requires places. Whilst it is not always possible to deliver provision in the optimum location demographically, the proposals would create provision in the right locality, without imposing unreasonable travel distances, and could offer increased choice and diversity. Proposals have been brought forward on a timeframe to allow maximum certainty about projections, whilst still allowing for projects to be delivered.
- 3.5 **Comments about financial implications for schools facing change, and security of funding.**
There are two elements to the funding issues, capital and revenue. The local authority will fund the building works from DfE capital grant. The ongoing revenue funding to run the schools would be delivered on a per pupil basis from central government, and distributed locally to schools in line with the Leeds local formula. This would deliver funding using the same formula for all schools. Specific concerns were raised about the implications of the through schools being PFI schools, and the authority has agreed to review the split site formula to ensure it reflects the lack of economies of scale which would apply in this instance.
- 3.6 **Comments about traffic, road safety, parking and other environmental concerns for residents.**
It is inevitable that with a rising population and associated need for school places there will be increased pressure on traffic levels and parking. The authority supports schools in the development of green travel plans to minimise traffic impact, and follows council guidelines on parking allocations designed to discourage unnecessary car use. Planning permission is an independent process to the consultation on a prescribed alteration to a school, and approval of either does not pre-suppose approval of the other.
- 3.7 **Issues arising from establishing new primary provision from reception cohorts upwards.**
Many respondents felt the social and educational isolation of the first cohort (and their staff) could be a barrier to parents choosing the provision. They also noted the lack of immediate older role models. Whilst these issues are real, they are inherent in catering for a rising population. Established schools already have relationships with other primaries which can be developed to provide mitigation to this. All of the high schools in these proposals have recognised this issue and indicated that they see partnership working as essential, and see the potential long term benefit once the provision is fully established.

- 3.8 **Questions about the proposal for existing secondary schools to manage primary provision, and ensuring good standards.**
The secondary schools involved in the proposals have varying levels of primary experience within their own staff and governing bodies, and all fully appreciate the need to extend and adapt the governance and leadership structures to ensure the primary provision is properly developed supported, and integrated. They have each given a clear commitment to having a primary specialist as a leader of the primary provision, and staffing the provision with appropriate expertise to support the foundation stage and key stages 1 and 2. The strength and approach of the leadership teams and governing bodies has been key in the authority bringing forward the proposals.
- 3.9 **Comments about continual education in one establishment; safeguarding of younger children, appropriateness of role models, movement through year groups, removal of life stage markers.**
Whilst detailed building plans are not yet drawn up, it is the intention of the authority in each case to provide separate physical accommodation for the primary provision. This would also address concerns about the 'feel' of a large school for very young children. All Leeds schools have strong safeguarding arrangements, and these would continue with the proposed school.
- 3.10 Whilst anxiety about the absence of older role models is understandable, in some recently established 4-18 academies this has proven a positive benefit for all age groups, and any interaction would be carefully planned and managed. Smoother transition and the enhanced support offered by continuity of educational and pastoral support are potential benefits for pupils, however they will still be joined by significantly more children in year 7, providing a key milestone in their development. Transition issues for those joining in year 7 would still need to be addressed.
- 3.11 **Comments about the conduct of the consultation.**
There were a number of detailed concerns about the conduct of the consultation which are included in Appendix 2. The consultation was conducted in accordance with government guidance, and recommendations from previous scrutiny reports.
- 3.12 **Harehills Planning area**
Proposal One: To expand **Wykebeck Primary School** from a capacity of 315 to a capacity of 420, i.e. an admissions limit of 45 to 60. Public meeting attended by 15 people. 45 written responses received. Majority of respondents support the proposal, including the governing body of the school, and the Admissions Forum. As a two form entry school the leadership and management of the school will be able to move away from the need for mixed age teaching which will further strengthen the progress the school have already made on raising standards.
- 3.13 A specific suggestion was made to look at the South Gipton Community Centre immediately adjacent to the school, and see if this land could be used to provide additional play space for the expansion, whilst re-providing some community provision in the new build. Discussions with officers are ongoing to explore the potential for this, and see if funding is available. This discussion need not delay the proposal as the authority believes the scheme is deliverable within the current grounds. The scheme would be designed taking account of potential adverse impact on outdoor play space, and would be subject to normal planning process.
- 3.14 **Roundhay/Wigton planning area**
Proposal Two: -To change the age range of **Roundhay School Technology**

and Language College to be 4-18, and to establish the primary provision on land off Elmete Lane, with effect from Sept 2012. The reception admissions limit would be 60. Public meeting attended by approximately 50 people. 28 written responses received. Most support the use of the site for education provision, but the proposal for Roundhay to run the provision was not supported by many of respondents. The proposal was supported by the governing body of Roundhay school and Leeds Admission Forum.

- 3.15 Particular concern was raised by parents that some year 7 children with Roundhay as their nearest school would have a reduced ability to gain a place, at the expense of those who had gained a place in reception based on the Elmete Lane entry point. There is further information on this point in Appendix 2 and a map in Appendix 4 describes this potential effect. However, any effect would not be for seven years, and secondary capacity will need to be addressed in that time which may influence this impact.
- 3.16 A counter proposal to create a new school on the site was made by a large proportion of those objecting, mostly in relation to the concern in 3.15 above. Whilst the separate location does lend itself to this, places would not be available until 2013, and it would face greater challenges in establishment as described in paragraph 3.7 above.
- 3.17 The issue of impact on other primaries was raised many times, again largely based on the perception that places at the through school would be attractive to parents. Roundhay St John's and Grange Farm expressed particular concern. The projections data shows a need for all the reception places proposed, and by introducing the extra places gradually from reception and not in higher year groups, no significant surplus would be introduced. Some respondents felt this was not a concern, and could offer positive choice and much needed places.
- 3.18 Funding was a particular focus of concern for this proposal. The governing body is very firm in their view that the new provision should not impact on the existing school budget. Following discussion, two specific concerns remain for the school with which the authority does not agree: that full cooking facilities are essential at the new site, rather than the heat and serve facilities many primary schools operate with; and that the authority increase its funding for a full time leader prior to opening from one term full time to two terms full time.
- 3.19 **Proposal Three:** To change the age range of **Allerton Grange School** to be 4-18 and to establish the primary provision on land to the west of the school, previously included in the former school site effective September 2012. The reception admission limit would be 60. Two public meetings attended by a total of approximately 120 people. 49 written responses received. A majority opposed the proposal, most commonly due to concern about the increased use of the site. The proposal was supported by the governing body of the school and Leeds Admission Forum.
- 3.20 Consultation highlighted the already considerable issues with traffic and road safety around the site. Access off Lidgett Lane was felt to be particularly difficult. Whilst these pressures exist around any school, and are associated with any expansion of provision, the debate has prompted officers to bring forward the commissioning of a formal Traffic Impact Assessment to fully explore the implications for Planning and Highways views before making a recommendation on this proposal. Any proposals would require the schools to develop green travel plans.

- 3.21 There were particular concerns about the development of the site, focussed on flooding and loss of public green space. These are being explored in detail in discussions with officers, elected members and Friends of Allerton Grange. The authority believes that some of the land would be surplus to educational need, and is exploring how this might be retained for public use. Any school playing fields would also be available for public use on a managed lettings basis. The flooding issues are also being explored, with officers seeking to ensure adequate mitigation is designed into any new development.
- 3.22 There was considerable discussion around the position of Moor Allerton Hall Primary School (MAH). Many felt it would be adversely impacted by developing additional competing provision so close to it. The governing body of MAH recognised the need for places, but were concerned by the proposal, and have indicated they wish to explore federation to see if this might meet the needs of the community whilst supporting both MAH and Allerton Grange. Federation would not require a statutory consultation, and would be for the two governing bodies to agree. It could be developed in parallel with the proposal for change to Allerton Grange, and could mitigate some of the risks in establishing new provision.
- 3.23 **Meanwood Planning area**
Proposal Four: To change the age range of **Carr Manor High School** to be 4-18, and to establish the primary provision on land south of and adjacent to the school, with effect from Sept 2012. The reception admission limit would be 30. 3 public meetings attended by a total of approximately 60 people. 29 written responses received. Some support for both the use of the land and the through school proposal. Both the governing body of Carr Manor High school and the Leeds Admission Forum support the proposal.
- 3.24 The key issues raised during the consultation, and specific to this proposal, were the impact on and possible involvement of Carr Manor Primary School (CMPS), and the impact of have two separate primary entry points so close together on parental choice. CMPS is not expandable within its current site, and did not wish to run a split site school using this land. The school also did not wish to be a formal part of the through school. They have however offered the possibility of federating with the High School if the proposal goes ahead, so that the expertise of this outstanding primary school can be harnessed to support the development of the new provision.
- 3.25 There was a concern amongst some parents that they would no longer gain a place at CMPS as it was no longer their nearest school. This was sometimes combined with a concern that the provision created surplus in the immediate Meanwood area, and was to create places for children in Chapel Allerton. It has been the case in recent years that not all children who have CMPS as their nearest school have been able to be offered a place there and this continues to be the case in 2011. The majority of those parents who would have the new provision as their nearest school, would also continue to be the closest under the distance criteria, after the nearest, and consequently would continue to be able to gain a place. The proposal will add choice for local parents, who presently are not all able to be offered their nearest school.
- 3.26 **Chapel Allerton Planning Area**
Proposal Five: To expand **Bracken Edge Primary School** from 315 places to 420 places, i.e. an admission limit of 45 to 60. This proposal can be delivered

within the existing school grounds. Public meeting attended by 11 people. 7 written responses received. Majority support the proposal.

- 3.27 The authority and the governing body agree that the removal of mixed age classes will support their ongoing improvement by simplifying the management and planning associated with vertical integration. Reassurances were provided that the school would receive additional accommodation and staffing for managing the additional pupils, that the modular accommodation which would be used is high quality, permanent accommodation, and that no further expansion would be proposed on this site beyond 2FE. The staff and governors would be involved in the design of the new accommodation.
- 3.28 **Woodhouse Planning area**
Proposal Six: To expand **Little London Community Primary School** from 210 places to 630 places, i.e. an admission limit of 30 to 90, and establish land off Cambridge Road as part of the school premises, effective September 2012. Public meeting attended by 29 people. 33 written responses received. Mixed views with a majority of respondents in favour, although some concern around split site school, and counter proposals made.
- 3.29 The concern about population mobility impacting on projections was particularly strong for this proposal. The authority remains persuaded that the need for the places exists, and that the risks of under provision outweigh those of over provision. The school is surrounded by schools for which the projections show a deficit of 45 places in 2012, and rise thereafter. It has been notable in 2011 that more local parents are requesting places matching the extended places already available and significantly exceeding projections.
- 3.30 Several respondents had concerns about the use of a split site, and proposed the development of Little London on its existing site to only 2FE. The Governing Body indicated that whilst they support the proposal, development within their current site would be preferred. The land identified during consultation to the rear of the school has been considered by officers but is not believed to be suitable or cost effective to develop. The authority is willing to further investigate the viability of the existing site for expansion however this would not provide sufficient places for the local area.
- 3.31 The proposed site contains the existing Blenheim centre buildings, which are currently occupied by Vine. The service provides for vulnerable members of the community. Options for relocation of this service were already being considered prior to the development of this proposal. Officers are working with the service to relocate prior to autumn 2011 in order to present no risk to the delivery programme.

4.0 CONCLUSION TO PART A

- 4.1 To continue to ensure the Council meets its statutory duty to provide a school place for every child in the city, the authority needs to create on average 300 to 400 new reception places every year. This will not be deliverable simply through expansion of the existing estate, and the establishment of new provision will need to form a part of that response.
- 4.2 Whilst the authority needs to meet its statutory duty for sufficiency, there are a range of other tensions to balance. Outcomes for children and young people, and the ongoing sustainability of the existing and new provision are also crucial.

Logistical constraints and the deliverability of schemes have to be recognised. Whilst aiming to provide local schools for local children, parental preference has to be acknowledged, as does the duty to promote choice and diversity of provision. The certainty around demographic projections is clearly greatest for the cohorts about to enter school, and becomes less certain the further ahead we plan. Considerable population mobility in the areas considered adds to this challenge. The proposals are brought forward to offer strong sustainable solutions, and are supported by Admissions Forum.

- 4.3 The governing bodies remain broadly in support of the proposals, although Roundhay School have identified some issues regarding funding which may prevent their support. The authority believes its approach is reasonable and equitable to all Leeds schools. There have been significant concerns expressed by two neighbouring primary schools about the effect this may have on their future numbers. Based on these concerns it would be appropriate to bring forward a recommendation on this proposal to the May Executive Board meeting when the most recent round of preferences and allocations that have taken place for September 2011, can be analysed and presented to inform the recommendation.
- 4.4 Based on the responses received, it is recommended that a traffic impact assessment be commissioned with regard to the proposal for Allerton Grange prior to any recommendation being made. Officers' concerns about the deliverability of the scheme have been confirmed by views expressed during consultation, and further exploration should be concluded before any recommendation is made on how to proceed. It is hoped that this work will be completed in time to return to the May Executive Board. Should a return to a later Board be required then the earliest any scheme could be delivered would be 2013, and alternative measures would be required to meet the resultant shortfall of places in 2012.
- 4.5 In order to further explore the site concerns in relation to the proposal at Little London a recommendation will be brought to the May Executive Board with a preferred way forward. This will allow time to further assess the suitability of the existing Little London site for expansion.

PART B AUTHORITY TO SPEND REQUEST

5 DESIGN PROPOSALS / SCHEME DESCRIPTION

- 5.1 The capital proposals for each school that will be brought forward to the Executive Board in two phases are detailed below. As stated in the overarching introduction to this report, the proposals are for expansion of three existing primary schools, and for changes to the age ranges of three existing secondary schools. All the capital projects will be delivered through the modular framework established to provide basic need accommodation.
- 5.2 **Proposal 1 Wykebeck Primary School**
To expand the capacity of Wykebeck Primary School from 315 places to 420 places through the construction of a modular extension of 413 square metres at the rear of the existing school building. This will provide an additional 4 classrooms and additional WCs, cloakrooms and circulation. Estimated cost: £750,000

- 5.3 **Proposal 2 Roundhay School Technology and Language College**
To change the age range of Roundhay School Technology and Language College to 4-18 years, with a reception admission limit of 60, by construction of new primary provision on land off Elmete Lane, utilising modular construction. This scheme will be delivered in two phases: the first phase will be completed for September 2012 and the second phase for September 2014.
- 5.4 **Proposal 3 Allerton Grange High School**
To change the age range of Allerton Grange High School to 4-18 years with a reception limit of 60, by construction of primary provision on land adjacent to the existing school, utilising modular construction. This scheme will be delivered in two phases: the first phase will be completed for September 2012 and the second phase for September 2014/15. This is predicated on completing the traffic impact assessment in time to make a recommendation on the proposal at the May Executive Board. The consequence of a later recommendation would delay the scheme delivery by a year.
- 5.5 **Proposal 4 Carr Manor High School**
To change the age range of Carr Manor High School to 4-18 years, with a reception limit of 30 on land adjacent to the existing school. Utilising modular construction this scheme will provide 1287 square metres of new build including 7 teaching spaces, infrastructure, access, play space and car parking. Estimated cost £2,574,000. This scheme will be delivered in two phases: the first phase will be completed for September 2012 and the second phase for September 2014.
- 5.6 **Proposal 5 Bracken Edge Primary School**
To expand the capacity of Bracken Edge Primary School from 315 places to 420 places through the construction of a modular extension of 413 square metres. This will provide an additional 4 classrooms, additional WCs, cloakrooms and circulation. Estimated cost: £750,000
- 5.7 **Proposal 6 Little London Primary School**
To expand the capacity of Little London Primary School from 210 to 630 by utilising land off Cambridge Road, for the construction of modular key stage 2 provision; and extending the existing building through a modular extension. The scheme is likely to be delivered in two phases: the provision at the existing Little London Primary School will be delivered for September 2012, and the provision off Cambridge Road will be delivered for September 2015.

6 CONSULTATION

- 6.1 Full consultation has taken place in all of the planning areas for the schools listed in this report. The consultation processes to date are outlined in full in paragraphs 3.1 and 3.2. Further detailed engagement will continue with the schools, officers and the framework contractors to ensure that the projects are delivered to programme.

7 LEGAL AND RESOURCE IMPLICATIONS IN RELATION TO BOTH PARTS OF THE REPORT

- 7.1 These proposals are necessary to meet the authority's statutory duty to ensure sufficiency of school places. If approved they would deliver 240 reception places, making a total of 9540 reception places in the City in 2012. Projections suggest a need for at least 9570 places. Actions required to address any shortfall will be agreed once the consultation process is complete and outcomes are known.
- 7.2 The strategic programme for the proposed schemes will ensure that each school has sufficient classroom accommodation to be able to operate their new capacities from September 2012. Each project will develop a bespoke programme to guarantee a sufficiency of accommodation for September 2012, but with completion of later phases as outlined in the individual scheme descriptions above.
- 7.3 A very high level estimate of the projected capital costs of the six proposals is £17,364,000. This is based on modular accommodation and will be subject to significant development through detailed design. The high level estimate does not include site acquisition costs or provision for any site specific conditions, risk or abnormalities.
- 7.4 There are three sites included in the proposals (the former Braimwood site; land adjacent to the Carr Manor site; and the Blenheim centre site,) which were earmarked when the decision to proceed to public consultation was made in December 2010, and constitute a loss to the Council's capital programme of £2.675m

7.5 Scheme Design Estimate

All costs are indicative at this stage, and based on costs which will be developed and updated through the detailed design process. The design estimates submitted for Authority to Spend, provide for the five proposals recommended to be progressed to the end of stage 1, which is submission for Planning approval. Early design work will be undertaken in respect of the Allerton Grange High School proposal (proposal three), to inform the proposal when it is re-presented. The total Authority to Spend for design work across the six projects is £839,000. This equates to 4.83% of the total capital cost estimate at this stage.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2011 £000's	FORECAST			
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	0.0					
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

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2011 £000's	FORECAST			
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
LAND (1)	0.0					
CONSTRUCTION (3)	0.0					
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	839.0		839.0			
OTHER COSTS (7)	0.0					
TOTALS	839.0	0.0	839.0	0.0	0.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2011 £000's	FORECAST			
			2011/12 £000's	2012/13 £000's	2013/14 £000's	2014 on £000's
Basic Need SCE C	839.0		839.0			
Total Funding	839.0	0.0	839.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 15822 'Basic Need - Primary Expansions 2012'

8 RISK MANAGEMENT

- 8.1 Operational risks will be addressed through existing Project Management processes including Risk Logs, Highlight Reports and face to face meetings, supplemented by continual liaison with the schools.
- 8.2 At a Programme management level, any potential delay to the authority to spend and implementation programme at this stage could impact delivery for September 2012.

9 RECOMMENDATIONS IN RELATION TO BOTH PARTS OF THE REPORT

Executive Board is asked to:

Consider the responses to the consultations

- 1) Individually approve publication of statutory notices to:
 - **Proposal one:** Expand the capacity of Wykebeck Primary School from 315 places to 420 places on its existing site
 - **Proposal four:** Change the age range of Carr Manor High School to 4-18, with a reception admission limit of 30, and use land next to the school for the primary provision
 - **Proposal five:** Expand the capacity of Bracken Edge Primary School from 315 places to 420 places on its existing site
- 2) Note further work will be completed by officers before bringing forward recommendations to May Executive Board on the proposals to
 - **Proposal two:** Change the age range of Roundhay School Technology

and Language College to 4-18, with a reception admission limit of 60., and use land off Elmete Lane for the primary provision.

- **Proposal three:** Change the age range of Allerton Grange School to 4-18, with a reception admission limit of 60, and use land next to the school for the primary provision.
- **Proposal six:** Expand the capacity of Little London Primary School from 210 to 630 using land off Cambridge Road

- 3) Authorise expenditure of £839,000 from scheme number 15822 to allow development of the designs of the capital proposals for the expansions for 2012 at risk and to allow the basic need programme for 2012 to be delivered.

BACKGROUND REPORTS

Exec Board Reports

17 June 2009 Expanding Primary Place Provision

22 July 2009 Proposed increases in Admissions Limits for September 2010

19 May 2010 Outcome of statutory notices for changes to primary provision for September 2010, 2011 and 2012

21 July 2010 - Outcome of statutory notices for proposals for expansion of primary provision for September 2011 and Outcome of statutory notices for changes to primary age provision in Horsforth for September 2011

15 Dec 2010 Primary provision for 2012

Officer reports

21 May 2010 and 5 November 2010 SIB reports

7 May 2010 and 17 September 2010 AMB reports

Appendix 1

Details of consultees

Directly affected schools; their staff, governors and families

Other local primary schools within 2 miles; their staff governors and families

Children's centres / EY providers within 2 miles of affected provider; their families

Internal EL

EL officers – Heads of Service to cascade information

EL Board

LCC

LCC - Corporate Leadership Team to cascade information

Locality Enablers & Area management team to cascade information

Early Years leadership team to cascade information

Elected bodies

Area Committees

Members - all

MPs - directly affected constituencies

Other legally required consultees

Catholic Diocese

CE Diocese

Unions – It was identified that some unions had been omitted in the first few days of consultation. This was rectified immediately, and an additional meeting offered to ensure full consultation.

Other

Admissions Forum

Libraries - within 2 miles of affected provider

Post Offices - within 2 miles of affected provider

Community Centres - within 2 miles of affected schools

Doctors surgeries

Leeds Racial Equality Council

Chamber of Commerce

Press releases

Web site

Infobase

Appendix 2

Detailed responses to consultations

Details of the specific responses to each consultation can be found in this appendix. Minutes of the public, staff, governing body and school council meetings, and copies of the anonymised responses can all be found on the web site at:

www.educationleeds.co.uk/schoolorganisation.co.uk (this web address will remain valid after 1 April 2011).

Proposal one	Expand the capacity of Wykebeck Primary School from 315 places to 420 places
Proposal two	Change the age range of Roundhay School Technology and Language College to 4-18, with a reception admission limit of 60, and use land off Elmete Lane for the primary provision
Proposal three	Change the age range of Allerton Grange School to 4-18, with a reception admission limit of 60, and use land next to the school for the primary provision
Proposal four	Change the age range of Carr Manor High School to 4-18, with a reception admission limit of 30, and use land next to the school for the primary provision
Proposal five	Expand the capacity of Bracken Edge Primary School from 315 places to 420 places
Proposal six	Expand the capacity of Little London Community Primary School from 210 to 630 using land off Cambridge Road

Generic comments

Comments about the conduct of the consultation.

The consultation was conducted in accordance with government guidance, and recommendations from previous scrutiny reports. There was a view that the authority should consult fully on all the alternative options simultaneously, however legally we are required to ensure the proposal is clear. Prolonged public debate can create damaging uncertainty for all, and it has proven most effective to conduct informal consultation to develop the proposals, and then allow all the issues to be fully debated through the consultation itself. In some cases this allowed new and previously unconsidered counter proposals to emerge. A few respondents praised officers for their conduct and clarity in the meetings and on the documentation.

Many comments were made that the proposals sought to avoid competition and were rushed. The authority has no reason to avoid competitions, and is expecting to bring forward competition in the future, dependent on legislation. There is 4 years of actual birth data on which to plan, and if proposals are brought forward too early, the projections on which they were based can prove to be unsustainable in the long term. These proposals had merit, reduced some of the risks with new provision, and could also be delivered earlier. One respondent noted a competition could result in less accountability.

The authority continues to seek cost effective ways to improve engagement, especially with families of pre school children, and has explored alternative meeting times and venues to encourage this. We are also consulting with providers over how to best engage families of pre school children.

There was a suggestion the proposals should have been debated as a whole for the area, and that separating them confused the data and exaggerated the need for places. Consultation on multiple proposals can restrict thorough discussion of all the issues. It is also important to keep the legal independence of each proposal clear. Consultees were

sent the information for all proposals within two miles, and were able to attend any of the meetings or respond in writing. Data relevant to the wider area was included in each booklet and shows the need for the places, and all the consultations were advertised together on the web site. Affected schools were asked to place notices provided on their gates. The presentation of area information is always reviewed post consultation to improve clarity in future.

It was stated that the simultaneous consultation on possible changes to the sibling priority in the admissions policy may influence views on the merit of the through school proposals, and should have been mentioned in the booklets. This is subject to a separate consultation process, and should not be viewed as linked to these proposals as it affects all schools in Leeds, not just these six. There will be ongoing opportunity to review the admissions policy through its annual consultation.

There was an omission of the label for Roundhay St John's CE Primary which gave the erroneous impression the school had not been properly reflected in the projections, or assessment of anticipated impact. Officers apologised for this error and any false impression created. There was also a misunderstanding about Aided schools not having 'nearest' polygons described on the maps. These were provided for the first time, to try and show the data in different ways, and their use and the explanatory notes will be reviewed for future consultations.

The Church Of England Diocese expressed concern that the proportionality of CE places was being undermined. The authority has maintained a full dialogue with both Church of England and Catholic diocesan authorities about the need for places, but it has not been able to bring forward any proposals to progress the expansion of faith based provision at this time.

Comments about the forecasts of need including population mobility, any impact on other schools and timeliness of proposals.

There were 9550 births in Leeds in the year to Sept 2008 and all of these proposals together would, if approved, ensure 9540 reception places are available in September 2012 when this cohort requires places. Whilst it is not always possible to deliver provision in the optimum location demographically, the proposals would create provision in the right locality, without imposing unreasonable travel distances, and could offer increased choice and diversity. Many felt the increase in diversity of provision would introduce unhelpful competition between schools, and create concern for parents. The authority wishes to avoid implementing proposals which could undermine existing schools and thereby exacerbate the issue of sufficiency of provision. Projections are most robust for the years where we have actual birth data (i.e. to entry in Sept 2014), and show a sustained need for places beyond these 2012 proposals. Long term Office of National Statistics forecasts suggest the rising birth rate to be a long term trend set to continue to the end of the decade.

Comments about financial implications for schools facing change, and security of funding.

There are two elements to the funding issues, capital and revenue. The local authority will fund the building works from DfE capital grant. The ongoing revenue funding to run the schools would be delivered on a per pupil basis from central government, and distributed locally to schools in line with the Leeds local formula. This would deliver funding using the same formula for all schools, and is sufficient to fund the ongoing requirements for teaching and non teaching staff as well as teaching resources and furniture. Specific concerns were raised about the implications of the through schools being PFI schools, and the authority has agreed to review the split site formula to ensure it reflects the lack of economies of scale which would apply in this instance. In the case of new primary provision within 4-18 schools, there would be significant set up costs to consider akin to

establishing a whole new school. A detailed response has been provided to the three secondary schools outlining the expectations of the authority in regard to these costs (see Appendix 3) and was discussed with staff and governors at each school prior to their written responses being submitted. The governing bodies have all indicated that their support of the proposals is conditional on minimising the impact on the existing school. No separate budget has been identified to assist with this.

Comments about traffic, road safety, parking and other environmental concerns for residents.

It is inevitable that with a rising population and associated need for school places there will be increased pressure on traffic levels and parking. The authority supports schools in the development of green travel plans to minimise traffic impact, and follows council guidelines on parking allocations designed to discourage unnecessary car use. It is important that the authority reflects on all the issues raised during consultation before committing more resource to developing detailed buildings plans. Whilst respondents have expressed frustration with this, it allows for proper consultation on all the issues, and has enabled suggestions on specific site issues to be considered. Planning permission is an independent process to the consultation on a prescribed alteration to a school, and approval of either does not pre-suppose approval of the other.

Issues arising from establishing new primary provision from reception cohorts upwards.

Many respondents felt the social and educational isolation of the first cohort (and their staff) could be a barrier to parents choosing the provision. They also noted the lack of immediate older role models. Whilst these issues are real, they are inherent in catering for a rising population. Established schools already have relationships with other primaries which can be developed to provide mitigation to this. All of the high schools in these proposals have recognised this issue and indicated that they see partnership working as essential, and see the potential long term benefit once the provision is fully established.

Questions about the proposal for existing secondary schools to manage primary provision, and ensuring good standards.

The secondary schools involved in the proposals have varying levels of primary experience within their own staff and governing bodies, and all fully appreciate the need to extend and adapt the governance and leadership structures to ensure the primary provision is properly developed supported, and integrated. They have each given a clear commitment to having a primary specialist as a leader of the primary provision, and staffing the provision with appropriate expertise to support the foundation stage and key stages 1 and 2. The strength and approach of the leadership teams and governing bodies has been crucial in the authority bringing forward the proposals.

Some felt the number of similar through school proposals suggested an unannounced new policy. Circumstances are evaluated independently to bring forward the best proposals for each situation, and the fact that there are three similar proposals being consulted on concurrently is coincidence, and not a matter of policy. There is no implication that through schools are the preferred solution, or that this is the only way to establish them. The proposals are all a result of the authority exploring options with schools, and not the schools seeking to take over primary provision. There is no reason to suppose any of the affected schools have any reduced capacity to manage such changes. The schools are all working within partnerships and with school improvement to deliver improved standards.

Comments about continual education in one establishment; safeguarding of younger children, appropriateness of role models, movement through year groups, removal of life stage markers.

Whilst detailed building plans are not yet drawn up, it is the intention of the authority in each case to provide separate physical accommodation for the primary provision. This

would also address concerns about the 'feel' of a large school for very young children. There may be some immediate opportunities to consider sharing of resources such as sports facilities, kitchens, and the main hall for events and school productions, but these would be limited and carefully managed by the schools. These are most likely to be fully realised when the primary provision has all year groups established, as interaction is most likely between adjacent year groups. All Leeds schools have strong safeguarding arrangements, and these would continue with the proposed schools.

The increased access to specialist staff and resources offered by a 4-18 school supports increased personalisation of learning, for both the vulnerable and the gifted and talented. Whilst anxiety about the absence of older role models is understandable, in some recently established 4-18 academies this has proven a positive benefit for all age groups, and any interaction would be carefully planned and managed. Smoother transition and the enhanced support offered by continuity of educational and pastoral support are potential benefits for pupils, however they will still be joined by significantly more children in year 7, providing a key milestone in their development. Transition issues for those joining in year 7 would still need to be addressed.

Comments on the impact on year 7 places, especially for local residents.

Parents will remain free to express any preferences for primary and secondary places that they wish to. Places will continue to be allocated in line with the admissions policy, which provides priority based on nearest schools and straight line distance from the admissions point. The proposed reduction of year 7 admissions numbers in 2019 allows for those already on roll in the primary year groups to continue without assuming expansion of the secondary capacity, and is not contrary to the spirit of the admissions code as suggested by one respondent.

Where the primary provision is immediately adjacent to the secondary provision, there will be minimal impact on those obtaining a year 7 place, as the reception entry will also prioritise those closest to the school. Where the provision is separate there may some impact. However, by 2019 there will be a need to provide increased secondary capacity, and expansion proposals will be subject to consultation. This may be realised in a variety of ways, and in addition Free Schools may be approved by the DfE. There is also the opportunity to review the admissions policy in the intervening 7 years. The planned change to year 7 admissions limits would need to be reviewed as the response to rising secondary numbers is developed. These proposals do not therefore necessarily compromise the ability to create additional secondary places in future.

Proposal one: Expand the capacity of **Wykebeck Primary School** from 315 places to 420 places. Public meeting attended by 15 people. 45 responses were received to this proposal during the 6 week consultation period. These were a mixture of parents, staff members and general public plus one from the Diocesan Director of Education. The majority of these (33 out of 45) stated they were in favour of the proposal but still had some concerns which are listed below.

W1.0	Certainty of demographics as school currently not full.
W1.1	The birth data is received annually from the area health authority, and grouped into small postcode areas. This data is extremely robust. Education Leeds then compares the numbers of births in these areas against the numbers entering individual schools from those areas four-five years later, using information from the school census. This relationship is mapped onto the new birth data to provide a projection of pupil numbers for each school. As well as monitoring the most recent births (0-1 year olds), each year group up to and including 4-5 year olds is tracked to identify any major number changes within a particular area between the time a child is born, to them starting school. This analysis has shown that the

	numbers of children that have this school as their nearest is expected to increase by 35% in 2-3 years, potentially leaving children unable to get into their nearest school.
W2.0	Building design and delivery, including community use
W2.1	There has been a strong view from the staff, governors and members of the public that the school needs to work more closely with its community. The school has tried hard to engage closely with its local community but finds it difficult to offer any support due to lack of accommodation within the school. The school is located within an area of high deprivation and it is felt that along with expanding the school to meet the number of children living in the area, some form of community provision is needed to meet the needs of the local residents. Following the closure of South Gipton Community Centre, which is located adjacent to the school grounds, there have been a number of requests to utilise the land where this building is located and provide community facilities, ideally as part of the extra accommodation needed to expand the school. Discussions have taken place with officers from Leeds City Council Corporate Property Management team and options are being considered as to the feasibility of this, including funding.
W3.0	Loss of play space and the phasing of the additional buildings
W3.1	Although the school are positive about expansion, there were concerns about how much outdoor play space would be lost by adding additional accommodation to the school site. As well as this, concerns were raised around the delivery of the extra accommodation. There was a strong feeling for the accommodation to be delivered in one phase rather than two as this would be less disruptive to the school. Any project to expand the school would be subject to the normal planning process. If parts of the current playing fields were built on then the authority would need to seek approval from Sport England as well as re-providing this elsewhere on the school site. However, this could mean that some of the current hard play area is lost. In terms of the delivery of the accommodation, the authority would work very closely with the school to determine the best solution. Although adding all the extra accommodation in one phase would be less disruptive, this may not be best value for money as the school would need to maintain the buildings with some of the classrooms being empty for the first few years until the increased intake of pupils filtered through. Whatever option is decided, the authority will work closely with the building contractors to ensure minimal disruption throughout the building project.

Proposal two: Change the age range of **Roundhay School Technology and Language College** to 4-18, with a reception admission limit of 60, and use land off Elmete Lane for the primary provision.

Public meeting attended by approximately 50 people. 28 written responses received. Mixed views on the proposal. Most support the use of the site for education provision, but the proposal for Roundhay to run the provision was not supported by the majority of respondents. The governing body and Leeds Admission Forum supported the proposal.

R1.0	Forecasts of need including any impact on other schools, timeliness of proposals.
R1.1	The issue of impact on other primaries was particularly strong in this case, largely based on the perception that these places would be very attractive to parents.

	<p>Some were not persuaded the proposals were for local children. Some suggested limiting the provision to 30 places to minimise this impact. Roundhay St John's and Grange Farm expressed particular concern about the impact on them as schools currently drawing from this area. They felt the attractiveness of this automatic right to a year 7 place will entice parents to apply for the reception places and undermine them. The projections data for the area shows a need for all the reception places proposed, and by introducing the extra places gradually from reception and not in higher year groups, no significant surplus would be introduced (or added to in key stage 2). Whilst the new provision would impact on which families have Grange Farm as their nearest school under the admissions policy, the school would continue to have more than enough children living nearest to it to fill. Roundhay St John's currently draws much of its population from the area which the new provision would serve. They were concerned that the additional proposal for 4-18 provision at Allerton Grange would combine to over provide in the area, leaving them vulnerable. As a heavily oversubscribed and successful faith based provision, they currently have 70 first preferences (129 preferences in total) for the 30 places available in September 2011, there is no reason to assume it would not continue to fill and prosper. Families living close to and wishing to attend Kerr Mackie would continue to remain very close the year 7 admissions point and thus would have no reason to select the new provision just to secure a year 7 place. A significant number of respondents felt it would not impact on existing schools and agreed with the need for places locally, and also noted the fear of change for any proposal, although some were still concerned this would not be for local children. A couple noted that competition between schools had allowed them to develop different offerings and provide a positive choice for parents. The projections for the area show that even if all the proposals proceed, it is likely that further measures may still be needed in the locality.</p>
R1.2	<p>Some respondents felt proposals were being pushed through too late due to bad planning. Others suggested they should not be rushed through based on projections which were uncertain. The proposals have been brought forward on a timeframe to balance the need for certainty of future numbers, when the places are needed, the time taken to go through the statutory process and deliver new provision, and the desire to have decisions made ahead of the primary applications for these places in November for that following September.</p>
R2.0	<p>Financial implications for schools facing changes, and security of funding. Impact on existing school.</p>
R2.1	<p>Roundhay School have made it clear they support the proposal, but with an important caveat that there be no adverse financial impact on the 'main' school. Following discussions describing the authority's approach to funding (see Appendix 3), the governing body's response (see scanned response RH9) raised two matters as unacceptable. They have indicated full cooking facilities must be provided, and that the authority should fund a full time leadership post for two terms rather than one. The authority does not believe the cooking facilities are essential, as many schools choose to manage without them, but has said this would be subject to discussion in the design phase. When establishing a new school at Asquith Primary, Morley, the authority funded a leadership post for a new school for one term full time, plus some additional days for ad hoc work, and this was sufficient. The governing body have expressed disappointment that BREEAM accreditation will not be paid for, and concern that ICT infrastructure decisions should not impact the school's budget ongoing. It should be noted that whilst the authority wishes to work with governing bodies that support proposals, and does not seek to impose solutions, the ultimate decision maker is the</p>

	Executive Board, and members will need to balance all the issues in reaching their decision.
R2.2	Many other respondents have raised the concern about certainty of funding and potential impact on the existing school. The ongoing revenue funding would be provided on an equitable basis for all primary provision under the local formula. Some have questioned if the capital funding can be linked to conversion to academy status. Whilst we cannot predict what future national policy and legislative changes may occur, and clearly national funding levels face considerable pressure, the basic duty of sufficiency is one which must be met, and the current proposal does not include conversion to academy status. Whilst no additional set up funding will be delivered to the school, the funding is equitable with other primary schools, which ensures sufficient staff and resources, so should not adversely impact on the existing school.
R2.3	One respondent suggested plans should not be taken forward in a time of financial uncertainty, however the places are still needed, and the basic funding approach has been described to the satisfaction of the schools. There is always the possibility of change to future funding streams.
R3.0	Traffic, road safety, parking and other environmental comments from residents.
R3.1	Whilst traffic was raised as a possible issue many felt the site was able to take the traffic. The main concern was whether the school would generate traffic because it was not for local children. The specific concerns about layout, entrances and access would be addressed during the design phase. It was noted the Wetherby Road has recently been narrowed and had traffic calming measures installed, which may impact on site access. A few felt the new provision would help spread traffic in the area more evenly. A few respondents felt the separate location would add to traffic between sites as staff and pupils moved between sites. Many were already aware that green travel plans would be developed by the school, and parking provision would be in line with council policy. One respondent suggested linking to the existing cycleway network.
R3.2	Generally there was a view that use for a school was better than other buildings or housing on the site, and could be delivered sympathetically with the surroundings, and provide a good environment for a school. The authority are proposing building within the former footprint of the old buildings, and all existing N6 protection would remain, which several respondents felt was important. One comment was made that the historic entrance to the site should be preserved. All buildings plans will be subject to the normal planning process.
R4.0	Establishing new primary provision from reception cohorts upwards, and counter proposals to expand existing provision instead.
R4.1	This was a significant concern, and exaggerated for this particular proposal by the semi remote location of the proposed new provision. The issue has been addressed in the main body of the report, and the governing body were keen to point out they already work closely with other primary schools in the area and will work to address the issues. Some felt the site location may also limit the potential benefits of being part of a single school.
R4.2	Many respondents suggested increasing existing provision in the area to avoid these issues and build on existing primary expertise, including Gledhow, Kerr Mackie, Moortown, Roundhay St John's and Talbot, as well as schools in

	<p>Harehills. They also asked about using the Fir Tree site. Some felt expansion could be a more cost effective option. Whilst Gledhow is highly over subscribed and has some land, their governing body have raised concerns about becoming a large 3FE school. The other schools in Roundhay and Harehills either are already being expanded/ subject to consultation on expansion, do not have the grounds for physical expansion, offer Catholic places where expansion is not required, or are focussed on other issues. Site constraints at existing schools can often increase the costs of projects. Fir Tree is currently being used to accommodate pupils displaced during building projects elsewhere, and is not appropriately located to meet the greatest demographic pressure. All existing school have been considered in the development of proposals, and the authority remains in dialogue with all schools about options to meet ongoing need. Relocating other provision to this site would not create 60 additional places for 2012.</p>
R4.3	<p>Roundhay St John's suggested a counter proposal to operate as a split site school using the land off Elmete Lane. Roundhay St John's is a popular school, however many of the concerns raised about the 'through school' proposal in this case, have related to the perceived popularity this proposal would have with future parents. Whilst the counter proposal has some merit, there would be insufficient time to consult on this as an alternative and still deliver the additional places for September 2012.</p>
R5.0	<p>Expertise of existing secondaries to manage primary provision, and ensuring good standards.</p>
R5.1	<p>Roundhay School has a proven track record in delivering good outcomes for children. In order to maintain this delivery and reputation they will need to ensure the proposed primary stage of the school is also strong, by ensuring it is suitably staffed and supported within the leadership team and governance structure. The school already has some primary expertise within its governing body and staff, and is fully committed to this development, and to bringing in recognised expertise and respecting the different style and ethos required. They have made it clear secondary teachers would not be expected to teach in the primary phase nor vice versa. Primary leadership opportunities will not be denied by creation of 4-18 schools, but the different nature of these posts to managing a stand alone provision may be attractive to some applicants, or even as a career development opportunity prior to headship. The school have indicated they have received significant interest in this leadership post already. Whilst a large number of respondents felt their lack of primary expertise was of concern, some thought the school could manage the primary provision well.</p>
R6.0	<p>Concept of continual education in one establishment – safeguarding of younger children, appropriateness of role models, not unduly 'fast tracking' children, removal of life stage markers.</p>
R6.1	<p>These issues were raised by a number of respondents, but are reduced in this instance by the separate site for the primary provision. The issue is addressed in the main body of the report. Interaction is most likely between closer year groups as the primary year groups fill. The separate site would address most of the issues with regard to safeguarding and inappropriate role models. Although the single school would address many transition issues, the children would in this case still move site, and still be joined by a large number of additional year 7 pupils, so the children would still have a significant life stage marker. The school would need to continue to work on transition issues with other schools to ensure all their pupils continued to achieve good outcomes.</p>

R7.0	The impact on year 7 places.
R7.1	Due to the separate location for primary provision, this issue was the significant concern to the large proportion of respondents. It was felt it would increase the pressure on other local schools, over and above that created by any uncertainty in the projections. The proposal assumes no expansion of secondary provision, therefore assumes a reduction in the year 7 admission number in 2019. Many respondents felt that the attractiveness of the secondary provision would encourage parents to apply for the primary places, and so fewer places would be available to families who do currently do have priority for a year 7 place. A map which describes more fully this potential effect is in Appendix 4. By 2019 there will have been some secondary expansion to accommodate this same increasing demographic, which will influence the attractiveness of and priority for secondary provision.
R7.2	Some respondents misunderstood the impact, and discussed their own personal circumstances with officers after the meetings. One quoted a 2/3 reduction in year 7 places which is not the case – the year 7 admission limit would reduce from 250 to 190, i.e. by 24% at most, bearing in mind many of these children would have Roundhay as their nearest school anyway. One respondent noted the area which would be nearest to the primary provision was in a less affluent area than the current year 7 Roundhay nearest area, and so felt the proposal was fairer, and would encourage a better mix of families in the secondary phase.
R7.3	One respondent felt the proposal reflected an intention to add primary provision to every high school in the city, which would then affect parental choice. This is not the case.
R8.0	Avoiding competition, and counter proposals to establish new provision instead, or relocate and expand other provision.
R8.0	A counter proposal to create a new school on the site was made. Whilst the separate location does lend itself to this, a new school would not address any of the issues around establishing the school from a reception cohort only. Further, as a small school in isolation, without established relationships with other schools, and without a broader existing management structure to provide some support, a new school is likely to find the challenges even harder. In addition, a competition to establish a new school would take longer to complete, and would mean places could not be achieved until 2013. Some respondents expressed concerns about the potential outcome of a competition, including the risk of a less locally accountable school.
R8.1	Relocating other provision to this site would limit the number of places created for 2012. It would mean further new provision being established on vacated sites, with the relative disadvantages that this entails.
R8.2	The suggestion was made that this proposal is a way of avoiding competition and not allowing full debate of the options. Consultation has allowed for a full debate of all the issues, including the type, size and location of provision.
R9.0	Impact of missing Roundhay St John's from the consultation document.
R9.1	The map contained in the document described the areas considered as nearest to schools under the Leeds admissions policy. Aided schools such as Roundhay St John's are their own admissions authority, and do not have nearest polygons, so whilst this was potentially confusing, it was not inaccurate. The other tables

	and data named the school and showed clearly the capacity and projections for the school were included. Whilst not creating a fundamental flaw in the process, the authority recognises the potential perception this may have created, and officers apologised for this in the public meeting, and again in this report.
R10.0	Effectiveness of consultation methods
R10.1	Comments were received that local schools and clusters had not been properly engaged with in developing the proposals, or during the consultation itself. The authority conducted a review of provision in the Roundhay/Moortown area in 2007, and alerted schools to the rising demographic pressure then. Ongoing discussions included round table meetings across the city in 2009, to which all heads and chairs of governors in the area were invited. No viable proposals emerged from these discussions, and in turn the authority explored the option of new sites. It is important to respect the confidentiality of specific exploratory discussions in the early stages to allow the issues to be properly explored. The immediately adjacent Kerr Mackie Primary School was contacted, and expressed no concerns about formal consultation on the proposal. The formal consultation has allowed full debate of all the issues, and for a range of concerns and counter suggestions to emerge. Roundhay St John's felt they should have been consulted with differently, and not invited to a public meeting. Following the earlier informal consultation described above, it is standard practice to consult formally with all neighbouring schools, which the authority did, in writing, and the school have responded. The issue of engagement with early years providers presented little concern for this area.
R10.2	One respondent noted that it had taken two weeks for consultation materials to reach her. All materials are delivered in plenty of time to reach people at the start of the consultation. Postal delays due to bad weather over Christmas may have contributed in this case.
R10.3	A few respondents praised officers in writing and/or at meetings for a balanced presentation and plenty of time to allow people to respond.
R11.0	Timing and number of consultation meetings
R11.1	One respondent felt the timing of the public meeting was deliberately set to clash with a governing body meeting of another school, and also that there was not enough notice for the meeting. It is impossible to schedule meetings avoiding all possible clashes with all other events. Legal guidance suggests they should be in the first half of the consultation to allow time for people to reflect, gather further information, and then respond. The meeting was held 24 th January, approx three weeks into a six and a half week consultation, maximising the time for people to prepare whilst still allowing time to respond. Whilst in some cases the authority has offered additional public meetings, these have not generally been effective at drawing out new consultees, and often proven an ineffective use of resources. In this instance, as the site was not adjacent to an existing school, and as Kerr Mackie was not directly affected or unduly concerned by the proposal, no additional meetings were scheduled there.
R12.0	Parallel consultation on sibling rule.
R12.1	Perhaps because of the effect on year 7 places of a separate site, and the effect of missing the label for Roundhay St John's school, the parallel consultation on admission policy with regard to siblings was an issue for this proposal. Some respondents seemed to feel there was a compulsion to attend the new provision,

	or their choices might be limited in some way, which is not the case. Many felt their support for the proposal would be influenced by the decision on sibling priority. During the meetings it was made clear that there had been no overwhelming support to change the policy, and that it could be reviewed at any time in the future if the proposals were approved.
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Proposal three: Change the age range of **Allerton Grange School** to 4-18, with a reception admission limit of 60, and use land next to the school for the primary provision

Two public meetings attended by a total of approximately 120 people. 49 written responses received. A mix of views, with a majority opposed, and considerable concern about the use of the site.

AG1.0	Forecasts of need including any impact on other schools and timeliness of proposals.
AG1.1	This was a particularly strong concern at Allerton Grange. In part this was influenced by the number of children already travelling from out of the area into Moor Allerton Hall Primary, immediately adjacent to the school. It was also influenced by the current under subscription of that school.
AG1.2	The area is home to a number of oversubscribed and successful schools. Because of this, parents preferencing three local schools, including their nearest school, can find their child unable to get one of those three schools, and placed at the nearest school with places, which can be out of the area, for example in Seacroft. This proposal may offer an attractive alternative which could help reduce that risk. Although the places are proposed primarily to meet local need, they do also recognise the need of wider locality and allow for parental preferences. Many felt it was important the places were for local children.
AG1.3	In addition, a number of parents choose to preference places in Roundhay schools rather than attend schools closer to their own homes. Whilst aiming to provide local schools for local children, the authority is constrained by the capacity of existing sites and availability of new sites, and needs to respect parental preference in bringing forward proposals. However, despite this Moor Allerton Hall (MAH) remains undersubscribed, and it was therefore felt that the proposal was over providing in the area, and encouraging travel into the area.
AG1.4	Many felt MAH would be adversely impacted by developing additional competing provision so close to it. Some felt the consultation process and information in the documentation brought additional pressure to the school. The authority does not seek to undermine any school, but seeks an open and honest consultation. The governing body of MAH recognised the need for places, but were concerned by the proposal, and have indicated they wish to explore federation to see if this might meet the needs of the community whilst supporting both MAH and Allerton Grange. Federation would not require a statutory consultation, and would be for the two governing bodies to agree. It could be developed in parallel with the proposal for change to Allerton Grange, and could mitigate some of the risks in establishing new provision. Some other respondents also suggested this, or closure of the school to bring it into the through school.
AG1.5	Moortown Primary also expressed concern at the impact of the proposal, and requested the authority consider the purchase of Yorkshire Bank playing fields to facilitate their expansion instead. Others also suggested this. This has been previously explored, but will be investigated again by officers in the light of the

	valuation information provided, however could not facilitate expansion by 2012.
AG1.6	Several challenged the timeliness of bringing the proposals forward. Some felt they showed poor planning and were rushed. Others asked how other authorities were coping with the increase. The pressures and responses elsewhere vary, and are often more short term, with temporary cohorts and classrooms. Leeds has attempted to respond in a planned way for permanent sustainable change, allowing for the schools and families involved to plan for their futures.
AG2.0	Concerns about financial implications for schools facing changes, and security of funding.
AG2.1	For Allerton Grange leadership, governors and staff this was a particular concern as they are currently managing a reducing budget and deficit reduction programme following the downsizing of the school after its PFI rebuild, and conducting an MSR process. Several respondents also felt suitable financial support was important. A paper describing the basic approach to funding (see Appendix 3) was discussed with governors, and the broad approach generally found acceptable. Some details around the provision of initial materials and equipment were not finalised during the consultation period, and were noted as concerns in the governing body's response (see scanned response AG45).
AG2.2	Many other respondents have raised this concern, and some have questioned if the funding can be linked to conversion to academy status. Whilst we cannot predict what future national policy and legislative changes may occur, and clearly national funding levels face considerable pressure, the basic duty of sufficiency is one which must be met, and the current proposal does not include conversion to academy status.
AG2.3	One respondent queried the statement that cooking facilities may not be provided, asserting this implied pre prepared meals or using the high school dining facilities. Whilst no final decision has been made, it is the option to use the high school's cooking facilities, rather than dining space that is being considered.
AG3.0	Concerns about traffic, road safety and parking.
AG3.1	This was of particular concern at Allerton Grange. Whilst officers are aware of some pre-existing issues, and always consider traffic impact when developing proposals, it was clear from the response received that this was a major concern. The authority would anticipate the entrance for the provision being of Talbot Avenue, avoiding the worst of the issues on Lidgett Lane, but recognise the significant existing issues here too. Staggered start and finish times may help reduce pressure, but some suggested they simply prolong the problem. Some comments were about the poor road surface conditions which are outside the remit of this consultation but will be passed on. Concern about the footpath was raised: officers confirmed this would be maintained, but may need to be re routed. Many raised the need for more road crossings. Traffic, behaviour and road safety issues currently involve a police presence at the school during peak times. (The police were specifically consulted on request, but did not provide a formal consultation response. It has been requested that they be consulted at the building design stage if the proposal proceeds). One suggestion was to allow buses to use the access road to the high school. Whilst green travel plans would be essential for the school, there is heightened concern about the deliverability of a building scheme following the consultation responses. Officers have recommended a formal Traffic Impact Assessment be completed, as requested by a large number of respondents, before any recommendation is made on how

	to proceed.
AG4.0	Environmental concerns including flooding and loss of public green space
AG4.1	The area is known to be prone to flooding, and officers are working to resolve existing issues. They are also committed to ensuring any further development has appropriate flood risk measures built in. These concerns are related to community plans to promote the land as public green space, which many felt was more appropriate use of the space. The authority is of the view part of the land would not be required, and could be made available for such use, subject to the council's agreement and appropriate funding being secured. It continues to work with officers, elected members and Friends of Allerton Grange to secure a mutually beneficial solution. Some respondents suggested other schools could also benefit from use of these fields. Many commented on the need for additional tree planting and landscaping to assist in the matter.
AG4.2	Several respondents mentioned the need to ensure buildings were sympathetic to the surroundings, which is the intention and would be a matter to be resolved through the planning application. A few mentioned existing fencing not associated with this proposal is unattractive and should be replaced.
AG4.3	One respondent suggested that the proposed Roundhay provision be expanded to 3FE to avoid these site issues. The authority does not believe the site would allow for this level of development.
AG5.0	Concerns about establishing new primary provision from reception cohorts upwards. Counter proposals to expand existing provision instead.
AG5.1	Many respondents suggested increasing existing provision in the NE area to avoid these issues, including Gledhow, Kerr Mackie, Moortown and Talbot, as well as schools in Harehills. Please refer to the response in R4.2.
AG5.2	To avoid these issues, many consultees felt MAH should have been expanded instead. This would almost certainly have still entailed using the additional land, and expansion could have distracted from the school's current focus on driving up standards. Many felt the primary school should have formed a part of the through school. Again, the additional land would still be needed to facilitate an extra 60 places, but this could have provided some benefits by having pupils in all year groups from the outset. Whilst the current proposal is to leave MAH unchanged, there is nothing to prevent this option being considered at a later date.
AG5.3	Some felt that not being able to see the buildings and staff when selecting a place could be a barrier to parents choosing the provision. This is an issue for any new provision, rather than specifically related to the proposal. Parents could visit the existing school to hear about the planned provision and understand the ethos of the school.
AG5.4	Several felt the proposal was a way of avoiding competition, and suggested the proposal was dictated by the speed with which it could be delivered. This is not the case, and the range of issues considered was described. Other models could have been brought forward, but the consultation has allowed a full discussion of the merits or otherwise of the proposal.
AG6.0	Concerns about the expertise of existing secondaries to manage primary provision, and ensuring good standards.

AG6.1	<p>A few respondents particularly questioned whether Allerton Grange was ready for such a challenge, and not just the generic issue of secondary schools developing primary provision. Some felt the school had demonstrated good progress in standards and behaviour, but needed further time to consolidate this before being ready for this challenge. A few worried about the distraction from ‘business as usual’ with the secondary pupils being detrimental. The school have indicated their commitment to staffing the provision with primary specialists, including a primary leader. Their leadership and governing body have been judged by Ofsted as having outstanding capacity to improve. They feel this provides further opportunity to support their continued progress as a school in continuing to drive up standards, as well as in the wider pastoral support for students. One teacher commented that attempts to extend language teaching to primary children had failed, due in their opinion to the lack of teachers willing and able to teach across primary and secondary. The school have made it clear secondary teachers would not be expected to teach in the primary phase nor vice versa. Primary leadership opportunities will not be denied by creation of 4-18 schools, but the different nature of these posts to managing a stand alone provision may be attractive to some applicants, or even as a career development opportunity prior to a stand alone headship.</p>
AG7.0	<p>Concerns about the concept of continual education in one establishment – safeguarding of younger children, appropriateness of role models, not unduly ‘fast tracking’ children, removal of life stage markers.</p>
AG7.1	<p>These issues are addressed in the main body of the report, and this consultation did not raise any further specific concerns. Some felt the model of a through school and possible benefits was unproven in the state sector. Several seemed to feel the proposal meant pupils would be able to do GCSEs early – whilst this may be possible for some, this is also occurs within existing secondary schools, and is not a feature of through schools. It is not the assumed norm, nor is it what is meant when talking about support for personalised learning and gifted and talented pupils. Respecting peer groups and same age friendships is important as part of younger children’s social as well as educational development. The expectation would be more that pupils could have increased opportunity to access specialist support for particular topics, and is not for widespread ‘fast tracking’ of pupils.</p>
AG8.0	<p>Concerns about the impact on year 7 places, especially for local residents.</p>
AG8.1	<p>With the proposed primary provision located so close to the year 7 admission point this was not a major concern. Where mentioned it was mainly linked to the concern about overall numbers addressed in the first topic above.</p>
AG9.0	<p>Concerns about the conduct of the consultation.</p>
AG9.1	<p>Some of the generic concerns expressed were raised in connection with this consultation, but the following were also particularly significant in this case.</p>
AG 9.2	<p>Effectiveness of consultation methods A number of respondents claimed information provided to local schools and early years providers had not been passed on, although it had been posted out. The authority cannot evidence any deliberate failure to distribute information, and will consult with providers to see if improvements can be made.</p>
AG9.3	<p>Comments were received that residents and pre school families could have been</p>

<p>AG9.4</p> <p>AG9.5</p> <p>AG9.6</p> <p>AG9.7</p> <p>AG10.0</p> <p>AG10.1</p> <p>AG10.2</p> <p>AG10.3</p>	<p>consulted more effectively. We wrote to all Early Years providers and schools, and their families, within 2 miles of the directly affected schools. There is a common perception that parents have ‘happened upon’ consultation information, which has been actively distributed. It is also important to use scare resources effectively to encourage the best possible response rates.</p> <p>Suggestions of leafleting residents were made, but the consultation did effectively draw out the concerns about traffic, light pollution, noise and road safety. Schools were asked to place posters at the external boundary of the school to help advertise the issue to residents, and many residents are also parents so have been aware of proposals from information distributed through the schools. It was also suggested pre school families be written to directly. This is a very costly exercise, and due to families moving, does not always target the appropriate families. Surveys and questionnaires traditionally generate very low response rates. Effectiveness of different consultation methods is constantly reviewed, and we are talking to Early Years providers about how to improve engagement with the families.</p> <p>Comments were also received that local schools and clusters had not been properly engaged with in developing the proposals, or during the consultation itself. The authority conducted a review of provision in the Roundhay/Moortown area in 2007, and alerted schools to the rising demographic pressure then. Ongoing discussions included round table meetings across the city in 2009, to which all heads and chairs of governors in the area were invited. No viable proposals emerged from these discussions, and in turn the authority explored the option of new sites. It is important to respect the confidentiality of specific exploratory discussions in the early stages to allow full discussion. The immediately adjacent Moor Allerton Hall Primary School was involved at this stage. The formal consultation has allowed a full debate of all the issues, and for a range of concerns and counter suggestions to emerge. The consultation was in line with legal guidance.</p> <p>Some comments were received praising the documentation and process.</p> <p>One respondent claimed plans of the proposed buildings exist. This is not true.</p> <p>Other Comments</p> <p>One respondent observed that ‘most’ primary schools have nursery provision. Whilst this is common, the authority is legally obliged to look to existing providers before considering expansion of school based nurseries. There is no identified need for new nursery provision, and it does not form part of this proposal.</p> <p>The authority stated during consultation that the sports facilities of the primary provision could be made available for community use on a managed lettings basis, as the current High School facilities are. This highlighted a lack of awareness of this facility. Some felt they should be more widely accessible, but open access means fields cannot be kept clean and safe for school use. Managed lettings provide a mutually beneficial solution. Some named specific facilities they would like to see at the existing high school. These included a swimming pool and gymnasium, and access to the compute centre. Comments on community use will be passed on to the school. A swimming pool is too expansive for a school to maintain.</p> <p>The governing body of Allerton Grange would like a DAHIT unit included in the provision. The authority will consider this request, and will need to consider what impact there would be on existing provision, what the best model for overall need</p>
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	would be for the city, bearing in mind the investment already made in existing facilities.
AG10.4	A small number of respondents felt this was welcome investment in the area. A few of respondents were not happy with the use of modular accommodation. One expressed concerns about safety during construction. The authority has a wealth of experience of delivering building projects safely. A litter action plan was requested as part of a 'planning gain' on any application.
AG10.5	One respondent misrepresented the example of Asquith as an example of creating a through school. Officers quoted this as an example of creating a primary school by growing from a reception cohort only.

Proposal four: Change the age range of **Carr Manor High School** to 4-18, with a reception admission limit of 30, and use land next to the school for the primary provision

3 public meetings attended by a total of approximately 60 people. 29 written responses received, including one petition from parents with 34 signatures. In addition a staff survey with 67 responses showed only 1 opposed to the proposal to change the age range of the school. Some support for both the use of the land and the through school proposal. Many framed their responses as concerns which needed to be addressed rather than opposition to the proposals, some expressed support whilst still raising concerns to be addressed. Both the governing body of Carr Manor High School and the Leeds Admission Forum support the proposal.

CM1.0	Concerns about certainty of forecast of need given the Meanwood area projections do not show a significant need for more places. Concern this would lead to surplus places schools, leading to financial difficulties for other local schools, and impacting on quality of provision. Some concern parents would be forced into the new provision.
CM1.1	This was the main objection to this proposal, including St Matthew's Primary and Mill Field Primary schools. For some this was enough to outweigh their support of the principle of a 4-18 school. Whilst the projections, which are based on past behaviour, do not show a shortfall in the immediate area, the underlying birth data is at a significantly higher level than the projections, implying there will be unmet local demand. In recent years it has not been possible to allocate all nearest children who would like to attend Carr Manor Primary school a place there. This situation continues to grow in 2011. Further, the wider area, particularly towards Chapel Allerton, shows significant need for places, and this proposal may well offer an attractive alternative for them without unreasonable travel.
CM1.2	With particular regard to Carr Manor Primary, there is no reason to suppose that, as a highly successful and oversubscribed school, the immediately adjacent Carr Manor Primary would not continue to thrive. The fact that respondents are suggesting some parents would choose the proposed provision implies it would be attractive and sustainable. Local residents would not be excluded from Carr Manor Primary by the creation of additional provision; they would remain some of the closest to the school and therefore still gain some priority for places. All parents would continue to be free to express any preferences they wished, and would only be placed in a school if there were no places in the schools they preferred. Some suggested the projections decline in 2012 which is not the case. Two suggested projections were included for 2018 which is not the case.
CM1.3	Mill Field noted a concern with population mobility which already affects their

	<p>stability. It was suggested the proposal could encourage pupil movement. As the school would only grow a year at a time from reception, this would not be encouraged for existing year groups, but any surplus places may have an adverse impact. The authority regrets any misunderstandings about pupil numbers which have arisen, and officers have always tried to make clear some of the tensions in balancing need and capacity. We believe that the range of proposals being brought forward create capacity in the right localities.</p>
CM1.4	<p>One respondent implied parents choose Carr Manor Primary to gain access to Carr Manor High School, so would lose pupils to the new provision, however this link does not exist and places are prioritised based on home address not school attended. However, this does suggest the proposed provision would be a popular parental choice. Others have suggested it would not be their choice and they prefer specialist primary provision, and this diversity would create unhealthy competition between schools. One respondent noted a lack of community provision and over provision of church places in the area, whilst the Church Of England Diocese noted a concern about the erosion of the proportion of church places. On balance the authority believes this range of views shows the provision could offer a sustainable and attractive alternative, whilst not undermining existing schools.</p>
CM1.5	<p>Some raised the closure of other local primary schools in the past. The authority believes this was the right decision at that time, allowing all schools to become full and drive up standards. We will always have to respond to changes in demography and are now seeking changes which will allow flexibility in responding to future changes, wherever possible avoiding the need for school closures. It is not proposing re-using these previous school sites partly because they are further from the areas of greatest need, and not as one suggested because they are more expensive.</p>
CM2.0	<p>Counter proposal to expand Carr Manor Primary instead as a split site school, or by building onto the High School's sports grounds and re-providing these on the additional land.</p>
CM2.1	<p>Expansion of Carr Manor Primary School was explored with the school during informal consultation, and was not supported by the governing body. Instead, in a letter dated 19th October 2010 supported they offered support, possibly including federation, to the High School, should the proposal for a through school proceed. The authority brings this proposal forward with the support of both governing bodies, which is critical to the delivery of good quality provision. In addition, the suggestion to change the boundaries of the PFI building would add considerable cost and delay to the project.</p>
CM3.0	<p>Concerns about financial implications for schools facing changes, and security of funding.</p> <p>Whilst broadly agreeing the principle that the new primary provision should not adversely impact on the new school, the leadership and governors have indicated their broad support for the proposal in their response (see scanned response CM5). Whilst seeking clarification on funding issues, they have been broadly satisfied with the authority's approach (see Appendix 3), which is equitable to all primary schools whilst recognising the specific issues for a PFI school. Clearly some details remain to be worked through. Many other respondents have raised this concern, and some have questioned if the funding can be linked to conversion to academy status. Whilst we cannot predict what future national policy and legislative changes may occur, and clearly national funding levels face considerable pressure, the basic duty of sufficiency is one which must be met,</p>

	and the current proposal does not include conversion to academy status. The governing body also asked questions about when pupils numbers would be known, and clarification on how places would be allocated, which clearly have financial implications. Primary places are offered in mid April each year for that September, and would be offered using the standard authority admissions policy.
CM4.0	Concerns about traffic, road safety, parking and other environmental concerns for residents. Concern this would lead to over development of the high school site.
CM4.1	This was a significant concern for this proposal. A suggestion that the entrance be located off Stainbeck Lane rather than Carr Manor Road was made, to reduce the impact on local residents, although one suggested this can also be congested. The authority will explore this during the design phase. A number of specific concerns were raised which, based on its extensive experience on school construction projects, the authority does not believe would prevent this project from being completed, but do need to be addressed during the design and construction. These included pre existing flood risk, light pollution, disruption to residents, sufficiency of car parking, green travel plans, traffic congestion and road safety at peak times.
CM4.2	The proposal is based on the additional buildings being on land outside of the current PFI boundary, and will not reduce the outdoor space for the high school. The additional land would include outdoor play space for a primary school. The opportunity presented is for the primary pupils to have controlled access to specialist sports facilities not normally available within a primary school.
CM5.0	Concerns about establishing new primary provision from reception cohorts upwards. Counter proposal to make the other proposed through schools larger instead.
CM5.1	This was a major concern for respondents, and has largely been addressed earlier in the report. However the potential social and educational isolation is for one respondent exaggerated by the proposal being for only a single form of entry. This would be resolved by the partnership working described elsewhere. They also felt the proposed size impacted on the opportunities for economies of scale. The authority would suggest that the support offered by an existing governing body and leadership team would be all the more critical for a single form of entry provision, and with the revenue funding from only 30 pupils and fewer dedicated staff, the ability to look to the existing school for expertise with generic management and administration would be all the more helpful. It does not dilute the schools commitment to a dedicated primary leader long term. Making either of the other through school proposals 3FE is not feasible due to site restrictions and environmental concerns.
CM6.0	Concerns about the expertise of existing secondaries to manage primary provision, and ensuring good standards. Counter proposal that Carr Manor Primary's expertise be built on for any new provision.
CM6.1	This was also a concern for a high proportion of respondents. The school have continually expressed their commitment to bringing in specific primary expertise for the new provision, and this has been echoed in a number of staff and governors individual responses. They have been keen to stress the opportunity for knowing families intimately over a prolonged period, and the benefits of removing transition issues of educational and pastoral support to optimise outcomes for children and young people. In addition, specific support has been

	<p>offered by Carr Manor Primary, which, combined with continued partnership working within families of schools, and with the appointment of specialist primary staff and leadership within the through school itself, suggests there will be every opportunity to provide good quality provision in the proposed 4-18 school from the outset. See also paragraph CM2 above.</p>
CM6.2	<p>Some respondents have identified potential for older pupils to develop leadership and mentoring skills. Some staff have identified career development opportunities, and the chance to bring a wider range of skills to all pupils, but the school have made it clear secondary teachers would not be expected to teach in the primary phase nor vice versa. Primary leadership opportunities will not be denied by creation of 4-18 schools, but the different nature of these posts to managing a stand alone provision may be attractive to some applicants, or even as a career development opportunity prior to a stand alone headship.</p>
CM7.0	<p>Concerns about the concept of continual education in one establishment – safeguarding of younger children, appropriateness of role models, not unduly ‘fast tracking’ children, removal of life stage markers.</p>
CM7.1	<p>These concerns were raised by many respondents, and have been previously addressed in the report. The school themselves believe strongly that continuity of educational and pastoral are a major benefit of the proposal, and the practicalities of safety and appropriate mixing can be managed.</p>
CM8.0	<p>Concerns about the impact on year 7 places, especially for local residents.</p>
CM8.1	<p>This was not a major concern. Where mentioned it was mainly linked to the concern about overall numbers addressed in the first topic above.</p>
CM9.0	<p>Concerns about the conduct of the consultation.</p>
CM9.1	<p>Many of the generic points already answered in the main body of the report were raised. The issues below were the ones raised most commonly on regard to this specific proposal.</p>
CM9.2	<p>Effectiveness of consultation methods</p> <p>Comments were received that residents and pre school families could have been consulted more effectively. We wrote to all Early Years providers and schools, and their families, within 2 miles of the directly affected schools. There is a common perception that parents have ‘happened upon’ consultation information, which has been actively distributed. It is also important to use scarce resources effectively to encourage the best possible response rates. Suggestions of leafleting residents were made, but the consultation did effectively draw out the concerns about traffic, light pollution, noise and road safety. Schools were asked to place posters at the external boundary of the school to help advertise the issue to residents, and many residents are also parents so have been aware of proposals from information distributed through the schools. It was also suggested pre school families be written to directly. This is a very costly exercise, and due to families moving, does not always target the appropriate families. Surveys and questionnaires traditionally generate very low response rates. One suggestion was to write to 2011 reception applicants using their details from the admissions process. The deadline for applications is in the middle of the consultation period, and could be confusing for parents, who are not necessarily going to be affected by the proposals. It may even lead to parents changing preferences based on proposals which may not come into effect. It is felt other routes to target pre school families should be explored instead to minimise this concern.</p>

	Effectiveness of different consultation methods is constantly reviewed, and we are talking to Early Years providers about how to improve engagement with the families.
CM9.3	Comments were received that local schools had not been properly engaged with in developing the proposals, or during the consultation itself. Round table meetings were held across the city in 2009, including the Meanwood area, to which all heads and chairs of governors in the area were invited. Following this, informal exploratory discussions were held with Carr Manor High School and Carr Manor Primary School, about the use of this land immediately adjacent to the schools. Mill Field Primary was also involved in these discussions to understand any potential impact on them. The diocesan authorities requested the expansion of faith based provision instead, and Meanwood CE requested they considered for expansion. St Matthew's CE in Chapel Allerton and Meanwood CE cannot be expanded on their sites and could not be formally part of the through school as Aided schools. The formal consultation has allowed full debate of all the issues, and for a range of concerns and counter suggestions to emerge.
CM9.4	<p>Concerns about competitions not being brought forward.</p> <p>Some felt that by not having competition for a new school the debate was somehow restricted, and the details of any new provision were being 'forced' upon them. They also felt the timeframe meant there was no choice but to approve these proposals. Consultation allows for a full debate of all the issues, including the size, type and location of proposed provision, and has led to proposals being changed or withdrawn. Where that occurs alternative strategies have to be developed to cater for any shortfall of places. These may be temporary in nature, and require further consultation if they are to become permanent. The consultation process ensures authorities understand the parental demand for proposals; the duty to promote choice and diversity obliges us to ensure different types of provision are brought forward for consultation. Competitions, as they currently stand, only refer to new provision, and cannot therefore cover this type of proposal. Whilst they would take longer to deliver this only one of many factors which must be considered in bringing forward proposals.</p>

Proposal five: Expand the capacity of **Bracken Edge Primary School** from 315 places to 420 places

Public meeting attended by 11 people. 7 responses were received to this proposal during the 6 week consultation period. These were a mixture of parents, staff members and general public plus one from the Diocesan Director of Education. The majority of these were in favour of the proposal but still had some concerns which are listed below.

BE1.0	Comments about the forecasts of need including population mobility and any impact on other schools.
BE1.1	Concerns around school projections at Bracken Edge not showing the same increase as other local schools. Projections are based on past behaviour and are built up from the number of children born in the areas where the school normally takes children from, factored as a percentage against the number of children from those areas that actually attend the school. The school is located between the areas of Chapel Allerton and Harehills, which are both areas which have seen major increases in births over the past 5 years. The number of children under 3 years old that have this school as their nearest has increased by over 25% on the number that are due to start reception class in September 2011. Added to this is the fact that nearly all the schools local to Bracken Edge are oversubscribed, a

	point raised by the Headteacher of one of the local schools who agreed with the proposal as more primary places are required in the local area.
BE2.0	Concerns about traffic, road safety, parking and other environmental concerns for residents.
BE2.1	This is a concern due to the school being located off a narrow street which is in a built up area and has restricted parking and access. Many of the local residents who live opposite the school would be concerned about the increased traffic and safety. The problem has recently been made worse due to the school being located near Chapel Allerton hospital which has many of its visitors parking near the street leading to the school, causing major road safety issues during the beginning and end of the school day. One suggestion was to make the street leading up to the school (Newton Garth), a one way system which would ease the access issue, but parking would be increased by extra children being dropped off at school.
BE3.0	Concerns about building design and delivery
BE3.1	There have been a few concerns that areas of the current building are not of adequate size for teaching and that extra children will only add to this issue. In particular the hall was identified by staff and governors as being too small for a one and half form entry school and if the school were to increase to a two form entry then it was felt that this would need to be increased or an additional hall provided. If the proposal is agreed, then the authority will look closely at how current space is being utilised both internally and externally to ensure the best solution is achieved. The school have recently created a project to re-develop an area of the playground as a multi use games area. Funding is secured through the schools devolved capital but the project has been put on hold until the outcome of this proposal. There are 3 possible areas as to where the additional accommodation could be located, but at this stage no site feasibilities have been carried out and therefore the authority are unable to confirm the exact location of the additional buildings. The school have identified the area they wish to re-develop but are concerned that this may not happen if the extra classrooms are located on this area. Any project to expand the school would be subject to the normal planning process. If parts of the current playing fields were built on then the authority would need to seek approval from Sport England as well as re-providing this elsewhere on the school site. However, this could mean that some of the current hard play area is lost as part of this. If the proposal is agreed the authority would work closely with the school to ensure the play area project is developed alongside any building works.

Proposal six: Expand the capacity of **Little London Community Primary School** from 210 to 630 using land off Cambridge Road

Public meeting attended by 29 people. 33 responses were received to this proposal during the 6 week consultation period. These were a mixture of parents, staff members and general public plus one from the Diocesan Director of Education. The majority of these were in favour of the proposal but still had some concerns which are listed below.

LL1.1	Comments about the forecasts of need including population mobility and any impact on other schools.
LL1.2	It was widely acknowledged that births in the area had increased but concerns were raised as to why the projections for the Woodhouse area did not show a

	<p>need for an extra 2 forms of entry. Whilst the projections, which are based on past behaviour, do not show an obvious need for an extra 60 places, the underlying birth data is at a significantly higher level than the projections, implying there will be unmet local demand in 2 years within the area. The situation is worse in 3 and then 4 years time. There are currently 120 school places available in the Woodhouse area, served by Little London Community Primary, Quarry Mount Primary and Blenheim Primary schools. Area health data shows that by 2012 there will be 163 children that will have one of these schools as their nearest. By 2013 this increases to 195 children and then 180 children by 2014. Although there is some population mobility in this area and not every child will choose a school within the area, analysis done around schools in other areas closest to Woodhouse indicate increase in pupil numbers and limited places available at other schools. There is also a substantial amount of PFI family housing being developed over the next 5 years within the Little London area which will only add to the numbers living in this area. A concern was raised that other schools in this area may see their pupil numbers drop following an increase to 3 forms of entry at Little London Community school. An extra 60 places added to this school would give a total of 180 places in the whole of the Woodhouse area. With the figures quoted above, all schools in this area are expected to be full and any increase in provision would not be to the detriment of any other school.</p>
LL2.0	Concerns about split site management, overall size, and safety of children travelling to other site.
LL2.1	<p>A number of concerns were raised about how the school being located on a split site would work and whether this would have a negative impact on the education of the children. This has been addressed by the Headteacher who has been very proactive with thoughts as to how this will be managed. It is proposed to operate as a key stage 1 site and a key stage 2 site with the current school site being the key stage 1 site but also being the drop off point for all children. The school would operate a walking bus scheme at the beginning and end of the day so parents only had 1 pick up point. The Headteacher would split her time between both sites with heads of learning being located at either site. All children will benefit from using facilities at both sites with various resources being shared.</p>
LL2.2	<p>There were some concerns that 3 forms of entry schools were not good educationally for children. This was a particular concern for children in disadvantaged areas or with additional needs as these children would not feel secure in a larger environment. It was also felt that the link between parents and staff would be lost as parents would be dropping children at the current school site only and so have less contact with their child's teachers, impacting adversely on community and school cohesion. This would need to be considered by the governors and leadership team, who would be able to work with parents to address this.</p>
LL2.3	<p>The authority is persuaded that this proposal could bring many of the perceived benefits of a separate infant and junior provision whilst removing the disadvantages around transition, staff development opportunities, and co-ordination for parents, including sibling links within the single school. The split site would also reduce concerns about single large 3FE primary school on one site being too large.</p>
LL2.4	<p>The school will need to be supported by the authority to ensure the sustained delivery of this vision is realised, and the appropriate leadership and management skills are embedded within the governing body and school</p>

	<p>leadership team to ensure the long term future management is secure. A larger staff presents opportunities to ensure a greater breadth and depth of support for the head teacher and for succession planning.</p>
LL3.0	<p>Environmental concerns for residents, including proposed use of land off Cambridge Road.</p>
LL3.1	<p>Concerns were raised about the site off Cambridge Road being too small to provide adequate teaching and play space for the proposed increase in admission number. A concern was raised around the lack of community and public access space in the area, and that building on the Cambridge Road site would take away the area that is currently valued and used by the community</p>
LL3.2	<p>The proposed new site is currently occupied by Vine, and the plans for this service will need to be finalised to allow a final decision on this proposal. The service provides for particularly vulnerable members of the community, and their long term needs must be properly addressed. Options for relocation of this service were already being considered prior to the development of this proposal.</p>
LL4.0	<p>Counter suggestion to expand on current site</p>
LL4.1	<p>There have been many responses suggesting that any expansion should be made on the current site with an increase of the admission number to 60 and not 90. A detailed response was put forward from Little London Community School governors showing an area on the current school site playing fields as an option to build extra classrooms and then re-provide the school playing fields on community land adjacent to the school. The authority has looked into this as a possibility and has been working very closely with the Environment and Neighbourhoods team, with whom this land is vested. A site appraisal has previously been carried out to determine whether the land adjacent to the school could be built on, and issues include flood risk, contamination risks, different levels, sewers and underground cellars.</p>
LL4.2	<p>There would be substantial costs incurred building on a site with so many potential ground risks attached to it however it is appropriate to further investigate whether this might be a feasible or cost effective solution. It is not currently our view that the site is large enough for expansion without this additional land.</p>
LL5.0	<p>Counter proposal to include City of Leeds High School as part of any primary proposal</p>
LL5.1	<p>A request was received from the governing body of City of Leeds School to amend the proposal and include themselves as part of primary planning proposals. This was also asked by other consultees. We have started dialogue with the school, but at this stage it is not clear exactly how they propose to be part of this process and no alternative proposal has been suggested. To alter the proposal at this stage would require the authority to start the whole consultation process again, which would also mean we would not be able to establish any additional primary provision in time for September 2012. However, discussions are to be had with the school regarding future requirements for school places within this area.</p>

Appendix 3

Briefing note for governing bodies of secondary schools on the financial implications of becoming a through school. Position at 27th Jan 2011

Capital Implications

The buildings and infrastructure would be delivered by the authority. Ongoing revenue budgets based on formula funding provide funding for all revenue costs including teaching and non teaching staff, curriculum materials, and also for the maintenance, repair and replacement of resources such as play equipment, tables and chairs. However it is recognised that when setting up completely new additional provision, either through competition or as part of a through school, there will be a need to front load this spending at the new site such that some items can then be considered capital rather than revenue. The following provides a guide for consideration, and is not exhaustive.

Any new primary provision created as part of a through school where there is no existing primary school included in the proposal, can expect to have the following provided as part of the build by the authority:

- Telephony, intruder alarm, access control, landscaping, IT connectivity to the existing school, external lighting, car parking and markings, playground shelters, fixed furniture such as reception area and wall bars in the sports hall, IT infrastructure such as cabling, server and whiteboards. [agreed later this should read interactive whiteboards and projectors]
- Buildings would be fully accessible and DDA compliant. They would have basic ramps and hand rails, wide corridors and doorways suitable for wheelchair access etc, but no hygiene suite.

Some allowance can also be expected for:

- Loose furniture (normally revenue funded) such as initial tables and chairs, the amount would be agreed during the design phase.
- Kitchen equipment would be supplied as required, however there is not an automatic assumption that all schools have cooking kitchens and there would be a discussion, and the schools would need to consider if, either permanently or as a transition arrangement, they are to contract in services using their revenue budget. Again this would be subject to discussion.
- The modular buildings are built to high sustainability standards but there is not proposal to undertake BREEAM accreditation.

Items which would not normally be supplied by the authority for primary provision include:

- Housekeeping equipment such as polishers etc – this could be funded through revenue during the early years of the provision being established, and the school would need to make a choice whether to contract this in form their revenue budget.
- Hall stage and associated equipment (stage lighting, audio/visual equipment etc)
- Care suites and equipment for individual pupils' needs. The authority meets these needs through a separate revenue budget and capital adaptations through a small access initiative budget.

Revenue funding

The funding formula assumes that there are fixed costs associated with the maintenance of a school and therefore some economies of scale in the expansion of an institution. There are two 'protection' factors within the Leeds funding formula that will support an expanding/expanded school.

Split Site

The Leeds formula contains a split site factor, to recognise that the full economies of scale will not be realised where a single school operates across two completely separate sites. However, it is also accepted that where a PFI school is expanded through a non PFI route that this will also lead to the expected economies not being realised. It is therefore proposed to amend the current split site factor to provide for a new definition of split site, where an expanded school is part PFI and part not. This would fund the revenue premises costs of both schools as if they were separate institutions, e.g. Caretaking, cleaning, repairs and maintenance, school meals, utilities and grounds maintenance.

A paper will be taken to Children's Services Leadership Team Nigel Richardson outlining a proposed revision by end Feb 2011.

Reorganisation Factor

Under funding regulations schools are generally funded based on the pupil numbers and accommodation in place each January. However, this makes no allowance for schools that are expanding on a phased basis. The reorganisation factor within the Leeds formula will be used to build additional funding into a school's budget where a school receives additional accommodation and/or pupils each September through a planned expansion.

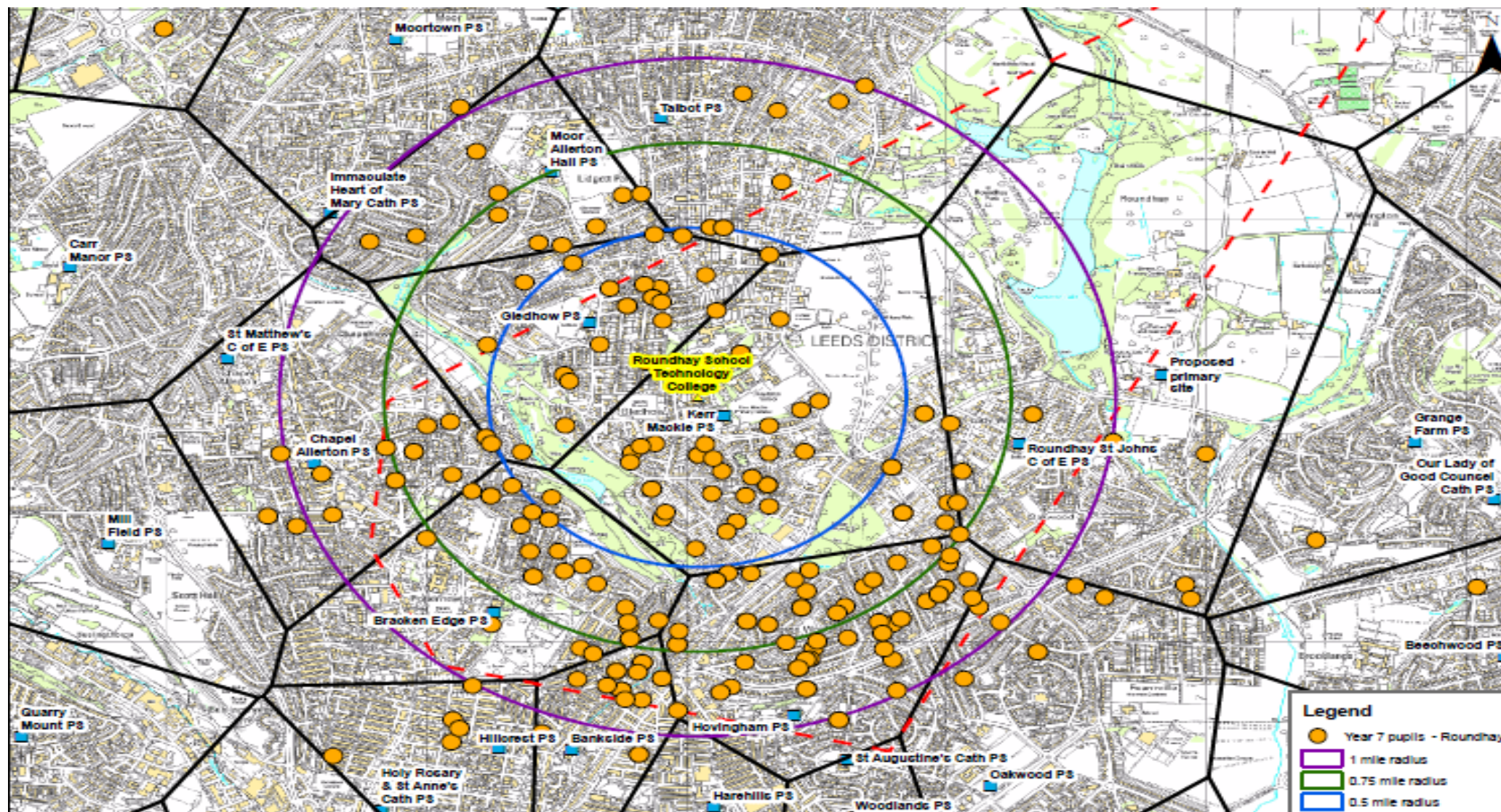
It also allows for the appointment of a 'primary leader' from the preceding Christmas, with a few days cover until Easter, and then full time for the summer term. A cash allocation would be given to the school, and the governing body would be able to choose how to spend it – e.g. they may prefer to have the person in post for two terms on a part time basis rather than one term on a full time basis. The precise level of funding for the post would need to be agreed, reflecting the need to attract a quality candidate, the level of responsibility expected, and the support of an existing management team.

Whilst the authority can revisit this formula, it has no additional budget to provide additional set up capital.

The precise formula which will apply at the time of opening is not known at this time as there are a number of broader government consultations which may affect this. Whilst this does mean there is some uncertainty and proposals may have to proceed with some level of risk at this stage, the schools will know their budgets in advance of opening the new provision, and so be able to mitigate this to some extent by planning for gradual growth within whatever final funding is agreed. Further, whatever final funding is agreed, it will be on a par with how other primary schools are funded.

Appendix 4

Map of nearest schools, distances from Roundhay School, and current year 7 pupils.



The black solid lines show the definition of nearest primary school under the Leeds Admissions Policy. This means families living here will receive priority for places. VA schools do not have a nearest shape, as they admit pupils under their own admissions policy. The admissions point for reception entry to the 4-18 school would be at the Elmete Lane site, and distances measured from here.

The dashed red line shows the nearest high school definition for year 7 places at Roundhay, and the admission point remains at the existing high school site.

Families living to the east of the red dashed line, but within the nearest area for the new provision (i.e. in the Askett Hill area) do not currently get priority for Roundhay School in year 7 and this would not change. They would however get priority for the primary places, and once on roll would automatically have a year 7 place.

The circles show the straight line distance from the year 7 admission point for Roundhay School. If the school is oversubscribed, those living inside the red dashed line would get priority. If it is still oversubscribed with nearest children, then priority will be given on straight line distance.

If it is oversubscribed with nearest children, families living inside the red dashed line but outside of the purple circle would be the first to be refused places in year 7. This includes a few children in the St Augustine's / Hovingham area, and some in the Shadwell area. The next to then potentially be at risk of not getting a year 7 place, but for whom the school is their nearest, live within the red dashed line, but outside the green circle – they would have Bankside, Bracken Edge and Hovingham Primaries as their nearest.

Originator: Viv Buckland

Tel: 2475577

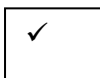
Report of the Director of Children's Services

Executive Board

30th March 2011

Annual Consultation on Admission Arrangements for September 2012

Electoral Wards Affected:



Ward Members consulted
(referred to in report)

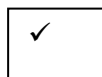
Specific Implications For:

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 Purpose of Report

- 1.1 This report seeks approval of the proposed admission numbers, the Local Authority admission policy as well as the arrangements for September 2012.

2 Background Information

- 2.1 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. Comments by the local Admission Forum should also be taken into account by the local authority when determining their admission arrangements.

3 Proposals

- 3.1 The consultation covered:

- **Coordinated scheme – annual cycle.** For September 2012 entry there will be full coordination in primary as well as secondary. There are national closing dates for applications required in the legislation. For secondary

this is 31 October each year and the national offer day will remain at 1 March. For primary applications the national closing date is 15 January each year and there is no national offer day stated. The offer date in Leeds for primary places will be 20 April 2012 which is in line with our neighbouring authorities.

- 3.2
- **Coordinated scheme – in year.** From January 2010 each local authority has had in place a published coordinated scheme for in year transfers. All in year transfers will be fully coordinated in line with the published scheme. This means that parents wishing to apply for any school place at any point in time will only need to contact the local authority.

- 3.3
- **In year waiting lists.** It is proposed that the local authority will hold in-year waiting lists for any community or voluntary controlled schools for an academic year.

- 3.4
- **Changes to school admission numbers:**
- | | | |
|------------------------|-----|-----|
| Middleton St Mary's | 50 | 60 |
| Middleton St Phillips | 25 | 30 |
| Micklefield CE Primary | 30 | 20 |
| Corpus Christi Primary | 50 | 45 |
| Oulton Primary | 50 | 60 |
| Richmond Hill Primary | 60 | 90 |
| Wykebeck Primary | 45 | 60 |
| Bracken Edge | 45 | 60 |
| Cottingley Primary | 40 | 45 |
| Secondary | | |
| Allerton High | 180 | 185 |
| Rodillian | 210 | 240 |

No community or voluntary controlled school has an admission number for year 12 and there are no proposals to introduce any for September 2012 entry.

- 3.5
- **Changes to the sibling priority.** We asked to receive views on a minor change to the sibling priority. We asked for views separately on both primary and secondary applications. The question was whether it would be fairer to prioritise nearest siblings, then nearest children, then siblings who had a different school as their nearest, then children by distance.

- 4
- There were 105 responses received. There were no responses from neighbouring Local Authorities or the Catholic Diocesan Board. The Admission Forum discussed the proposals for consultation at their meeting on 1 March and supported the proposals.

- 5
- Following the determination of admission arrangements the local authority is required to publish a statutory notice where the planned admission number is lower than the admission number indicated by the net capacity of the school. Admission numbers are often set below the indicated number to comply with class size legislation or to maintain supply and demand, and viability within existing provision. The table of those schools to be contained in the notice is included at Appendix 2.

Recommendations

- 6 Executive Board is asked to approve the following proposals for implementation in the 2012 admission round:

- Coordinated scheme – primary annual cycle
- Coordinated scheme – secondary annual cycle
- Coordinated scheme – in year allocations
- Introduction of in year waiting lists
- No changes to the sibling priority
- Changes to school admission numbers.

Middleton St Mary's	50	60
Middleton St Phillips	25	30
Micklefield CE Primary	30	20
Corpus Christi Primary	50	45
Oulton Primary	50	60
Richmond Hill Primary	60	90
Wykebeck Primary	45	60
Bracken Edge	45	60
Cottingley Primary	40	45
Secondary		
Allerton High	180	185

- That we do not proceed at this time with the requested increase to the admission number at Rodillian.
- That permission is granted to publish the statutory notice where the planned admission numbers are below the indicated admission numbers.

1. **PURPOSE OF THIS REPORT**

- 1.1 To seek approval of the proposed school admission numbers, the Local Authority admission policy as well as the arrangements for September 2012

2. **INTRODUCTION**

- 2.1 Education Leeds (and from 1st April 2011 the local authority) is responsible for allocating children to primary, infant, junior and secondary schools and defending admission appeals for community and voluntary controlled schools. We also have a responsibility for co-ordinating admissions between the voluntary-aided schools, foundation schools, the Academies and the four neighbouring local authorities.
- 2.2 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. Comments by the local Admission Forum should also be taken into account by the local authority when determining their admission arrangements.

3. **BACKGROUND INFORMATION**

- 3.1 A consultation document was sent out on 1 December 2010 with a closing date of 4 February 2011 to all schools in Leeds, all neighbouring Local Authorities, the Church of England and Catholic Diocesan Boards, all councillors and relevant trade unions. The Leeds Admission Forum were advised of the content of the consultation at their meeting on 16 November 2010, consulted through the sub committee, and collectively consulted at their meeting on 1 March 2011.
- 3.2 The consultation was placed on Governing Body's agendas, the website and parents and community groups were advised by publication of a notice in the Yorkshire Evening Post and through press releases to raise awareness.
- 3.3 Prescribed consultations must last for a period of not less than eight weeks between 1 November and 1 March each year, which means that schools are first consulted in Autumn Term each year for admissions nearly two years later. The process is, therefore, informed by the LA's forecasting model, which takes into account the patterns of parental preference over the years.
- 3.4 The consultation on the proposed admission arrangements included a proposal to hold waiting lists for a whole academic year, and asked for views on the sibling priority. Additionally there were a small number of requests to changes to admission numbers. Other than minor amendments to the timetable there were no other changes to the co-ordinated scheme. A summary of responses is contained at Appendix 1.
- 3.5 The consultation sought views on:
- Proposals for the primary coordinated scheme
 - Proposals for the secondary coordinated scheme
 - Proposals for the in-year coordinated scheme
 - Changes to school admission numbers:

Middleton St Mary's	50 to 60
Middleton St Phillips	25 to 30
Micklefield CE Primary	30 to 20

Corpus Christi Primary	50 to 45
Oulton Primary	50 to 60
Richmond Hill Primary	60 to 90
Wykebeck Primary	45 to 60
Bracken Edge	45 to 60
Cottingley Primary	40 to 45
Secondary	
Allerton High	180 to 185
Rodillian	210 to 240

- 3.6 There were 105 responses received, compared to 11 last year. These comprise 70 from parents, 20 from governing bodies or head teachers, seven from own admission authority schools, three from appeal panel members, two from elected members, and one each from Church of England Diocese, a member of school staff and a local resident. There were no responses from neighbouring Local Authorities or the Catholic Diocesan Board. The Admission Forum discussed the proposed consultation at their meeting on 1 March and confirmed their support for the recommendations.

- 3.7 Following the determination of admission arrangements the local authority is required to publish a statutory notice where the planned admission number is lower than the admission number indicated by the net capacity of the school. Admission numbers are often set below the indicated number to comply with class size legislation or to maintain supply and demand, and viability within existing provision. The table of those schools to be contained in the notice is included at Appendix 2.

4. **MAIN ISSUES**

4.1 **Coordinated Scheme – primary annual cycle**

- 4.1.1 The consultation on the primary coordinated scheme outlined the statutory national closing date for primary applications, of 15 January, and the requirement to coordinate with other local authorities. The introduction of a national closing date means that Leeds is no longer able to make offers to parents for primary school on 1 March and the new offer date will be 20 April 2012. All respondents agreed with the proposed primary coordinated scheme. Following consultation on holding in year waiting lists, the waiting lists will no longer close on 31 December but will remain open until 31 July 2013.

4.2 **Coordinated Scheme – secondary annual cycle**

- 4.2.1 The consultation on the secondary coordinated scheme outlined the statutory national closing date for applications of 31 October. The national offer day remains unchanged at 1 March. All respondents agreed with the proposed coordinated scheme. Following consultation on holding in year waiting lists, the waiting lists will no longer close on 31 December but will remain open until 31 July 2013.

4.3 **Coordinated Scheme – in-year.**

- 4.3.1 From January 2010 each local authority has had to have in place a published coordinated scheme for in year transfers. From September 2010 all in year transfers have been coordinated in line with the published scheme. This means that parents wishing to apply for any school place at any point in time will only need to contact the local authority.

- 4.3.2 There were 34 responses of which one was 'ambivalent', 27 were in favour, four against and two did not specify but made comments about needing to ensure the applications were dealt with swiftly.

4.4 **In year waiting lists.**

- 4.4.1 There were 52 responses to the question of whether to hold in year waiting lists. Of these 43 were in favour and nine against. Six of those in favour and two of those against were from own admission authority schools who can choose for themselves whether or not they wish to operate a waiting list. 23 responses were from parents; one was against and 22 in favour, however 11 of those were parents from one particular school. The school in question had sent the consultation response form home for parents with a letter guiding their view on responding.
- 4.4.2 The respondents were in favour of the waiting lists being held for an academic year. We will therefore hold names on waiting lists until 31 July each year. Waiting lists will then be closed and parents will need to re-apply if they still wish to be considered for a school.

4.5 **Changes to Admission Numbers**

- 4.5.1 The following changes to the admission numbers have been proposed for 2012:

Middleton St Mary's	50 to 60
Middleton St Phillips	25 to 30
Micklefield CE Primary	30 to 20
Corpus Christi Primary	50 to 45
Oulton Primary	50 to 60
Richmond Hill Primary	60 to 90
Wykebeck Primary	45 to 60
Bracken Edge	45 to 60
Cottingley Primary	40 to 45
Secondary	
Allerton High	180 to 185
Rodillian	210 to 240

- 4.5.2 We have received 105 responses comprising 70 from parents, 20 from governing bodies or head teachers, seven from own admission authority schools, three from appeal panel members, two from elected members, and one each from a Diocese, a member of school staff and a local resident. With regard to admission number changes there were only two specific comments opposed to any of the changes.
- 4.5.3 One parent disagreed with the reduction in number at Corpus Christi but gave no explanation. The school has insufficient accommodation to sustain the higher admission number and have requested the reduction. One parent disagreed with the reduction at Micklefield but gave no explanation. The school is significantly undersubscribed and do not have sufficient accommodation for the higher number. One parent objected to all schools seeking to increase to 60 or more as they do not believe primary should be as large as secondary schools. A further parent objected to all increases in admission number but gave no explanation as to why.
- 4.5.4 A local resident has objected to the expansion of Middleton St Mary's, and has also objected to the planning department regarding some building work at the school. There is both need for and demand for the additional places the school is looking to offer. It is proposed that we proceed with the increase and allow the planning

process to appropriately deal with the objections raised regarding transport and residential issues

- 4.5.5 The increase in admission number at Rodillian has been proposed by the school. There is no demographic pressure that would require any increase in the area in September 2012. There has been one objection to the increase at Rodillian from a local school. However we have had issues with staff parking in bus bays at the school and have received a written assurance from the headteacher that this will be resolved. However the issue may require planning permission for additional parking, and it is too early to know whether this would be likely to be granted. On balance it would be prudent to turn down the request for an increase until such time as the issue with parking is resolved and the need for places arises. It would be possible for the school to request additional pupils in September 2012 without an increase in their admission number, should such demand exist and should the issue with the bus bays be resolved. They could then formally request a permanent increase again for September 2013.
- 4.5.6 Proposals which require a statutory consultation under the School Organisation Regulations are covered under a separate report which will describe the extent of the consultation undertaken. These include Bracken Edge and Wykebeck. Richmond Hill is included in the annual consultation on admission arrangements although a statutory process was completed last year for the increase and the school is being rebuilt under the Primary Capital Programme.

4.6 **Consultation on the sibling priority**

- 4.6.1 We consulted on this matter now as the number of young people applying for secondary school in 2012 will be one of our lowest. For the past two years all young people who have asked for their nearest secondary school have been able to be offered a place there. It is likely that this will be the case in 2012. Consequently any change to the sibling rule for secondary would be unlikely to have any significant impact in 2012. However those applying during a time when they are likely to get into a more distant school, would also be aware that any siblings they have that will follow, may not receive the higher priority if it is not their nearest school. It would allow parents applying in 2012 to be aware of the future effect of a policy change without being impacted at the time.
- 4.6.2 As the birth rate continues to rise any such change to the policy in primary schools would have an impact in 2012. Having modelled the alternative priority on entry in September 2010 there would have been 36 siblings (out of 2700 siblings) who would not have been offered a place on 1 March at their preferred school, where nearest children without siblings would have qualified ahead of them. It is possible that this number may rise in future years. The impact on childcare arrangement for primary age children is more significant than for those in secondary schools. In future years parents would be aware of the risk that siblings may not be kept together if they ask for a school that is not their nearest, and could preference accordingly. However, if we were to change the sibling priority, there will be a very small number of siblings turned down for places where their older brother or sister attends.

For application to Reception

- 4.6.3 This item attracted the greatest level of response with 98 submissions. Of these 14 were in favour and 84 were against. Parents accounted for 68 of the responses

with five in favour, and 63 against, of which 12 were from one school. Many of the responses from parents were received following the raising awareness of the admissions consultation during the public consultation on the expansion of primary schools. Again it should be noted that 11 of the parents who were against were from the same primary school where they had been sent a letter drafted by the school but not the consultation document.

- 4.6.4 Of the parents who were against the proposal 13 did state that if the proposal were phased in, so that it did not affect those families already in primary school, then they would consider the change to be fair. The main reasons raised in objection to the change were the inconvenience that would be caused by dropping off at more than one school and the childcare arrangements.
- 4.6.5 It is not unexpected that the overwhelming majority of responses are against a change to the sibling priority. Care was taken in the consultation to approach the question 'neutrally' as Admission Forum had requested us to do, so no attempt was made to promote any possible change. It is perhaps more surprising that 27% were either in favour or would not be opposed if the change was phased in to ensure that families with children already in primary school would not be affected.
- 4.6.6 It should be noted that analysis shows that such a change would have affected only 36 children last year, out of 2700 siblings. Of the 2403 that have already applied this year 31 have not asked for the same school as their older sibling as the first preference. This is the typical proportion each year.

For application to year 7

- 4.6.6 There were 58 responses to the question of whether priority should be for 'nearest siblings', 'nearest', other siblings, then other children by distance. Last year no children would have been affected by this change in policy. Again this year there would not have been any affect as all children applying for secondary school have been offered their nearest school if they asked for it. As birth rates rise this situation will change and the issue becomes one of fairness.
- 4.6.7 There were 22 respondents in favour of changing and 36 who were opposed. Parents accounted for 33 of the responses. Ten parents were in favour and 24 were against. Again it should be noted that 11 of the parents who were against were from the same primary school where they had been sent a letter drafted by the school but not the consultation document.
- 4.6.8 Of the comments received those in favour felt the change would be fairer to everyone and stated that children are more independent, are inclined to travel to on their own, and the issue of having children at more than one school has to be overcome when the oldest child moves to secondary school anyway. Those against were concerned about building a relationship with the school, and felt it would be unfair if they had to consider sending their children to different schools if they moved house.
- 4.6.9 The majority of views were against any change to the sibling priority for both primary and secondary, although there was a much more mixed response on the issue at secondary. However it is not proposed that we make any changes to the sibling priority in September 2012.

4.7 Statutory notice following determination

- 4.7.1 Following the determination of the admission arrangements the local authority is required to publish a statutory notice advising the public of all schools where the published admission number is lower than the admission number indicated by the net capacity assessment for the school. This is to allow members of the public a further opportunity to object if they are unhappy with the determined arrangements.
- 4.7.2 For primary schools the lower planned admission number is usually to allow compliance with the infant class size legislation. For both primary and secondary school the lower admission number occurs in response to maintaining the level of supply and demand for places in an area and supporting the viability of other local schools.

5. IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

- 5.1 The challenge for all admission authorities is to go further than merely ensuring legal compliance with the Code but to actively promote equity. This process will be facilitated by the powers of the Admission Forum to consider the fairness of arrangements in their local context. The Admission Forum has recorded their agreement with the proposals consulted upon.
- 5.2 The Schools Adjudicator has a key role in ensuring a fair admissions system by enforcing statutory requirements including the mandatory provisions of the Code.
- 5.3 The Schools Adjudicator may also consider admission arrangements that are considered to be complex, including those that use complex points systems, and amend or replace them entirely.

6. LEGAL AND RESOURCE IMPLICATIONS

- 6.1 The Code which applies to all schools in Leeds is a statutory Code and must be followed. The local Admissions Policy in Leeds complies with the Schools Admission Code. In line with statutory regulations the local authority must determine their admission arrangements no later than 15 April. The local authority must further publish a statutory notice following determination to inform parents of their right to object to the Schools Adjudicator where the published admission number is lower than the indicated admission number.

7. CONCLUSIONS

- 7.1 The Admission Forum has supported the proposals for change outlined in this report. The consultation exercise has indicated support with few schools disagreeing. A summary of the responses is included in Appendix 1.

8. RECOMMENDATIONS

- 8.1 Executive Board is asked to approve the following proposals for implementation in the 2012 admission round:
- Coordinated scheme – primary annual cycle
 - Coordinated scheme – secondary annual cycle
 - Coordinated scheme – in year allocations
 - Introduction of in year waiting lists
 - No changes to the sibling priority
 - Changes to school admission numbers.

Middleton St Mary's	50	60
Middleton St Phillips	25	30
Micklefield CE Primary	30	20
Corpus Christi Primary	50	45
Oulton Primary	50	60
Richmond Hill Primary	60	90
Wykebeck Primary	45	60
Bracken Edge	45	60
Cottingley Primary	40	45
Secondary		
Allerton High	180	185

- That we do not proceed at this time with the requested increase to the admission number at Rodillian.
- That permission is granted to publish the statutory notice where the planned admission numbers are below the indicated admission numbers.

Background papers

1998 School Standards and Framework Act, section 84

School Admissions Code 10 February 2010

Education Leeds Consultation on admission arrangements for September 2012

Appendix 1

There were 105 responses and the results of the consultation exercise are given below. There were no responses from other local authorities.

		Agree	Disagree
1	Do you agree with the proposal to change school admission numbers?	22	As detailed in 4.5.2 to 4.5.4
2	Do you agree with the proposal to hold in-year waiting lists	43	9
3	Do you agree with the proposal for the primary school coordinated admission scheme? We are required to consult on the coordinated scheme every year.	27	2
4	Do you agree with the proposal for the secondary school coordinated admission scheme? We are required to consult on the coordinated scheme every year.	27	2
5	Do you agree with the proposal for the in-year coordinated admissions scheme? We are required to consult on the coordinated scheme every year.	27	2
6	Consultation on changes to the sibling link for primary school	14	84
7	Consultation on changes to the sibling link for secondary school	22	36

Appendix 2

Statutory Notice – Admission Numbers

This notice is required when the planned admission number is below the indicated admission number that results from the net capacity calculation. The schools that will be included in that notice are as follows.

Primary

In the following schools with the age of entry being 5 the reason for determining a lower admission number is to comply with the requirement that no class of 5, 6 or 7 year olds contains more than 30 pupils with a single qualified teacher:

	Admission Number	Indicated Admission Number
Bramley St Peters	45	52
Brodetsky Primary	45	52
Carr Manor Primary	60	67
Churwell Primary	60	66
Farsley Westroyd Infant	60	63
Grimes Dyke Primary	30	45
Parklands Primary	45	59
Wetherby Deighton Gates	30	48

Secondary

In the following schools with the age of entry being 11 the reason for determining a lower admission number is to maintain supply and demand, and viability within existing provision:

	Admission Number	Indicated Admission Number
Benton Park	232	237
Brigshaw	240	268
City of Leeds	150	173
Cockburn College of Arts	210	303
Crawshaw High School	195	211
Lawnswood	270	293
Priesthorpe School	195	201
Royds	220	234
Swallow Hill	240	264
Temple Moor	210	221



Originator: Nigel Bamford

Tel: 224 3053

Report of : Acting Director of City Development

To : Executive Board

Date: 30th March 2011

Subject: GARFORTH SQUASH AND LEISURE CENTRE

Electoral Wards Affected:

Garforth & Swillington



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

At its meeting on the 23rd February 2011, Full Council approved the Revenue Budget for 2011/12. Included in this were proposals for a community asset transfer (CAT) of the Garforth Squash and Leisure Centre.

Garforth Squash and Leisure Centre was purpose built in the 1970s with a sports hall completed in 1988 forming a community squash and leisure centre. The report seeks Executive Board support for the grant of a long term lease at a peppercorn rent of the property to the School Partnership Trust (SPT).

1.0 Purpose of this Report

- 1.1 The purpose of this report is to seek Executive Board support for the recommendation that the Council grants the School Partnership Trust a lease of the Garforth Squash and Leisure Centre from a date to be agreed, and delegates to the Acting Director of City Development the authority to finalise and conclude a lease. The School Partnership Trust (SPT) is currently responsible for the leadership and governance of a number of schools in Leeds and Wakefield, including Garforth Academy and Green Lane Primary Academy in Garforth.

2.0 Background Information

- 2.1 Garforth Squash and Leisure Centre is located on Nine Lands Lane, Garforth. There

are no playing fields and the site boundaries are close to the building except at the front where the car park is located.

- 2.2 The centre is a two storey high building incorporating squash courts and main sports hall. The squash courts and adjoining areas were constructed in the 1970s with the sports hall completed in 1988.
- 2.3 In August 2009, the Executive Board approved a "Vision for Council Leisure Centres" which set out a strategy for renewal and rationalisation. Under this, Garforth and Kippax would be replaced by a single new facility to serve both communities. Both would remain in place pending this. The Vision has had to be modified in the light of the current public sector budget position which makes early development of a new replacement centre extremely unlikely (although there is no proposal to abandon the longer term intention to provide this).
- 2.4 At its meeting on 23rd February 2011 Full Council approved the Revenue Budget for 2011/12. The sports budget for 2011/12 has been reduced by 15% as part of the Council's overall response to budget financial pressures. As a result, Garforth and Kippax were reviewed together and Garforth was identified for reduced hours because Kippax also includes a swimming pool that serves the wider area. Council decided to 'progress a proposal for community asset transfer for Garforth Sport Centre as from summer 2011 with a reduction in opening hours to 31 hours a week from 1st April 2011.'

3.0 Main Issues

- 3.1 The centre provides dry sports facilities to the residents of Garforth and beyond, and until the longer term vision of a new centre can be provided it will remain an important element of sports provision. The reduction in hours is required by the Council's tight financial position but is not desirable in service terms. Further cuts required in future financial years raise concerns about whether even the 31 hour operating basis can be sustained into the future under Council management.
- 3.2 A well-established way to improve viability would be to adopt a dual use (community and education) model. In general, peak school use hours and peak community use hours are complementary and therefore the viability of the site could be greatly enhanced. To explore this, informal contact was made with the School Partnership Trust (SPT) which operates Garforth Community College. The SPT is currently responsible for the leadership and governance of a number of schools in Leeds and Wakefield including Garforth Academy and Green Lane Primary Academy in Garforth. The organisation has a proven track record as a not for profit body with public accountability working with the public sector. The college's positive response has led to the current proposal for CAT. Continuing a negotiation with the SPT through to agreement of contract is preferred to the alternative option of advertising for expressions of interest in CAT and evaluating bids, on the following grounds:-
- advertising and evaluating bids would add significant time to the process, delaying the restoration of longer opening hours, damaging user confidence and potentially damaging the long term business plan by losing business permanently;
 - the express willingness of the SPT to adopt mechanisms to ensure wider community interests are represented in the governance model (as reflected in the draft Heads of Terms);

- the financial and organisational robustness of the SPT, and the significant contribution its own usage could add to the business plan, which no other local organisation is likely to be able to match;
- the transfer would build on and reinforce the strong community links already enjoyed by Garforth Community College.

3.3 Transfer to the SPT is the most likely way to secure the future of the site unless and until the longer term strategic aim of a new leisure centre is realised, and to restore longer opening hours. The Trust will operate the site through a management board, which will include members of the community to ensure continued community involvement in the site.

3.4 Two other parties have expressed interest in taking over the site. Both parties are involved in the sport of squash and wanted the site to continue as a squash focussed centre. No detailed proposals have been received beyond this so it is unknown whether they would be driven by community benefit. There is the possibility that either of these parties, or others, could challenge the process undertaken in negotiating exclusively with SPT to take over the site. Given the SPT's willingness to adopt mechanisms to ensure wider community interests, the financial and organisational robustness of SPT and that the transfer would build on and reinforce the strong community links already enjoyed by Garforth Community College, it is considered appropriate to continue exclusive negotiations with them rather than advertise for other interested parties. However the potential contribution of these other parties could be harnessed via the management board referred to above.

3.5 Community ownership and management of assets has been strongly promoted by government over the past three years. The agenda was made prominent by the Quirk Review "Making Assets work" – Community Management and Ownership of Public Assets". Government support for community asset transfer has been confirmed through the principles of the Big Society and through proposals in the Localism Bill. The Bill will give community organisations greater opportunity to identify and bid for assets of value to them from which they can deliver existing or new services. As well as empowering communities this aims to diversify the providers of services and stimulate creative and imaginative new patterns of service and enterprise.

3.6 In normal circumstances for any asset transfer proposal a detailed business plan would be requested spelling out:-

- the proposed uses for the property;
- the community benefit of the transfer;
- the service and strategic benefit to the Council;
- the knowledge, skills and experience of the project team;
- how any works would be funded;
- the financial viability of the proposal.

3.7 Due to the tight timescale necessary for this project to ensure the continuity of service to the local community and to protect the Council from a potential finance and maintenance liability, it has not been possible for this information to be provided yet.

This report is brought forward at this stage in the interest of transparency and accountability, and to give greater certainty to the next stages. A number of risks and challenges to the proposal remain at this stage. The completion of a lease will be subject to a viable business plan being prepared. There are a number of risks to be covered, the principal ones being (with mitigation):-

- a) justification for the zero rental proposal includes the assumption that the SPT will not make an appreciable profit. If the business plan demonstrates otherwise, the rent consideration will be reviewed either at the outset or via break clauses.
- b) the risk of an unsustainable operating deficit. If the business plan demonstrates that this is to be expected, the lease could not proceed. The break clauses further mitigate this risk.
- c) The lack of specialist expertise currently in the SPT to run this facility. It is proposed to offer information on how the council approaches this task as the SPT prepares its business plan, and subsequently.
- d) Uncertainty about TUPE and the potential implications for the business plan. This will be explored further and reflected in the final business plan, therefore being covered by the mitigations above.
- e) The business plan is needed to confirm the working assessment that there will be improvement of the well being of the local area and residents through increased use of the centre and increased accessibility.

3.8 The level of risk to the Council from litigation associated with the proposed transfer of the Centre to the School Partnership Trust from third parties is considered to be low and should not impact on the proposal.

3.9 Given the nature of the Trust there are a variety of options for operation of the property. Without detail of the proposed uses a definitive assessment cannot be undertaken at this point in time of the improvements to promotion or improvement of the economic, social or environmental well being of the local area or people living or working there. This is an essential consideration for the council to be able to use the General Consent (2003) powers that would be necessary to consider the request for asset transfer on a less than best consideration basis. This report therefore seeks an in principle decision that recommends the principle of asset transfer of the centre to SPT on a long leasehold basis and that delegates authority to the Acting Director of City Development to negotiate and approve the final details of the agreement with the SPT, subject to a satisfactory lease agreement and business plan demonstrating both viability and community benefit.

3.10 Heads of terms have been drafted and shared with the SPT. These are set out below as the proposed basis for finalisation and preparation of a full lease.

- Tenant: School Partnership Trust.
- Term: Term to be no longer than 99 years from a date to be agreed including break clauses.
- Rent: peppercorn
- Repairing obligation: Tenant to be responsible for internal and external repairs and ensuring the premises are kept in a suitable condition for sports and

community use.

- Assignment: Assignment will be allowed to a similar organisation subject to landlord's consent. Any arrangement would be for the whole of the premises and subject to an Authorised Guarantee Agreement.
- Sub-letting: Sub-letting of part only will be allowed, subject to landlord's consent. Sub-letting to organisations offering services as outlined in the User Clause will be deemed to have landlords consent. Any sub-letting to be contracted out of the Landlord and Tenant Act 1954.
- Use: The premises are to be used to provide a balanced programme of sports, recreation, health and wellbeing, education and other community uses complementary to the above in a non-discriminatory way.
- Use by the wider community: The tenant shall use its best endeavours to ensure that the facilities are available for wider community use in accordance with a programme to be agreed through the Board. The Board shall be set up to oversee the management of the site and include representation from the community. The charge for the use of the facilities shall be agreed in consultations with the landlord. Landlord's approval to the proposed charges shall not be unreasonably withheld.
- Contracted Out lease: The lease to be contracted out of the provisions of the Landlord and Tenant Act 1954.

3.11 The business plan will be required to cover, as a minimum:-

- detailed description of the proposed uses of the property;
- details of any capital investments to made in the building, including funding sources;
- details of the requirements of any funder in terms of charges over the lease and length of tenure;
- detailed financial forecasts for the first three years of operation in the form of a cash flow forecast; financial forecast for the "mature" operation of the centre;
- details of the experience of individuals at SPT that will manage the project, with particular reference to the leisure industry;
- details of how the Management board will be constituted and its powers;
- details of initial operating arrangements including school and community access timetables to sports facilities and other uses.

3.12 When contemplating the disposal of any property interests, whether leasehold or freehold, the Council is required under S123 of the Local Government Act to achieve "best consideration" unless formal approval is granted to dispose by other means. The current open market value of the Garforth Squash and Leisure Centre has been assessed in the order of £950,000 assuming it could be used for industrial purposes. However, the restricted value under the proposed Heads of Terms would be significantly less and could well be zero, as public leisure facilities normally require

subsidy.

- 3.13 It is proposed that Executive Board support the grant of a lease to the School Partnership Trust at a nil rent for a term of up to 99 years, following finalisation of Heads of Terms.
- 3.14 The grant of the proposed lease on a peppercorn rent will ensure the continuation and enhancement of the service provided to the local community by the Garforth Squash and Leisure Centre whilst protecting the Council from a potential finance and maintenance liability.

4.0 Implications for Council Policy and Governance

- 4.1 This proposal is a modification of the original Vision for Council Leisure centres approved by the Executive Board in 2009, due to the current financial pressures on the Council. The proposed lease will assist in ensuring the continuity of service provided by the Garforth Squash and Leisure Centre to the local community.
- 4.2 The transfer will contribute towards achieving the following outcomes outlined in the Leeds Strategic Plan:-
- increased entrepreneurship and innovation through effective support to achieve the full potential of people, business and the economy.
 - more inclusive varied and vibrant communities through empowering people to contribute to decision making and delivering local services.
 - increased educational attainment through the provision of additional facilities to an established education trust.
 - increased community / education links through the management of a community facility.

5.0 Ward Member Consultation

- 5.1 Ward Members have been consulted on the CAT proposal and are supportive. They have advised that in order to minimise the impact of the budget decision in the period until the transfer takes effect, they anticipate that the Outer East Area Committee will agree to provide financial support for the remainder of this Municipal year. It is hoped that the asset transfer will be completed within this period. The funding would enable the centre to open for longer than 31 hours per week.
- 5.2 Advice has been taken which confirms that this would be consistent with the Council's budget decision, whose force is that Sports Service budget cannot be spent to open Garforth beyond 31 hours per week, but which does not stop external or other applicable internal funding sources being used.
- 5.3 The Outer East Area Committee is due to meet on 22 March and any decision reached can be reported to Executive Board at its meeting.

6.0 Equality Impact Assessment

- 6.1 An Equality Impact Assessment has been completed and published in the Equalities Section of the Council's website. The lease terms would include the requirement to

operate a non-discriminatory service which reflects the needs of the local community.

7.0 Legal and Resource Implications

7.1 In accordance with Section 123 of the Local Government Act 1972, the Council can only dispose of land for a consideration less than the best that can reasonably be obtained with the consent of the Secretary of State. Under the terms of the Local Government Act 1972 General Disposal Consent (England) 2003, the Council has the power to dispose of land at less than the best consideration that can reasonably be obtained subject to the following conditions:

- i) The Council considers that the purpose for which the land is to be disposed is likely to promote or improve the economic, social and/or environmental well being of the area or of local residents, and
- ii) The difference between the unrestricted value of the land to be disposed of and the consideration for the disposal does not exceed £2,000,000.

There is no comprehensive legal definition of social, economic and environmental well-being in the context of the General Disposal Consent. However, by analogy in the context of the well-being powers in Section 2 of the Local Government Act 2000, the relevant Guidance states “it is for the local authority itself to decide whether a particular action would promote or improve well-being, taking account of their local circumstances and the wishes and needs of their communities”. In addition, the Courts have said the powers in Section 2 were intended to have a broad meaning, and that an over-technical approach should be avoided. As a result, the Council has a broad discretion in deciding whether the particular uses proposed by Trust are likely to promote well-being, whether the alternative expressions of interest are likely to do so, and whether greater well-being benefits are more likely to arise from one proposal than another. In this context, whilst the Council is under the usual fiduciary duty to Council tax payers, and also under the usual duty to take all relevant matters into account, there is no specific legal duty to inquire into alternative proposals, nor to undertake a competitive exercise or bidding process in relation to the disposal on the proposed terms. In addition, it is considered “reasonable” in a legal sense for the Council not to undertake such an exercise for the reasons stated in paragraph 3 above, subject always to the Council being satisfied in due course that the business plan provides evidence of sufficient well-being benefits.

7.2 Sport is not a statutory service.

7.3 Under the proposed reduced hours regime, the site is projected to make a small operating profit but this would be more than outweighed by ongoing maintenance costs. The main benefit of this proposal is non-financial i.e. the increased usage and availability which are expected after CAT.

7.4 The Trades Unions representing staff at the centre have been advised that there is a potential TUPE transfer situation.

8.0 Recommendation

Executive Board is asked to note the proposed method of disposal via direct negotiation with the Schools Partnership Trust, the aims of the proposed transfer and the risks and mitigations identified in the report, and to approve:-

- 1 the principle of a community asset transfer of Garforth Squash and Leisure Centre to the School Partnership Trust at less than best consideration
2. that the Acting Director of City Development in consultation with the Executive Member for Leisure be authorised to finalise a lease agreement in keeping with the principles and terms outlined in the report and subject to receipt of a suitable and robust business plan to conclude a lease with the School Partnership Trust.

Background Papers

None

Originator: Paul Stephens

Tel: 24 74462

Joint Report of the Acting Director of City Development and the Assistant Chief Executive (Planning, Policy and Improvement)

Executive Board

Date: 30 March 2011

Subject: Driving the City Forward: City Marketing, Supporting Investment and Engaging Business

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

In December 2010, Members of Executive Board agreed, in principle, to support the bringing together of a number of services relating to the marketing and promotion of the City, as currently undertaken by Marketing Leeds, Financial Leeds and the City Council. Positive progress has been made in taking forward the new arrangements, including: the advertisement of the post of Chief Executive of the new organisation; a proposal that Council staff will be seconded into the new organisation; and, confirmation that the existing Objectives and Memorandum and Articles of Association of Marketing Leeds are appropriate for that company arrangement to be used as the basis for the new combined functions. Given the need to appoint a Chief Executive and develop a staffing structure before staff can be formally transferred, it is anticipated the company will become operational in its new form in late Summer. Nevertheless, integrated working is already underway to ensure most effective use is made of existing resources across the various services and agencies.

1.0 Purpose of this Report

- 1.1 This report updates Members of Executive Board on the work undertaken since December and seeks approval to: the secondment of City Council staff to the public-private partnership company, Marketing Leeds; to the transfer of relevant operational budgets; and, to the development of a detailed service specification and business plan which will form the basis of the formal agreement between the Council and Marketing Leeds.

2.0 Background

- 2.1 Executive Board considered a report on 15 December 2010 proposing that a number of services relating to the marketing and promotion of the City and the attracting of visitors and investment, as currently provided by Marketing Leeds, Financial Leeds and the City Council, be brought together.
- 2.2 The aim being to maximise efficiencies and effectiveness whilst at the same time protecting critical functions that were at risk from public sector budget reductions.
- 2.3 At its meeting in December, Members of Executive Board resolved:
- (a) That the outline proposition detailed in paragraph 3.1 to 3.15 of the submitted report be agreed in principle
 - (b) That the proposal that those Council services detailed at paragraph 3.2 be part of the new delivery arrangements be agreed in principle
 - (c) That as joint shareholder of Marketing Leeds, Leeds City Council is content for the existing company arrangements to be evolved into the new delivery vehicle as part of a broader merger for these services
 - (d) That as joint shareholder of Financial Leeds, Leeds City Council is supportive of the proposal for sector marketing and inward investment activities to become the responsibility of the new delivery vehicle
 - (e) That the Assistant Chief Executive (Planning, Policy and Improvement) and Acting Director of City Development be authorised to take the necessary steps to bring about the change proposed, ensuring Members are kept informed as matters progress
 - (f) That a further report be submitted to Executive Board in March 2011, outlining a set of specific proposals for implementation in April 2011
- 2.4 A Project Board comprising representatives of Marketing Leeds, Financial Leeds, the Council and the Chamber of Commerce (the latter two being the owners/shareholders of Marketing Leeds) has been meeting regularly since early January, and good progress is being made. The next section of this report outlines the progress made on a number of fronts.

3.0 Progress

- 3.1 The project board has been progressing a number of workstreams and these are set out below:

- 3.2 **The Company:** The December Executive Board report proposed that the existing Marketing Leeds company be used as the basis for the new delivery vehicle. More detailed work has confirmed that the existing Memorandum and Articles of Association remain appropriate. Some changes to the composition of the Board will be appropriate in due course, but formally this will be a matter for the existing Marketing Leeds Board to progress. The current Council directors are Councillor Andrew Carter and the Assistant Chief Executive (Planning, Policy and Improvement). As a minimum the Council will retain two directorships with a preference for a third.
- 3.3 **The Chief Executive:** The appointment of a Chief Executive for the new combined entity is being progressed. The post has been advertised with a closing date of 25 March 2011 and interviews are scheduled for early April 2011. This is a critical post in terms of the new structure and operation of the company and, therefore, the project board have taken the view that full implementation of the new arrangements should follow this appointment.
- 3.4 **Mission Statement:** A draft mission statement has been developed and this is attached. This is important to ensure that partners and stakeholders have a clear understanding of what the new company will, and will not, do, and as a key document for the recruitment of the Chief Executive.
- 3.5 **LCC Staff and Services:** Consideration has been given to the position of City Council staff in the new organisation. Two options have been considered: a TUPE transfer or secondment arrangement. After careful consideration of the two options, the project board have proposed that a secondment based arrangement is the most appropriate way forward – initially for a 3-year period. The rationale for this relates to the fact that the Council is not proposing to delegate its functions but to deliver services in partnership (see also para. 5.2) that a secondment gives greater certainty for staff and the protection of existing terms and conditions of employment; and that there is a desire to minimise the liabilities of the new company. These would be considerable for a very small non-public sector organisation if staff were transferred, e.g. concerning pensions and terms and conditions. Also the potential impact of any further Council budget reductions that affect staff from the City Council can be better managed if those staff continue to be employed by the Council rather than by the new company. Staff and Unions have been informed of the proposal to second, but have not yet been formally consulted. It is not proposed to undertake formal consultation until a more detailed business plan and structure and detailed service specification has been developed (see paragraph 3.10 below).
- 3.6 **Budgets:** Since December's Executive Board report, Yorkshire Forward has confirmed funding for Marketing Leeds of £570k for 2011/2012 and the Council's 2011/2012 budget has also been agreed which includes funding of £300k for Marketing Leeds. In terms of the current City Council budget relating to staff to be seconded, the staffing budget will remain with the City Council. Further, it is not possible at this stage to determine exactly the amount of operational budget that will form the basis of the agreement with Marketing Leeds which is around £300k in a full year. This figure excludes income of around £60k which currently supports tourism activities and which should also be available to the new company. This will need to await the agreement of the business plan for the continued operation, and will of course depend on the date to be agreed for full implementation.
- 3.7 However, close working between Marketing Leeds and the Council is continuing to ensure activity undertaken prior to the formal implementation date is fully aligned.

- 3.8 **Membership/Champions Offer:** Financial Leeds is a membership organisation and Marketing Leeds has a number of 'Champions' who make both a financial and in-kind contribution. Work is ongoing to develop a joint offer for the new organisation.
- 3.9 **Premises and other Support Services:** Existing premises commitments means it is unlikely that a single location will be operational before April 2012. More detailed work on this and associated support services will need to begin in late Summer.
- 3.10 **Consultation:** As indicated in 3.5 above, whilst staff have been informed of progress and two meetings have been held with the relevant Trade Union(s), no formal proposal has been issued for consultation. Detailed structures and management responsibilities need to be determined for formal consultation to take place, and the Chief Executive when appointed will need to be party to this.
- 3.11 **Timescales:** The original Executive Board report envisaged that the new arrangements could be operational by 1 April 2011. This was driven by the expected loss of Yorkshire Forward funding on this date. Fortunately, it has proved possible to secure a further £570k funding from Yorkshire Forward (as part of the previously agreed contract and commitments) to support the work of Marketing Leeds in 2011/2012. This has allowed more time to ensure that the new delivery vehicle is in the best position to meet the City's ambitious objectives in the context of a challenging economic environment.

4.0 Conclusions and Next Steps

- 4.1 Progress is being made in developing the new arrangements but key is the appointment of the new Chief Executive and a verbal update on the latest position will be provided at the meeting.
- 4.2 Alongside this, it is important that existing activity to market and promote the city and attract and support investment and development continues. To this end, joint working is continuing between Marketing Leeds, Financial Leeds and the City Council and new projects and initiatives are being developed together.

5.0 Implications for Council Policy and Governance

- 5.1 The marketing and promotion of the City and the attraction of visitors and investment are essential to delivery of the emerging revised Vision for the City and the City's economic and cultural related priorities.
- 5.2 The Council services which are the subject of this report are provided under powers in Section 144 of the Local Government Act 1972, and Section 2 of the local Government Act 2000. If Members accept the assessment by officers outlined in the report to Executive Board in December 2010, that these proposals are likely to achieve the promotion or improvement of the economic or social well-being of the Council's area, then the powers in Section 2 will enable the Council to participate in Marketing Leeds and to incur expenditure, give financial assistance, and provide staff by way of secondment for these purposes. In addition, these powers enable the Council to provide services through the company
- 5.3 Consideration has been given to the need to amend the Council's constitution and delegated decision making arrangements. It is unlikely that these will need to be changed as the relationship between Marketing Leeds and the Council relates to the provision of services in partnership with the Council. However, further consideration to this will be given when more detail of the business plan and structure of the new entity

is available, and a draft contract or service level agreement is developed. This will follow on from the appointment of the Chief Executive.

6.0 Legal and Resource Implications

- 6.1 These are dealt within the section on Progress and Council Policy and Governance – namely paragraphs 3.2, 3.6 and 5.1, 5.2.

7.0 Equality Impact Assessment

- 7.1 An equality impact assessment has been undertaken and further work will be required once a new structure has been determined and before staff are finally seconded to the new organisation.

8.0 Recommendations

Executive Board is asked to:

- (i) note the progress made and the timetable for the appointment of a Chief Executive
- (ii) approve the secondment of staff to Marketing Leeds and to delegate the detailed arrangements to the Director of Development
- (iii) agree that the destination marketing, tourism and inward investment activities required by the Council are delivered in partnership with Council by Marketing Leeds from a date to be determined by the Director of Development
- (iv) delegate to the Director of Development, in consultation with the Director of Resources, the level of operational budget to be provided to Marketing Leeds to deliver services associated with the staff to be seconded

Background Papers

Driving the City Forward: City Marketing, Supporting Investment and Engaging Business.
Report to Executive Board 15 December 2010

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REVISED DRAFT: V3

Marketing Leeds 2011 – MISSION

Our mission is to lead the marketing of the City (and the City-Region) and to raise Leeds' profile nationally and internationally in order to attract visitors and investment to the City and help drive sustainable economic growth.

Marketing Leeds (2011) will:

- Lead the marketing and promotion of the City (and City-Region)
- work with business to promote the city's key strengths
- be the lead financial and professional business services sector body
- be the City's lead tourism body
- lead the City's inward investment activity

Wherever possible Marketing Leeds (2011) will work with or through existing organisations and business networks.

Outcomes

The success of Marketing Leeds (2011) will be judged against the following outcomes:

- continued recognition of Leeds as one of Europe's top business locations (for example by its position in the Cushman and Wakefield list of top 30 European cities for business)
- more national and international companies with a presence in Leeds
- greater recognition of the City as a leisure tourism destination
- increased levels of business tourism
- an increase in the private sector contributions to the work of Marketing Leeds (2011)
- high levels of customer satisfaction with the services delivered by Marketing Leeds (2011)

PTO

Marketing Leeds 2011 – Some clarification relating to the positioning of ML 2011 and the potential for overlap/confusion..

Function	Comment
Attracting investment:	Prime leadership role working with private and public partners and stakeholders. Key co-ordination role. Acting as LCC delivery agent for attracting inward investment and retaining investment/jobs. If investors/developers wish to discuss specific investment/development proposals with the Council this remains a prime responsibility of the Council (City Development). Individual land owners and developers remain responsible for marketing their land and property and attracting occupiers.
Attracting visitors:	Prime leadership role working with private and public partners and stakeholders. Acting as LCC delivery agent. Individuals, hotels, venues, attractions responsible for marketing their own offer and attracting customers.
Attracting students:	Supporting role. It's the colleges and universities job to attract students. Marketing Leeds (2011) supports this through its general profile raising activity and other joint working.
Representing business:	Supporting role. This is the role of organisations such as the CBI, IOD, FSB, EEF, Leeds Legal and other sector organisations and of course the Chamber of Commerce. The role of Marketing Leeds (2011) working in partnership, is to market and promote the City and its sectoral strengths so business and people want to visit, locate and remain in the city.
Business support services:	Supporting role. This is the role of Business Link, the Manufacturing Advisory Service, other similar agencies and private sector advisors/companies. The role of Marketing Leeds (2011) working in partnership, is to market and promote the City and its sectoral strengths, so business and people want to visit, locate and remain in the city. Marketing Leeds is not a membership organisation and an agreed range and level of services will be free at the point of delivery.

Draft mission V1.1
Paul Stephens Feb 18th 2011

Originator: Andy Hodson
Tel: 2243208

Report of Assistant Chief Executive (Corporate Governance)

Executive Board

Date: 30th March 2011

Subject: The Illegal Money Lending Project - Tackling Loan Sharks

Electoral Wards Affected: <input type="checkbox"/> Ward Members consulted (referred to in report)	Specific Implications For: Equality and Diversity <input type="checkbox"/> Community Cohesion <input type="checkbox"/> Narrowing the Gap <input checked="" type="checkbox"/>
Eligible for Call In <input checked="" type="checkbox"/>	Not Eligible for Call In (Details contained in the report) <input type="checkbox"/>

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to seek authority from the Executive Board to extend existing delegations to Birmingham City Council, so that arrangements with the Illegal Money Lending Project (which has been operating in partnership with West Yorkshire Trading Standards Service) will continue from March 2011 to 31 March 2015.

2. BACKGROUND INFORMATION

- 2.1 In September 2008 a report was submitted to the Executive Board advising members of a proposed partnership arrangement between West Yorkshire Trading Standards and Birmingham City Council Trading Standards to investigate and tackle Illegal money lenders operating in the Leeds district.

2.2 At that time Executive Board resolved;

“in the light of the extension of funding for the project, the delegated powers to authorise Birmingham City Council to institute proceedings within the Leeds district contained within the Protocol for Illegal Money Lending Team Investigations be extended from March 2009 to March 2011”

2.3 The current partnership arrangement between West Yorkshire Joint Services and Birmingham City Council Trading Standards is to provide, at no cost to the 5 West Yorkshire districts, a nationally funded specialist “Loan Sharks” enforcement team. The specialist Birmingham team operates a 24 hour dedicated, confidential hotline for consumers to report loan sharks (0300 555 2222). It investigates complaints about illegal money lending and takes enforcement action where there is sufficient evidence. It also provides a network of Financial Inclusion Project Officers (FIPO), who work within the regions to support local financial inclusion initiatives, such as credit unions etc.

2.4 The Loan Shark Team work closely with the Financial Inclusion Partnership in Leeds and links have been established with a wide number of organisations working in communities at risk of Loan Shark activity. One of the main problems faced by the team is a reluctance of residents to report loan shark activity. The provision of publicity material and delivery of presentations to staff, volunteers, young parents, tenants and residents is an important part of the awareness work to try to overcome this reluctance. Joint work with housing providers has been helpful to getting the message across to Leeds residents.

2.5 In addition to partners such as the credit union and debt advice agencies, Council service areas are fully aware of and are alert to the need to report any potential loan shark activity. Services include, the City Council’s One Stop Centres, Corporate Debt Team in Revenues division, Library and Information Services, Welfare Rights and Benefits sections. The Loan Shark Partnership Officers regularly attend and report to the Financial Inclusion Steering Group which involves all Council service areas and partners who are engaged with financial inclusion work.

2.6 Nationally, across the seven Illegal Money Lending Teams in operation:

- Over 1,700 illegal money lenders have been identified.
- Over 500 illegal money lenders have been arrested.
- The Teams have written off over £37 million worth of illegal debts.
- The Teams have secured over 182 prosecutions, resulting in prison sentencing totalling over 107 years plus one indefinite sentence for public protection.
- The Teams have helped over 16,000 victims of loan sharks including the most hard to reach individuals.
- Over £20 million worth of assets are being investigated under proceeds of crime legislation, with the intention of removing these from illegal money lenders.
- Over 600 victims have been referred to legal sources of financial support.

2.7 In Leeds there have so far been two convictions but the number of investigations is unknown due to legal reasons. The Loan Shark Team is planning a renewed publicity campaign in Leeds this year and discussions are taking place with the Leeds

ALMO's and the credit union about a co-ordinated publicity campaign to take place in the Summer. The Council and other financial inclusion partners will be involved also.

- 2.8 Following the comprehensive spending review, the Department of Business, Innovation and Skills (BIS) has recently announced new funding and delivery arrangements for 2011/12 and beyond. As far as England is concerned, the Birmingham Team will take over strategic responsibility for this area of work and replace other teams, which had formerly operated in certain other regions such as the North East and London. Effectively this should have no impact on the West Yorkshire situation. It is envisaged that funding will be provided centrally until March 2015.
- 2.9 In order to extend Leeds participation in the scheme, using the Birmingham team, an extension of the previous delegation to Birmingham City Council is required. This will enable Birmingham City Council Officers to carry out the investigations and for all the associated legal processes and costs to be conducted by Birmingham City Council. The delegation expires in March 2011, so it is recommended that the opportunity be taken to formally extend this period until March 2015, at which point an assessment can be made as to the extent to which continued BIS funding will continue.

3. LEGAL AND RESOURCE IMPLICATIONS

- 3.1 By virtue of Section 161 of the Consumer Credit Act 1974, it is the duty of each 'local weights and measures authority' to enforce the provisions of the Act within their local authority boundary. However, under the provisions of Section 101 of the Local Government Act 1972 and Section 19 of the Local Government Act 2000, the executive may delegate functions to the executive of another local authority. The executive has previously also delegated functions to Calderdale Council (to act as banker for the West Yorkshire Energy Efficiency Scheme) and to Sheffield City Council (to make payments of Home Improvement Loans).
- 3.2 There are no financial implications for Leeds City Council as a result of this project. West Yorkshire Trading Standards Service does not currently have sufficient resources to dedicate a team solely to the investigation and detection of illegal or unlicensed money lenders. The Birmingham based project team, funded by Central Government, is able to provide additional resources and protection for the benefit of West Yorkshires citizens.

4. RECOMMENDATIONS

- 4.1 That the report be noted and in the light of the extension of funding for the project from the Department of Business Innovation and Skills, that the authority delegated to Birmingham City Council to undertake investigations and institute proceedings against illegal money lenders operating within the Leeds district, be extended from March 2011 to 31 March 2015.
- 4.2 That the Executive Board receives an Annual Report on the outcomes arising from the delegation.

Background Reports/References

The Consumer Credit Act 1974 (as amended by the Consumer Credit Act 2006)

Local Government Act 1972

Local Government Act 2000

Report to Executive Board entitled, 'Illegal Money Lending Project' dated 2nd September 2008

Protocol for Illegal Money Lending Team Investigations

Originator: Howard Claxton

Tel: 0113 295 0851

Report of the Director of City Development

To: Executive Board

Date: 30 MARCH 2011

Subject: DEPUTATION TO COUNCIL,
TRAFFIC MOVEMENT AND PEDESTRIAN SAFETY ON ALMA ROAD, GROVE
ROAD AND WOOD LANE, HEADINGLEY

Electoral Wards Affected:

Headingley

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

A deputation was received at Council on 19 January 2011 from Wood Lane Neighbourhood Residents Association regarding safety issues for local residents in relation to traffic movement and parking in the Alma Road, Wood Lane and Shire Oak Road area of Headingley. Following discussion with the organisers a series of actions are recommended.

1.0 Purpose of this Report

- 1.1 This report provides information relating to the deputation received by Council at January 2011 meeting and sets out a series of actions and further investigations into the issues raised.

2.0 Background Information

- 2.1 A deputation from the Wood Lane Neighbourhood Residents Association was heard by the 19th January 2010 meeting of Council. The subject was safety issues for local residents in relation to traffic movement and parking in the Alma Road, Wood Lane and Shire Oak Road area of Headingley. A copy of the deputation is attached as a background document at Appendix 1.
- 2.2 The Deputation identified the following specific issues:
- Existing problems of illegal, dangerous and inconsiderate parking, obstruction and accidents.

- Additional problems from the new Healthcare Centre due to open soon at St Michaels's Court.
- Safety hazards for children, other pedestrians and cyclists.
- Difficulty of access for emergency and other services.
- Traffic problems on the Access Road to High Wood Court and other properties.

3.0 Main Issues

3.1 The following comments are, initially, made in response to the issues raised.

- *Existing problems of illegal, dangerous and inconsiderate parking, obstruction and accidents.*

The description of the area and the parking patterns is a fair reflection of the overall conditions. However, this is the first indication that excessive parking results from match days at Headingley Stadium. Parking is certainly associated with local businesses, shops, schools and hospice located in the area. Currently, along some of the narrowest sections of roads within the area, parking restrictions are in place but parking is permitted on streets where it is felt it can be accommodated safely.

- *Additional problems from the new Healthcare Centre due to open soon at St Michael's Court.*

The Planning Application for the Healthcare Centre was to relocate two doctors surgeries which are located within the Headingley area, to one central location within an existing building off Shire Oak Street. The two practices would be located on two floors of the building and the ground floor occupied by the area Primary Care Teams. However, for the foreseeable future the PCT will not be relocating to this location. A total of 55 parking spaces over two car parks is to be provided. They will operate using a mechanical barrier and a token will be issued to patients to allow them to exit. This will prevent any unauthorized parking. Separate motor cycle and cycle parking provision has been made and a drop off and collection area is proposed. The only access is from Otley Road via Shire Oak Street. The frontage car park exits onto Wood Lane, the rear car park exits back onto Otley Road. There is no access from Wood Lane - this is the same situation as existed for the offices. Highways Development Control considered the submission provided more parking than identified in current Planning policy guidance and was sufficient to meet the needs of the change of use. During the Planning process it was considered that there is no reason to suspect that this will lead to additional on street parking in the residential area.

- *Safety hazards for children, other pedestrians and cyclists.*

Within the last 3 year period there have been 6 recorded injury accidents within the area. 5 were at Grove Lane/Grove Road junction of which 4 were vehicles emerging from the side road into the path of oncoming vehicles.

Traffic speeds were surveyed in September 2009 on Alma Road and Grove Road. On Grove Road, out of an average daily traffic flow of 2,277 vehicles, 156(7%) were exceeding 30mph. On Alma Road, out of an average daily traffic flow of 1,374 vehicles, 249 (18%) were exceeding 30mph. For both roads the level of vehicles exceeding 30mph is lower than expected. Inappropriate parking does occur very close to junctions and partly on footways creating difficulties for pedestrians.

- *Difficulty of access for emergency and other services.*

Since receipt of the deputation random visits have been made to the area by highway officers. No obstruction of the highway which would hinder an emergency vehicle has been observed on these visits but some parking would

make maneuvering difficult. No requests for action have been received from the emergency services or refuse cleansing services with regard to obstructive parking. The organisers do, however, have photographs of refuse vehicles experiencing difficulties.

- *Traffic problems on the Access Road to High Wood Court and other properties.*

As indicated in the deputation the cul-de-sac section of Wood Lane, which is the access road to High Wood Court, is unadopted. It is the responsibility of the frontagers to control access to this private road and manage the parking. The Council, may, with the agreement of and cost to the landowners introduce a traffic regulation order to restrict parking on the road which would be enforceable by the civil enforcement officers of Parking Services. This would be similar to the enforcement of restrictions on adopted roads.

- 3.2 Following receipt of the deputation, contact was made with the organisers to arrange a walk of the streets identified in the deputation. This walk around took place on 15th February 2011 and enabled clarification and discussion on the parking issues, traffic movements, safety hazards and access issues.
- 3.3 The organisers recognised that while there were no immediate solutions some actions could be put in place to investigate the concerns raised. These are listed below:
1. Renewal of existing parking restrictions and 'Keep clear' markings and maintenance of missing signs.
 2. Comprehensive parking survey of all streets on one day of the week prior to the opening of the Healthcare Centre. The day chosen to include an evening rugby match or separate evening survey undertaken.
 3. Repeat of parking survey approximately 6 – 8 weeks after opening of the Healthcare Centre.
 4. Following the 2nd survey, investigate any changes to parking restrictions.
 5. Detail to the organiser the process and costs of introducing parking restrictions on the private section of Wood Lane.
- 3.4 The recent Headingley Parking Strategy identified a number of issues in the area following a public consultation in October 2009. including:-
- Residents appeared to have the most difficulty in parking out of all respondent groups, and certain roads seemed to be particularly affected (Cottage Road, Alma Road, Wood Lane, Shire Oak Road, St Michael's Road, the Broomfields). A number of groups were cited as creating the parking problems. These were most commonly, Houses of Multiple Occupancy (HMO) with multiple vehicles; commuters who work in Headingley and commuters who park for free in their street and take the bus into Leeds City Centre.
 - There are significant parking problems on Wood Lane and Grove Road. During work days all possible parking spaces are taken up by 8 am or soon after, and are not relinquished until after 5.30pm.
- 3.5 Ward Members have been advised of the report and its recommendations and have asked for clarification of the recommendations. This has been provided and any further comments will be provided verbally at the meeting.

4.0 Implications for Council Policy and Governance

- 4.1 This report does not raise any specific implications for Council policy and Governance.

5.0 Legal and Resource Implications

- 5.1 This report has no specific legal and resource implications. The action in 3.3.1 will be funded from existing budgets. There is currently however no Traffic Management Capital Budget for 2011/12, should the work in 3.3.4 recommend changes to parking restrictions in the area.

6.0 Risk Assessments

- 6.1 No risks, other than those normally associated with the potential for funding and delivering of schemes on the public highway.

7.0 Equality Impact Assessment

- 7.1 Within the Council's Equality, Diversity, Cohesion and Integration Impact Assessment Guidance, consideration of an assessment should be during the initial stages of developing new strategies, policies, functions or services, prior to starting a procurement exercise and before decisions are made. It is considered that the actions recommended within this report do not meet this criteria. Access issues will be incorporated into any future scheme design

8.0 Conclusions

- 8.1 There is evidence of parked vehicles causing access difficulties and potential safety concerns for some road users, including pedestrians. The suggested actions will ensure existing restrictions are enforceable and the parking surveys will provide evidence for any changes in parking restrictions to be considered.
- 8.2 There is also the perception of potential parking and access issues related to the Healthcare Centre, which cannot be substantiated until the centre is operational. The timing of the parking surveys will enable this issue to be answered.
- 8.3 Provision of the information on introducing parking restrictions on the private road will enable the landowners to make an informed decision on whether or not to progress this action through the Council.

9.0 Recommendations

- 9.1 Members of the Executive Board are requested to:
- i) note the contents of the report,
 - ii) support the actions outlined in paragraph 3.3, including maintenance of the existing road markings, arranging appropriate traffic parking surveys, subsequent consideration of changes to parking restrictions and advising the organisers of the process and costs of introducing a parking restriction traffic order on the private section of Wood Lane.

10.0 Background Papers

The following documents provide background information for this report:

i) Deputation to Leeds City Council from the Wood Lane Neighbourhood Residents Association regarding safety issues for local residents in relation to traffic movement and parking in the Alma Road, Wood Lane and Shire Oak Road area of Headingley.

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DEPUTATION TWO – WOOD LANE RESIDENTS

THE LORD MAYOR: Good afternoon, ladies and gentlemen, and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing the people in your Deputation.

MS S GRIFFITHS: My Lord Mayor, members of Council. I am Sue Griffiths, this is John Griffiths and Darren Shickle (?) and we represent the Wood Lane Neighbourhood Residents' Association, which also covers Alma Road, Grove Road, Woodland Park Road, Balbec Avenue, Wood Lane and Shire Oak Road in Headingley. We, with our Councillors, residents have battled for five years, including during consultation on the Headingley Parking Strategy, about longstanding problems affecting our access and pedestrian safety, with no resolution yet or in sight. Meanwhile, a Healthcare Centre, serving 14000 patients will open soon very nearby. This will considerably increase traffic hazards for pedestrians, cyclists, and residents and increase the difficulty in accessing premises to an intolerable level.

The area is residential, primarily, but with a Primary School, a Pre-School, Wheatfields Hospice, University flats, a church and business premises and there is constant expansion. Bounded by Otley Road and Grove Lane, the area abuts Headingley shops and is within a few minutes walk of Headingley Stadium. Wood Lane was closed off from Otley Road in the 1970s, to prevent "rat running" traffic and is accessed only via Grove Road. Many pedestrians and cyclists use all these narrow roads, which are already at traffic saturation point.

The particular pressure points include two T junctions, one at Alma and Grove Road and the other at Grove Road and Wood Lane, which is the only access to the very narrow Wood Lane cul-de-sac section, where the school is located – an extremely busy area. "Rat running" along Alma Road (a one way road) leads to queuing traffic down Grove Road and near its extremely congested crossroads with Grove Lane, by the church. Vehicles often park on both sides of Grove Road, making traffic movement down it difficult or impossible and access to and from it from Wood Lane has become increasingly difficult.

We have illegal, dangerous and inconsiderate parking everywhere – commuters in the day and match-goers in the evening for Headingley events take up all parking spaces, often parking in and obstructing private drives and roads. There is widespread illegal parking on footpaths at corners and on junctions so there is no visibility until well out into the junction and this is particularly dangerous for pedestrians, one having been knocked down last year, and for car drivers - it is dangerous and impassable for larger vehicles than a car.

There are frequent accidents, e.g. at Alma and Grove Rd on 7 January a very substantial wall was demolished yet again and two cars were severely damaged, one with a broken axle.

The new Healthcare site at the end of Wool Lane has access only from Otley Road at Shire Oak St, but many will try to approach via Wood Lane and will hunt for parking rather than battle with the heavy traffic on Otley Road, so there will be mayhem throughout the day as each will have to turn round in a restricted space and go elsewhere, and driver frustration will present an additional danger. Misdirected delivery vehicles will be unable to turn, causing blockage.

The safety hazards, in particular for children and pedestrians and cyclists using these roads is paramount. The School Governors have written expressing grave concern about the potential impact of the Healthcare Centre on the roads around the school, given that dangerous parking at the Wood Lane/Grove Road junction already creates an extremely hazardous crossing for children and parents.

There is difficulty of access for emergency and other services. There are over a hundred residences of predominantly elderly people located on the narrow Wood Lane cul-de-sac and virtually all of these connect to Wood Lane by two narrow entrances opposite a school gate on a blind bend. Congestion there from traffic and parking associated with the school, hospice and rugby matches regularly causes serious difficulty of access and delay for taxis, access bus, ambulances etc, in addition to the congestion they have traversed to get to Wood Lane. Our concerns about danger to life for this very high density population have been confirmed by Moor Town fire officers. It would be impossible to move a line of cars parked along the very narrow section of Wood Lane to get the fire engines through.

We ask that the issues are urgently addressed before Healthcare Centre opens and we are sufficiently concerned that there is willingness to consider solutions which could include charged resident-only parking or some form of levy to get necessary measures implemented, such as appropriate signage indicating no through road and restricted access, double yellow lining to improve traffic movement and improve visibility at junctions. Also Wood Lane cul-de-sac to become an 'access only' zone. Thank you. (Applause)

THE LORD MAYOR: Councillor Gruen, please.

COUNCILLOR GRUEN: I move that the matter under consideration should be referred to the Executive Board.

COUNCILLOR LOBLEY: I second, Lord Mayor.

THE LORD MAYOR: Can I call for the vote on that? *(A vote was taken)* That is clearly CARRIED. Thank you.

Thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon, ladies and gentlemen.

Originator: Martin Sellens

Tel: 2478172

Report of the Acting Director of City Development

Executive Board

Date: 30 March 2011

Subject: Deputation to Council, 19th January 2011
Horsforth Residents re The Cumulative Effect of Planning Issues

Electoral Wards Affected:

Horsforth

☐

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 deputation to Full Council on 19 January was made by Horsforth Residents. The deputation was entitled "The Cumulative Effect of Planning Issues" and included a number of related concerns. This report seeks to reply to the issues and concerns raised by the deputation.

1.0 Purpose Of This Report

- 1.1 A deputation to Full Council was made by a group of Horsforth residents on 19 January. The deputation raised a number of matters in relation to the cumulative effect of planning issues. A full transcript of the deputation is attached at Appendix 1. This report seeks to reply to the issues and concerns raised by the deputation.

2.0 Background Information

- 2.1 Town and Parish Councils are statutory consultees who are notified of planning applications as required by the Town and Country Planning (Development Management Procedure) (England) Order 2010. Under this Order Parish Councils must, as soon as practicable, notify the local planning authority whether they propose to make any representations and to make those representations within 21 days of the notification to them of the application. Local planning authorities cannot determine applications before the council of the parish have informed them they do not propose to make any representations or representations have been made or 21 days have elapsed since the notification, whichever occurs first and in determining the application the local planning authority shall take into account any representations received from the parish council.
- 2.2 Local planning authorities are encouraged by national guidance and good practice to enter into pre application discussions with applicants and their agents. In doing so officers would normally recommend community consultation including Ward Members, Town / Parish Councils and the local community unless the matter was confidential at that stage. The requirement for community consultation at pre application stage, however is not mandatory at present. A clause has been included in the Localism Bill making its way at present through Parliament. The present proposal in the Bill is for mandatory community consultation to be required at pre application stage for all "major" major developments i.e. those involving 200 dwellings or more or 10,000 sq m of floorspace or more although CLG have recently consulted more widely on what that trigger should be.
- 2.3 A Charter setting out the links between Parish and Town Councils and the Planning Service has been operational since the start of 2010, was reviewed in July 2010 and considered at the Annual Parish Council Forum held on 24 January 2011.

3.0 Main Issues

- 3.1 The following section seeks to identify the main points and issues raised in the deputation and provide a response to each:

3.2 Notifications and response times

- 3.2.1 Horsforth Town Council do receive notification of applications but they consider that they do not have enough time to consider their impact. The statutory time given for response is 21 days for most applications. It is understood that the Planning Committee of the Town Council have monthly meetings and so there are times with the present arrangements when extensions of time are requested. We do seek to respond positively to this when we can. The notification process however is a standard approach in the country and the city and is designed to give a reasonable time to comment but without unduly influencing the speed of process in dealing with applications. In practice there is often dialogue with the Clerk to check if a response is to be made and when.

- 3.2.2 When there are changes to schemes in the process then renotification can take place when the changes are considered to be material but less time is given to comment than the usual 21 days. Again a balance has to be struck between giving time to comment and speed of processing.
- 3.2.3 The introduction of the Public Access scheme has given opportunity for individuals and groups to track applications and view documents/ plans and comment on line. Horsforth Town Council are registered on public access to receive email alerts when there is a change to the status of applications if they are tracking them. From our records however it does not appear that they are yet self serving and using this facility. The next stage in rolling out electronic consultations is to engage with Parish and Town Councils and give them training in relation to the facilities that are now available and can be used to improve the notification / consultation process and enable early alerting of changes.

3.3 Pre application engagement

- 3.3.1 The deputation calls for greater engagement at pre application stage by officers. The need for the engagement of local communities at the earliest possible stage is recognised as good practice. However developers are not required to consult by law at present although there are clauses in the Localism Bill which if enacted will make this compulsory for some of the larger developments. Encouragement is given by officers to developers to consult with local ward Members, Town and Parish Councils and local people, particularly on major or controversial schemes which are likely to have the greatest impact. It is certainly true that during the recession there have been less major schemes being brought forward and a greater reluctance from some developers to be involved in pre application engagement as part of the process.
- 3.3.2 There are good examples where developers have been willing to engage at the earliest stages and have continued the dialogue e.g. the setting up of the Kirkstall Forge Liaison Group which also involved groups and the Town Council in Horsforth. Officers were also instrumental in helping to establish the Liaison Group at Leeds Trinity (formerly Trinity and All Saints College) where after some contentious student housing proposals a Group was successfully established with local groups and organisations to improve communication and discuss ongoing and future projects.
- 3.3.3 To date the onus has been placed on developers due to the resource implications for the Council. It is expected that in the present climate resourcing will continue to be an issue for the Planning Service and will limit what pre application engagement officers can do. However the Service is intending to issue guidance to developers later in the year about the need to engage with local communities prior to submitting applications. The Service is also in the process of implementing a restructure which aligns teams closer to local areas and provides named points of contact to improve local engagement.
- 3.3.4 It is likely that the Localism Bill working its way through Parliament will have a significant impact on the way that we work and could reshape the provision of the Planning service, however it is too early at present to understand the full implications of neighbourhood planning on day to day work and what additional resources, if any, will be made available to deal with the changes proposed.

3.4 Balancing of major issues

- 3.4.1 It is recognised that there have been some substantial developments in recent years that will have impacts on Horsforth and its residents as well as other local areas for years to come. Where this has taken place such as at Kirkstall Forge and Woodside Quarry the process that has been followed has been open and transparent. Opportunity has been given for local comment and officers reports have sought to set out all the main issues for Members who have made the final decisions. The Plans Panel meetings have been open to the public and people given an opportunity to speak if they wished to do so. In these cases the reports have been carefully considered and the issues examined in some detail.
- 3.4.2 It is also recognised that in some of these cases there are choices to be made, the choices are not easy and the decisions can be finely balanced. What is common to most of these sites is that they have been brownfield sites within the city which need redevelopment and should be recycled and reused according to both national and local policy. The need for housing and employment for people who live and work in the city and how people travel and the impacts that development can have are key issues for the city both now and in the future. Often in resolving these applications there has to be a recognition that there are judgments to be made and some impacts from allowing development to proceed. This is what the planning system is there to do but it is open and transparent system where decisions can be challenged either at appeal or through judicial review.
- 3.4.3 The applications for the redevelopment of the Clariant/Riverside Mills were reported to West Plans Panel on 3 March with a recommendation for approval. After a full discussion of all the issues, notwithstanding the officer recommendations, members determined to refuse the application on a 7-2 vote. Officers were requested to draft reasons for refusal for consideration at the next Panel relating to the unsustainability of the proposal.

3.5 Leeds Bradford International Airport Expansion

- 3.5.1 The deputation raises concerns about the lack of consultation with the Town Council about additional car parking spaces at the airport and the detrimental impact on Horsforth. The application referred to was submitted back in 2005 and approved in January 2007 and has now been fully implemented. The traffic figures used in the assessment of the provision of additional car parking spaces followed government guidance at the time.
- 3.5.2 The application to extend the terminal building was submitted in late 2008 and was the subject of a number of discussions at Plans Panel during 2009 before being approved subject to conditions and a legal agreement. The Plans Panel heard representations both in support and opposition to the terminal building covering a range of issues including the impact on the local road network. Having carefully considered all the issues and representations Members resolved to approve the terminal extension.
- 3.5.3 As part of the legal agreement the airport are committed to reviewing and updating the Airport Master Plan, the Surface Access Strategy and Travel Plan during 2011 and to complete them by the end of the year. The Airport Master Plan and Surface Access Strategy will be subject to public consultation once produced. Officers have also been encouraging the airport to engage with local communities around the airport on a more regular basis to improve dialogue and there are examples now of

this type of meeting happening. Such dialogue can only be helpful in raising awareness of the future plans of the airport and local issues which need to be addressed.

3.6 Unjoined up thinking

- 3.6.1 The deputation raised issues and concerns that there appears to be unjoined up thinking in considering the wider effects of planning proposals and raise educational provision, transport links and sustainability (capacity of infrastructure) as examples under this heading.
- 3.6.2 In considering major redevelopment proposals all these issues are important and need to be considered in some detail prior to reaching a conclusion and recommendation. It is important that developments do make adequate provision for any traffic which is generated and the educational needs of children who may live on future schemes. All major schemes are submitted with a Transport assessment which considers the effect the development has on the surrounding highway network, taking into account traffic generated by the current land use. In relation to educational provision then there is an approved Supplementary Planning Guidance document which sets out how this will be dealt with for both primary and secondary provision. This will normally result in a commuted sum payment if permission is to be granted. It is then for Education to consider how this need for additional places should be met looking at local schools, roll numbers, projections and catchments.
- 3.6.3 There are future changes which are likely in the coming year with the introduction of the Community Infrastructure Levy (CIL) Regulations. The Council is actively looking at the likely future infrastructure needs of the city and therefore what possible charges should be made on future development and will be consulting on possible charges in due course. The strategy for the future development of the city is also being actively pursued through work on the Core Strategy and the Site Allocations DPD which is considering housing and employment land requirements as well as ensuring that the city is developed in a sustainable way.

3.7 The Outer Ring Road and A65 Quality Bus Initiative

- 3.7.1 The A6120 Outer Ring road forms an important part of the Leeds road network and its improvement is a key element of the transport strategy. The congestion and difficulties at key parts of the route have been recognised for some years.
- 3.7.2 An independent consultants study in 2006 concluded that significant works to dual the route and improve junctions was the preferred option (at a cost of about £165m). Given the likely availability of Government funding a reduced scheme to improve 6 of the major junctions on the route was submitted for Regional Funding Allocation in 2008 at a cost of about £31m. This bid was not successful and now the potential funding streams for works of this order are fully subscribed up to 2014.
- 3.7.3 Highways are currently designing a signalisation scheme for Horsforth roundabout to be funded from the Local Transport Plan and any developer contributions received. This scheme is the largest single scheme in Leeds over the next 3 years and hence shows the priority being given to the Ring Road in this location. Signalisation of the junction will relieve congestion on the primary route network including improving access to the airport, improving road safety including significant benefits for vulnerable users, providing additional cycle and pedestrian facilities and facilitating traffic light priority for buses.

- 3.7.4 The journey time and reliability benefits of the A65 Quality Bus Initiative will be realised by passengers on the route between Leeds City Centre, Horsforth and beyond. The signalisation of the junction will allow signal priority to be given to bus services and will further improve the bus journey time on the A65 route.

4.0 Implications For Council Policy And Governance

- 4.1 There are not considered to be any implications for Council policy and governance which arise directly from this report. There are likely to be implications from the Localism Bill when it is enacted as an Act of Parliament later in the year.

5.0 Legal And Resource Implications

- 5.1 There are not considered to be any legal or resource implications arising directly from this report. There are implications for resourcing of the service arising from the Localism Bill and the effects of neighbourhood planning but what they are and whether any additional Government funding will be provided to cover this is not known at present.

6.0 Conclusions

- 6.1 The concerns and issues raised by the deputation from Horsforth residents are acknowledged. There are procedures in place to ensure consultation/ engagement occurs and some examples of good practice - these are likely to be strengthened by national changes in the Localism Bill as well as technological advancements and organisational change taking place. The increasing move towards Development management and community engagement will help to develop closer relationships with communities but much will depend on adequate resourcing and the willingness of developers to fully embrace community engagement at the earliest stage.
- 6.2 The planning process is often about resolving competing demands for land and it is important that the needs of the city in future years is met in a sustainable way. The reuse of redundant brownfield sites within the city remains a key priority. The way that applications are dealt with offers an open, transparent method where the main issues and impacts are identified and weighed before decisions are reached. The future development of the city is being planned at a strategic level via the Core Strategy taking into account needed infrastructure improvements. It is recognised that sometimes choices have to be made and there may be consequences which can impact on local communities but those decisions are always taken within a context and after careful consideration.

7.0 Recommendation

- 7.1 Executive Board is recommended to note the contents of this report

8.0 Background Papers

- 8.1 Deputation to Full Council dated 19 January 2011

DEPUTATION THREE – HORSFORTH RESIDENTS.

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing the members of your Deputation.

MS K ARBUCKLE: Thank you Lord Mayor. Members of the deputation are Jude Arbuckle, Diane Campbell, Martin Hughes, Ian Scott and myself, Kate Arbuckle.

Lord Mayor, Members of Council, I am sure that you are all know that Parish and Town Councils, such as Horsforth, are statutory consultees in the local Planning process. There appears to be some confusion in applying these rules.

Horsforth Town Council receives original applications. Amendments, or re-issues of applications, do not arrive with sufficient time to consider their impact. One wonders why Horsforth Council has habitually to ask for time extensions.

Plans are only provided after un-minuted pre-consultation meetings have taken place. Are we to be told the content of these meetings? Why are they not available? The principles set down in these meetings set the tone for subsequent applications and attitudes – developers comment on these in their submissions.

Leeds needs planners who will consult at all stages and with all the stake holders – not just the developers. Planners needs to listen to the concerns of local residents – concerns that range from traffic issues aesthetics, where proposed buildings take account of their locale rather than the whim of architects. There are good examples of this where the principle of the development is not in question – it is the way in which it is presented.

Many planning issues which affect Horsforth are replicated through out the city – issues to do with consultation, sustainability, transport, employment, environment, education. Such planning issues can also call into question the viability of areas already established as being in need of protection. Why does this happen?

Currently there are several major planning issues in the Horsforth area. The ways in which these sites will be used will be felt city-wide. Each will have its impact on transport, education and employment resources. Everyone complains about roads snarled up with traffic. The consequence of using employment sites as residential land, places an extra strain on already congested roads. Such plans have no regard for sustainable communities. They deprive local people of desirable places for business premises where workplaces, and income for the area, can be provided. The use of employment sites for residential development could be seen as short sighted – where will such places be available for development once their need becomes apparent, following economic recovery?

Also, hundreds of additional car spaces have been created at a public service site to the North West of Horsforth, and yet no consultation with Horsforth Town Council. As these plans will have a detrimental effect of Horsforth, why not? The traffic figures used for this site seem to have been collated in a somewhat dubious manner. 8.5% of travellers arrive by car, park up and then use the shuttle bus. They are calculated as arriving by scheduled bus. Last year only 6.4% arrived by fixed routes, i.e. scheduled buses. In fact 47% of users are from West Yorkshire. All others are motorists. If they use sat navs they are routed through

Horsforth, bringing even more chaos to our overstretched road system. Were we consulted? Why not?

Whilst protocols do not allow me to expand on all of Horsforth's concerns about possible future applications, the cumulative effect of approvals already granted indicate these possible future pressures.

Horsforth Town Council also has concerns about what appears to be un-joined up thinking in the wider effect of planning proposals:

- To do with the provision of school places where many of our schools are over subscribed. Will developers provide adequate provision for possible pupils?
- To do with transport links around and across the City – one bus per hour takes passengers from Pudsey as far as Cookridge, and the ring road provision is as difficult;
- To do with the sustainability of future residential developments - will such sites have doctor's surgeries, pharmacies, access to shops, recreational facilities, open spaces, schools?;
- To do with employment land – where the retention of employment land would allow all communities easy access to places of work.

We also have concerns that nothing has been done to help alleviate the traffic problems on the Outer Ring Road. The A56 Quality Bus Initiative will not extend as far as that and therefore will do nothing to reduce car usage. The same problems exist for the Horsforth section of the Outer Ring Road. We could ask, is the City going to do anything about this section of the Ring Road?

To conclude, I thank you for listening to us. As I have previously said, we believe that all Parish and Town Councils & Resident Associations do a good job, but we believe that this job could be greatly enhanced if you consult with us more often.

Thank You, Lord Mayor and Members of Council. (Applause)

THE LORD MAYOR: Councillor Gruen, please.

COUNCILLOR GRUEN: Lord Mayor, I move that the matter be referred to the Executive Board for consideration.

COUNCILLOR LOBLEY: I second, my Lord Mayor.

THE LORD MAYOR: Can I call for the vote? *(A vote was taken)* That is clearly CARRIED.

Thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Good afternoon to you, ladies and gentlemen.

MS K ARBUCKLE: Thank you, Lord Mayor, and thank you, Members of Council.



Report of the Director of City Development

Executive Board

Date: 30 March 2011

Subject: City Centre Commuter Car Parking Policy

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

1. Leeds City Council had been successful in appeals against enforcement action concerning a number of cleared sites in the City Centre south of the train station which were being used for commuter car parking. As a consequence, the Council has endorsement of Unitary Development Plan Review (UDPR) policy to pursue enforcement action against these and other unauthorized commuter car parks.
2. However, the City Council is mindful of the negative impact that such a “clampdown” on commuter car parking could have on the economic competitiveness of the city at a time when public transport infrastructure improvements have not been delivered as envisaged in the UDPR
3. An informal policy is proposed to facilitate up to 3000 city centre commuter car parking spaces for a temporary period of 5 years on unauthorized sites on condition that physical improvements are made to the appearance and layout of sites.
4. A four week period of consultation is proposed running from 31st March to 29th April 2011

1.0 Purpose of this Report

- 1.1 To seek approval of Executive Board to introduce an informal interim policy to deal with commuter car parking sites in the city centre.

2.0 Background Information

- 2.1 Existing UDP policy seeks to control commuter car parking in the Core and Fringe areas of the city centre on the basis of transport strategy objectives to reduce reliance on the car for commuting.
- 2.2 Over recent years an increasing number of cleared development sites in the city centre, particularly in the areas to the south of the train station, have been made available for commuter car parking without the benefit of planning permission.
- 2.3 During 2010 Leeds City Council used policy in the Unitary Development Plan (UDP) to take enforcement action against a number of sites in and around Holbeck Urban Village which were being used for commuter car parking. In essence, UDP policy encourages provision of *Short Stay* car parking in the city centre to support shopping and leisure trips but discourages *Long Stay* car parking in order to promote sustainable transport choices and lessen congestion. Leeds City Council was successful in the enforcement appeals; the Inspector concluded that the use of pricing structures to ensure that the car parking spaces are taken up by short stay visitors is ineffective; he concurred with the Council that an opening hour condition preventing parking before 9.30am would be much more reliable and enforceable means of discouraging commuter car parking.
- 2.4 Since the appeal decision, arguments have been presented to the Council warning that widespread enforcement against the unauthorized car parking spaces could be damaging to Leeds' city centre economy and pointing out the unfairness to commuters who have no choice but to commute by car. Such arguments have prompted officers to consider alternatives to continued application of the UDP policy.

3.0 Main Issues

- 3.1 It is evident that large areas of brownfield land to the south side of the city centre are being used for commuter car parking without planning permission often with little or no attention to visual appearance and presentation. The planning process provides the opportunity to secure improvements to the quality and appearance of the sites as well as considering the wider transport policy context.

Policy Justification

- 3.2 Unitary Development Plan (UDP) policy is the development plan for Leeds which has been subject to Examination so should be afforded considerable weight. Good reasons need to be advanced to justify any new informal policy which supersedes UDP policy. In this case, it should be noted that UDP policy on commuting into the city centre was conceived on the basis of West Yorkshire Local Transport Plan objectives. UDP paragraph 6.5.7 explains the overall objective is to reduce the rate of traffic growth, particularly into the city centre at peak periods, and this would include "...the promotion of all forms of public transport to provide an attractive alternative to the car, park and ride facilities in the suburbs..." Since the UDP was originally adopted in 2001 the delivery of new public transport infrastructure such as Supertram/NGT and the provision of park-and-ride schemes has been delayed. The

effect of the government's spending cuts has further impacted on the ability of the Council to bring forward such schemes. Major interventions of this nature are unlikely to be delivered in the short term. It is therefore considered that now would be the wrong time to clamp down on unauthorised commuter car parks without an appropriate mitigation strategy being in place.

- 3.3 Also, if the City Council is to legitimise currently unauthorised commuter car parking, an essential proviso will be to ensure that car parks are physically improved in terms of quality and appearance. This will be of benefit to the local environment, and will thus assist developers in these areas in marketing their developments to potential tenants. It will also improve security for users.

Quantity of Car Parking Spaces Affected

- 3.4 The number of unauthorised city centre car parking spaces are as follows:

Spaces directly affected by recent enforcement action	1890
Further spaces currently available for use	4180
Total	6070

- 3.5 It is important that new policy is framed to permit no more commuter car parking spaces than are currently in use on unauthorised sites. In addition to the above there are some 45Ha of other cleared sites with the potential for use as commuter parking. The new policy therefore needs to set an overall limit on the quantity of spaces that can be permitted otherwise the Council would be undermining the policies set out in the local transport plan and it's own targets to reduce CO2.
- 3.6 The total spaces currently available for use (6070) have an occupancy rate of 80% and therefore serve approximately 4800 cars. In addition, there are a significant number of spare long stay spaces within authorised public car parks and on-street within the city centre. It is therefore suggested that the new policy incorporates a cap of 3000 total spaces, which reflects the level of usage of the unauthorised sites and the availability of parking elsewhere.
- 3.7 Permissions will be granted on a "first come, first served" basis regardless of site specific circumstances and geographic distribution. Those sites subject to enforcement action during 2010 but which have recently been given an amnesty will be written to after the public consultation when the policy is finally adopted offering a further 3 months to submit planning applications. After this period, enforcement action will recommence on those sites that do not respond.

Geographic distribution

- 3.8 Existing unauthorised spaces are clustered mainly into two areas: the south west quadrant (4770) and Mabgate (1060). There is insufficient evidence to justify a policy which apportions the overall 3000 space cap to different sectors of the city. It cannot be assumed that commuters who use unauthorised spaces in one sector also have their place of work in the same sector; for many, the city centre and its fringe is one entity which allows them to park in the cheapest fringe location and walk the distance to work. Therefore, it is not proposed that the policy should set different caps for different sectors of the city centre.

- 3.9 However, to avoid local traffic impacts that are greater than the network can accommodate it is suggested that the policy requires each planning application to submit a Transport Assessment. Permission may be therefore refused if the traffic impacts are forecast to impact significantly on congestion levels.
- 3.10 The new policy will apply equally to both Fringe and Core city centre car parking zones as defined in the UDP (see map at appendix 1). For commuter car parking policy generally, there are stricter standards for the Core area because of better public transport accessibility and the greater need for short-stay spaces close to the Prime Shopping and Entertainment Quarters; but in the case of cleared sites being used for commuter car parking there are only one or two sites within the Core Area (Whitehall Road), and these are in a peripheral location where short stay demand is limited. In addition, much of the existing commuter parking on cleared sites is undertaken by people who work in the Core area, so applying further restrictions in the Core would not necessarily have any impact on overall levels of car use. On this basis it is not proposed to develop separate policy standards for both areas.

Duration of permissions and cost

- 3.11 Permissions should not be permanent or for such a long length of time that the City Council is unable to take stock of the impact of anticipated public transport infrastructure and park-and-ride schemes. On the other hand, permissions need to be long enough to justify the investment that site owners/operators will have to make in physical improvements. Officer calculations suggest that 5 years will be long enough for financial investment to be recouped. 5 years is also about the time when park-and-ride schemes might be realised.
- 3.12 It is suggested that the 5 year period should normally begin when permission is granted as this builds in an automatic incentive for the owner to carry out improvement works promptly. If there are exceptional circumstances why works cannot be implemented promptly, alternative arrangements can be agreed.
- 3.13 The physical improvement works should be expected to be completed within a reasonable period after temporary planning permission is granted. A condition should make clear that the use for commuter car parking is not sanctioned until the physical improvements are completed. A maximum of 3 months from date of planning permission is considered reasonable.

4.0 Proposed Policy

- 4.1 Taking all of the above considerations into account the following policy is proposed:

To permit temporary car parks in the city centre core and fringe car parking areas to accommodate commuter car parking subject to:

a) Physical improvements to the quality and appearance of the car park including i) an attractive surface making use of sustainable urban drainage solutions as far as possible, ii) clear space markings, iii) landscaping of not less than 20% of gross area, iv) security lighting v) attractive means of enclosure and vi) signage being agreed in writing with the City Council and implemented before commencement of operation,

b) where the site is of a scale and location that pedestrian movement between different areas of the city is impeded, insertion of pedestrian linkages through the site

c) the total number of commuter car parking spaces not exceeding 3000 for Leeds city centre Core and Fringe areas only,

d) Permission being temporary for 5 years from the grant of planning permission.

On expiry of the 5 year temporary planning permissions, the City Council will consider whether the delivery of public transport improvements would justify the cessation of the car parking or the granting of further temporary extensions of permission.

Parts a) and b) of the policy will be informed by other planning policies and guidance notes adopted by Leeds City Council, for example on design and drainage

5.0 Other Considerations

- 5.1 Sustainability Appraisal is no longer necessary for Supplementary Planning Documents according to national planning policy guidance and that conclusion would apply equally to informal policy change as proposed here. However, the proposed policy may have potential effects in terms of Strategic Environmental Assessment (SEA) and Equality Impact Assessment (EIA). Hence, the policy has been screened against SEA and EIA criteria to assess whether full SE and EI Assessment is required (see Appendices 2 and 3).
- 5.2 The conclusions of the screenings are that because the policy is setting out to merely legitimise an existing situation (ie regularise the use of commuter car parking which is already taking place in an unauthorised way) its impacts will not justify full SEA and EIA. However, if the nature of the policy were changed significantly (for example to sanction higher levels of commuter car parking by removing the 3000 space cap) full SEA and EIA would then become necessary.
- 5.3 The City Council will consider other opportunities for changes to existing car parking arrangements and introduction of new initiatives but within the overall objective not to increase overall car commuting to the city centre.

6.0 Consultation

- 6.1 Officers expect to have discussed the proposed policy with Metro and the Highways Agency prior to Executive Board so that comments may be made available at the meeting.
- 6.2 In order to obtain wider feedback about the implications and operation of the policy with the potential to abandon, or revise the policy before introduction, it is proposed that a 4 week period of public consultation is undertaken from 31st March to 29th April 2011. This will also make the final policy more defensible against possible challenge.
- 6.3 It is proposed that the following interests are consulted: known authorised and unauthorised car park operators and owners, Leeds Chamber of Commerce, Bus and Train Companies and Neighbouring local authorities. It is also proposed that the draft policy should be put onto the LCC website and all people and organisations who commented on the transport chapter of Leeds' Core Strategy Preferred Approach consultation should be notified of the proposal and given the opportunity to comment.

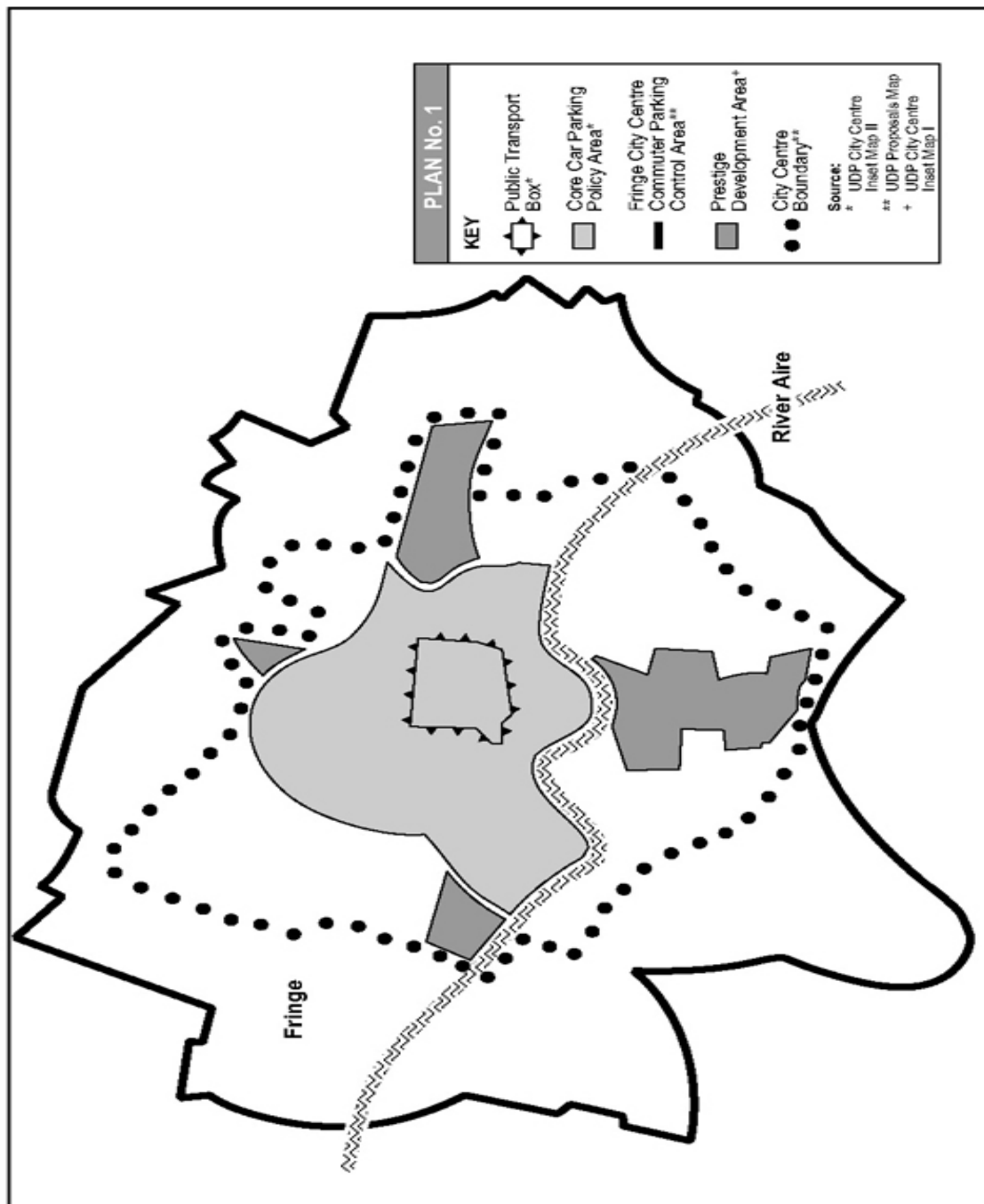
6.0 Recommendation

6.1 Members are asked to approve the draft policy for public consultation.

Background Papers

Leeds Unitary Development Plan Review Vol 1&2 - 2006

CITY CENTRE COMMUTER PARKING



Leeds City Council Informal City Centre Commuter Car Parking Policy Screening for Strategic Environmental Assessment February 2011.

1. Introduction

1.1 The requirement for a Strategic Environmental Assessment (SEA) stems from the European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment” (SEA Directive). This Directive was transposed in law by The Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations). These documents place an obligation on local authorities to undertake a SEA on any plan or programme prepared for town and country planning or land use and which sets the framework for future development consent of certain projects (which includes development sites over 0.5ha). Guidance on the SEA process is provided in “A Practical Guide to the Strategic Environmental Assessment Directive (ODPM et al, 2005).

1.2 Under Article 3(3) and 3(4) of the SEA Directive, SEA is required for plans and programmes which “determine the use of small areas at a local level” or which only propose “minor modifications to plans” to plans and programmes, and which would otherwise require SEA, only where they are determined to be likely to have significant environmental effects.

2. Draft Informal City Centre Commuter Car Parking Policy

2.1 The Draft Informal City Centre Commuter Car Parking Policy has been prepared for consultation purposes. It seeks to regularise the unauthorised use of up to 3000 car parking spaces on temporary cleared sites in the fringe and core car parking areas of the Unitary Development Plan Review (UDPR). On a temporary basis it would introduce some departure from the UDP policy to control city centre commuter car parking. In granting temporary planning permission for sites, effectively regularising their use for commuter parking, the policy expects physical improvements to the quality and appearance of the car parks.

2.2 It is therefore a “minor modification to a plan”. As a result, it is for the local planning authority (Leeds City Council) to follow a screening process to decide whether SEA should be undertaken. The screening process is based upon consideration of standard criteria and consulting three “environmental consultation bodies” to determine whether the plan is likely to have “significant environmental effects”. The result of the local planning authority’s screening process is detailed in this Screening Statement. This will be made available for public scrutiny alongside the Draft Informal City Centre Commuter Car Parking Policy consultation. The three environmental consultation bodies (Natural England, English Heritage and the Environment Agency) are currently being consulted on the screening process.

2.3 Alongside consultation on the Draft Informal City Centre Commuter Car Parking Policy, the three “environmental consultation bodies” will be consulted to determine whether they agree with the local planning authority that the plan would not be “likely to have significant environmental effects”. In accordance with Regulation 9 of the SEA Regulations, only after these “bodies” have been consulted can the local planning authority confirm whether a SEA will be required. This screening determination will therefore be updated when the views of these three “bodies” are known.

2.4 Should the three “bodies” advise that the plan would be likely to have significant environmental effects, listing the grounds for their views, the scope of a Strategic Environmental Assessment would then need to be set.

3. The Screening Process

3.1 The key screening decision is the determination of whether the Draft Informal City Centre Commuter Car Parking Policy is likely to have significant environmental effects, using the criteria set out in Schedule 1 of the SEA Regulations. These criteria are set out in the table below, and a response is given to each from the perspective of the draft Interim Affordable Housing Policy.

SEA Regulations Criteria (from Annex II of SEA Directive)	LCC Response	Is there a significant effect?
1a) The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources	The Informal Policy will not set a new framework. It still sits within the context of overall policy objectives set out in the UDPR and West Yorkshire Local Transport Plan	No
1b) The degree to which the plan or programme influences other plans and programmes including those in a hierarchy	The Informal Policy is informal policy and will not influence other plans and programmes	No
1c) The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development	The Informal Policy concerns a single issue and therefore does not have the scope to affect the integration of environmental considerations	No
1d) Environmental problems relevant to the plan or programme	None are envisaged.	No
1e) The relevance of the plan or programme for the implementation of Community legislation on the environment (e.g. plans and programmes linked to waste-management or water protection).	The Informal Policy is not linked to any community legislation on the environment.	No
2a) The probability, duration, frequency and reversibility of the effects	There will be no effects from the Informal Policy that are likely to damage the environment which cannot be reversed	No
2b) The cumulative nature of the effects	As the Informal Policy contains a cap of 3000 regularised commuter car parking spaces, the policy will not allow any more car commuting than happens now.	No
2c) The trans-boundary nature of the effects	The Informal Policy will have negligible trans-boundary effects. This is because i) the Informal Policy focuses on the city centre and ii) contains a cap of 3000 regularised commuter car parking spaces so will not allow any more car commuting than happens now.	No
2d) The risks to human health or the environment (e.g. due to accidents)	As the Informal Policy contains a cap of 3000 regularised commuter car parking spaces, the policy will not allow any more car commuting than happens now and therefore there is not expected to be any greater risk to health either through accidents or pollution.	No
2e) The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected)	As the Informal Policy contains a cap of 3000 regularised commuter car parking spaces, the policy will not allow any more car commuting than happens now. Therefore, the geographical areas and residential	No

APPENDIX 2

	populations of Leeds through which car commuters pass will not be any more affected than now.	
2f) The value and vulnerability of the area likely to be affected due to: I. special natural characteristics or cultural heritage, II. exceeded environmental quality standards or limit values III. intensive land-use	It is considered that the Informal Policy will not adversely affect the value and vulnerability of the authority's area.	No
2g) The effects on areas or landscapes which have a recognised national, Community or international protection status.	It is considered that the Informal Policy will not materially affect areas or landscapes which have a recognised national, Community or international protection status	No

4. Statement of Reasons for Determination

4.1 In reviewing these criteria the Council has been mindful of the fact that the Draft Informal City Centre Commuter Car Parking Policy sets a cap of up to 3000 commuter car parking spaces to be regularised through implementation of the policy. This is of critical importance to prevent the scale of car commuting into Leeds city centre increasing beyond current levels.

4.2 Having reviewed the criteria in this manner the Council concludes that the Draft Informal City Centre Commuter Car Parking Policy **is unlikely to have significant environmental effects**, and therefore does not require a Strategic Environmental Assessment.

4.3 Before it can be confirmed that a SEA is not needed, it is necessary to consult the three environmental bodies over this screening determination. (Consultation is currently ongoing). This screening determination will therefore be updated when the views of these three "bodies" are known, and the updated screening determination will be made available to the public.

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

Screening will help to determine the relevance of proposals and decisions to equality, diversity, cohesion and integration and whether an **impact assessment** will be required.

Directorate: City Development	Service area: Forward Planning
Lead person: Robin Coghlan	Contact number: 247 8131

1. Title:

Is this a:

☐ Strategy
 ☒ Policy
 ☐ Service
 ☐ Function
 ☐ Other

Is this:

☐ New/proposed
 ☒ Already exists and is being reviewed
 ☐ Is changing

(Please tick one of the above)

2. Please provide a brief description of the policy/strategy/ service/function being screened:

- **Main aim:** to depart from policy of the Unitary Development Plan Review to regularise up to 3000 city centre commuter car parking spaces for a temporary period of 5 years on unauthorized sites on condition that physical improvements are made to the appearance and layout of sites.
- **Purpose:** same as Main aim

APPENDIX 3

3. Relevance to equality, diversity, cohesion and integration

please tick the appropriate boxes

Question	Your answer
Does your strategy, policy, service or function affect service users, employees or the wider community?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does your proposals relate to areas where there are known inequalities? (for example disabled peoples access to public transport, the gender pay gap, racist or homophobic bullying in schools, educational attainment of Gypsies and Travellers)	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If you have answered yes to either or both of the above go to question 4</p> <p>if you have answered no to both of the above go to question 5, decision 3</p>	

4. Considering equality, diversity, cohesion and integration

Are you including equality, diversity, cohesion and integration as part of considerations within your future planning. (you need to consider age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics)	<input type="checkbox"/> Yes <input type="checkbox"/> No
<p>If yes, please provide specific details of how you will be including equality, diversity, cohesion and integration within your future planning and how this removes the need for an impact assessment</p>	

5. Screening decision

Decision 1 – need to complete an equality, diversity, cohesion and integration impact assessment...

...if you have answered **yes** to either or both questions in 3 and **no** to question 4 you will need to complete an equality, diversity, cohesion and integration impact assessment.

APPENDIX 3

When will you complete the impact assessment?	Date:
Who will lead the impact assessment?	Name and job title:

Decision 2 – do not need to complete an equality, diversity, cohesion and integration impact assessment...

...if you have answered **yes** to either or both questions in 3 and **yes** to question 4 you do not need to complete an impact assessment.

Decision 3 – do not need to complete an equality, diversity, cohesion and integration impact assessment...

...if you have answered **no** to both questions in 3

Please provide details

The policy does not affect service users or employees of Leeds City Council. Any effects on the wider community will be negligible because the policy sets a cap of 3000 commuter car parking spaces so that no more car commuters will be created than exist already using unauthorised car parks. As such, there will be no difference to the status-quo. The quantum of car commuting and therefore effects of cars passing through inner city neighbourhoods to the city centre will remain unchanged as a result of the policy.

The sites used for commuter car parking are in predominantly non-residential commercial areas which are not known for their inequalities.

Please note: if this decision is to not do an impact assessment this screening document will be published

Date screening completed	17 th February 2011
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Originator: A W Hall

Tel: 2475296

Report of the Director of City Development

Executive Board

Date: 30 March 2011

Subject: West Yorkshire Local Transport Plan 2011-26

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 provides information about the adoption of the new West Yorkshire Local Transport Plan. The current five year Local Transport Plan ends in March 2011. In line with the Transport Act 2008 a new Local Transport Plan (LTP) has been prepared on behalf of the West Yorkshire Integrated Transport Authority (ITA) by the West Yorkshire Passenger Transport Executive (Metro) in conjunction with the five West Yorkshire District Councils.

The LTP strategy will cover the period 2011-26 and will include a Local Implementation Plan which sets out investment proposals on a three year reviewable cycle. The first implementation plan for the period 2011-14 therefore forms part of the LTP document to be approved by the ITA.

An extensive consultation process has been undertaken to support the development of the LTP strategy and implementation plan which has included scrutiny and consultation with elected members. Appraisal of the proposals has included an Integrated Sustainability Assessment which has included environmental and equality assessments of the proposals.

The LTP is to be considered by the ITA at its meeting on 25 March 2011 and this report therefore is intended to inform the Executive Board of the making of a new Local Transport Plan and the decision made by the ITA which will be reported verbally to the Board.

1.0 Purpose of the Report

- 1.1 This report informs Members concerning the production of a new West Yorkshire Local Transport Plan and the decision made concerning the approval of the Plan of the West Yorkshire Integrated Transport Authority the responsible authority.

2.0 Background Information

- 2.1 The Local Transport Plan (LTP) is a requirement of the Transport Act 2000. The current LTP 2006-11 is the second full Plan to be prepared for West Yorkshire and is required to be replaced from April 2011. Unlike the two previous Plans which were the joint responsibility of the District Councils and former Passenger Transport Authority the Transport Act 2008 placed the responsibility for the LTP with Integrated Transport Authorities.
- 2.2 Preparation of the new West Yorkshire Local Transport Plan (WYLTP) has been undertaken for the West Yorkshire Integrated Transport Authority (WYITA) by the West Yorkshire Passenger Transport Executive (Metro) working closely with the five West Yorkshire district councils. The WYITA Local Transport Plan Committee on which the district executive portfolio holders for transport are represented has overseen the process of preparing the new LTP at every stage.
- 2.3 Final approval of the WYLTP is due to be considered by the ITA Executive Board on 25 March 2011.

3.0 Main Issues and Proposals

- 3.1 The LTP Executive Summary and Implementation Plan summary will be circulated to Members on 25 March 2011
- 3.2 The LTP provides a 15 year transport policy and strategy framework for the period 2011-26. This fifteen year period is divided into 3 year Implementation Plans the first of which forms, for the period 2011-14, part of the Plan to be considered by WYITA. The Implementation Plan sets out the proposals for funding and investing in local transport including the local district highway proposals for maintenance expenditure.
- 3.3 In summary, the Plan, branded 'MyJourney West Yorkshire', comprises a draft vision statement:

*"MyJourney West Yorkshire Vision 2026 - Connecting people and places
Working together to ensure that West Yorkshire's transport system gives people access to what they want and need easily, efficiently and in a way that supports the environment, the economy and their quality of life."*

- 3.4 To achieve this vision for transport in West Yorkshire **three key objectives** (draft) have been developed.

Objective 1: To make substantial progress towards a low carbon transport system for West Yorkshire by:

- Reducing West Yorkshire's CO₂ emissions from domestic transport (road and rail) to contribute to the achievement of national goals.
- Increasing the proportion of low carbon/emission trips.

Objective 2: To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region by:

- Reducing journey times on key commuter, business and freight routes
- Making journey times more reliable
- Increasing the proportion of trips made using the most efficient mode of transport (in terms of time, carbon and impact on others)

Objective 3: To enhance the quality of life of people living, working and visiting West Yorkshire by:

- Reducing the number of people killed and seriously injured on the roads
- Improve local air quality and reducing levels of noise from the transport network
- Increasing the number of trips made on foot and by bicycle
- Improving customer satisfaction with the transport system and services

3.5 The strategy has been developed around four strategic approaches:

- **Transport Assets** – ensure effective management of transport assets to gain maximum value for money, reliability and efficient use
- **Travel Choices** – encourage and influence more sustainable travel choices by understanding people's needs and tailoring marketing, information, education and support activities to them, including measures to manage demand for car travel
- **Connectivity** – deliver an integrated, reliable transport system, that enables people and goods to travel as efficiently as possible (in terms of carbon, the economy and quality of life)
- **Enhancements** – make targeted technological and structural enhancements to the transport system for greater capacity and performance

3.6 An Integrated Sustainability Assessment of the proposals has been undertaken. This has incorporated a Strategic Environmental Assessment (SEA), Health Impact Assessment (HIA), Equalities Impact Assessment (EQIA) and a Habitats Regulation Assessment (HRA).

4.0 Consultation

4.1 Preparation of the LTP has included an extensive programme of consultation involving the public, key stakeholders and Elected Members. This has been conducted at each stage of the development of the strategy and policy and the Implementation Plan.

4.2 Details of the Consultation Report are provided in Section 9 of this report.

5.0 Implications for Council Policy and Governance

5.1 As the report describes the responsibility for the adoption of the LTP rests with the WYITA. However since the LTP sets out policies which influence and inform the Council's duties as a highway and traffic authority, the Council has been directly involved in the preparation of the new LTP. As well as informing highway and traffic management policies and decisions, the LTP also sets out transport policies which are of relevance to the making of the planning policy through the Local Development Framework and development planning decisions.

5.2 The draft LTP proposals were reported for consideration by the Scrutiny Board (City Development) on 2 November 2010.

5.3 The new LTP has been drafted to provide the flexibility to respond to prevailing economic conditions and takes into account the time required to promote, deliver and

fund sustainable transport strategies and schemes. This flexible approach is illustrated by a separate report concerning City Centre Commuter Car Parking which is also being considered by this Executive Board . The latter will support longer stay car parking in the short term, within a prescribed framework, recognising the particular circumstances and issues that apply in this area of the City and the need to sustain the economy during this difficult time. Ultimately however, the intention is to provide public transport facilities that fit with the long term ambition of delivering an Integrated Transport Strategy for the City and indeed, West Yorkshire.

6.0 Legal and Resource Implications

- 6.1 The statutory duty to prepare a Local Transport Plan rests with the Integrated Transport Authority. However the LTP strategy and implementation plan combines both the public transport duties of the WYITA and WYPTE and the highway authority duties of the Metropolitan District Councils. As such Leeds City Council has been fully engaged in the preparation of the LTP at the officer level through working groups and boards and at the Member level through representation on the ITA LTP Committee and the ITA Executive.
- 6.2 This report does not request any funding decisions. However, it should be noted that local transport is funded from a variety of sources including Government grants, the ITA levy and district revenue and capital expenditures as set out in the ITA and District Councils' approved budgets.

7.0 Conclusion

- 7.1 This report has detailed the proposed new Local Transport Plan for West Yorkshire which is a statutory document required by the Transport Act 2000 and following the Transport Act 2008 is the responsibility of the WYITA. The new LTP has been prepared by Metro in conjunction with the West Yorkshire District Councils and is due to be approved by the WYITA at its 25 March meeting, the decision of which will be reported verbally to the Executive Board meeting.

8.0 Recommendations

- 8.1 Executive Board is requested to:
- i) note the content of this report and the proposed West Yorkshire Local Transport Plan 2011-26.
 - ii) note the decision made by the West Yorkshire Integrated Transport Authority at its meeting on 25 March to be reported verbally at the Executive Board meeting.

9.0 Background Information

- 9.1 The following documents provide background information relating to this report.
- i) West Yorkshire Local Transport Plan 2011-26 Executive Summary (to be circulated to Members on 25 March 2011)
 - ii) West Yorkshire Local Transport Plan 2011-26 (copy deposited in the Member Library and available on line at www.wyltp.com)
 - iii) West Yorkshire Local Transport Plan Integrated Sustainability Assessment (copy deposited in the Member Library and available on line at www.wyltp.com)

- iv) West Yorkshire Local Transport Consultation Report (copy deposited in the Member Library and available on line at www.wyltp.com)

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Originator: Pete Lynes

Tel:247 5539

Report of the Acting Director of City Development

Executive Board

Date: 30th March 2011

Subject: Carbon and Water Management Plan 2011-2021

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

The plan outlines the Council's proposed approach to the management of carbon dioxide emissions, and energy and water consumption in its buildings (excluding social housing) and operational activities over the next ten years, within the context of Leeds City Council's sustainable development objectives.

It proposes annual reduction targets for carbon dioxide, energy, water and financial costs over the period, and shows the amounts that consumption reduction activity and renewable energy generation would contribute to the Council's aim of 40% carbon reduction and associated cost efficiencies, from its own operations, by the end of 2020/21

A delivery plan is proposed for implementation of a range of measures over the period.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to outline the Council's proposed approach to reducing operational energy and water consumption and costs, together with associated carbon dioxide emissions over the next decade.

2.0 Background Information

- 2.1 The Carbon and Water Management Plan 2011-2021 builds on the Council's carbon, water and energy reductions achieved over a period of 20 years from 1991. It takes into account recent changes in legislation and the changing energy market. It then quantifies the Council's aim of reducing carbon dioxide emissions by 40% by 2020/21, based on its emissions in 2008/09.
- 2.2 Energy costs will inevitably rise as fossil energy availability reduces in the next decade – the so-called “Peak Oil” and “Peak Gas scenarios”. The proposed reduction of energy consumption, with generation of renewable electricity and heat where possible, as set out in the Plan will reduce LCC's exposure to some of these price pressures.
- 2.3 In December 2009 the Council established a 40% carbon emissions reductions target from its own operations and from the City as a whole by the end of 2020/21.
- 2.4 As part of the 2011/12 budget which has been approved by the Council, a target of £1m reduction in energy costs has been planned for the forthcoming financial year.
- 2.5 In October 2010, the Government changed the Carbon Reduction Commitment (CRC) Energy Efficiency Scheme, from a revenue-neutral scheme to an energy levy, which it is estimated will cost LCC an additional £1.44 million in 2012/13. The sector taxed by the CRC will now face higher energy taxes than any other sector. Schools operated by the Council, and academies recently converted from local authority control, would be taxed more heavily than previously independent schools and academies. It is proposed to make representations to the Department for Energy & Climate Change to highlight the inequalities in the planned system and reduce the Council's overall CRC costs

3.0 Main Issues

- 3.1 The long term aims of the plan are to reduce CO2 emissions by 40% over the next ten years, reducing energy consumption and generating renewable energy in support of that target. Water consumption should be reduced by 10% over the same period. Financial savings will be generated as a result of these savings.
- 3.2 The objectives that would deliver these savings, are set out in Table 1 below:-

Table 1	
Summary of long term objectives to 2021	
Objective	Outcomes
To reduce revenue expenditure on energy and water at levels proportional to CO ₂ reductions based on summer 2010 prices.	Revenue cost savings of £6.0M per annum at 2010/11 prices.
To reduce CO ₂ emissions by a minimum of 40% by April 2021	A reduction of 54781 Tonnes of CO ₂ emitted per annum from 2021
To reduce energy consumption from fossil fuel to support reduction in CO ₂ emissions	A reduction of 213,470MWh of energy per annum taken from the fossil fuel sources from 2021
To produce renewable energy, replacing fossil fuel to support reduction in CO ₂ emissions	An increase in renewable energy production to 14,320MWh from 2021
To Maintain level of investment in carbon reduction projects to ensure competitive positioning in CRC league tables	Ensure that the financial penalty from CRC is minimised
To halt the recent increase in water consumption and effect a reduction of a minimum of 10% by April 2021	A reduction of 96055 m ³ of water per annum from 2021

3.3 A Delivery Plan sets out a number of headline measures including:

- Retrofitting energy savings measures into the existing estate of operational buildings;
- 'Changing the Workplace', both in the city centre and across the rest of the city, to use offices more efficiently by introduction of new technology and changing workstyles;
- Continued rationalisation and disposal of surplus of property and combining with other services such as NHS and other partners where efficiency gains can be made;
- Generation of renewable electricity by both large and small-scale systems (e.g. wind turbines, photovoltaic arrays, hydro-power. Generation of renewable heat through biomass boilers, anaerobic digestion of waste, and large scale Combined Heat & Power (CHP);
- Change behaviour of building managers and staff as part of the low-cost / no-cost proposals of the Million Pound Challenge;
- Reduction of street lighting energy through changes to switch-off times, changes to more efficient light fittings, and changes to spacing of lamp standards
- Travel and fleet initiatives, involving journey reductions, better journey planning, vehicle modernizing, and changes of vehicle fuelling

Many of these measures already exist to an extent within the Council's ongoing planning processes. The purpose of the Plan is to set the scale and proposed timetable over which these measures will come together to achieve the overall aim of 40% carbon reduction and energy efficiency benefits.

- 3.4 The requirement to achieve a range of savings from low-cost / no-cost measures during 2011/12 is very urgent in order to support the Council's 2011/12 budget measures. The range of proposals in the 'Million Pound Challenge' focuses priorities for all building managers who have direct responsibilities for heating, lighting and power. This will be combined with voluntary efforts of staff through increased awareness and personal attention to their own use of energy and switching off computers and heating / lighting when not required. Such behavioural or soft techniques offer the opportunity to achieve considerable early savings, but require personal commitment from almost all officers and members of the Council to be constantly aware of the issues and costs involved. For these measures to succeed year-on-year, a change of "hearts and minds" needs to become embedded in the culture of the organization as a matter of corporate and social responsibility.

4.0 Implications For Council Policy And Governance

- 4.1 The report provides a delivery plan for the Council's policy aim to reduce the carbon emissions from its own operations by 40% and from the City as a whole by the end of 2020/21. The Climate Change Action Plan addresses the city-wide aspects of this policy objective, but best practice measures in the Council's own Carbon and Water Management Plan, such as the retrofitting programme, may also influence other large organisations in the city to follow suit.
- 4.2 Accountability for carbon emissions from Council activities currently lies with the Director of Resources and that for the city lies with the Acting Director of City Development. This will be considered as part of a review of energy management resources and responsibilities across the Council.
- 4.3 An Equality, Diversity, Cohesion and Integration screening process has been completed for this Plan from which it has been concluded that both current and proposed measures have given proper consideration to equality, diversity, cohesion and integration and a full impact assessment is not required.

5.0 Legal And Resource Implications

- 5.1 There are no Legal implications in the Plan.
- 5.2 A review of energy management staff resources across the Council will consider the most effective means of delivering this carbon and water management plan.
- 5.3 The plan also considers the use of partnership delivery vehicles to implement energy efficiency schemes.
- 5.4 The report discusses funding options for delivery of the various energy efficiency schemes, based on 'Spend to Save' business cases.

6.0 Conclusions

- 6.1 The achievement of 40% reduction of carbon emissions by 2021 is seen as a stretch target and the cost of the Carbon Reduction Commitment and increasing energy prices are seen as even more challenging. The Carbon and Water Management Plan sets out a range of measures that are designed to deliver that level of carbon reduction and achieve cost savings of the order of £6m per year by 2021(at 2010 prices).

7.0 Recommendations

In order to meet the Council's aim of reducing its carbon emissions by 40% from its own operations by 2021, it is recommended that the Carbon and Water Management Plan 2011 - 2021 is approved.

8.0 Background Papers

- 8.1 Carbon and Water Management Plan 2011-2021
- 8.2 The Million Pound Challenge report, February 2011
- 8.3 Equality, Diversity, Cohesion and Integration Screening Document, March 2011

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AGENDA
ITEM NO.:
Originator: Pete Lynes
Tel: 24 75539

EXECUTIVE BOARD – 30 MARCH 2011

CARBON AND WATER MANAGEMENT PLAN 2011 - 2021

CHIEF ASSET MANAGEMENT OFFICER

1. EXECUTIVE SUMMARY

1.1. This plan outlines the Council's approach to the management of carbon dioxide emissions, energy and water consumption from its buildings (excluding social housing) and operational activities over the next ten years, within the context of Leeds City Council's sustainable development objectives. It forms an integral part of the draft Ten-year Asset Management Plan, which involves the specific aim of reducing the cost, in real terms, of running the Council's operational buildings.

1.2 This plan includes:

- A brief introduction to the drivers behind the actions put forward in the plan, including an evaluation of performance against the previous 2003 – 2008 Energy and Water Management Plan targets (Section 2)
- A background on the changes in drivers since the 2003 – 2008 Energy and Water Management Plan, including reference to the financial implications to Carbon Reduction Commitment (CRC) in the October 2010 Comprehensive Spending Review (Section 3)
- Long term aims and objectives of the 2011 – 2021 Carbon and Water Management Plan (Section 4)
- The 10 year headline plan of carbon and water reduction measures (Section 5)
- A discussion of the short-term "Million pound challenge" that has arisen as a response to the comprehensive Spending Review of October 2010 (Section 6)
- An outline of potential funding methods and risks (Section 7)
- The governance frameworks relating to data management and reporting, roles and responsibilities for carbon and water management (Section 8)
- A timetable for the corporate stakeholder consultations leading to seeking Executive Board approval on 30 March 2011 (Section 9)
- Recommendations for support and endorsement of aims, objectives and targets set out in this plan (Section 10)

1.3 Energy and water consumption has reduced year on year from at least 1991. The Energy and Water Management Plan 2003 – 2008, the aims of which still remain valid are to ensure that LCC adopts best practice, target setting in particular, to avoid excessive cost and penalties associated with carbon emissions and consumption.

1.4 National and European legislation call for continued downward pressure on carbon emissions, energy and water consumption. In December of 2009, the Council's Executive Board agreed a Leeds Climate Change Action Plan which called for a 40% reduction in carbon emissions from the Council's operations by April 2021. The full

Council passed a further resolution in January 2010 to extend this aspiration to carbon emissions from the whole City. Whilst the scope of this plan is confined to the Council's operations only, it may be used as a means of demonstrating to other large organisations how to achieve results on this scale.

2. INTRODUCTION

2.1. Reductions of Carbon Dioxide emissions¹ of up to a third have been achieved in the twenty years since the Rio Earth Summit, as illustrated in table 1 below:

- C 60% due to rationalisation of poorly performing buildings and replacement as necessary with newer more energy-efficient property.
- C 30% due to upgrades of energy using equipment (such as modern high-efficiency boilers and lighting) and building fabric elements (such as double

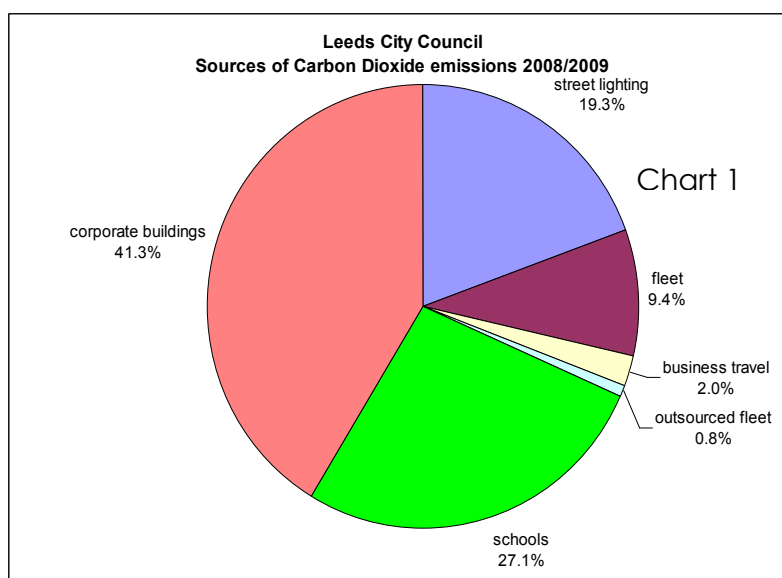
Table 1	All energy in MWh	CO ₂ in tonnes	Water in m ³
1991/92 – Rio Earth Summit baseline year	609,104	210,956	1,831,187
2001/02 – Energy & Water Management Plan baseline year	478,147	167,921	1,124,318
2007/08 – Energy & Water Management Plan final year	404,000	142,000	964,593
2008/09 - NI 185 baseline year	413,877	136,987	987,713
2009/10 - CRC baseline year	396,000	131,962	1,062,985

glazed windows and doors, draught sealing and roof insulation) as part of the regular maintenance process.

- C 10% due to capital investment such as “Invest-to-Save”, Local Authority Energy Fund (LAEF), and Salix Recycling Capital Fund over the last 8 years.

For the purpose of this plan, the baseline year is the highlighted NI 185 baseline year of 2008/09 because it is that upon which the Council's 40% CO₂ reduction target is based.

2.2. As can be seen in Table 1, in 2008/09 LCC emitted approximately 137,000 tonnes of carbon from its operations, involving building energy, street lighting, fleet, and business travel. It consumed approximately 413,000MWh of energy, and 1.19M m³ of water.



This document will use the word “carbon” or “CO₂” as shorthand for carbon dioxide in relation to such emissions¹

- 2.3.** Note that carbon emissions from Waste Management are seen as arising from domestic activity and commercial operations rather than from those of the Council
- 2.4.** Chart 1 indicates that carbon emissions from buildings (including schools, amount to circa two-thirds of the overall total. However this plan also covers the whole range of the Council's operational activities except housing.
- 2.5.** Since the energy and water management plan 2003 to 2008, very significant changes have occurred which directly link carbon emission with cost. For this reason the new plan is entitled the carbon and water management plan.
- 2.6.** In December 2009 the Council adopted a policy objective to achieve a 40% reduction in carbon emissions from its operations by 2021. Therefore this plan sets out measures which are proposed for delivery of the Council's carbon reduction policy objectives over the next ten years. This plan enables the Council to protect its revenue budgets as far as possible from rising energy prices and carbon costs by implementing energy efficiency measures and reducing consumption.
- 2.7.** Performance against previous plan objectives (Table 2)

2003/2008 objective	Outcome (table data)	Target achievement
Reduce CO2 emissions by 15%	Reduction of 18%	Exceeded by 3%
Reduce water consumption by 5%	Reduction of 16%	Exceeded by 11%
Reduce energy consumption by 10%	Reduction of 18%	Exceeded by 8%
Constrain expenditure within current levels, in real terms	Reduced by 20% in real terms	Exceeded by 20%

- 2.8.** LCC was EMAS (Eco-Management and Audit Scheme) accredited in 2002 for "The management and reporting of the significant environmental aspects associated with all departments, services and sites of Leeds City Council and Education Leeds". This standard has been re-accredited every year since.
- 2.9.** LCC was awarded the Carbon Trust Standard in summer 2009. This standard is counted as an "early action metric" under the rules of the CRC Energy Efficiency Scheme. This means that LCC will enter the CRC with pre-existing credits in place, ensuring an early competitive ranking.
- 2.10.** This plan builds on the success of the 2003 -2008 plan, adding extra objectives relating to renewable energy sources and investment activity. It sets out LCC's approach to carbon and water management over the next decade across all of its operational activity (that is, emissions and consumptions associated with all functions with the exception of council-owned domestic dwellings). The key issues considered in the development of this plan are set out below.

3. BACKGROUND

- 3.1.** The issues in this section are considered in more detail in appendix 1.

3.2. Energy availability and price issues

- During the next decade fossil fuels will become more expensive to extract from the earth.

- The measures in this plan to reduce carbon emissions by reducing consumption of fossil fuel and reducing consumption of mains water will reduce LCC exposure to the escalating costs of the fossil fuel market.

3.3. Carbon Reduction Commitment

- The compulsory Carbon Reduction Commitment Energy Efficiency Scheme (CRC) started April 2010. **Since the Comprehensive Spending Review in October 2010 the government has changed the scheme from a capped trading scheme with potential rewards and penalties, to a taxation amounting to approximately 11% on top of qualifying energy charges.**
- **From April 2012, LCC must purchase allowances to cover its carbon emissions, totalling c£1,440,000 per year, in the first year. As carbon allowance prices follow market forces the unit cost will grow year-on-year.**
- Each year the initial allowance will be capped by as much as 5% per year, requiring participants to reduce emissions or purchase excess emissions allowances on an open (monthly auction) market, with the potential for very significant unit price increases. .

3.4. Strategic context, financial and environmental drivers, and targets

- In terms of its own internal objectives, LCC originally targeted to reduce its carbon emissions by at least 3% per year.
- Nationally, a Central Government commitment to reducing CO₂ emissions by 80% by 2050 against the 1991/92 baseline was then introduced.
- Subsequently LCC adopted the Climate Change Action Plan in December 2009 and committed to reduce carbon emissions by 40% between 2008/09 and 2020/21. This equates to a higher rate of reduction than the existing targets.

4. AIMS AND OBJECTIVES

4.1 Objectives

- In summary LCC's aim is to reduce CO₂ emissions by 40% by April 2021.

Table 2	
Summary of long term objectives to 2021	
Objective	Outcomes
To reduce revenue expenditure on energy and water at levels proportional to CO ₂ reductions based on summer 2010 prices.	Revenue cost savings of £6.0M per annum at today's prices. (Note: This is an 40% cost saving and a proportion of it will need to be committed over the relevant payback period to servicing unsupported borrowing for initial costs of retrofitting existing buildings or raising the environmental performance of replacement

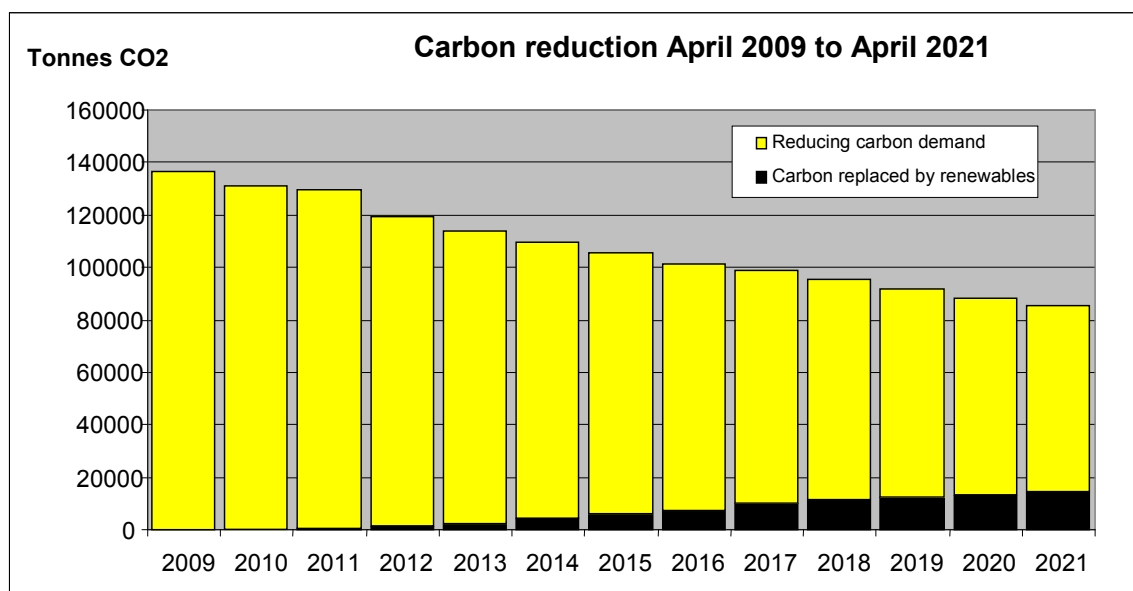
	new buildings)
To reduce CO ₂ emissions by a minimum of 40% by April 2021	A reduction of 54781 Tonnes of CO ₂ emitted per annum from 2021
To reduce energy consumption from fossil fuel to support reduction in CO ₂ emissions	A reduction of 213,475MWh of energy per annum taken from the fossil fuel sources from 2021
To produce renewable energy, replacing fossil fuel to support reduction in CO ₂ emissions	An increase in renewable energy production to 14,320MWh from 2021
To Maintain level of investment in carbon reduction projects to ensure competitive positioning in CRC league tables	Ensure that the financial penalty from CRC is minimised
To halt the recent increase in water consumption and effect a reduction of a minimum of 10% by April 2021	A reduction of 96055 m ³ of water per annum from 2021

- A proposed target of 10% water reduction is offered in this plan. Suggested annual targets, which would be required to deliver 40% carbon across the whole operational estate and 10% water reductions by 2021, are then set out in table 3 below.
- Table 3 - Target Energy, Carbon and Water reductions to meet the Councils 40% policy objective and associated financial savings

	Energy consumption in MWh	annual savings @ summer 2010 prices	cumulative savings @ summer 2010 prices	CO ₂ emission in Tonnes	Year-on-year reduction in CO ₂	Water in m ³
2008/09	413,877	0	0	136,987	baseline	1,188,055
2009/10	396,000	£91,944	£91,944	135,727	2.10%	1,210,000
2010/11	391,533	£310,799	£402,743	134,816	1.60%	1,210,000
2011/12	357,274	£1,531,425	£1,934,168	127,638	8.08%	1,198,200
2012/13	337,624	£546,283	£2,480,451	124,294	3.13%	1,186,400
2013/14	319,054	£521,755	£3,002,207	119,033	3.13%	1,174,600
2014/15	301,506	£498,328	£3,500,535	113,772	3.13%	1,162,800
2015/16	284,924	£475,953	£3,976,488	108,511	3.13%	1,151,000
2016/17	269,253	£454,583	£4,431,072	103,250	3.13%	1,139,200
2017/18	254,444	£434,172	£4,865,244	97,989	3.13%	1,127,400
2018/19	240,450	£414,678	£5,279,922	92,728	3.13%	1,115,600
2019/20	227,225	£396,059	£5,675,981	87,467	3.13%	1,103,800
2020/21	214,727	£378,276	£6,054,257	82,206	3.13%	1,092,000

- It should be noted that a proportion of the energy cost savings associated with the 40% reduction will need to be committed over the relevant payback period to servicing unsupported borrowing for initial costs of retrofitting existing buildings or raising the environmental performance of replacement new buildings.

4.2. To achieve the 40% policy objective, a mixture of energy efficiency measures and replacement of some fossil fuel with renewable energy is proposed, as illustrated in the following chart 2:-



4.3. The emission reduction rate will fall relatively slowly over the first two to four years to allow time to plan and implement the raft of new energy savings measures from retrofit programs outlined in table 4, overleaf, across the whole of the council's operational estate and schools. The implementation of these proposals will result in a step change in carbon and energy reduction going forward, but in order to achieve the 40% target it will be necessary to include renewable energy and other measures which have a longer financial payback period. The increasing contribution of energy from renewable sources is illustrated in black at the bottom of the above chart. The relative contributions of the main energy conservation measures to be employed are set out in table 4 – Delivery Plan.

5. THE TEN YEAR PLAN

5.1. Ten Year Programme of Carbon and Water Management Measures

Note: Table 4 is based on the Climate Change Action Plan. In practice, Line 3 relating to schools has been split. Issues relating to retained schools buildings have been transferred to Line 1. Rebuilding of schools, funded by BSF has now been limited to the three schools currently in progress, with no further rebuilding planned at this stage

Table 4 -Delivery Plan																		
	Headline measures to achieve 40% reduction by 2021, as set out in Climate Change Action Plan, to be delivered through the Carbon and Water Management Plan	tCO ₂ reduction	% of Total	Cumulative %	Responsibility	Funding and Risks	Project Delivery schedule											
							2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	
1	Retrofitting existing estate – 17-25% reduction in estate carbon emissions through holistic energy and water efficiency packages (use 21% as median figure). Capital costs from unsupported borrowing, guaranteed payback from energy savings in less than 10	20000	14.60%	14.60%	Project team PPPU/CPM/ SAM/EDUC	Contractual payback guarantee - unsupported borrowing. Funding secured for schools project management and contract management capacity.												
2a	Changing the Workplace, Phase 1, City Centre, reducing emissions by reducing the back-office space occupied, energy savings as marginal benefit to reducing total cost of occupied space. Assume a 15% reduction in occupied space and 25% reduction in assoc	8000	5.84%	20.44%	Programme board / Project team	Phase 1 business case approved. Disposal of surplus property subject to market demand												
2b	Changing the Workplace, Phase 2, outside the City Centre, reducing emissions by reducing the back-office space occupied, energy savings as marginal benefit to reducing total cost of occupied space. Assume a 10% reduction in occupied space and 10% reduct	3250	2.37%	23%	Programme board / Project team for each project	Business cases to reflect savings in running costs. Capital Programme disposal of surplus property- subject to market demand												
3	Service rationalisation of public-facing buildings. Reduction of size of estate and replacement with higher performance buildings (appendix 2, section 1.7 and 1.8)	1400	1.02%	23.83%	Project teams (SAM/CPM/ Services)	Service reviews and asset management rationalisation projects												
4	Large Scale renewables - Wind turbines (2-3) and district heating (1 or 2 areas) large scale biomass (e.g. anaerobic digestion (AD) plant) funded primarily by private sector investment in return for guaranteed demand from LCC, reduce estate emissions by c	4500	3.28%	27.12%	Project teams to be initiated by SAM	Business cases to be brought forward to SIB. Partnerships for Renewables or similar external finance. Planning risks to be carefully managed.												
5	Behavioural / "soft" techniques in use of buildings and equipment. Current targeted low-cost/no-cost measures, self funded in first financial year (appendix 2, section 1.3)	8802	6.43%	33.54%	SDU / Services CPM/ IT	Requires continuing action. Funded from current financial year savings.												
6	Switch majority of remaining fleet vehicles to alternative fuel including hybrid and electrical,, plus efficiency gains from EU programmes to reduce carbon emissions from all vehicles. Assume 30% reduction. Use of grants and may require borrowing to fin	2400	1.75%	35.30%	Commercial Services	Infrastructure - Department for Transport grants and Local Authority/Energy Fund. Vehicle replacements funded from Revenue savings.												
7	Use of new street lighting luminaires and control gear plus different lighting regime. Assume additional 10% reduction. (appendix 2, section 1.11)	2250	1.64%	36.94%	Highways and transportation	Local Authority/Energy Fund/Salix. Risk - drive for changes needed through PFI contract												
8	Small Scale renewables - Contribution of dispersed hydro-electric, solar thermal, photovoltaics and building-scale biomass reducing building related emissions by circa 2%. (appendix 2, section 2.2.2 - 2.2.6)	1800	1.31%	38.25%	Project teams to be initiated by SAM	Partnership for Renewables or similar capital costs borrowed, with cost of borrowing covered by new Feed-In Tariff. Risk of uptake of biomass due to technical/ operational issues												
9	Fleet vehicles – alternatively fuelled vehicle trial could result in cost-effective transformation of entire refuse vehicle fleet to biogas, reducing emissions by 50%. (appendix 2, section 3)	1610	1.18%	39.43%	Commercial Services	Likely cost of circa £14m for AD plant (which could attract grants, PFI and other credits) and savings of circa £2m pa against current costs of diesel, plus potential for LATs credits, RTFO credits etc.												
10	Business travel planning and outsourced vehicles to be improved by circa 20% through EU programmes to reduce carbon emissions from all vehicles. (appendix 2, section 1.4)	769	0.56%	39.99%	SDU / Services	No cost to LCC.												
	TOTAL	54781	40%															

- 5.2.** Having identified our long term objectives and interim targets, the Carbon and Water Management Group have agreed a series of proposals which will enable LCC to deliver the degree of improvement required. It is recognised that this may be achieved in a number of ways, namely the protection from direct cost of energy through high percentage price increases and protection from increasing indirect costs of carbon emissions. These are set out in detail in Appendix 2

6. The Million Pound Challenge

- 6.1.** During the Council's budgeting process for 2011/2012, an decision was made to reduce LCC building energy spend in real terms by £1,000,000 from a total of approximately £7,300,000, excluding schools. This challenge is defined by the need to deliver savings in the next financial year.
- 6.2.** Existing externally financed capital projects are funded from energy savings, implying that almost no cash savings are likely to be available in 2011/12. The only likely means of producing savings is to drive very strongly to produce low-cost/no-cost savings through mostly behavioural changes by the whole council workforce.

7. Resources

7.1. Staff Resources

- There are a number of teams in the Council, referred to in Appendix 3, with some responsibilities for Energy Management Issues. A review of these services has been initiated, with a view to maximising efficiency and effectiveness. It is anticipated that the review project will bring forward recommendations before 31/03/2011
- To maximise impact, the Council seek to enter partnerships to bring forward external resources for delivery of schemes such as Re-Fit, below.

7.2. Funding

Funding is considered below under the headings of:

- Existing maintenance budgets
- Existing investment funds
- Unsupported borrowing

7.3. Existing maintenance budgets

This plan acknowledges that planned-maintenance budgets would be used to continuously improve the energy efficiency of buildings, services and plant, rather than simply replace and repair on a like-for like basis, **as appropriate**.

7.4. Existing energy and carbon investment funds available to LCC

There are currently three existing energy and carbon investment funds available to Leeds City Council (LCC). These are the Salix Energy Efficiency Loan Fund (SEEL), the Salix Recycling Fund (Salix) and the LCC Local Authority Energy Fund (LAEF).

- **The SEEL Fund** is entirely financed by the Carbon Trust through Salix Finance. LCC share of this comprises an overall capital value of approximately £350,000 and is dedicated to projects in 4 specific buildings from the top 100 properties in terms of energy consumption. This fund provides for projects to be identified, specified, costed, project managed by external consultants and contractors.

The investment in this fund is interest free and is fully repaid by savings in energy costs in the buildings concerned. Funds are repaid direct to Salix then to the Carbon Trust. This fund is now closed. Performance risks in this fund are borne by the consultant and contractors, with regular performance reviews monitoring performance against design.

- **The Salix Fund** had initial interest free capital entirely financed by the Carbon Trust through Salix Finance. The Council's Salix Recycling Fund has a capital target of approximately £420,000 to be invested by April 2011, of which almost half is already committed. Projects are selected using the DEC's and energy performance knowledge of the corporate property portfolio. Savings from energy costs are repaid into the fund for recycling by future lending on further energy projects. Each project is allowed to carry a management charge of up to 15% of the capital cost so as to provide a management resource to manage the projects arising. This fund has been almost exclusively taken up by corporate buildings. Some interest however has been shown by two secondary schools. Performance risks are borne by LCC, however, strict qualification criteria and a range of checks and balances are applied prior to agreement, and monitoring of outcomes is carried out during the design life of the project

There is no end date for this fund; however LCC must provide auditable evidence each year that LCC continues to reinvest the repayments.

- **Local Authority Energy Fund** - LCC operates a separate LAEF fund alongside the Salix Recycling Fund which means that LCC is able to invest a further £150k in suitable energy/carbon savings projects. The qualification criteria, along with compliance checking and performance monitoring, closely match the Salix model

7.5. Unsupported Borrowing

Invest-to-Save schemes can generate savings or income sufficient to finance borrowing of the initial capital outlay. Subject to satisfactory appraisal of options and financial approvals for the ReFit pilot project, Strategic Investment Board will be recommended to support establishment of a rolling programme for retrofitting all suitable Council buildings (including schools) with Energy Conservation Measures (ECMs) via outcome-driven methods such as ReFit. It is proposed that when the interest-free Salix / LAEF energy efficiency funding is fully committed, then a business cases will be brought forward to seek access to substantial unsupported borrowing, subject to the outcome of the CSR in October. Potential performance risks inherent in these schemes are borne by the consultant and contractors, with regular performance reviews monitoring performance against design.

- **Retro-fitting existing buildings - RE-FiT**

For those buildings deemed to have a service life long enough to benefit from retrofit activities, various finance models, including RE-FiT are under consideration. RE-FiT is a self funding means for organisations to reduce energy expenditure and the carbon footprint of their buildings. The RE-FiT program is

currently running as a pilot program with £1m of investment due to start early in 2011/12. RE-FiT involves Suppliers (contractors) guaranteeing a set level of annualised energy savings - therefore providing a financial saving - over a defined time period. The Supplier's financial guarantee will be a key factor in persuading school governing bodies to take part and in securing unsupported borrowing.

A decision is still required on whether to repay loans as soon as possible, or to extend payback periods to so as to enable early receipt of part savings.

- **Schools energy scheme**

The council has offered to support all schools in the use of the outcome-driven schemes such as ReFIT to deliver an energy efficiency programme which is guaranteed to be self-funding on an individual school basis. On 23rd September 2010, the Schools Forum, on behalf of all schools, agreed to pay £50,000 per annum, over three years, from the Delegated Schools Grant to Strategic Asset Management for the costs of administering the client side of the programme on behalf of the schools. Subject to the CSR, the Council would offer to raise the initial capital investment through unsupported borrowing, which would be repaid by agreement from schools' guaranteed financial savings for the period of the loan. The loan period could be up to ten years, depending on the payback nature of each individual package of Energy Conservation Measures. After the loan has been paid off, the full financial savings from reduced energy costs will be received by each school. Business cases would be put forward for consideration by school's governing bodies on a school-by-school basis.

- **Renewable energy scheme**

The plan proposes a scheme similar in principle to the RE-FiT scheme, but tailored to the technology, lifespan and financial drivers of renewable energy generation. Typically the agreement periods for renewables technologies such as Photovoltaic (PV) and Hydro (HEP) electricity generation, and Solarthermal and Biomass heat generation would be of the order of 20 to 25 years. These schemes would exploit income opportunities such as Feed-in-Tariffs (FiTs) for electricity and the forthcoming Renewable Heat Initiative (RHI), or capital grants where available.

Savings produced would exceed capital loan repayments so as to generate savings/income as well as reduced carbon outputs from the start of each project.

It is anticipated that, in order to achieve as quick an uptake as possible, delivery of hydropower to four sites in Leeds could be project managed either by PPPU, or by project teams from within Strategic Asset Management

8. Governance and Responsibilities

- The first section of Appendix 3 sets out a governance framework for data management and reporting. It includes a discussion on the role of the Carbon and Water Management Group. It then summarises the roles of data management and recording relating to both high level and more detailed indicators.
- The next section of Appendix 3 sets out a listing of all those bodies within the Council who have an interest in issues relating to carbon and water

management, with specific reference to the roles of Strategic Asset Management, Sustainable Development Unit and Corporate Property Management.

- The final section of Appendix 3 notes improvement priorities and governance responsibilities relating to carbon and water management.
- An Equality, Diversity, Cohesion and Integration screening process has been completed for this Plan from which it has been concluded that both current and proposed measures have given proper consideration to equality, diversity, cohesion and integration and a full impact assessment is not required.

9. Timetable

The timetable, set out below, for the range of corporate stakeholder consultations is focussed on seeking Executive Board approval on 30 March 2011.

Carbon and Water Management Plan 2010/11 Timetable		
Milestones	Milestones	Milestones
CDD 10 Nov 2010	(report by 5 Nov)	Directorate support
CLT 23 Nov 2010	(report by 16 Nov)	Corporate clearance (Environment themed session)
Environment Programme Board 1 Dec 2010	(report by 24 Nov)	Corporate support
Children's Services SLT tbc	(report by tbc)	Directorate support re schools
Resources Performance Board 10 Dec 2010	(report by 3 Dec)	CRC Management / Terms of reference
Resources RLT 17 Dec 2010	(report by 10 Dec)	Directorate support
Strategic Investment Board 14 Jan 2011	(report by 6 Jan 2011)	Corporate support for investment implications
Environment Programme Board 16 Feb 2011	(report by 14 Feb)	Support for Environmental outcomes
Exec Board 30 March 2011	(Report by 28 Feb 2011)	Approval of Carbon & Water Management Plan

Consultees:

- Strategic Asset Management – Christine Addison
- Sustainable Development Unit – Tom Knowland / Jon Andrews / George Munson
- Policy & Performance - Paul Maney
- Highways (Street Lighting and Transport Policy) – Gary Bartlett / Ian Moore / Liz Bennett / Richard Crowther
- Corporate Property Management – Anne Chambers
- Commercial Services (Fleet) – Julie Meakin / Terry Pyecroft
- Business Transformation – Jane Watson

- Education Leeds – Jacky Green / Alex Macleod / Steve Ruse
- Public-Private Partnership Unit – Dave Outram / Polly Cook / Dave Grooby
- Procurement – Malcolm Foster / Philippa Elliott
- Financial Management – Helen Mylan / Michael Everitt
- Financial Development – Maureen Taylor

10. Recommendations

It is recommended that:-

- 10.1.**Support be given to the recommended aims of the Plan as set out in paragraph 4.1 and to the Objectives and Outcomes set out in paragraph 4.2
- 10.2.**Support be given to the targets for Energy, carbon emissions, and water consumption set out in the table 3, so as to enable LCC to approach their aspirations in respect of 40% emissions reductions by 2020
- 10.3.**The ten-year program of carbon and water measure set out in the Delivery Plan in Table 4 be endorsed
- 10.4.**The processes relating to energy and carbon that are audited through the EMAS process should be extended to audit processes relating to water consumption.

Appendix 1 - Changes to Strategic drivers

1. Energy availability and price issues

- 1.1. During the next decade fossil fuels will become more expensive to extract from the earth, as existing sources become exhausted and replacement sources become more difficult to find and exploit. Current predictions (e.g. BP Statistical Review of World Energy – summer 2010; IEA World Energy Statistics and Balances – summer 2010) suggest that natural gas demand will exceed supply in 2014. This is a very significant “tipping point” at which the rate of consumption outstrips the rate of replacement of reserves. At that date natural gas market prices are likely to increase significantly, in line with the tripling of wholesale gas prices that the LCC Energy Strategy Group observed in summer 2008. That event arose from market-scale speculation as a result of the peak-oil tipping point predictions. Since very much of UK electricity is produced from natural gas, wholesale electricity prices are likely to follow in much the same way as was also observed in 2008, when they doubled in 6 months.
- 1.2. Price increases for fossil fuels will enable suppliers to exploit known sources of currently expensive-to-extract fuels, thereby delaying the arrival of the so-called “peak-oil” and “peak-gas” scenarios. However, the summer 2010 oil spill in the Gulf of Mexico, leading to \$billions of costs, clearly highlights the risks involved. All remaining sources of fossil fuel are accompanied by similar or worse potential environmental and financial risks.
- 1.3. Currently, (summer 2010,) quoted future energy prices, for winter 2012, available on the UK and European natural gas markets indicate that an increase of 50% in 3 years is very likely.
- 1.4. The measures in this plan to reduce carbon emissions by reducing consumption of fossil fuel and reducing consumption of mains water will reduce LCC exposure to the escalating costs of the fossil fuel market.

2. Carbon Reduction Commitment

- 2.1. The introduction of the compulsory Carbon Reduction Commitment Energy Efficiency Scheme (CRC) starting April 2010 requires LCC and other similar users of electricity to monitor and record its emissions. These emissions are based on LCC’s ongoing CO₂ performance, and rated nationally against all other members of the scheme (both public and private sector). LCC has already taken early measures to reduce financial impact in the first two years. However, the impact of the changes in the Comprehensive spending review may well nullify this advantage. LCC must purchase emissions allowances at the start of each financial year at the going rate, approximately 120,000 tonnes of CO₂ at £12 per tonne, totalling £1,440,000/year for Leeds. These charges are now non-returnable.
- 2.2. Organisations are ranked each year in a league table in accordance with performance in CO₂ emissions. Those organizations performing better than their predicted levels will be able to sell their excess allowances on an open (monthly auction) market. Those performing below their predicted levels will be required to cover their excess emissions by purchasing allowances on the open market, thereby incurring cash penalties.

- 2.3. Each year the allowance that each CRC scheme participant will be able to buy initially will be reduced, perhaps by as much as 5% per year, requiring participants to purchase excess yet more emissions allowances on the open (monthly auction) market.
- 2.4. The government will peg starting carbon prices at £12 per tonne for an initial year. The monthly auction prices will be subject to market pressures. It is expected that these carbon prices will in general follow or exceed energy prices, so it is very likely indeed that while LCC's emissions are targeted to fall, the total cost of the allowance each year is unlikely to fall.
- 2.5. The scheme was subject to scrutiny under the Comprehensive Spending Review in October 2010. Some changes were announced, but more are yet to be announced as this paper is being produced.

3. Strategic context, financial and environmental drivers, and targets

- 3.1. In order to meet future carbon reduction targets, the Council needs to reduce the energy it uses in buildings, streetlights, travel and transport is 3%, year on year. Different forms of energy (electricity versus gas, for instance) produce different volumes of CO₂ emissions per unit of energy. 3% energy reductions, based on the City Council's consumption mix, will lead to reductions in CO₂ emissions of approximately 3.7%, year on year.
- 3.2. To comply with carbon reduction targets the Carbon and Water Management Group (formerly known as the NI185 Strategy Group) meets monthly to set targets, to oversee and report on activities and to deliver the cross-cutting energy and water management plan.
- 3.3. Major environmental issues regarding carbon and water are discussed in considerable detail in the Leeds Climate Change Strategy. LCC adopted the Climate Change Action Plan in December 2009 and committed to reduce carbon emissions by 40% between 2008/09 and 2020/21. This equates to a higher rate of reduction than the existing targets. The rate of emissions reduction should average 3.33% per year over these 12 years (compared to the 2008/09 baseline year), although the annual rate of reduction will vary over the period which will be reflected in performance reporting.
- 3.4. Reduction in water consumption has environmental benefits, but for the purpose of this plan the objective is to reduce the volume and cost of water consumed. The cost and carbon impact of heating it is also reflected in the plan in respect of energy efficiency. Bearing in mind difficulties in reducing water consumption previously, a target of 10% reductions by April 2020 is proposed, based on the levels of reductions that we understand are realistically achievable with existing technologies.

4. Drivers for Carbon reduction

4.1. Climate Change Act 2008

4.1.1. Following the Energy White Paper of 2007, the Government made clear its commitment to tackling climate change by introducing the Climate Change Act 2008. It established the Committee on Climate Change (CCC) to provide it with independent advice on establishing a low carbon economy.

4.1.2. The Committee on Climate Change inaugural report 'Building a low-carbon economy - the UK's contribution to tackling climate change' was published on 1st December 2008. The report recommends that the UK should reduce greenhouse gas emissions by at least 80% by 2050 and advises on the levels of the UK's first three legally binding carbon budgets for 2008-2022.

4.2. **Part L2 of the Building Regulations** came into force on 6th April 2006 and is a minimum energy efficiency standard applicable to all buildings. The Government's 'Future Thinking' paper is looking at a further improvement to building regulations of 25% by 2010, as this represents the minimum improvement needed if the UK is to keep on track to achieve its 2050 target.

4.3. **The 'Big Idea' from the Council Business Plan** 2008 to 2011 is shown in the box to the right. It states an aspiration to meet high environmental standards in the management of the Council's own estate to reduce its carbon footprint. Strategic Investment Board subsequently agreed that the BREEAM Excellent policy is an aspiration, which is qualified by affordability, buildability and service requirements.

4.4. NI185

4.4.1. The Local Area Agreement included NI185 as the indicator which measures the CO₂ output caused by the operations of LCC. The CO₂ arises from heating and power used in buildings, street lighting, and travel on behalf of LCC and from transport operations. While NI185 is being phased out, LCC must target reductions every year. The target applies to every building operated by LCC including schools and buildings leased by LCC.

4.4.2. The Carbon and Water Management Group (formerly the NI185 Strategy Group) have set out a high level action plan comprising the following key areas of activity. This constitutes a more detailed work plan, based on the headline measures in table 4 of the report (page 7)

The Big Idea

We will take significant steps to reduce our carbon emissions

The vast majority of our CO₂ emissions come from our buildings and we want to take action now to shrink our carbon footprint far into the future. By doing this we will be making our contribution to reducing the carbon footprint of the city and the region, and setting an example to encourage others to do the same. We recognise that there is no one solution to achieve this but we are undertaking to:

- ensure all new buildings and refurbished buildings (where possible) commissioned by the council meet Building Research Establishment Environmental Assessment Method (BREEAM) **excellent** standards with maximum **energy credits**;
- invest strategically in energy efficiency and renewable energy technologies to reduce CO₂ emissions from the existing estate;
- reduce our overall office floorspace eg by the delivery of a corporate document records facility; and
- explore new ways of working that are more flexible and efficient to reduce CO₂ emissions, particularly from travel.

Carbon and Water Management Group Action Plan areas of activity	
1.1	Maintain EMAS accreditation
1.2	Corporate Carbon Reduction Framework
1.3	Sustainable Procurement
2.1	Carbon reduction targets and monitoring
2.2	Realise benefits of new energy database system
2.3	Carbon Reduction Commitment Energy Efficiency Scheme
2.4	Energy procurement and engagement with suppliers
3.1	Combined Heat and Power (Gas / biomass, energy from waste). First project Aire Valley Urban Eco Settlement
3.2.1	Develop a business case to establish the 'Energy Leeds' ESCO to provide a vehicle for low carbon energy infrastructure procurement.
3.2.2	Work with partners to bring forward the city centre CHP scheme as the first ESCO project.
3.3.1	Wind power, micro, small and large scale turbines
3.4	Hydro power, develop 4 small scale Archimedean screws on River Aire
3.5	Photovoltaic power, small and large scale
3.6.1	Heating (small biomass, ground source heat pumps)
3.7	Solar thermal, on leisure centres with pools
3.8	Introduce procurement model for self-finance of renewables schemes
4.1	Display Energy Certificates (DEC), Display Water certificates (DWC)
4.2	Energy Efficiency Programme to include:- <ul style="list-style-type: none"> • Building insulation • Draught-proofing • Pipework insulation • electrical lighting and lighting controls • IT equipment • BMS controls for heating and ventilation • Boiler sequencing controls • Voltage optimising devices • New heating plant
4.3	Sustainable construction techniques for planned maintenance and minor refurbishment
4.4	Grant / loan funding opportunities, involving:- Salix recycling fund Salix Capital fund ReFIT Capital Fund (Clinton Climate Initiative) Schools Energy Efficiency service
4.6	Sustainable design standards (BREEAM "Very Good" policy for all refurbishments)
4.7	Zero Carbon Schools
5.1	Energy Guardians, encouraging staff to reducing personal energy usage by providing a consistent message and useful tools and information.
5.2	Reduce energy consumption and CO2 emissions via physical actions taken by employees
5.3	Empowering site managers, workforce, occupiers and pupils to maintain high levels of interest in reduction of energy consumption and waste
6.1	New ways of working project - Reduction in the amount of space occupied.
6.2	New buildings added to portfolio will be to BREEAM Excellent Standard, accounting for Operational life and Whole Life Costing
6.3	Refurbished buildings provide opportunity to improve Co2 performance
6.4	New ways of working will encourage more efficient travel to work and travel during work arrangement.
7.1	Business Travel Policy

Carbon and Water Management Group Action Plan areas of activity	
7.2	Corporate Travel Plan Strategy
7.3	Council Fleet Initiatives
7.4	Council Fuel Usage
8.1	Street lighting PFI scheme.
8.1.1	Trimming
8.1.2	Remote monitoring including dimming
8.1.3	LED street lighting (trial)
8.1.4	LED sign illumination
8.1.5	Dimming
8.1.6	Lantern innovation

Appendix 2 - Cost increases in Energy, Carbon and Water

1.0 ENERGY PRICE INCREASES

1.1. Procurement of Energy

- 1.1.1. **Post-Credit Crunch carbon and energy procurement** – In energy and carbon terms the effects of the credit crunch have been largely beneficial. The credit crunch has temporarily reduced world-wide demand for fossil fuels, which lead to energy prices and carbon prices running dropping significantly. However it is widely anticipated that, as the various world markets regain confidence, energy consumption will rise, prices will rise and speculation will once more dominate. Energy prices are expected to fluctuate significantly but to follow a general upward trend. Joining a collective buying group would protect us from much of the instability
- 1.1.2. **Risk Management Based Utility Purchasing** - Risk-management-based flexible purchasing of gas and electricity allows for procurement of these utilities to benefit from fluctuations in the wholesale markets, while avoiding risk of excess prices. LCC has been carrying out this function internally, for the last five years. However, LCC has the opportunity to join collaborative procurement arrangements that meet the existing risk-management based approach.
- 1.1.3. **Pan-Governmental Energy Procurement** – All public bodies are now required to change to procurement processes that comply with the current Treasury Rules. Effectively, LCC must buy energy collaboratively for all substantial new contracts, in order to comply.
- 1.1.4. **Security of cost** – The use of a collaborative agency will ensure that, on a “risk-management” basis, cost of supply will be lower than any other current method.
- 1.2. **Renewable generation**
 - 1.2.1. **Security of Supply** – as the energy market becomes more stressed and unstable, there are possibilities that there may be interruptions to supplies. Transition to alternate fuel sources (such as wood fuel from LCC-owned woodland feeding biomass boilers) would insulate LCC, to an extent, from such possibilities. In general terms, it is considered very unlikely that energy supplies will actually run out in the next decade. As prices increase, expensive-to-extract resources will be exploited, and the so-called “balance” point will be pushed back year-by year. As prices rise, it will become much more credible to consider alternative renewable energy sources. By the end of the decade Department of Energy and Climate Change (DECC) anticipate that perhaps 50% of new heating installations will use a combination of techniques, from ground-source to air-source heat pumps, with top-up provided by solar thermal and photovoltaic systems, and back-up provided by biomass systems.
 - 1.2.2. **Larger Scale Opportunities** – Changes to local government law (August 2010) now allow local authorities to become electricity generators. The carefully programmed use of assets such as the proposed residual waste plant and the further proposed food waste anaerobic digestion plant provide opportunities to work with National Grid Co. and large scale generators to provide electricity onto the grid at peak times,

enabling LCC to access highly rewarding tariffs and achieve favourable agreements for security of supply.

- 1.2.3. **Climate Change Levy** - All fossil-fuelled electricity is subject to Climate Change Levy (CCL). This levy is set to rise during 2010/2011 to approximately 10.4%. Purchase of Green electricity or electricity from Quality Approved Combined Heat and Power (QACHP) enables LCC to gain exemption from CCL. Green electricity is generated from accredited renewable sources, such as wind, wave or solar power. Under NI85 rules, however, LCC is not allowed to count such energy as zero-carbon. LCC would prefer to increase substantially the amount of green electricity that it procures, however this aspiration is tempered by two factors:
- The market may not be able to supply green electricity to meet the Council's demand
 - The price of green electricity, even when accounting for the Climate Change Levy, may be cost prohibitive
- 1.2.4. Bearing the above in mind, a view has been taken that the electricity portfolio should include at least one of the three main contracts to be from renewable or QACHP sources. Any further investment should be directed inwards to council assets:-
- To reduce LCC's demand for power
 - To install building-based renewable generation to take advantage of Feed-in-Tariffs
 - Introduce large scale generation to exploit advantages from feed-in-tariffs and to exploit recent changes in law regarding on-site generation.
- 1.3. **Reduced consumption through behavioural awareness of managers and staff**
- 1.3.1. Use of buildings and targeting and monitoring of energy consumption.
- It is within the remit of building managers across LCC to encourage best practice in the use of buildings. Relatively low-cost and no-cost activity in the use of these resources can achieve savings in energy and water use, and carbon emissions through a range of common-sense activities. The Energy Guardian Group of volunteers exists to provide a communication network disseminating practical advice and help. It is proposed that the work of this group is reinforced and given more formal status, with some training input, so as to recognise the considerable worth of such activity across the Council. It is proposed that energy Guardians should have a presence in all of the "Top 100" buildings, i.e., the largest energy consumers)
- 1.3.2. The TEAM energy management system will provide tailored reports at a building level of energy consumption at all Council properties. Managers and operators of buildings will be encouraged to use these reports to support energy reduction activity.
- 1.4. **Business travel**
- 1.4.1. It is within the remit of budget holders across LCC to encourage best practice in business travel. Relatively low-cost and no-cost activity in the use of this resource can achieve savings in fuel use, and carbon emissions through a range of common-sense activities, including, for instance, Car Allowance budgets.

- 1.4.2. In just that same way that every planning permission application requires an accompanying travel plan, it is proposed that every section of LCC should consider and provide a business travel plan to cover its activities. It should be noted that a travel plan is not be an ad-hoc consideration about single journeys, so much as a plan regarding the travel needs of a whole section over time.
- 1.4.3. Business travel should be replaced if possible by the use of teleconferencing and web based seminars and conferencing. If travel is essential then public transport should be used where possible without reductions in efficiency. Car based transport should be periodically reviewed by managers and should be shared where possible. As lower-carbon forms of travel become available they should be considered as part of travel plans
- 1.5. Implementation of ICT Hardware and Software Systems and Information and Knowledge Management (IKM) Systems which are energy efficient and which enable new/agile ways of working**
- Roll-out of laptop PCs / PDAs or other hardware to staff who can operate more efficiently by 'New Ways of Working';
 - Remove UPS except critical applications, and then specify off-line rather than on-line UPS except where absolutely mission-critical. Modern hybrid UPS give very low running losses;
 - Use free cooling in server rooms wherever possible – e.g. duct cold fresh air from outside during autumn, winter, spring (control via BMS);
 - Ensure server rooms are not overcrowded;
 - Ensure server rooms are not unnecessarily cold;
 - Ensure server room controls have at least 3°C dead-band to avoid thermal overlap – close control is unnecessary for modern servers;
 - Consider 'thin client' applications;
 - Consider server virtualisation;
 - Consider network/user monitoring software to remind users of computer idle time;
 - Use rejected heat from server air-conditioning units to provided HWS and heating to remainder of building;
 - Ensure client is aware of energy consumption of computers, phone chargers, left turned-on;
 - Switch to Flat-screen technology (LCD, not plasma) displays.
- 1.6. Reduced back-office floor space requirement enabled through more efficient New Ways of Working by staff (phases 1 & 2)**
- 1.6.1. Changing the Workplace expands on the theme of footprint reduction by introducing techniques such as mobile working, hot-desking and teleworking, effectively achieving high productivity from new and refurbished properties.
- 1.7. Service review and rationalisation of public-facing buildings leading to disposal of surplus buildings and those with poor environmental performance**
- 1.7.1. Service review is an on-going process where property needs of services are considered from corporate and strategic points of view. Processes such as development of Joint Service Centres and replacement of Leisure Centres have enabled significant rationalisation of buildings. This process is mirrored in the

Building Schools for the Future (BSF) programme in Education where unsuitable schools properties have been replaced by higher performance modern properties combining the rolls of groups of smaller less energy efficient properties.

1.8. Replacement new and refurbished buildings built to high environmental standards

- 1.8.1. Where indicated, new buildings should be constructed to standards in excess of the requirements of current buildings regulations. The use of the BREEAM “Excellent” sustainability standard, wherever possible, is called for in the Council Business Plan as part of a “Big Idea” to reduce the Council’s carbon footprint. Affordability, buildability and service requirements may limit the ability to achieve BREEAM Excellent standards but the use of whole life costing techniques must be used to test whether an additional investment in energy efficiency measures could be justified by savings in operational running costs. A suggested checklist of measures to reduce energy and water consumption is set out on the Asset Management Strategy Unit Intranet Site.

1.9. Retrofitting buildings for energy efficiency

- 1.9.1. Retrofitting buildings to enable energy efficient performance where they are to be retained for a sufficient period to satisfy the financial payback criteria represent the largest opportunity to achieve carbon reduction across the property portfolio.
- 1.9.2. Those buildings deemed to have a service life long enough to benefit from retrofit activities, for instance because of “Heritage” status (e.g. Civic Hall), would be susceptible to a considerable range of possible techniques. A suggested checklist of measures to reduce energy and water consumption is set out on the Asset Management Strategy Unit Intranet Site. Retrofit energy efficiency schemes have been progressed on a number of high energy using corporate buildings, subject to the funding criteria of the Salix / Carbon Trust initiatives. However, the Council owns 900 major buildings, including 270 schools, many of which would benefit from energy retrofitting. Therefore it is proposed to bring about a step change in the rate at which retrofitting takes place so cost and carbon savings can begin as soon as possible through whichever outcome-driven programme is appropriate.
- 1.9.3. **RE-FiT** (formerly known as Buildings Energy Efficiency Programme - BEEP) – Strategic Investment Board has agreed to a pilot retrofit exercise on ten properties. This is in partnership with Sheffield City Council, working with London Development Agency and Core Cities. Subject to satisfactory appraisal of options and financial approvals, it will lead to joining the RE-FiT Energy Efficiency Programme for retrofitting all suitable Council buildings (including schools) with Energy Conservation Measures (ECMs) under a rolling programme. RE-FiT is a flagship international initiative to reduce the carbon footprint of cities globally. It is a cost neutral means for organisations to reduce energy expenditure and the carbon footprint of their buildings. RE-FiT involves Suppliers (contractors) guaranteeing a set level of annualised energy savings - therefore providing a financial saving - over a defined time period. The Supplier’s financial guarantee will be a key factor in persuading school governing bodies to take part and in securing unsupported borrowing.

1.10. Procuring and maintaining fuel efficient fleet vehicles

- 1.10.1. LCC operates and maintains commercial vehicles with sizes ranging from light vans through to refuse collection vehicles. These vehicles are replaced on a rotating schedule ensuring that the very latest environmental criteria are met. LCC is the first local authority in the UK to fuel refuse collection vehicles with bio-gas. A trial has been very successful and a project is being considered to roll out bio-gas fuelling to more vehicles.
- 1.11. **Procuring and maintaining energy efficient street lighting** – currently LCC has a PFI contractor providing this function throughout the city. Some experimentation in reducing lighting operating time has taken place. However there are many opportunities to reduce energy consumption through modern light sources and control gear. While some mechanisms exist for this process in the existing PFI contract it is strongly recommended that future PFI contracts need to support the ability to reduce energy input.

2. CARBON EMISSIONS COST INCREASES

2.1. New build or major refurbishment

- 2.1.1. Incorporating low or zero carbon technologies in new or refurbished buildings and within retrofitting programmes subject to agreed financial criteria
- 2.1.2. Primarily the design team should aim to bring energy demand down to a minimum through the building's passive design e.g. incorporation of Passivhaus design techniques to super-insulate, super-seal, use passive heating and daylight, and approach zero added energy.

2.2. Generation of renewable energy

- 2.2.1. Taking advantage of standalone or partnership opportunities to generate or use low or zero carbon energy from district CHP, residual waste and solar water or wind generation subject to agree financial criteria
- 2.2.2. The previous plan made very little note of sources of renewable energy for two main reasons. Renewable energy in the context of the British market place was relatively immature, and it was expensive to the point where business cases were difficult to justify. Currently, and more so during the next decade, technologies are becoming more mature, and benefiting from growing market exposure.
- 2.2.3. Renewable energy obtained from indigenous resources contributes both to the reduction of carbon emissions and reducing our reliance on fossil fuels transported from overseas. This will improve the security of supply of energy, as well as providing some insulation from the world energy market fluctuations.
- 2.2.4. Solar thermal energy, heating domestic hot water is offered by major manufacturers, and should be designed to provide approximately half of a building's domestic hot water supply each year. The financial payback for solar thermal hot water for leisure centres with pools is now well established, since such properties need hot water all year round.

- 2.2.5. Photovoltaic panels, producing electricity directly, have matured to the point where large scale arrays on buildings are achieving satisfactory cash paybacks. The recent provision of feed-in tariffs for renewable electricity has provided strong incentive for considering the use of this technique.
- 2.2.6. LCC has four sites on the River Aire where electricity could be produced by Archimedean screw turbines. Plans are in process of preparation to exploit this resource. Paybacks for these units are generally longer than the two solar techniques above, but novel funding/partnership packages organised, possibly, as part of the proposed Energy Leeds ESCo may enable LCC to achieve earlier paybacks.
- 2.2.7. Wind turbines, in the British onshore climate are not as predictable as we might wish. Preliminary studies have taken place, demonstrating that LCC might successfully site a small group of large (2.25MW) turbines on its own land, benefitting from the income, electricity and carbon reductions they provide. Such an action would also promote the use of wind turbines in the area. Small and micro-wind turbines also have a part to play, however the economics of turbines below 15kW rating is such that they are only really of use for the purposes of illustrating the school curriculum.
- 2.2.8. Biomass is generally regarded as the use of solid fuels derived from wood or plant material for the purpose of heating. Leeds City Region has a significant area of woodland which could be managed for fuel as well as amenity value so as to provide a significant alternative to gas and oil. There are now two manufacturers of wood pellets within the region who provide suitable quality of fuel for automatic unattended boilers providing almost zero-carbon heating, at running costs similar to gas-firing. It is almost inevitable that at least some of our portfolio of properties should use this type of heating as part of the so-called mixed economy of energy reduction measures.
- 2.2.9. At the time of production of this plan negotiations are underway for the provision of a residual waste management plant which has the ability to derive heat and electrical energy from waste streams. It is understood that a further plan for conversion of food waste to bio-gas through anaerobic digestion is under discussion. There are strong commercial cases for these schemes to go forward in such a way that they will dovetail with schemes to provide district heating in the lower Aire Valley.
- 2.2.10. At the time of production of this plan early negotiations are underway for the extension of an existing city centre district heating scheme in the Civic quarter. LCC has an aspiration to acquire surplus heat from this scheme to serve its city centre buildings. It would also improve the commercial and carbon reduction potential of the system for the other partners involved (Leeds Teaching Hospitals Trust and the University of Leeds and possibility of others). At this stage LCC is also aware of a further district heating and power scheme to the east of the city centre which could serve LCC properties close to the markets area. LCC is actively promoting the potential to join the above schemes together to further increase resilience of the network and reduce operating costs and emissions.

3. REPLACEMENT OF FLEET VEHICLES WITH LOW OR ZERO CARBON FUEL SYSTEMS

- 3.1. LCC is the first local authority in the UK to fuel refuse-collection-vehicles with bio-gas. A trial has been very successful and a project is being considered to roll out bio-gas fuelling to more vehicles. During the lifetime of this plan it is anticipated that all of the LCC commercial vehicles would transition to bio-gas fuel. There is a strong commercial case for LCC to produce suitable bio-gas fuel at a future proposed anaerobic digestion waste management plant, mentioned above.
- 3.2. Consideration has been given to the provision of electrically driven and hybrid vehicles. LCC are maintaining an awareness of such techniques including hydrogen fuel, fuel-cell and battery-electric and hybrid vehicles. Some small scale trials have been conducted and will continue as technology and reliability continue to improve.

4. WATER COST INCREASES

- 4.1. As mentioned above, high level measures will be used highlight good and poor performance, prioritising action to specific properties.
 - 4.1.1. Actions should take place at every site, however, most importantly – watching for leaks, and monitoring consumption levels at every monthly bill. Any changes should be subject to immediate investigation. (Most leaks cost more in water charges than repair charges unless they are caught early).
 - 4.1.2. Toilet flushing and hygiene uses more than 50% of all mains water used in LCC properties except leisure centres. Flush volumes can be reduced by use of retrofit innovations such as “Hippos” and “Hogs” in toilet cisterns.
 - 4.1.3. On refurbishment and new build:
 - Hydraulically-efficient design of toilet bowls with dual-flush cisterns should be used.
 - Waterless urinals should be considered
 - Water using appliances should be A-rated
 - Tap aerators and sprays should be fitted to reduce flow rates
 - Flow and pressure-regulation at each floor level of each building, along with reduction of overall pressures.
 - Properly collected, filtered and stored, rainwater is generally accepted as suitable for use in WCs, urinals, washing machines and for garden irrigation use. Typically these account for around 50% of domestic use.
 - Generally flow rates are too high leading to splashing. Timed turn-off and electronic taps offer savings as well a real or perceived hygiene benefit.
 - A wide range of fittings are available, see Environment Agency Fact Cards. Regulated sprays and aerators allow easy specification of flow rates. Hot and cold must be clearly and indelibly marked and operation should be obvious to avoid wastage as users try to find which position provides hot water. The widespread use of standard threaded outlets on tapware would allow the use of sprays, aerators and innovations. ‘Waterbrake’ cartridges and integrated adjustment of flow rate and hot water flow could become standard features at little extra cost.

1. Carbon Management Governance and Accountability

Strategic Plans	Improvement Priority	Accountable Director	Lead Officer
Council Business Plan VP-5a	Reduce the carbon emissions arising from our buildings, vehicles and operations - BIG IDEA	Resources Alan Gay	Corporate Property Management Anne Chambers
Leeds Strategic Plan ENV-1b	Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so.	City Development Martin Farrington	Planning Steve Speak
NI 185 National Indicator	Reduction in carbon emissions from council operations	City Development Martin Farrington	Sustainable Development Tom Knowland
CRC	Carbon Reduction Commitment (Energy Efficiency Scheme)	Resources Alan Gay	Finance Doug Meeson

The following structures within Leeds City Council inform decision making on the various aspects relating to carbon management:

The Executive Member for Resources

- Has overall elected member responsibility for energy and water management and receives regular officer briefings on progress with energy efficiency.

Scrutiny Board

- Elected members receive six-monthly reports on progress of improvement priorities in the Leeds Strategic Plan and the Corporate Business Plan which are informed by Action Trackers and the Carbon and Water Management Group Action Plan.

Environment Programme Board (Chaired by Director of Environment & Neighbourhoods)

- Carbon & Water Management Group (formerly NI185 Strategy Group) acts as a project team reporting to Environment Programme Board on major issues. Six monthly CBP and LSP carbon emission trackers are reported to Scrutiny Boards.

Strategic Investment Board (Director of Resources chair) / Asset Management Board (Chief Asset Management Officer Chair)

- Major investment or asset issues (eg investment in energy efficiency, BREEAM and low / zero carbon cost implications taking account of whole life costing)

Finance Performance Group (Chief Officer Financial Management chair)

- Strategic financial monitoring
- Business case evaluation
- Borrowing

Carbon and Water Management Group: (Chaired by Chief Officer CPM and reports back to Director of Resources re his accountability for Business Plan

- co-ordinates collection of quarterly NI185 data on carbon emissions from all operations arising from LCC buildings;
- develops and monitors progress on Carbon and Water Management Group Action Plan projects to reduce CO₂ emissions;
- Does not include partnership working or influencing others – LSP tracker picks this up;

Carbon Reduction Commitment Forecasting Group (Chaired by Chief Officer Financial Management:

- Major impacts on CRC trading performance will be:
 - Registration for CRC scheme with baseline data, contact with Environment Agency and carbon performance data reporting (SAM lead)
 - Strategy and funding for credit purchasing and penalties (if any) and carbon credit trading (Corporate Financial Management – Treasury Management lead with support from SAM)
 - Funding or borrowing for energy efficiency schemes and receipt of any financial rewards (Corporate Financial Management lead in liaison with SAM)
 - Asset rationalisation through CTW / Vision for Sport / School replacement / disposals etc (SAM lead on major projects)
 - Retrofit of assets to be retained (SAM - client lead for all LCC buildings on strategic and technical guidance, option appraisal, prioritisation; CPM – lead on business cases and implementation for corporate buildings; Education lead on schools with support from SAM)
 - Renewable energy initiatives (SAM lead)
 - Behaviour / awareness (SDU lead)
 - Programme management for energy efficiency / renewable energy schemes where required (PPPU)

2. Delivery of Carbon & Water Management Reduction Measures

The following services within Leeds City Council have responsibility for delivery of the various carbon and water reduction measures in LCC buildings and operations:

- **Sustainable Development Unit - City wide policy role** (SDU - Environmental Policy Team):
 - LCC Environment Policy and Climate Change Action Plan;
 - Co-ordination and auditing of NI185 and EMAS performance data;
 - Promotion of strategic carbon and water reduction and renewable energy initiatives on a city wide basis
 - Seeking external funding opportunities
 - Influencing other public sector organisations and partnership working
 - Raising environmental awareness of LCC staff and residents of Leeds.
- **Strategic Asset Management – All Council owned land and buildings** (SAM – Energy Unit as part of Asset Management Strategy Unit):
 - Develop the Carbon & Water Management Plan for all operational Council buildings, fleet transport, street lighting & business travel operations for comprehensive planning purposes;
 - Monitoring and reporting on the level of all energy / water consumption and carbon emissions arising from activities within Council owned buildings for energy and water management, NI185 carbon reduction and the Carbon Reduction Commitment;
 - Procurement of corporate energy contracts;
 - Lead on major property review / rationalisation in consultation with Services and Corporate Property Management
 - Initiation and prioritisation of major carbon and water reduction and renewable energy initiatives for LCC buildings or on LCC land;
 - Provision of strategic guidance for carbon reduction projects, including use of Salix, Local Authority Energy Fund (LAEF) or other funding mechanisms;
 - Procurement of Display Energy Certificates (DECs) for all LCC buildings (over 1,000sm), inc. schools;
 - Promotion of sustainable design and procurement for new build and refurbishment schemes
- **Corporate Property Management – Corporate buildings** (CPM)

- Review of corporate properties / rationalisation in consultation with SAM and Services;
- Implementation of energy and water efficiency schemes for corporate buildings as part of planned maintenance and refurbishment;
- Development of business cases for Salix or other funding on corporate buildings where appropriate, and management of the Salix Funded projects;
- Responsibility for carbon, energy and water accounting for multi-use 'civic buildings' as part of facilities management (otherwise Services are responsible for their own energy consumption);
- Chairs Carbon & Water Management group (formerly known as NI185 Strategy Group)
- **Commercial Services - Fleet transport**
 - Commercial vehicle procurement
 - Fuel consumption
 - Route planning
 - Exploration of alternate fuels
- **Highways**
 - Street lighting and illuminated signs
 - Travel policy and data in respect of council business travel
 - Flood prevention / attenuation in respect of council assets
- **All Council Services**
 - Responsibility for energy and water consumption in single-service buildings
- **Children's Services / Education Leeds – School estate**
 - Schools review / replacement / closures;
 - Zero carbon target for DfE investment in new build / major refurbishment of schools;
 - Promotion of sustainability issues / environmental awareness in schools through staff awareness and curriculum development.
- **Schools – Governing Bodies**
 - Funding and implementation of school energy and water efficiency schemes as part of planned maintenance or refurbishment from delegated budgets
 - Responsibility for water and energy consumption
 - Potentially, responsible for carbon emissions
- **Corporate Finance**
 - Overall allocation of council budgets, including carbon, water and energy;
 - Corporate energy efficiency investment budget;
 - Unsupported borrowing;
 - Salix and LAEF borrowing;
 - Lead on carbon trading and governance as part of Carbon Reduction Commitment (Energy Efficiency Scheme)

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