



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 9th January, 2013 at 1.00 pm

Councillors

K Wakefield (Chair) A Carter
J Blake
M Dobson
P Gruen
R Lewis
L Mulherin
A Ogilvie
L Yeadon

MEMBERSHIP

S Golton

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 Head of Governance Services 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			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY AND OTHER INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-18 of the Members' Code of Conduct. Also to declare any other significant interests which the Member wishes to declare in the public interest, in accordance with paragraphs 19-20 of the Members' Code of Conduct.</p>	
5			<p>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 12th December 2012</p> <p><u>RESOURCES AND CORPORATE FUNCTIONS</u></p>	1 - 16
6 K			<p>MONTHLY FINANCIAL HEALTH REPORT - MONTH 8</p> <p>To consider the report of the Director of Resources setting out the Council's projected financial health position for 2012/13 after eight months of the financial year</p>	17 - 40

Item No K=Key Decision	Ward	Item Not Open		Page No
7			<p>LEEDS CITY REGION BUSINESS RATES POOL - UPDATE</p> <p>To consider the report of the Director of Resources regarding the progress made towards the establishment of the Leeds City Region Business Rates Pool following the release of details of the funding arrangements</p> <p><u>ENVIRONMENT</u></p>	41 - 56
8	Adel and Wharfedale		<p>PROPOSED IMPROVEMENTS TO GOLDEN ACRE PARK BAKERY CAFE</p> <p>To consider the report of the Director of Environment and Neighbourhoods outlining proposals to develop the café at Golden Acre Park with the addition of a conservatory and Changing Places toilet facility, in partnership with a business sponsor and Adult Social Care</p> <p><u>DEVELOPMENT & THE ECONOMY</u></p>	57 - 76
9 K	Cross Gates and Whinmoor; Harewood		<p>EAST LEEDS EXTENSION AND EAST LEEDS ORBITAL ROAD</p> <p>To consider the report of the Director of City Development on the emerging proposals for development of the East Leeds Extension and its relationship to the delivery of a new East Leeds Orbital Road and seeking consideration of the Council's approach to the infrastructure requirements for the proposals</p>	77 - 98

Item No K=Key Decision	Ward	Item Not Open		Page No
10			<p>NATURAL RESOURCES AND WASTE DEVELOPMENT PLAN DOCUMENT - INSPECTOR'S REPORT</p> <p>To consider the report of the Director of City Development on the Natural Resources and Waste Development Plan Document, including the Inspectors Report which, following independent examination of the Plan, concludes the document is "sound". The Board is requested to make a recommendation to full Council that the Plan be adopted</p>	99 - 180
11	Ardsley and Robin Hood; Armley; Beeston and Holbeck; Chapel Allerton; Hyde Park and Woodhouse; Killingbeck and Seacroft; Middleton Park; Temple Newsam	10.4(3) (Appendix 2 only)	<p>COUNCIL BROWNFIELD LAND PROGRAMME</p> <p>To consider the report of the Director of City Development setting out proposals for the Council to establish a Brownfield Land Programme in order to stimulate and encourage the development of new housing on Leeds City Council unallocated brownfield land</p> <p>Appendix 2 to this report is designated as exempt under the provisions of Access to Information Rule 10.4 (3)</p> <p><u>NEIGHBOURHOODS, PLANNING & SUPPORT SERVICES</u></p>	181 - 204
12			<p>REVIEW OF THE ALMO MANAGEMENT ARRANGEMENTS</p> <p>To consider the report of the Assistant Chief Executive (Customer Access and Performance) setting out the background to the review of housing management services in Leeds and presenting options for the future delivery of housing management in the city, prior to a wider consultation on the future direction</p>	205 - 234

Item No K=Key Decision	Ward	Item Not Open		Page No
13 K	Ardsley and Robin Hood; Armley; Beeston and Holbeck; Bramley and Stanningley; Burmantofts and Richmond Hill; City and Hunslet; Farnley and Wortley; Gipton and Harehills; Middleton Park; Morley South; Pudsey		<p>DEVELOPMENT OF NEW COUNCIL HOUSES</p> <p>To consider the joint report of the Directors of City Development and Environment & Neighbourhoods on the progress made towards the delivery of new Council homes to be delivered over the next three years utilising Housing Revenue Account (HRA) resources. Details of the site selection and property type are included and approval is sought in order to progress the proposals to the next stage of the scheme</p> <p><u>CHILDREN'S SERVICES</u></p>	235 - 254
14	Roundhay		<p>RESPONSE TO DEPUTATION - ALLERTON FIELDS</p> <p>To consider the report of the Director of City Development which responds to the Deputation brought to the full meeting of Council on 12th September 2012 by the "Friends of Allerton Grange" group in respect of the Allerton Fields site, setting out proposals to transfer the site from Children's Services to the Environment and Neighbourhoods Directorate and outlining the ongoing discussions between the Directorates regarding the ownership and maintenance of the site</p>	255 - 264
15			<p>EXPRESSION OF INTEREST - UNIVERSITY TECHNICAL COLLEGE FOR LEEDS</p> <p>To consider the report of the Director of Children's Services on proposals to submit an Expression of Interest to the Department for Education for the establishment of a University Technical College for Leeds with Leeds City Council being one of the main partners in this new Academy</p>	265 - 298

Item No K=Key Decision	Ward	Item Not Open		Page No
16	Moortown; Roundhay		<p>THE DEVELOPMENT OF ALL-THROUGH SCHOOLS AT CARR MANOR AND ROUNDHAY - LESSONS LEARNED</p> <p>To consider the report of the Director of Children's Services advising the Board of the lessons learned following the report taken to Scrutiny Board (Childrens and Families) on 27th September 2012 in respect of the all-through school developments at Carr Manor and Roundhay. The report sets out the history of the two Basic Need projects and details the recommendations of the Scrutiny Board</p> <p><u>ADULT SOCIAL CARE</u></p>	299 - 328
17			<p>DEMENTIA FRIENDLY CITIES</p> <p>To consider the report of the Director of Adult Social Services providing an overview of what is meant by the term "dementia-friendly" communities and advising the Board of the work undertaken so far in Leeds to develop a plan for a dementia-friendly Leeds</p>	329 - 336
18			<p>REFORM OF ADULT SOCIAL CARE AND SUPPORT</p> <p>To consider the report of the Director of Adult Social Services providing a summary of the Government's plans for the development of social care and support in England and setting out a summary of the current position in Leeds in respect of the proposals</p>	337 - 352

EXECUTIVE BOARD

WEDNESDAY, 12TH DECEMBER, 2012

PRESENT: Councillor K Wakefield in the Chair

Councillors J Blake, A Carter, M Dobson,
S Golton, P Gruen, R Lewis, L Mulherin,
A Ogilvie and L Yeadon

122 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That the public be excluded from the meeting during the 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) Appendix 3 to the report referred to in Minute No. 130 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the information contained within the Appendix relates to the proposed share of procurement costs between Leeds City Region (LCR) partner local authorities. It is in the public interest not to disclose this information at this stage as sensitive negotiations are taking place with all LCR partner authorities and disclosing information that relates to the financial or business affairs of other local authorities, at a time when all authorities face budget pressures, could have a negative impact upon such negotiations.
- (b) Appendix 2 to the report referred to in Minute No. 132 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the information within the Appendix contains details relating to the financial or business affairs of any particular person (including the authority holding that information), which if disclosed to the public would, or would be likely to prejudice the commercial interests of that person or of the Council.

123 Declaration of Disclosable Pecuniary and Other Interests

There were no interests declared at this stage of the meeting, however, an interest was declared later in the meeting (Minute No. 129 refers).

124 Minutes

RESOLVED – That the minutes of the previous meeting held on 7th November 2012 be approved as a correct record.

HEALTH AND WELLBEING

125 Health and Wellbeing of People Living in Hyde Park and the Need for Local Schools and Community to Access Decent Sports Facilities

The Director of Public Health submitted a report outlining the key issues impacting upon the health and wellbeing of the residents of the Hyde Park area in respect of the role of the Council as the lead organisation to improve health and reduce health inequalities locally. In addition, the report highlighted how the availability of the green space provided by Victoria Road playing fields was central when considering the needs of the community. The submitted report was in response to the issues raised by the deputation presented to Council on 12th September 2012 by the Hyde Park Olympic Legacy Committee.

RESOLVED – That following receipt of concerns which related to the submitted report, the consideration of this matter be deferred to a future Executive Board meeting, in order to enable further work to be undertaken to address such concerns.

RESOURCES AND CORPORATE FUNCTIONS

126 Strategic and Financial Plan 2013/14 to 2016/17 including Initial Budget Proposals 2013/14

The Director of Resources submitted a report presenting the Council's initial budget proposals for 2013/2014. Such proposals were within the context of developing a longer term financial plan for the Council, as the report also set out how resources would be aligned to the Council's "Best Council" ambitions for the 4 year period up to 2016/2017.

Members highlighted the difficult decisions which would need to be taken in order to achieve the proposed budget, and emphasised the constructive and collective approach which needed to continue in order to address those issues that the current financial situation posed.

Emphasis was placed upon the need for the consultation exercise which accompanied the budget setting process to be genuine, with the outcomes from it being reflected within the final proposals wherever possible. Following a Member's enquiry, the Board received clarification on the Council's expected levels of funding which would be received from Government for 2013/14.

In conclusion, the Chief Executive highlighted the value of the consultation exercise which would continue in respect of the budget proposals, and formally thanked all Council employees for their continued efforts during the current challenging climate.

RESOLVED – That the contents of the submitted report be agreed as the initial budget proposals, and that approval be given to the proposals being submitted to Scrutiny for consideration and also for the proposals to be used as a basis for wider consultation with stakeholders.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton required it to be recorded that they both abstained from voting on the decisions taken above)

(The matters referred to within this minute were not eligible for Call In, as decisions regarding the Council's budget were ultimately reserved to Council)

127 Financial Health Monitoring 2012/2013 - Month 7 Report

The Director of Resources submitted a report presenting the Council's projected financial health position for 2012/2013 after seven months of the financial year.

RESOLVED – That the projected financial position of the authority after seven months of the financial year be noted.

128 2012/2013 Quarter 2 Performance Report

The Assistant Chief Executive (Customer Access and Performance) submitted a report presenting a summary of the quarter one and two performance data for 2012/2013, and which provided an update upon the progress made in delivering the Council Business Plan 2011-15 and City Priority Plan 2011-15. In addition, the report highlighted the Council's key performance issues.

Responding to a Member's enquiry, the Board received an update on the current protocol regarding the Children's Services Ofsted inspection procedure.

RESOLVED –

(a) That the progress made in delivering the Council's priorities, as well as the ongoing performance issues identified within the submitted report be noted.

(b) That the current target for percentage of service users and carers with control over their own care budget be amended to 70%, in line with the revised national target.

(c) That the target for library usage be revised to 2,800,000, in line with national and core city trends.

129 Consultation Outcomes on Local Council Tax Support Scheme

Further to Minute No. 72, 5th September 2012, the Director of Resources submitted a report inviting the Board to make a recommendation to Council regarding the formal adoption of a Local Council Tax Support Scheme by 31st January 2013. The report provided a range of scheme options which reflected both the feedback received from the consultation undertaken and also the budget position facing the Council.

RESOLVED –

- (a) That the information contained within the submitted report be noted, and that Council be recommended to adopt a local Council Tax Support scheme that:
- Protects vulnerable groups, as set out within paragraphs 3.6 a) and b) of the submitted report;
 - Continues the current local scheme of disregarding in full Armed Forces Compensation Payments;
 - Provides additional funding to cover the cost of protecting these vulnerable groups; and
 - Reduces support for the remaining working age customers by a set percentage (currently estimated between 17% and 19%) for the remaining working age customers with the intention of containing overall scheme spend so that it does not exceed Government funding plus the additional funding for protected groups.
- (b) That the report to Full Council be updated with a final figure for the percentage reduction for non-protected working age customers that reflects the Government Funding decision following the Autumn Statement and Local Government Settlement announcement in December 2012.
- (c) That the report to Full Council be updated with the outcome of the consultation on the Second Adult Rebate scheme.

(Councillor A Carter declared an Other Significant Interest in respect of this matter, due to the fact that his step daughter was in receipt of Council Tax Benefit)

ENVIRONMENT

130 Green Deal - Leeds City Region Project

The Director of Environment and Neighbourhoods submitted a report providing an update on the Leeds City Region (LCR) Business Case for the long term delivery of the Green Deal, for which Leeds City Council had acted as the anchor authority. In addition, the report recommended the authorisation of expenditure to procure a framework of Green Leeds providers and also to create a local Green Deal loan fund.

Responding to a Member's suggestion on the potential for the scheme's set up costs to be factored into the financial model, which could enable the initiative to become cost neutral to the Council, officers advised that although a final decision on this matter was yet to be taken, it was confirmed that factoring in such costs may make the scheme less competitive.

Members highlighted the proposed 7.5% interest rate on the associated loan to householders, and requested that further work was undertaken around this matter, in order to ascertain whether there were any alternative options available, with such information being submitted to the Board in due course.

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

RESOLVED –

- (a) That the LCR Business Case, be endorsed.
- (b) That the use of the LCR Investment Fund be promoted in order to provide the initial circa £1,750,000 of revenue expenditure required to procure a Green Deal partner and subsequently to provide up to circa £59,000,000 of capital investment for loans.
- (c) That if the LCR Investment Fund is not available for either the revenue or capital requirements, then assurance be provided that Leeds City Council will contribute a share of the investment needed, subject to other participating authorities also committing a share of the investment. With this matter being clarified in the further Executive Board reports, in line with resolution (g) below.
- (d) That approval be given for Leeds to continue to be the anchor authority for the forthcoming procurement.
- (e) That approval be given to Leeds committing a minimum of 6,000 homes to the procurement exercise, subject to other LCR authorities committing a further 6,000 properties.
- (f) That other LCR authorities be encouraged to sign a Memorandum of Understanding, committing them to this collective approach.
- (g) That a further report be submitted to the Board in late spring 2013, which will update Executive Board on learning from the Green Deal Demonstrator, detail the progress made on the LCR Investment Fund, provide information on the progress made with the sign up of LCR authorities to a joint procurement and the establishment of a detailed and fully costed procurement timetable, whilst also considering any potential alternatives in respect of the proposed 7.5% interest rate on the associated loan to householders.

131 Bulk Fuel Purchasing

The Director of Environment and Neighbourhoods submitted a report setting out the response to recommendation 20 of the recent Inquiry undertaken by Scrutiny Board (Safer and Stronger Communities) into Fuel Poverty. The recommendation suggested that the Director of Environment and Neighbourhoods should take a lead on undertaking a cost-benefit and risk analysis for the Council to bulk purchase domestic heat fuel for householders. In addition, the report provided an update on the proposed bulk fuel purchasing grant submission that had been submitted to the Department of Energy and Climate Change (DECC), in partnership with CO2 Sense.

The Executive Member for Environment thanked the Scrutiny Board (Safer and Stronger Communities) for all of the work which it had undertaken on this issue.

RESOLVED – That the funding application which has been submitted to DECC to deliver a bulk fuel purchasing scheme for Leeds be supported.

132 Design & Cost Report for the Improvement and Development of Visitor Services at The Arnold and Marjorie Ziff Tropical World in Roundhay Park

The Director of Environment and Neighbourhoods submitted a report setting out the progress made in respect of the development of plans to enhance and improve the Arnold and Marjorie Ziff Tropical World in Roundhay Park. In addition, the report detailed proposals to phase the works, set out a programme for implementation of the proposals and sought approval for the injection of further money into the Capital Programme, which would be funded via prudential borrowing.

The Board thanked the Ziff family for their continued and valued contribution towards the artistic and cultural development of the city.

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

RESOLVED –

- (a) That approval be given to the following improvements at Tropical World:
- Development of a new entrance space and bespoke education / children's zone.
 - Provision of the new crocodile enclosure.
 - Construction of café extension.
 - Development of the new aquarium.
 - Enhancement of the nocturnal zone.
 - New interpretation and educational information.
 - New toilet and baby changing facilities.
- (b) That the positive feedback received from the consultation process be noted, along with the endorsement it provides for the proposals included within the submitted report.
- (c) That the increase in the provisional cost estimate for this scheme be noted, and that approval be given to the injection of a further £120,000 into capital scheme 16504 000 000.
- (d) That the proposals to split the capital project into two distinct phases, in order to facilitate the commencement of capital improvements in the 2012/13 financial year be supported, and that the necessary authority required to spend £60,000 against capital scheme 16504 000 000 in the 2012/13 financial year, be approved.

- (e) That a subsequent Design and Cost Report be submitted to Executive Board upon the completion of the detailed design work associated with phase 2 of this scheme for further comment and approval.

133 Queen Elizabeth II Fields Scheme

The Director of Environment and Neighbourhoods submitted a report providing information on the Queen Elizabeth II Fields Scheme, the principal objectives of it and the associated nomination process. In addition, the report detailed the opportunities within the Parks and Countryside service to develop volunteering, highlighted the positive impacts of such volunteering and detailed the growth in corporate volunteering facilitated by the service. The report also sought approval to submit nominations for a selection of sites vested within Leeds City Council for inclusion within the Queen Elizabeth II Fields Scheme.

A request was made that consideration be given to the utilisation of the LDF Core Strategy as a means of ensuring that all playing fields held by the Council were designated as having a similar protected status. In addition, responding to a Member's enquiry regarding the proposed boundaries for the West Park playing fields application, officers undertook to look into the matter as to whether the boundaries could be extended to incorporate the greenspace immediately next to the centre.

RESOLVED - That the content of the submitted report be noted, and that the nomination of the selected sites for inclusion within the Queen Elizabeth II Fields Trust Scheme be approved, subject to the outcomes of the further consideration to be given to the West Park application, as discussed during the meeting.

(The matters referred to within this minute were not eligible for Call In, as the deadline for nominations to the Queen Elizabeth II Fields Trust scheme was the 31st December 2012. Therefore, the decision relating to this matter was considered to be urgent, as any delay would seriously prejudice the Council's ability to successfully nominate the sites)

134 Ash Dieback (Chalara Fraxinea)

The Director of Environment and Neighbourhoods submitted a report outlining the background to Ash Dieback (Chalara Fraxinea) and highlighted the potential impact of the spread of the disease in Leeds.

Responding to a Member's specific enquiries, the Board received an update on the current situation of the trees at Water Haigh Park and also in respect of the potential to sell the wood from infected trees as firewood.

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

DEVELOPMENT AND THE ECONOMY

135 Response to Deputation from Burley Park Residents to Preserve Yorkshire Paving Stones

The Director of City Development submitted a report responding to the deputation presented to Council on 12th September 2012 from Burley Park Residents regarding the preservation of Yorkstone paving in highways. In addition, the report considered similar concerns to those of the Burley Park Residents' Group which had been received in relation to other areas of the city.

Prior to the meeting, Board Members had received copies of correspondence which had been submitted by local residents in respect of this issue for their consideration.

Responding to the issues raised by the deputation and the contents of the submitted report, Members emphasised the value of such matters being resolved at a local level, whilst also highlighting the importance of effective consultation together with Ward Member engagement.

RESOLVED -

- (a) That the contents of the submitted report be noted.
- (b) That the concerns of residents be acknowledged.
- (c) That additional resident engagement be undertaken on the remaining 2012/13 planned maintenance schemes which contain stone products and that the progress of those schemes be delayed until such engagement has concluded.
- (d) That greater Elected Member and resident engagement be undertaken in a timely fashion at the planning stage and prior to the commencement of works on streets outside of conservation areas which contain stone products. This will be before any planned maintenance is undertaken.
- (e) That an appropriate accounting mechanism be established for the reclamation and re-use of natural stone highway materials which are removed and/or replaced within the highway.

NEIGHBOURHOODS, PLANNING AND SUPPORT SERVICES

136 Tenancy Strategy for Leeds 2013 - 2015

Further to Minute No. 13, 20th June 2012, the Director of Environment and Neighbourhoods submitted a report providing an update on the consultation undertaken on the draft Tenancy Strategy and how responses to the consultation had been taken into account in developing a final version of the Tenancy Strategy, which was presented for the purposes of formal approval.

In introducing the report, the Executive Member for Neighbourhoods, Planning and Support Services advised that it was intended for a report to be submitted

Draft minutes to be approved at the meeting
to be held on Wednesday, 9th January, 2013

to a future Board meeting regarding the Council's use of the private rented sector.

The Director of Environment and Neighbourhoods highlighted a minor amendment proposed to be made to the Strategy document, namely that, in paragraph 8, the minimum length of a private rented tenancy should read 24 months, rather than 12.

RESOLVED –

- (a) That the outcome of the consultation exercise undertaken on the draft Tenancy Strategy be noted.
- (b) That the Tenancy Strategy, as appended to the submitted report, be approved subject to the inclusion of the minor amendment to paragraph 8, as detailed above.

137 Lettings Policy Review 2012/2013 - Approval to Commence Consultation

Further to Minute No. 13, 20th June 2012, the Director of Environment and Neighbourhoods submitted a report setting out proposed changes to the Council's Lettings Policy, as required by the Localism Act 2011 and outlining proposals which would enable the Council to assist social housing tenants affected by forthcoming Welfare Reform changes. In addition, the report provided an update on the interim measures being taken within the scope of the current Lettings Policy to support tenants affected by Welfare Reform and to mitigate, as far as possible, the impact upon tenants and the Council. The report also detailed the timescales for the implementation of a new Policy and sought approval for the proposed consultation process.

In discussing the report, the Board considered the current 25% 'Date of Registration' quota, a Member placed specific emphasis upon the need for housing stock to be managed in a localised manner and a suggestion was made that further work was undertaken in respect of the housing waiting list, in order to identify those with a genuine need.

In conclusion, it was noted that the comments made during the consideration of the report would be fed into the associated consultation process and the Board thanked the Housing Support Team for their ongoing work in this field.

RESOLVED –

- (a) That the contents of the submitted report, together with the actions being taken to support tenants affected by the changes to housing benefit, be noted.
- (b) That an Equality Impact Assessment be undertaken on the potential impact of the proposed letting policy changes.
- (c) That the proposals contained within the submitted report be consulted upon, with a view to a revised Lettings Policy being prepared by March 2013. (Following the resolution of Council in November 2012, a cross party

working group will be established to oversee and inform the consultation process).

- (d) That the Director of Environment and Neighbourhoods prepare a report for the March 2013 Executive Board setting out the results of the consultation exercise, detailing an equality impact assessment and seeking approval for the implementation of the revised Lettings Policy.

138 Police Reform and Social Responsibility Act 2011 - Election Results and Update

The Director of Environment and Neighbourhoods submitted a report providing information on the results from the recent West Yorkshire Police and Crime Commissioner elections, which included details of the winning candidate's key pledges. In addition, the report highlighted the ongoing work which was being undertaken to prepare the city for potential changes to local partnership, scrutiny and commissioning arrangements.

Members discussed the scrutiny function which would operate as part of the new arrangements.

RESOLVED –

- (a) That the contents of the submitted report be noted.
- (b) That further updates be provided to the Board, as and when appropriate, on the implications to Leeds arising from the appointment of Mr. Mark Burns-Williamson as the West Yorkshire Police and Crime Commissioner.

139 Review of Area Working Findings and Recommendations

The Assistant Chief Executive (Customer Access and Performance) submitted a report setting out the key issues arising from the review of area working arrangements which had been undertaken, having regard to the agreed aspirations set out in the locality working design principles and the emerging 'Best City' and 'Best Council' ambitions. In conclusion, the report sought approval to a number of recommendations which would further develop and embed locality working in Leeds.

Members highlighted the potential role for Town and Parish Councils with respect to localised decision making, considered issues regarding the optimum number of Wards which an Area Committee should cover and emphasised the importance for those services which were delegated to be genuinely delivered locally. In addition, the Board highlighted the importance of ensuring that the correct balance was struck between the formalities around the Committees' decision making processes, whilst also ensuring that the Committees were flexible enough to prioritise and respond to local issues in a timely manner.

RESOLVED –

- (a) That the commitment and ambition to drive forward a step change in locality working with the role of Area Committees being key to ensuring

more locally responsive and accountable services, be endorsed and supported.

- (b) That the development of more locally responsive and accountable services generally be endorsed and supported and that priority action in the following areas be agreed, with further reports being prepared on how these services can be more locally focused or delegated:
- Youth services
 - Neighbourhood planning
 - Employment and skills
 - Local parks and green space
 - Local highways maintenance
- (c) That the principle of Area Committee Members taking an "Area Lead" approach on a specific area of Council policy or business, to provide Area Committee based leadership on key issues, be supported.
- (d) That the Board further supports the Area Lead working closely with the relevant Executive portfolio holder and the relevant Director on issues to better align city wide and local policy making, share best practice and help embed the locality working design principles.
- (e) That a detailed proposal for the introduction of the Area Lead role be prepared for agreement and implementation in the new municipal year.
- (f) That partnership structures be mapped in each of the three administrative areas with roles, responsibilities and links documented, discussed and agreed with Area Committees and area leadership teams. With each Area Committee agreeing who represents them on each partnership body.
- (g) That the proposal for Area Committees to forge links and develop good working relationships with the new Clinical Commissioning Groups (CCGs) to exploit opportunities for collaboration within the health and wellbeing agenda, be supported.
- (h) That Member Management Committee be requested to review the mechanism for appointing Elected Members to Children's Services clusters.
- (i) That the outcome of the review of locality-based funding arrangements be noted, and that the Board commits to the continued allocation of the well-being grant as per existing arrangements (a ratio of 50:50 in terms of population and deprivation), with further thought being given to how new funding regimes can be locally provided/influenced as they come on-stream.
- (j) That the proposal to look at delegating more funding to local decision making in support of the developing council's budget strategy 2013-2017, be supported.

- (k) That the review's conclusion, that no changes are necessary to the Area Committee boundaries at this time, be noted.
- (l) That the concerns expressed regarding the Inner West Area Committee and it consisting of only two Wards be noted, and in order to help respond to the capacity issue, the Board requests that consideration be given to utilising the current option of co-optees to enhance the membership of the Area Committee.
- (m) That the issue of how Area Committees operate relative to officers attending; for what purpose and their general administration, be looked at further (e.g. agreeing agendas, papers and other similar issues) with new arrangements being developed and proposed in time for the new municipal year.
- (n) That a further report be prepared on options for improving locality based consultation and engagement activities.

CHILDREN'S SERVICES

140 School Funding 2013/2014

The Director of Children's Services submitted a report advising of the new arrangements for Schools Funding which were scheduled to come into effect from April 2013 and which sought approval for the introduction of a new simplified formula to fund Leeds schools, including Academies. In addition, the report outlined the decisions of the Schools Forum in respect of the de-delegation of services to schools and the provision of a growth fund intended to support those schools which had expanded due to increased admission limits. Finally, the report advised of the Schools Forum decision to support the continued funding of School based Children's Services Clusters at £5,200,000 per year over the next three years.

Responding to a Member's specific enquiry regarding changes to the funding arrangements for split site schools, officers undertook to provide the Member in question with further information on this issue outside of the meeting.

Having discussed matters relating to Children's Services clusters, Members highlighted the vital role played by Elected Member representation on each cluster.

RESOLVED -

- (a) That the decisions of the Schools Forum regarding the de-delegation of newly delegated services, and the wish to establish a growth fund, be noted.
- (b) That the decision of the Schools Forum to support the continued funding for Children's Services Clusters from the Dedicated Schools Grant at £5,200,000 per year over the next three years, be noted.

- (c) That the simplified funding formula, as approved by the Schools Forum on 25th October 2012, be approved.

141 Basic Need Programme 2014 - Outcome of consultation on proposals for expansion of primary provision in 2014

Further to Minute No. 42, 18th July 2012, the Director of Children's Services submitted a report providing details of the outcome of the public consultation exercise undertaken on proposals regarding the expansion of primary school provision across the city and which made a series of recommendations regarding the next steps for each of the proposals.

In presenting the report, the Executive Member for Children's Services confirmed that any proposals regarding Tranmere Park Primary School had been put on hold, in order to enable further work to be carried out on this matter, prior to it being submitted to Executive Board for formal consideration.

Members highlighted the scale of the challenge which faced the Council in respect to its statutory requirements around school place provision. In response, it was confirmed that this report was one of a number aimed at tackling the issue which would be submitted to the Board in due course, whilst Members were also reassured that an all party working group had been tasked with considering matters in respect of basic need requirements, and that this together with the multi-directorate approach now being taken, looked to ensure that all wider implications arising from this issue were being addressed.

In conclusion, Members highlighted the need to ensure that developers made appropriate contributions towards the provision of schools and the need for Elected Members to be fully briefed on such matters.

RESOLVED –

- (a) That the publication of a statutory notice for the expansion of Little London Primary School from 210 to 630 pupils be approved.
- (b) That the publication of a statutory notice for the expansion of Rufford Park Primary School from 210 to 315 pupils be approved.
- (c) That the publication of a statutory notice for the expansion of Sharp Lane Primary School from 420 to 630 pupils be approved.
- (d) That further work be undertaken in relation to the proposal to expand Tranmere Park Primary School, prior to further consideration by Executive Board.

LEISURE AND SKILLS

142 Delivering the City Deal on Skills

Further to Minute No. 43, 18th July 2012, the Director of City Development and the Director of Children's Services submitted a joint report providing an update upon the activity being undertaken by the Council to deliver the Skills

element of the City Deal. Specifically, the report provided details of the work undertaken to deliver three key elements, namely, the Leeds Apprenticeship Training Agency, the Apprenticeship Hub and the Devolved Youth Contract.

Responding to enquiries regarding a challenge which Members had been set aimed at encouraging Small and Mediums Enterprises (SME's) in their Ward to engage with apprenticeships, the Board was provided with an update on the actions being taken to raise SMEs' awareness of the initiatives in place to make apprenticeships more accessible. Emphasis was also placed upon the ways in which Elected Members could raise the profile of apprenticeships via their other roles, such school governorships.

With regard to the statistics within the submitted report around the number of young people across the city in receipt of unemployment benefits and those categorised as Not in Education, Employment or Training (NEET), officers undertook to ensure that Board Members were provided with the latest figures at the earliest opportunity.

RESOLVED –

- (a) That the progress on implementing the current activity under the Skills element of the City Deal, be noted.
- (b) That the programme of activity developed through the Apprenticeship Training Agency and the Apprenticeship Hub to increase the number of apprenticeship opportunities, be supported.
- (c) That the programme of activity developed to support young people re-engage with education, employment and training through the devolved Youth Contract, be supported.
- (d) That in principle support be given to seeking further freedoms and flexibilities and resources to facilitate the development of local skills programmes to aid the implementation of the Leeds Growth Strategy in the context of the emerging Leeds City Region Skills Plan.

ADULT SOCIAL CARE

143 Design and Cost Report for the Replacement of Rothwell Fulfilling Lives Building

Further to Minute No. 65, 7th September 2012, the Director of Adult Social Services submitted a report seeking authority to commit expenditure to fund the rebuilding of the Rothwell Fulfilling Lives Centre (West building) on Holmsley Lane, Woodlesford.

The Board welcomed the proposals detailed within the submitted report, whilst the Executive Member for Adult Social Care thanked all officers who had been involved in the development of this project.

RESOLVED –

- (a) That the progress being made city wide on the modernisation of day services for adults with learning disabilities and the positive feedback being received from customers and their carers, be noted.
- (b) That the plan to replace the existing Rothwell Fulfilling Lives (West) with a new build facility on the same site, rather than refurbishing the existing building as had been originally planned, be noted.
- (c) That the authority to spend a total of £2,025,000 for this development, be approved.

144 Better Lives Explained - Leeds Local Account of Adult Social Care 2012/13

Further to Minute No. 195, 10th February 2012, the Director of Adult Social Services submitted a report which introduced the Leeds Local Account of Adult Social Care Services for its citizens. In addition, the report highlighted the requirement for Local Authorities to produce a Local Account and provided an explanation of the new responsibilities placed upon Councils, and the Local Account's contribution towards enhancing local accountability to the public and as a tool to support sector led service improvement. Finally, the report offered a highlighted summary of the main areas of achievement for Adult Social Care and indicated some areas of service identified within the Leeds Local Account as requiring further development to sustain or improve performance.

The Board welcomed the content of Leeds' Local Account for 2012/2013, whilst the Executive Member for Adult Social Care thanked all officers who had made a contribution towards it.

RESOLVED –

- (a) That the contents of the Local Account for Leeds, entitled "Better Lives Explained", as appended to the submitted report, be noted.
- (b) That the Local Account for Leeds be referred to the Scrutiny Board (Health and Wellbeing and Adult Social Care) for the Board's oversight of performance.

DATE OF PUBLICATION: 14TH DECEMBER 2012

LAST DATE FOR CALL IN OF ELIGIBLE DECISIONS: 21ST DECEMBER 2012 (5.00P.M.)

(Scrutiny Support will notify Directors of any items called in by 12.00 p.m. on 2nd January 2013)

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Report of the Director of Resources

Report to Executive Board

Date: 9th January 2013

Subject: Financial Health Monitoring 2012/13 – Month 8 report

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to inform members of the financial health of the authority after eight months of the financial year in respect of the revenue budget and the housing revenue account.
2. Action is taking place across all areas of the Council to ensure that the budget is delivered and it is clear that significant savings are being delivered in line with the budget, but nevertheless at this stage of the financial year an overall overspend of £1.1m is projected which is slightly less than the figure reported at month 7. Detailed directorate reports are included at Appendix 1.
3. Members are asked to note the projected financial position of the authority after eight months of the financial year together with the impact on reserves should directorate spending not be maintained within approved estimates.
4. At month 8 the HRA is projecting a surplus of £0.4m.

Recommendations

5. Members are asked to note the projected financial position of the authority after eight months of the financial year 2012/13.

1. Purpose of this report

- 1.1 This report sets out for the Board the Council's projected financial health position for 2012/13 after eight months of the financial year.
- 1.2 Budget Monitoring is a continuous process throughout the year, and this report reviews the position of the budget after eight months and comments on the key issues impacting on the overall achievement of the budget for the current year.

2. Main Issues

- 2.1 After eight months of the financial year an overspend of £1.1m is projected, as detailed in Table 1 below.

Table 1

		(Under) / Over Spend for the current period					Previous Month (Under) / Overspend
Directorate	Director	Staffing £000	Other Spend	Total Expenditure £000	Income £000	Total Under /Overspend £000	£000
Adult Social Care	Sandie Keene	(339)	1,538	1,199	(1,157)	42	2
Children's Services	Nigel Richardson	(2,580)	(229)	(2,809)	2,698	(111)	(69)
City Development	Martin Farrington	28	1,131	1,159	129	1,288	1,270
Environment & Neighbourhoods	Neil Evans	(172)	1,248	1,076	(168)	908	903
Resources excluding Commercial Services		(720)	921	201	(862)	(660)	(541)
Commercial Services		445	1,724	2,168	(1,718)	450	350
Resources	Alan Gay	(275)	2,645	2,370	(2,580)	(210)	(191)
Legal Services	Catherine Witham	(145)	36	(109)	109	(0)	(1)
Customer Access and Performance	James Rogers	9	1	10	(13)	(3)	(1)
Total		(3,474)	6,369	2,895	(981)	1,914	1,913
Corporate issues							
Debt						(800)	(700)
Total						1,114	1,213

- 2.2 Full details of directorate variations and proposed actions to help achieve a balanced budget are attached at Appendix 1.
- 2.3 There is little change from the directorate position reported at month seven and there are no new issues arising. The projected underspend on debt financing costs is £800k compared to £700k reported last month.
- 2.4 It should be noted that the delivery in full of all budgeted savings and income targets does still carry a degree of risk and directorates have been reminded of the need to achieve a balanced budget at the year end.

3. Corporate Considerations

3.1 Consultation and Engagement

3.1.1 This is a factual report and is not subject to consultation

3.2 Equality and Diversity / Cohesion and Integration

3.2.1 The Council's revenue budget for 2012/13 was subject to Equality Impact Assessments where appropriate and these can be seen in the papers to Council on 22nd February 2012.

3.3 Council Policies and City Priorities

3.3.1 The 2012/13 budget targeted resources towards the Council's policies and priorities. This report comments on the financial performance against this budget.

3.4 Resources and Value for Money

3.4.1 This is a revenue financial report and as such all financial implications are detailed in the main body of the report.

3.5 Legal Implications, Access to Information and Call In

3.5.1 There are no legal implications arising from this report. In accordance with part 4 (f) of the Council's Constitution (Budget and Policy Framework Procedure Rules) Executive Board shall be entitled to vire across budget headings subject to value limits set out in the Financial Procedure Rules. There are no requests this month.

3.6 Risk Management

3.6.1 The Council has prepared and maintained a financial risk register for a number of years. The register details the risk and consequences, existing controls to mitigate against the risk, the value in monetary terms of the risk, review dates and progress towards managing the risk within existing resources. The register is prepared before the start of each financial year and is monitored on a regular basis. The scoring matrix is as follows:

Probability		Impact	
Score	Description	Score	Description
1	Rare	1	Insignificant £0-£499k
2	Unlikely	2	Minor £500-£999k
3	Possible	3	Moderate £1000-£1499k
4	Probable	4	Major £1500-£1999k
5	Almost Certain	5	Highly Significant Over £2m

Corporate Rating

P	I	Total Score	Corporate Rating
1	1	1	Low
1	2	2	Low
2	1	2	Low
3	1	3	Low
2	2	4	Low
4	1	4	Low
5	1	5	Low
1	3	3	Medium
2	3	6	Medium
3	2	6	Medium
4	2	8	Medium
5	2	10	Medium
2	4	8	High
1	4	4	High
1	5	5	High
2	5	10	High
3	3	9	High
3	4	12	High
4	3	12	High
5	3	15	High
3	5	15	Very High
4	4	16	Very High
4	5	20	Very High
5	4	20	Very High
5	5	25	Very High

3.6.2 The register shows that at month 8 there are still no very high risks, two high risks and no increasing risks, as follows:-

Risk	Key Budget Impacted	P	I	Rating
Capital receipts available to pay credit arrangements	Cross Cutting -All	2	5	High
Section 278: Risk that due to economic climate, receipts may not pick up.	Cross Cutting - All	2	4	High

4. Recommendations

4.1 Members of the Executive Board are asked to note the projected financial position of the authority after eight months of the financial year.

5 Background documents¹

5.1 There are no background documents relating to this report.

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

Appendix 1

Directorate			Adult Social Care												
			(Under) / Over Spend for the current period										Previous Month		
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	(Under) / Overspend £000
G	Access & Inclusion	Chief Officer Access and Inclusion	(1,009)	9	(44)	353	25	1,102	(1,089)	0	0	(653)	(174)	(827)	(693)
R	Strategic Commissioning	Deputy Director Strategic Commissioning	12	0	0	0	20	213	0	0	0	245	(52)	193	338
G	Resources	Chief Officer Resources & Strategy	(285)	70	100	0	(3)	0	0	0	0	(118)	(237)	(355)	(219)
R	Operational Services	Chief Officer Learning Disabilities	944	74	(285)	72	703	216	0	0	0	1,724	(694)	1,030	576
G	Total		(339)	154	(229)	425	745	1,531	(1,089)	0	0	1,199	(1,157)	42	2

ADULT SOCIAL CARE DIRECTORATE: 2012/13 BUDGET – PERIOD 8 REPORT

1.0 Introduction

This report sets out the financial position for the Adult Social Care directorate for Period 8.

2.0 Overall Summary

The Adult Social Care Directorate is projecting a balanced position overall at Period 8. The delivery in full of all budgeted savings continues to carry some risk and cannot yet be confirmed, but work is ongoing to achieve these as far as possible. In addition, the directorate continues to seek contingency savings so that the impact of any shortfall can be mitigated. As a result of these actions the overall risks associated with the 2012/13 projection have reduced in recent months.

3.0 Explanation of the Projection

The main variations are explained below:

- **Community Care Packages – £0.4m**
Work has progressed well on the review of residential and nursing placement fees. Although there will be some shortfall in the budgeted reduction in fees, placement numbers approved in 2012/13 have been in line with the budget. The budgeted growth in the number of people choosing to receive a cash payment to organise their services is not yet evident in the expenditure trends, but this is offset by higher than budgeted numbers of people using independent sector home care. There has been some slippage in delivery of the budgeted savings through reablement as some pathways into the service have taken longer than anticipated to become fully operational.
- **Transport – £0.6m**
There has been some increase in client journeys this year partly offset by procurement savings on private hire contacts. High cost transport packages are being reviewed and some reductions in the use of escorts have been identified, with further reviews ongoing. The achievement of some budgeted savings has not yet been confirmed and this is also under review to identify any further actions that need to be taken.
- **Income – (£1.0m)**
This mainly reflects the ongoing trend of higher income collection through the impact of the centralised billing team that became operational in 2011/12. In addition, although void levels in council residential homes remain high they have not risen by the extent anticipated within the budget thus leading to a higher level of income than anticipated.

Directorate Children's Services

			(Under) / Over Spend for the current period											Previous Month	
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	(Under) / Overspend £000
G	Partnership Dev & Business Support	Chief Officer of Partnership Development & Business Support	(303)	1	271	(13)	(8)	0	0	0	0	(52)	(3)	(55)	12
R	Learning, Skills & Universal Services	Deputy Director of Learning, Skills & Universal Services	(1,259)	19	329	(51)	296	(395)	(70)	0	0	(1,131)	1,191	60	9
G	Safeguarding, Targeted & Specialist Services	Deputy Director of Safeguarding, Targeted & Specialist Services	(343)	82	137	18	(431)	(1,388)	81	0	0	(1,844)	1,761	(83)	(179)
G	Strategy, Performance & Commissioning	Chief Officer of Strategy, Commissioning & Performance	(675)	0	294	2	470	0	127	0	0	218	(251)	(33)	89
G	Total		(2,580)	102	1,031	(44)	327	(1,783)	138	0	0	(2,809)	2,698	(111)	(69)

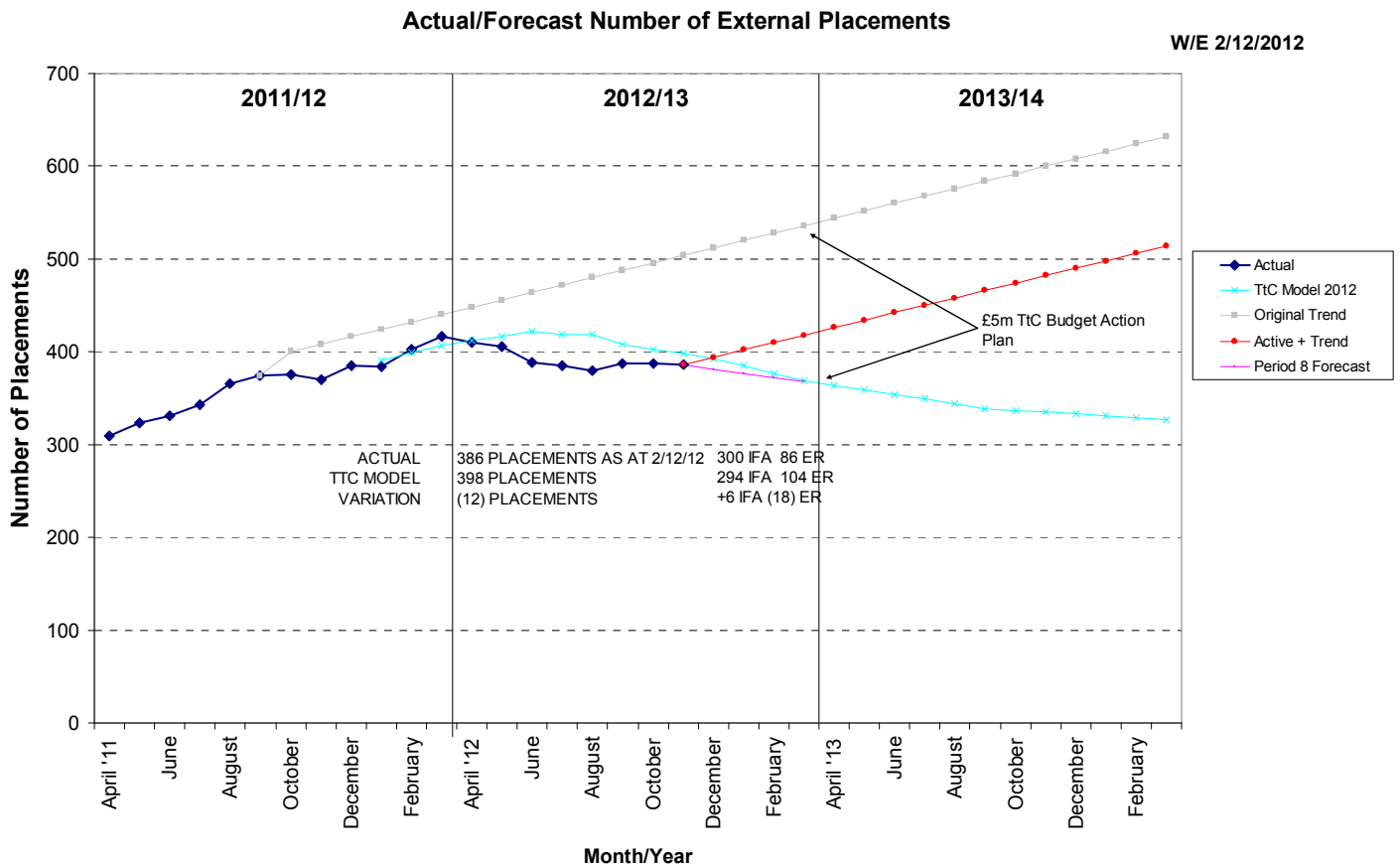
CHILDREN'S SERVICES: 2012/13 BUDGET – MONTH 8 REPORT

1. Overall Budget Position

1.1 As at month 8, the forecast outturn variation for the Children's Services Directorate is a projected underspend of £111k against the net managed budget of £132m. This represents a marginal improvement of £42k compared to the previous month 7 forecast.

2. Looked After Children

2.1 At the end of November 2012, there were 86 children & young people in externally provided residential placements and 300 children & young people in placements with Independent Fostering Agencies. These placement numbers continue to compare favourably against the 2012/13 Turning the Curve financial model with overall externally provided placement numbers being -12 [-18 residential and +6 fostering] less than that anticipated in the model. This reduced placement activity reflects the progress made to date and translates through to an end of year forecast underspend of £1.2m. This continues to represent a stable position compared to the previous projections and the graph below shows the trend and projections around externally provided placement numbers.



2.2 The forecast underspend on the externally provided placement numbers continues to be mitigated in part by a forecast overspend of £0.5m for the in-house fostering service [+£49k compared to month 7] which reflects the sustained in-house placement numbers as well as provision to increase the 0-4 allowances in line with the DfE recommended minimum rates. In addition, there are cost pressures across the budgets that support Care Leavers [£106k] and Direct Payments [£81k]. In addition, reflecting reduced placement activity, there is a forecast underspend of £400k across the secure welfare, secure remand and Family Assessment budgets

3. Staffing

3.1 Overall, the staffing budgets are forecast to underspend by £2.6m which is spread across the general fund, grant funded and central schools budgets. This includes a projected saving of £155k on the former Education Leeds pension costs. The forecast underspend on the £97m basic staffing budget is £8.3m which reflects the current number of staffing vacancies across the Directorate. At the end of November, the forecast spend on agency staffing was £7m, which represents a £5.3m overspend. The majority of the agency staff continue to be deployed in the social care fieldwork teams. The forecast spend on overtime is £1.43m which is £0.35m above the budget and due to the need to maintain 24/7 cover for vacancies and sickness across the residential settings.

4. Income

4.1 The £2.7m projected variation across the income budgets is due in the main to slippage on the Families First (Troubled Families) grant which reflects the part-year implementation in 2012/13 and the carry-forward of the attachment fees to 2013/14. This is in line with the spending plan for the programme and also the grant funding criteria. The forecast income from nursery fees is £4.4m which is £0.2m less than the budget, although this is offset by additional nursery education grant funding for targeted 2, 3 and 4 year old early learning/childcare places. There is a projected variation of £1.1m against the Central Schools budget which reflects underspends across the various centrally provided services.

Neil Warren
Head of Finance (Children's Services)
11th December 2012

Directorate City Development

Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport £000	(Under) / Over Spend for the current period					Total Expenditure £000	Income £000	Total Under /Overspend £000	Previous Month (Under) / Overspend £000
							Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000				
R	Planning and Sustainable Development	Chief Planning and Sustainable Development Officer	409	75	(85)	27	(37)	0	0	0	0	390	280	670	662
R	Economic Development	Chief Economic Development Officer	86	100	(137)	5	14	0	0	0	0	68	206	274	261
R	Asset Management	Chief Officer Asset Management	80	(111)	82	(13)	(176)	0	0	0	0	(138)	737	599	693
G	Highways and Transportation	Chief Officer Highways and Transportation	(169)	213	674	15	32	0	0	0	0	765	(1,048)	(283)	17
R	Libraries, Arts and Heritage	Chief Libraries, Arts and Heritage Officer	(221)	52	357	9	33	22	0	0	0	252	(3)	249	260
R	Recreation	Chief Officer Resources and Strategy	242	526	115	6	(46)	0	0	0	0	843	(115)	728	603
G	Resources and Strategy	Chief Officer Resources and Strategy	(198)	(200)	(180)	(2)	(18)	0	0	0	0	(597)	0	(597)	(890)
G	Regeneration Programmes	Chief Officer Asset Management	(150)	0	(7)	0	12	0	0	0	0	(145)	66	(78)	(85)
G	Employment and Skills	Chief Officer Employment and Skills	(51)	2	(233)	0	2	0	0	0	0	(280)	6	(274)	(251)
R	Total		28	657	586	48	(184)	22	0	0	0	1,159	129	1,288	1,270

CITY DEVELOPMENT DIRECTORATE: 2012/13 BUDGET – PERIOD 8 REPORT

1.0 Introduction

This report sets out the financial position for City Development Directorate for Period 8.

2.0 Overall Summary

The Period 8 position for City Development Directorate shows a projected overspend of £1.286m. This is an increase of £15k on the Period 7 position. Overall the Directorate position has not changed significantly although some of the planned savings previously shown under Resources and Strategy are now shown under individual services as specific actions have been agreed. Further savings are being discussed and will then be shown in service projections once agreed.

There is a risk that these savings are not fully delivered and also that additional budget pressures emerge. The Directorate will continue to review service spending plans to minimise the overspend.

3.0 Explanation of the Projected Overspend

The projected variances by service is shown below:

	£000s
Planning and Sustainable Development	670
Economic Development	273
Employment and Skills	(274)
Asset Management	600
Regeneration	(79)
Highways and Transportation	(283)
Libraries, Arts and Heritage	249
Sport and Active Recreation	728
Resources and Strategy	<u>(598)</u>
	1,286

In Asset Management the overspend is mainly because of a shortfall against the advertising income budget of over £500k. In Sport the main issue is an overspend on the energy budget of £497k and additional staffing costs of £242k arising from staff in managing workforce change following the service restructure with an end date in most cases of December 2012 and from the settlement of an outstanding job evaluation liability. In Planning and Sustainable Development the overspend is mostly on staffing.

As mentioned above, although a significant amount of work has now be carried out in all services to bring forward saving proposals, the projection does assume further savings will be identified and £0.5m of these anticipated savings are currently shown in Resources and Strategy. This has been reduced by £400k from Period 7.

The major projected variances are detailed below:

Major Projected Variances and savings Plan

£000s

Energy costs (Sport and Highways)	657
Advertising income shortfall	550
Markets income	100
Planning and Development income	279
Staffing	28
Other net variations	<u>272</u>
	1,886

Savings Plan:

Premises target savings	(200)
Supplies and services target savings	<u>(400)</u>

Total **1,286**

Income

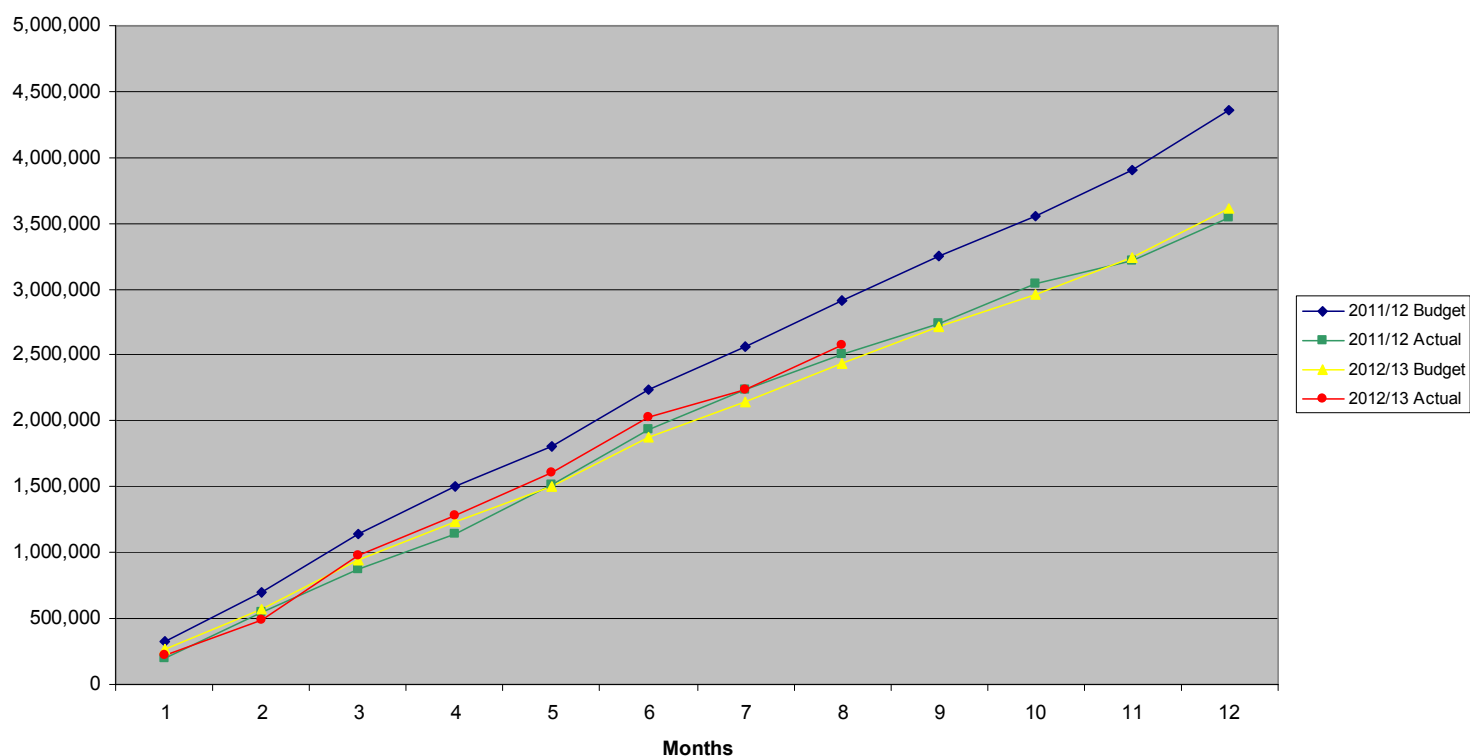
Overall, it is projected that income will be £0.13m below budget. The current position on income is largely due to shortfalls against the advertising income target, Planning and Development income and other income from charges such as Markets income, as detailed above. These income shortfalls are offset by additional income from rechargeable work and grant income in Highways and Transportation of £1.05m. This additional income will also result in additional expenditure being incurred and budget adjustments will be submitted as the income is secured. Sport income is now projected to be in line with the budget.

There are some risks in terms of the projected income for Asset management. This is particularly around rental income and surveyor and legal fees income. Both these income targets depend on a number of property transactions completing by the end of the financial year. There is a risk that some slip to 2013/14.

Planning and Sustainable Development Income

The income target for planning and building fees has been reduced in the 2012/13 budget by £0.5m reflecting the shortfall in 2011/12. The graph below shows the current position.

Cumulative 2011/12 & 12/13 Building and Planning Fees



Period 8 has seen a small improvement in planning fee income and income is now £268k above the phased budget but building fee income is £86k below the phased budget. Planning fees were increased by an average of 15% with effect from the 22nd November. There are also projected shortfalls on internal income and other charges made by the service and overall there is now a projected shortfall of £279k against all income received by the service.

Staffing

Overall an overspend of £28k is projected, this has been reduced from Period 7 and reflects the ongoing work across the directorate to manage recruitment and staffing costs. There are a number of staff in managing workforce change procedures and their costs are still being incurred by the directorate, those in Sport being as a result of a service restructure. Regeneration, Highways and Transportation, Libraries, Arts and Heritage, Resources and Strategy and Employment and Skills are projecting an underspend on staffing. The main area of overspend is in Planning and Sustainable Development as saving targets for 2012/13 have not been achieved. The directorate will continue to closely manage staffing levels and recruitment across all services.

Other Expenditure

Supplies and Services budgets are expected to spend in line with the budget. However, the projection assumes that additional running cost savings of £0.4m will be delivered and that these will help offset the budget pressures identified in this report.

The major expenditure pressure is energy costs. Energy costs in Asset Management, Sport and Highways and Transportation are expected to overspend by £0.66m. In Sport the overspend reflects the 2011/12 outturn position where the savings assumed in the 2011/12 budget could not be fully delivered. The service is actively implementing energy saving schemes but these include the need for a payback and are unlikely to fully meet the savings assumed in the budget.

Directorate Environment & Neighbourhoods

Traffic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under / Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
R	Health and Environmental Action	Chief Environmental Services Officer	(6)	(32)	77	63	(32)	(1)	0	0	0	70	3	73	186
G	Car Parking Services	Chief Environmental Services Officer	(232)	(25)	132	0	85	0	0	0	0	(40)	(12)	(52)	(28)
G	Community Safety	Chief Community Safety Officer	(168)	21	(32)	49	2	0	0	0	0	(128)	81	(47)	8
R	Strategy and Commissioning	Chief Regeneration Officer	156	148	(56)	0	41	149	0	0	0	438	(261)	177	141
R	Statutory Housing	Director of Environment and Neighbourhoods	(105)	190	58	65	(1)	110	0	0	0	317	(235)	82	133
G	General Fund Support Services	Chief Officer Resources and Strategy	(29)	0	0	0	0	0	0	0	0	(29)	0	(29)	(29)
G	Waste Management	Chief Environmental Services	669	16	416	(530)	(112)	0	0	0	0	460	246	706	510
G	Safer Leeds Drugs Team		0	0	0	0	0	0	0	0	0	0	0	0	0
G	Parks & Countryside		(457)	(351)	592	241	(236)	0	0	0	200	(11)	10	1	0
R	Total		(172)	(33)	1,187	(112)	(253)	258	0	0	200	1,076	(168)	908	903

ENVIRONMENT AND NEIGHBOURHOODS: 2012/13 BUDGET PERIOD 8 REPORT

1.0 Introduction

This report sets out the financial position for Environment and Neighbourhoods at Period 8.

2.0 Overall Summary

The overall projected position for the Directorate is an overspend of £907k, of this **£181k** is within Neighbourhood Services and £726k is within Environmental Services.

3.0 Explanation of the Projected Overspend

3.1 NEIGHBOURHOOD SERVICES +£181k

3.2 Community Safety -£48k (underspend)

There is a pressure within CCTV due to staffing (£127k) and lower than budgeted levels of income (£159k). However, additional income from the HRA is expected for the Leeds Anti-Social Behaviour Team (LASBT) service based on currently activity levels (£110k). Savings due to vacant posts within Signpost and the Management Team are expected to contribute towards an overall underspend.

3.3 Strategic Housing +£82k (overspend)

The projection forecasts a reduction in the income due for selective licensing and advertising (£57k). An increase in the numbers within temporary accommodation will result in additional costs (£108k). This pressure has been partially offset by a number of staffing savings.

3.4 Resources, Strategy & Commissioning +£147k (overspend)

A variation due to costs associated with staff in managing work force change has been partially offset by running cost savings across all functions, however an overall pressure is now anticipated in 2012/13.

3.5 ENVIRONMENTAL SERVICES +£726k

3.6 Waste Management +£704k

Within Refuse Collection there is a projected overspend of £374k.

The variations mainly relate to the costs of ongoing route back up (staff and vehicle costs) and additional costs of sickness cover. Together these total £353k. Savings from delays to service roll outs of (£194k) help offset this.

Other staffing variations of around £300k are mainly attributable to staff currently in Managing Workforce Change £127k, additional staff on staff on required on a

number of routes and the mix of cover £175k. These cost pressures can be offset by in year savings in vehicle financing costs.

The rise in the price of fuel is projected to result in a £88k overspend and the implementation costs of the AWC pilot is now forecast to cost around £74k.

Within Waste Strategy and Policy an overspend of £320k is projected. Of this £300k is related to waste disposal costs.

Additional volumes of garden waste (around 3,200 tonnes) collected during the wet summer are projected to cost around £55k and a reduction in the volume of scrap metal collected and prices being lower than the budgeted amount will result in a shortfall in income of £117k. A further £150k is due levels of residual waste being higher than budgeted due to the slippage of the AWC pilot until April.

Income from electricity generation at Gamblethorpe closed landfill site is now projected at £95k below the budget. This is due to gas levels falling more quickly than had been anticipated.

3.7 Environmental Action +£75k

The costs of staff in Managing Workforce Change are projected at £19k and spend on front line Cleansing costs is now forecast to be around £125k above budget, these are wholly offset by savings in other officer vacant posts (£145k) .

The budget had assumed that a saving of £150k could be delivered from closer working with the Parks and Countryside service following its transfer to this Directorate. The service transferred in July and whilst proposals to develop closer working are being developed, it is considered unlikely that this saving will be realised in this financial year.

Following the retendering of the weedspraying contract, savings of £90k are now anticipated this year. Line by line expenditure savings will realize around £30k of savings.

A shortfall in income from Fixed Penalty Notices for Litter is expected to be £48k lower than budget.

3.8 Car Parking (£53k)

Savings from vacant posts are forecast to be (£232k).

Income is expected to be lower by £189k largely as a result in the reduction in income receivable from parking offences.

The impact of the redevelopment of Woodhouse Lane car park is projected to result in an income variance of £784k and a release from central contingency will address this.

3.9 Parks & Countryside - nil

A number of external income pressures are anticipated in 2012/13. The poor weather over the summer has contributed to a potential £180k shortfall in for golf and sport. Café and retail income is also projected to be below budget, giving rise to a further projected income shortfall of £180k.

Expenditure on materials for section 106 and capital projects is expected to exceed the budget by £0.5m, however this is matched by additional income to the revenue account.

Other staffing and expenditure savings are expected to offset the income shortfalls and the projection at period 8 assumes that and that there will be no overall variance.

Housing Revenue Account (HRA) – Period 8

At the end of Period 8 the HRA is projecting a surplus of £369k. Key variances from budget are detailed below.

Additional rental income of £(1,020)k is projected from dwelling rents as a result of lower void levels and lower RTB sales than budgeted. The financial impact of lower voids is £(589)k, which will be paid to the ALMOs in line with the current voids incentive scheme.

The decision to end the penalty/incentive scheme in relation to the Strategic Landlord ALMO Performance Framework will generate a saving of £172k against budget.

Net additional income from service charges is projected to be £163k higher than budget, primarily due to a review of the Heat Lease scheme. In addition, £134k additional income will be received from Telecoms as a result of back-dated rent reviews.

The ALMOs have agreed their IT SLA charge - resulting in additional income of £226k.

Savings of £(228)k are projected on employee costs. This is primarily due to the budgeted contingency for pay awards not being required in 2012/13.

Recharges are projected to overspend by £502k due to unbudgeted recharges from the Housing General Fund for the Housing Options Team, Tenancy Fraud, Safeguarding, Welfare Reform and Commissioning and increased recharges from City Development as a result of additional valuations and planning work required as a result of the increase in RTB applications.

There is a projected reduction of £90k in costs that can be capitalised due to the reduction in the number of RTB sales. In addition there are a number of smaller overspends in relation to PPPU charges (£31k), the requirement for the HRA to contribute to the LLBH&H Community Hub (£23k) and legal charges (£20k).

The HRA will be required to make an additional contribution of £275k to the Swarcliffe PFI Sinking Fund to ensure the project is affordable over its life. This is due to a reduction in the interest being paid on the Sinking Fund balance.

Further slippage in relation to the LLBH&H PFI scheme means that the project will not now start on site until 1st April 2013. This means that no grant will be received during 2012/13 and correspondingly there will be no payments made to the contractor.

Directorate Resources

			(Under) / Over Spend for the current period										Previous Month (Under) / Overspend	
Traffic Light	Service	Chief Officer	Staffing £000	Premises £000	Supplies & Services £000	Transport	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Appropriations £000	Total Expenditure £000	Income £000	Total Under /Overspend £000	(Under) / Overspend £000
R	Financial Management	Chief Officer Fin Management	103	(1)	(28)	6	0	0	0	0	80	20	100	100
G	Business Support Centre	Chief Officer Fin Management	(155)	(1)	38	2	0	0	0	0	(116)	(73)	(189)	(328)
R	Financial Development	Chief Officer Fin Development	(23)	0	3	0	0	0	0	0	(20)	100	80	82
R	Revenues and Benefits	Chief Revenues and Benefits Officer	242	3	67	17	(26)	0	0	0	303	(129)	174	143
G	Information Technology	Chief ICT Officer	(19)	0	(26)	0	(48)	0	0	0	(92)	99	7	52
G	Human Resources	Chief Officer HR	(382)	(18)	126	14	34	0	0	0	(226)	(13)	(239)	(220)
G	Audit & Risk	Chief Officer Audit and Risk	(261)	2	(201)	0	0	0	0	0	(460)	122	(338)	(180)
G	CORS Directorate	Chief Officer Resources and Strategy	10	0	(14)	0	0	0	0	0	(4)	1	(4)	(1)
G	Public Private Partnership Unit	Chief Officer PPPU	53	0	3	(2)	(1)	0	0	(10)	43	(44)	(1)	4
G	Procurement		(162)	0	152	(3)	91	0	0	0	79	(340)	(262)	(241)
G	Democratic and Central Services	Chief Officer Democratic and Central Services	(126)	267	416	(5)	66	0	(4)	0	614	(604)	10	49
G	Total Excluding Commercial services		(720)	252	536	30	116	0	(4)	(10)	201	(862)	(661)	(541)
R	Commercial Services	Chief Officer Commercial Services	445	9	66	1,725	(77)	0	0	0	2,168	(1,718)	450	350
G	Total		(275)	261	602	1,755	40	0	(4)	(10)	2,370	(2,580)	(211)	(191)

Directorate Legal Services

Traffic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under /Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
G	Legal Services	City Solicitor	(145)	(4)	10	1	29	0	0	0	0	(109)	109	(0)	(1)
G	Total		(145)	(4)	10	1	29	0	0	0	0	(109)	109	(0)	(1)

Directorate Customer Access and Performance

Traffic Light	Service	Chief Officer	(Under) / Over Spend for the current period											Total Under /Overspend £000	Previous Month (Under) / Overspend £000
			Staffing £000	Premises £000	Supplies & Services £000	Transport £000	Internal Charges £000	Payments to External Bodies £000	Transfer Payments £000	Capital £000	Appropriations £000	Total Expenditure £000	Income £000		
G	Customer Access	Chief Officer Customer Services	20	1	1	0	0	0	0	0	0	22	(24)	(2)	12
G	Localities and Partnerships	Chief Officer LIP	(50)	0	0	0	0	0	0	0	0	(50)	(1)	(51)	(51)
G	Intelligence and Improvement	Chief Officer Business Transformation	0	0	(12)	0	0	0	0	0	0	(12)	12	0	(12)
A	Corporate Support	Assistant Chief Executive	39	(11)	22	0	0	0	0	0	0	50	0	50	50
G	Area Management	Area Leader	0	9	9	0	0	0	0	0	0	0	0	0	0
G	Total		9	(1)	2	0	0	0	0	0	0	10	(13)	(3)	(1)

CENTRAL AND CORPORATE FUNCTIONS: 2012/13 BUDGET – MONTH 8

1.0 Introduction

This report sets out the financial position for Central and Corporate Functions for period 8 of 2012/13.

2.0 Overall Summary

The Central and Corporate budget reflects savings and efficiencies amounting to £6m (on top of £15.7m achieved in 2011/12) with some of the action plans representing a considerable challenge for services to deliver.

The position at month 8 is little changed from last month, whilst there are some variations at individual service level, the overall projection is for an overall underspend of £211k.

3.0 Explanation of the projected underspend

RESOURCES (£211k underspent)

The budget contains the following challenges in terms of delivering savings and efficiencies:

- Pay savings amount to £3.1m of which £1.7m are based on the assumption of further leavers and turnover during the year.
- Procurement related savings of £0.6m
- Additional income of £1.3m.

The overall projection is little different from last month, although there have been several changes within the detail by service which are described below.

Commercial Services

An additional pressure of £100k is reflected in the month 8 projection mainly due to the increased cost of agency staff to cover sickness absence. The Catering service has also lost 2 high school contracts following conversion of these schools to academy status.

Audit and Risk

Changes to projections on income combined with savings on staffing have resulted in a £158k improvement in the overall position for the service. An underspend of £338k is now projected.

ICT

Delays in recruitment combined with a revised projection of spend on the Essential Services Programme have improved the overall position for the service by £46k meaning that a balanced position is now predicted by year end.

Business Support Centre

Estimates of capitalisation of staff time on developing SAP Manager/Employee self-service have now been revised meaning a £120k reduction in 2012/13. The work will now take place in 2013/14.

CUSTOMER ACCESS AND PERFORMANCE (balanced position)

No significant variations in spend or income are apparent at month 8 and the Directorate have plans in place to ensure that the budget is brought in on-line.

LEGAL SERVICES (balanced position)

Following on from the significant reduction in legal spend last year, Legal Services are continuing with proactive work to reduce the Council's total legal bill. This includes significant savings that will be made through the 'WYLAW', which is progressing the West Yorkshire Districts' legal shared services agenda.

The current forecast break even is dependent on Service departments working with Legal to identify priorities and areas of work that can be discontinued. Potential pressures include work from Children's Services, City Development and on going work on Equal Pay.

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Report of Director of Resources

Report to Executive Board

Date: 9th January 2013

Subject: Leeds City Region Business Rates Pool

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. For 2013/14 onwards, groups of adjacent local authorities are able to join together to pool their retained business rate income under the new Business Rates Retention scheme.
2. Ministers see business rates pooling as *“a new tool to better support economic priorities...to deliver new businesses and jobs”*, but with the right combination of authorities it appears to also offer direct financial benefits to authorities forming a pool.
3. The possible financial benefits of a Leeds City Region (LCR) business rates pool were identified at an early stage, and the LCR City Deal included a commitment to form a regional pool with the additional yield arising to be used to support a new regional investment fund.
4. On the 17th October 2012, Executive Board agreed that Leeds should act as lead authority for a “final proposal” to Government to establish a LCR business rates pool which would be made up of Leeds, Bradford, Calderdale, Harrogate, Kirklees, Wakefield and York.
5. Following submission of the final proposal, the Department for Communities and Local Government “designated” the LCR Pool on 14th December 2012. This means that the Pool will be established unless any member authority drops out before 15th January 2013.
6. The provisional local government finance settlement that was published on 19th December gave the financial context to determine whether the Pool would be viable, and each member now has a final opportunity to decide whether to continue or withdraw. Analysis of the provisional settlement data suggests that there will be a financial benefit in continuing

with the Pooling Proposal. That benefit would be used to support the regional investment fund and could be in excess of £1m for 2013/14.

Recommendations

7. Members are asked to agree that Leeds should continue as a member of the Business Rates Pool that has been designated for the City Region and as lead authority for the Pool. Notwithstanding this decision, the continuation of the pool will be dependent upon none of the other member authorities choosing to withdraw before 15th January 2013.

1 Purpose of this report

- 1.1 The purpose of this report is to update Members on the development of the Leeds City Region Business Rates Pool, to set out the financial context and to seek approval for Leeds to continue as a member and as lead authority for the LCR Pool.

2 Background information

- 2.1 The report considered by the October Board explained that at present the business rates collected by local authorities is paid into a national pool and redistributed to individual authorities in proportion to their needs and resources through Formula Grant.
- 2.2 The Government has introduced major changes to these arrangements for 2013/14 onwards. The centrepiece of the changes is a new Business Rates Retention scheme which is designed to give local authorities a new financial incentive by allowing them to keep a proportion of any growth in their business rates locally.
- 2.3 Under the scheme authorities will fall into one of two categories:
 - Those like Bradford, Calderdale, Kirklees and Wakefield whose funding requirements exceed their retained business rates under the scheme will receive **top-ups** to make up the difference; or
 - Those like Leeds, Harrogate and York whose retained business rates income exceed their funding requirements will pay **tariffs**.
- 2.4 Tariff authorities that are successful in growing their business rates income by more than RPI will have that income scaled back by a system of levies. The levies will be used to help pay for “safety nets” for those authorities that suffer large losses to their business rates income from year to year.
- 2.5 The new provisions will allow local authorities to join together to pool their business rates income. In a pooling arrangement, if a combination of tariff and top-up authorities join together such that they are in overall terms a net top-up, then any real growth in business rates will avoid the levy which the tariff authorities would have otherwise incurred individually. It is this which gives rise to a potential overall benefit to the pool.

3 Main issues

- 3.1 Following the submission of an expression of interest in July 2012 and a final pooling proposal in November 2012, DCLG “designated” the LCR Business Rates Pool on 14th December 2012 (see Appendix 1).
- 3.2 The draft Local Government Finance Settlement was published on 19th December 2012. The draft settlement sets out funding allocations for each local authority and details of the tariffs and top-ups payable under the business rates retention scheme. The rules governing the operation of business rates pools¹ give pool members a 28 day period (from the date the draft settlement is published) within which to reconsider their membership of the pool. That period expires on 15th January 2013. Should any member of the pool wish to withdraw before that date then the designation will be revoked and the pool will be dissolved.
- 3.3 The draft settlement confirms that Leeds will be a tariff authority and initial projections of business rates income suggest that, as an individual authority, Leeds would be liable for a levy. At the time of writing, the projections have not been finalised but it is possible that the levy could exceed £500,000.
- 3.4 Two other members of the LCR Pool, Harrogate and York, are also tariff authorities and it appears that they too would be liable for levies if treated individually.
- 3.5 Authorities have until 7th January to finalise their business rates projections for 2013/14 so at the time of writing, it is not possible to estimate the overall benefit to the LCR Pool of the levies that would be avoided. However, if Harrogate and York achieve growth figures similar to Leeds, the total of levies saved in 2013/14 could exceed £1m. These levy payments, and those arising in future years, would be used to support the LCR investment fund.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This is a factual report and is not subject to public consultation.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The LCR Pool will create a mechanism for providing extra funding to support the regional Investment fund. That fund will provide investment across the region, but there are no specific implications for equality, diversity, cohesion or integration. A screening assessment has been carried out and is appended to this report.

4.3 Council policies and City Priorities

- 4.3.1 This report in itself does not have direct implications for Council policies or City Priorities, but supports the wider regional priorities contained within the City Deal, particularly those relating to the new Investment Fund.

¹ Paragraph 34(6) of Schedule 7B to the Local Government Finance Act 1988 (inserted by Schedule 1 of the Local Government Finance Act 2012)

4.4 Resources and value for money

- 4.4.1 This is a financial report and the financial and resource implications are detailed in the main body of the report.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 A decision on the part of the Board to continue as a member of the Pool will only be binding if the six other authorities also agree to continue. If none of the members withdraw before 15th January 2013 the Pool will be established from 1st April 2013 and will continue under the agreed governance arrangements (see Appendix 2) for at least one year. The pooling agreement is non-contractual, and the governance arrangements may be varied, but the principle that no member authority will be worse off as a pool member than they would if treated individually will be maintained.

4.6 Risk Management

- 4.6.1 The risks to Leeds are minimal because the governance arrangements specify that income received by the LCR pool will be shared out so that no member authority would be worse off than if they were treated individually under the Business Rates Retention scheme.
- 4.6.2 There remains a theoretical risk of a reduction in income for Leeds if one or more authorities in the pool suffered a substantial reduction in business rates income from year to year but analysis suggests that the risk in the context of the LCR pool is low because the business rate baselines have been set lower than expected and any losses relating to one authority should be more than offset by levies saved in the others.

5 Conclusions

- 5.1 The proposed LCR pool appears to offer the prospect of significant financial benefits for the Leeds City Region, with little risk to Leeds.

6 Recommendations

- 6.1 Members are asked to agree that Leeds should continue as a member of the Business Rates Pool that has been designated for the City Region and as lead authority for the Pool. Notwithstanding this decision, the continuation of the pool will be dependent upon none of the other member authorities choosing to withdraw before 16th January 2013.

7 Background documents²

None

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.



Department for
Communities and
Local Government

Tom Riordan
Chief Executive
Leeds City Council
Civic Hall
Portland Crescent
Leeds
West Yorkshire
LS1 1UR

Our Ref:
Your Ref:

14 December 2012

Dear Tom,

LOCAL RETENTION OF NON-DOMESTIC RATES: DESIGNATION OF A POOL OF AUTHORITIES

In accordance with paragraph 34 of Schedule 7B to the Local Government Finance Act 1988 ("the 1988 Act"), the Secretary of State designates the following authorities as a pool of authorities for the purposes of the scheme for local retention of non-domestic rates under Schedule 7B to the 1988 Act:

- Bradford City Council
- Calderdale Council
- Harrogate Borough Council
- Kirklees Council
- Leeds City Council
- Wakefield Council
- City of York Council

All members of the pool have agreed to this designation.

The designation has effect for the year beginning 1st April 2013 and for each subsequent year, unless revoked.

This designation is made subject to the conditions below.

1. The authorities to which this designation relates must appoint a lead authority to exercise the following functions:
 - To make and receive, on behalf of the pool members, payments in respect of any top ups and tariffs, levy and safety net and safety net on account payments to and from the Department.

Simon Ridley
Director – Local Government Finance
Department for Communities and Local Government

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Bressenden Place,
London, SW1E 5DU
Tel 0303 444 4258
Email: simon.ridley@communities.gsi.gov.uk

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- To make and receive, payments between members, of the pool as determined by the governance agreements.
 - Administration (including the operation of the dissolution arrangements) of the pool in accordance with the governance arrangements.
2. If this designation is revoked, the authorities covered by this designation must take the following steps before the revocation takes effect:
- Comply with the dissolution arrangements established in the pool's governance agreement.

Signed by authority of the Secretary of State for Communities and Local Government:

A handwritten signature in black ink, appearing to read 'SAR', followed by a long, horizontal, wavy line that extends to the right.

Simon Ridley

A member of the Senior Civil Service in the Department for Communities and Local Government

14 December 12

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LEEDS CITY REGION BUSINESS RATES POOL - GOVERNANCE ARRANGEMENTS

1 Title

1.1 The Leeds City Region Business Rates Pool.

2 Membership

2.1 Bradford City Council, Calderdale Council, Harrogate Borough Council, Kirklees Council, Leeds City Council, Wakefield Council and City of York Council.

3. Commencement

3.1 This governance document will come into force on 1st April 2013 and will continue until any one of the members formally leaves the Pool (see “Dissolving the Pool”, below).

4. Rationale and Objectives

4.1 The LCR Pool exists to benefit the individual members and to further the aims of the Leeds City Region as a whole as set out in the Regions City Deal “Unlocking our Economic Potential”.

4.2 The income received by the Pool will be shared out so that each member authority receives the same amount that they would if they were treated individually under the Business Rates Retention scheme. The only exception to this is set out in Section 8,

below. Any excess income arising from reductions in levy payments will, after allowing for agreed expenses, be allocated to the Investment Fund established by the Leeds City Region. See City Deal for details.

4.3 Any variation to the arrangements set out in 4.2, above, will require the formal agreement of the Leadership Board.

5. **Leadership and Accountability**

5.1 The Pool will be led by a sub-committee of the Leeds City Region Leaders Board. The sub-committee will comprise of the leaders of the councils making up the Pool. The sub-committee shall be responsible for:

- any changes to the purposes for which the income received by the pool should be used, but the principle that no authority should receive less than they would if treated individually, shall be maintained;
- agreeing the expenses to be deducted by the lead authority administering the Pool;
- considering any applications for other councils to join the Pool;
- any variations to the membership of the Board; and
- any other matters relating to the administration and governance of the Pool including replacement of the lead authority.

5.2 For administrative convenience, the chair of the City Region Leaders Board will also act as chair of the City Region Pool sub-committee (but see 5.1 above).

5.3 The Leaders will meet as and when required but no less than twice each year. The meetings will be timed to coincide with those of the City Region Leaders Board (usually every two months).

5.4 The quorum for the meetings will be no less than 5 members. Leaders will be able to nominate substitutes.

5.5 Members will have equal voting rights and voting will be by simple majority. In the event of a tie, the chair of the meeting will have a casting vote.

5.6 The sub-committee will be supported by officers drawn from the lead authority.

5.7 The sub-committee may establish any sub-groups or any officer forums that they believe to be appropriate.

5.8 Minutes of the LCR Pool sub-committee meetings will be published on the LCR website.

6. **Lead Authority**

- 6.1 The initial lead authority responsible for the administration of the Pool shall be Leeds City Council.
- 6.2 The lead authority will normally act as such for a full year and may only be replaced at the year end. A lead authority wishing to relinquish the role at the year end must give a minimum of four months notice.
- 6.3 Each member of the Pool will be jointly and severally liable for any payments required to the Department for Communities and Local Government but, notwithstanding that, the lead authority will take responsibility for all matters in relation to the administration of the Pool including (but not limited to):
- all liaison with DCLG and other government departments including the completion of all forms and returns associated with the Pool;
 - administration of payments to and from the Pool and all calculations relating to the collection fund for the Pool;
 - producing an annual report showing how income has been distributed and preparing periodic monitoring reports for Pool members;
 - calculation of the costs of administering the Pool which are to be deducted from the rewards of the Pool. If the excess income generated by the Pool was insufficient to cover the administrative costs of the Pool in any year, then the shortfall would be shared between the Pool members in proportion to their spending baselines;
 - The lead authority will ensure that the pooling arrangements, annual reports and other financial information is published and is freely available on the LCR website or elsewhere as appropriate.

7. **Dissolving the Pool**

- 7.1 If any member decides to leave the Pool the regulations require that the Pool will be dissolved. Pools can only be dissolved at the end of a year.
- 7.2 Any authority seeking to leave the Pool should inform DCLG and all other members of the Pool as soon as possible. Once the Pool has been established, this must be by 30th September in any year, to allow the remaining members time to seek designation of new pool for the following year (see 7.4, below).
- 7.3 The Lead authority will make the necessary calculations and submit the required returns associated with the dissolving of the Pool.

7.4 The remaining members of the Pool may choose to form a new Pool and, if they wish, include new members for the following year (subject to new designation by DCLG).

8. **Treatment of Potential Losses in Income**

8.1 Authorities that suffer large reductions in business rates income from year to year (more than 7.5% to 10%, but subject to confirmation) will be entitled to safety net payments. If such an authority is a member of a business rates pool, the safety net payment could be lost because the *loss across the pool* may not be as much as the 7.5%/10% threshold. Indeed, if growth across the rest of the pool was weak, it could be that the loss of safety net payments could be greater than the amounts gained from paying reduced levies and the pool could be in deficit for the year.

8.2 Authority(s) that would otherwise have qualified for safety net(s) will have their share of pool proceeds calculated in a way to include what they would have received as a safety net payment. The loss in income to the Pool from the safety net(s) foregone in any year will be met from the income generated from other authorities within the pool not having to pay levies in that year. If that levy income is insufficient, then the net loss from the safety net foregone will be shared amongst all the members of the Pool (including those that would have otherwise qualified for a safety net payment) in proportion to their spending baselines for the year to which the safety net(s) would have applied.

Appendix 3



Equality, Diversity, Cohesion and Integration Screening

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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Resources	Service area: Financial Development
Lead person: M. S. Woods	Contact number: 0113 395 1373

1. Title: Leeds City Region Business Rates Pool

Is this a:

Strategy / Policy **Service / Function** **Other**

If other, please specify

2. Please provide a brief description of what you are screening

The decision for Leeds City Council to continue the process of forming a Leeds City Region Business Rates Pool under the Business Rates Retention scheme with Bradford City Council, Calderdale Council, Harrogate Borough Council, Kirklees Council, Wakefield Council and City of York Council.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		✓
Have there been or likely to be any public concerns about the policy or proposal?		✓
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		✓
Could the proposal affect our workforce or employment practices?		✓
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations		✓

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**
(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

- **Key findings**
(**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

- **Actions**
(**think about** how you will promote positive impact and remove/ reduce negative impact)

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	
--	--

Date to complete your impact assessment	
---	--

Lead person for your impact assessment (Include name and job title)	
--	--

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Maureen Taylor	Chief Officer (Financial Development)	20 th December 2012

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	20 ^h December 2012
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Date sent to Equality Team	20 th December 2012
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Date published (To be completed by the Equality Team)	
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Report of Director and Environment and Neighbourhoods

Report to Executive Board

Date: 9th January 2013

Subject: Proposed Improvements to Golden Acre Park Bakery Café

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Adel and Wharfedale	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Bakery Café is situated in the heart of Golden Acre Park, one of the major parks in Leeds with ornamental and display gardens, host to National Plant Collections and holder of the Green Flag Award.
2. During the winter months and inclement weather, the outdoor seating area is not available and therefore café sales are restricted by the limited number of indoor seats.
3. Franklin Windows Ltd, a local company, have presented a proposal to work in partnership with the Council to provide and install a conservatory in return for specified sponsorship benefits.
4. The scheme will transform outdoor seating on the upper terrace patio area to enable additional seating for 40 people which would create indoor seating for 86 people in total. The remaining lower patio would be retained for outdoor seating and reconfigured to retain the existing 80 outdoor seating capacity.
5. Officers from Adult Social Care have also identified Golden Acre as a suitable location for the investment of a Changing Places toilet facility that would also be created within an extension providing public baby changing space and improvements to existing toilets.
6. This project will contribute to the 2013/14 budget for Parks and Countryside that includes an additional external income target from commercial activities of £100k.

7. It is felt that delivering this project will have significant benefits to achieving the vision for Golden Acre Park, and to visitors and the wider community:
- Additional comfort via the provision of increased space for indoor seating.
 - Sustain the provision of outdoor seating.
 - An awning area to provide sheltered space for dog walkers.
 - Improved toilet facilities for all visitors.
 - Improved baby changing facilities for all.
 - The addition of a Changing Place toilet, to encourage and enable visitors with profound and multiple learning disabilities, as well as other serious impairments, to gain access.
 - To enable the hire of private space for community use when available.

Recommendations

8. That Executive Board notes the contents of the report and supports the principle of a sponsorship agreement with Franklin Windows Ltd for the creation of a conservatory to the existing café at Golden Acre Park.

1 Purpose of this report

- 1.1 This report outlines a proposal to develop the café at Golden Acre Park with the addition of a conservatory and Changing Places toilet facility in partnership with a business sponsor and Adult Social Care.

2 Background information

- 2.1 The Bakery Café is situated in the heart of Golden Acre Park, one of the major parks in Leeds with ornamental and display gardens, host to National Plant Collections and holder of the Green Flag Award. It consists of approximately 55 hectares of gardens and mature woodland surrounding an attractive lake which is home to many species of wildfowl. From the resident survey conducted in 2009 there are approximately 1.9 million visits each year to the park, and increase of over 200,000 compared to the 2006 survey.
- 2.2 In recent years, the whole area has seen much transformation. Existing features have been upgraded, beds and borders refreshed and new themes added. Features include - lime and sand stone rock gardens, waterfalls and fountain, bog gardens and seasonal borders, courtyard, demonstration garden and display house. Today the overall use of the garden has not changed in principle from its original idea, and it provides inspiration and ideas for the many visitors, as well as providing the dahlia and chrysanthemum national society display beds.
- 2.3 The café is managed and operated by the Parks and Countryside service and provides an important social hub for park users. Development of the facilities took place in 2006, with improvements to the interior of the café and the addition of a terraced patio area to enjoy the vista of the newly added features to the park. It currently has indoor seating for 38 places and approximately 80 outside seats on the two terraced patio levels. Budgeted income for the café in 2012/13 is £335k.

3 Main issues

- 3.1 Golden Acre Park, as a major park is an important visitor attraction in the North West of Leeds. It has held the Green Flag Award for a number of years, and as part of sustaining the award, needs to demonstrate that the facilities are appropriate for the needs of visitors to the park. It is also important to involve the community and visitors in planning improvements to better meet user needs. From customer feedback and observation of customer usage, it has become clear that improvements have increased the popularity of the park to a point where there is a need for more indoor seating within the café.
- 3.2 During the winter months and inclement weather, the outdoor seating area is not available and there is a restriction on the number of indoor seats which limits the number of people who can enjoy the café facilities as part of their visit to the park. Furthermore, from feedback provided by visitors and through an assessment of visitors facilities from an equality perspective, toilets are in need of improvement as those provided in the café do not make adequate provision for disabled people, and there are limited baby changing facilities.
- 3.3 The Parks and Countryside service have adopted an innovative approach in funding improvements to the café by seeking interest from companies who may wish to enter into a sponsorship arrangement in return for the development of a

conservatory to the upper level of the existing patio. Franklin Windows Ltd, a local company, have presented a proposal to work in partnership with the Council to provide and install a conservatory (valued at over £100k) in return for specified sponsorship benefits. The company are already participants in the roundabout sponsorships scheme offered by the service, and the Franklin family are regular users of the park.

- 3.4 Officers from Adult Social Care have also identified Golden Acre as a suitable location for the investment of a Changing Places toilet facility, that would enable people with profound and multiple learning disabilities, as well as other serious impairments, to gain access to extra facilities. Changing Places toilets therefore are different to standard disabled toilets with extra features and more space to meet these needs. A design and cost report is in process of approval to provide £45k funding to support this facility.
- 3.5 The proposal is to bring together both of these opportunities to provide added value and address visitor aspirations to improve the recreational offer at Golden Acre Park. A plan of the existing and proposed scheme is shown in Appendix 1. The scheme will transform outdoor seating on the upper terrace patio area to enable additional seating for 40 people in a purpose built conservatory as part of a sponsorship arrangement with Franklin Windows Ltd, which would create indoor seating for 86 people in total. The remaining lower patio would be retained for outdoor seating and reconfigured to retain the existing 80 outdoor seating capacity. A Changing Places toilet provision would be created within an extension also providing public baby changing space and improvements to existing toilets. The sponsorship agreement will provide ongoing maintenance of the conservatory and interpretation of Golden Acre Park along with an opportunity to update the décor and furniture within the café. An increase on indoor catering space would also provide opportunities to promote the site for private hire or events, an option that is not currently available due to the restricted space.
- 3.6 In addition, following public consultation and ongoing correspondence, Franklin Windows Ltd have agreed to install an awning in keeping with the plans for the conservatory. This would be located joining the entrance to the café and exit to the conservatory (not shown on the plan). This would enable a covered area for dog walkers to enjoy the café facilities.
- 3.7 As indicated, Franklin Windows Ltd support for the scheme is dependent on the Council granting the following benefits:
- To have the Franklin Logo included on welcome signs at the entrance to the park for an initial term of three years, after which continuation would be subject to negotiation.
 - To display interior decorative pictures and leaflets in agreement with the Council which show Franklin Window Ltd products, for a term of three years after which continuation would be subject to negotiation.
 - To have the Franklin Windows Ltd logo on the menu reverse and included on an electronic interpretation screen provided in the conservatory.
 - Naming of the space for private hire as “The Franklin Suite”.

- Sponsorship of Yeadon High Street roundabout for a three year term period.

- 3.8 In return for these sponsorship benefits, Franklin Windows Ltd will assume the role of principal building contractor throughout the planning and build processes for the development of the scheme. They will provide and construct a conservatory to a mutually agreed design and specification including the supply of labour resources with the exception of the construction of a concrete base and electrical works. They will then provide a mutually agreed structural maintenance regime both internal and external for a minimum three year period.
- 3.9 As part of this sponsorship agreement the Parks and Countryside service would be required to provide new sponsorship plates to be fitted to relevant park signage and to provide materials for the base, brickwork, plastering materials, flooring and decorations. It is estimated that the value of these materials is £28k which will be funded through existing revenue budgets.
- 3.10 These proposals are subject to a formal legal agreement between the Council and Franklin Windows Ltd. They are also subject to planning consent for which a decision is anticipated around the end of January to enable constructions works to commence in February when the café is less busy.
- 3.11 It is felt that delivering this project will have significant benefits to achieving the vision for Golden Acre Park, and to visitors and the wider community:
- Additional comfort via the provision of increased space for indoor seating.
 - Sustain the provision of outdoor seating.
 - An awning area to provide sheltered space for dog walkers.
 - Improved toilet facilities for all visitors.
 - Improved baby changing facilities for all.
 - The addition of a Changing Place toilet, to encourage and enable visitors with profound and multiple learning disabilities, as well as other serious impairments, to gain access.
 - To enable the hire of private space for community use when available.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The Executive Member for Environmental Services and local Ward Members have been consulted on the proposals. A survey of visitors to the café has also been undertaken, along with the survey made available on Talking Point. From 173 responses received to the end of November, 73% considered important the improvement of the café area by adding a conservatory. People were also asked to rate the current standard of toilet facilities. From responses made 32% rated them as 'poor' or 'below average', with a further 26% rating them as 'average'.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An equality and diversity, cohesion and integration impact assessment has been undertaken and is included as an appendix to this report. In particular this highlights that the proposal will provide more space and comfort for visitors and will enable people with profound and multiple learning disabilities, as well as other serious impairments, to gain access to extra facilities. Baby changing facilities will be made available to both sexes as the existing facility is limited and only available in the female toilet facility. The proposal provides more opportunity for increased social interaction by dog walkers and scope for increased use by disability groups. There were no negative impacts identified.

4.3 Council policies and City Priorities

4.3.1 The Vision for Leeds 2011 to 2030 sets out a revised vision for the city with the specific objective for Leeds to be the best city in the UK by 2030. In establishing this vision one of the top priorities to emerge from consultation was for the city to be a cleaner greener city. Aspects of this priority can be found in all of the areas in which the vision is intended to make a difference, although specific reference can be made to the commitment within the vision for Leeds to be the best city to live with good green spaces where everyone can enjoy a good quality of life.

4.3.2 This proposal contributes to the Council value of Spending Money Wisely and the priority to keep within budget. It contributes to the ambition to commission and deliver quality and value for money public services, by mixing provision from the council and the private sector for the benefit of local people, as well as being efficient and dynamic.

4.4 Resources and value for money

4.4.1 Franklin Windows Ltd, a local company, have presented a proposal to work in partnership with the Council to provide and install a conservatory valued at over £100k in return for specified sponsorship benefits. Officers from Adult Social Care have also identified Golden Acre as a suitable location for the investment of a Changing Places toilet facility, and a design and cost report is in process of approval to provide £45k funding to support this facility. It is estimated that the cost of additional materials provided by the Parks and Countryside service is £28k which will be funded through existing revenue budgets. This project will contribute to the 2013/14 budget for Parks and Countryside that includes an additional external income target from commercial activities of £100k.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 These proposals are subject to a formal legal agreement between the Council and Franklin Windows Ltd. They are also subject to planning consent for which a decision is anticipated around the end of January to enable constructions works to commence in February when the café is less busy. There are no access to information restrictions. This report is subject to call in.

4.6 Risk Management

- 4.6.1 This proposal is subject to a legal agreement between the Council and Franklin Windows Ltd who will undertake the supply and installation of the conservatory once this agreement is in place. Consultation with planning officers has been undertaken on this proposal, but is subject to planning consent.

5 Recommendations

- 5.1 That Executive Board notes the contents of the report and supports the principle of a sponsorship agreement with Franklin Windows Ltd for the creation of a conservatory to the existing café at Golden Acre Park.

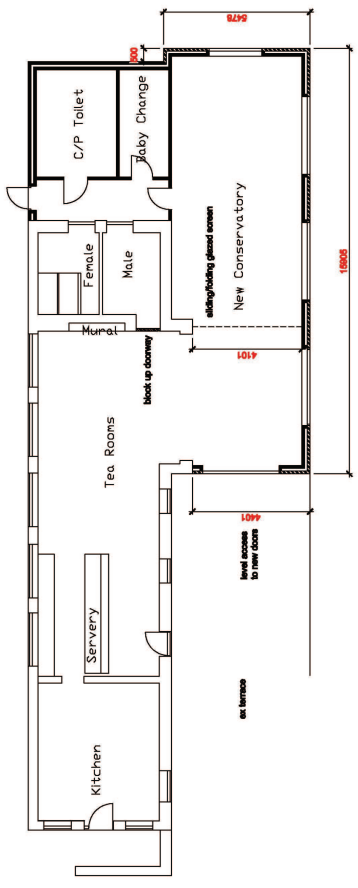
6 Background documents¹

- 6.1 None.

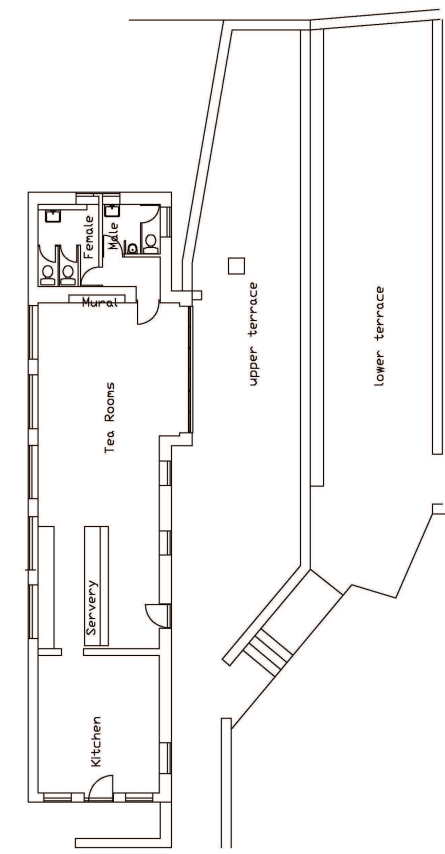
¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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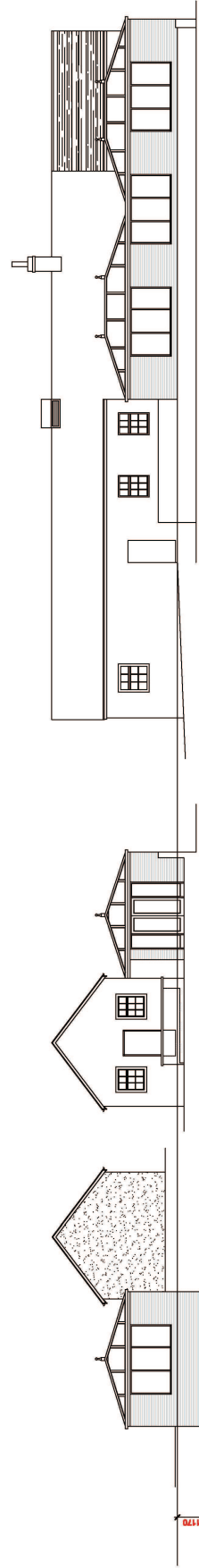
Note to contractor
 Contractor to check all dimensions on site. Do not scale from this drawing. All materials and works to comply with BS EN standards as appropriate and to meet Building Control approvals. Services to comply with L3 water regulations current gas and electricity supply regulations. All work to be carried out in accordance with all other contract drawings and documents and also in conjunction where relevant with Mechanical & Electrical details and drawings.
 All works are to be carried out in compliance with HSE Act 1974 and all other health and safety legislation.



Proposed Floor Plan



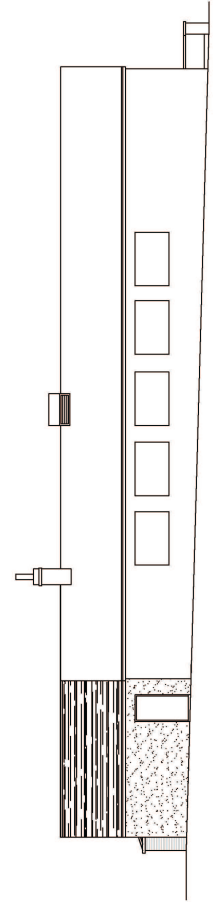
Existing Floor Plan



Side Elevation South

West End Elev.

East End Elev.



Side Elevation North

PRELIMINARY

PROPERTY MANAGEMENT - 0113 22 4847
 DO NOT SCALE
 © The drawings are the property of Leeds City Council and are not to be used for any other purpose without the written permission of Leeds City Council.

Leeds City Council
LEEDS CITY COUNCIL
 Learning and Leisure Department
 Property Management
 7th Floor, Town Hall, Leeds
 Tel: 0113 22 4847
 Fax: 0113 22 4848

PROJECT: Goldenacre Park Cafe

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DATE	SCALE	DATE	SCALE
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CONTRACT NUMBER	0000000000	CONTRACT	PROPERTY

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Appendix 2:

Equality, Diversity / Cohesion and Integration Impact Assessment

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. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: Environment and Neighbourhoods	Service area: Parks and Countryside
Lead person: Linda Gunn	Contact number: 3957400
Date of the equality, diversity, cohesion and integration impact assessment: 06th December 2012	

1. Title: Proposed Improvements to Golden Acre Park Bakery Café
Is this a:
<input type="checkbox"/> Strategy <input type="checkbox"/> Policy <input type="checkbox"/> Service <input type="checkbox"/> Function <input checked="" type="checkbox"/> Other
Is this:
<input checked="" type="checkbox"/> New/ proposed <input type="checkbox"/> Already exists and is being reviewed <input type="checkbox"/> Is changing
(Please tick one of the above)

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Linda Gunn	Parks and Countryside	Catering and Retail Manager
Mike Kinnaird	Parks and Countryside	Development Manager
Simon Frosdick	Parks and Countryside	Business Development Manager – service lead on equality issues

3. Summary of strategy, policy, service or function that was assessed:

The Bakery Café is situated in the heart of Golden Acre Park, one of the major parks in Leeds with ornamental and display gardens, host to National Plant Collections and holder of the Green Flag Award. The café is managed and operated by the Parks and Countryside service who undertook development of the facilities in 2006, including the addition of a terraced patio area. It currently has indoor seating for 38 places and approximately 80 outside seats on the two terraced patio levels.

During the winter months and inclement weather, the outdoor seating area is not available and therefore café sales are restricted by the limited number of indoor seats. Franklin Windows Ltd, a local company, have presented a proposal to work in partnership with the Council to provide and install a conservatory in return for specified sponsorship benefits.

The scheme will transform outdoor seating on the upper terrace patio area to enable additional seating for 40 people which would create indoor seating for 86 people in total. The remaining lower patio would be retained for outdoor seating and reconfigured to retain the existing 80 outdoor seating capacity.

Officers from Adult Social Care have also identified Golden Acre as a suitable location for the investment of a Changing Places toilet facility that would also be created within an extension providing public baby changing space and improvements to existing toilets.

4. Scope of the equality, diversity, cohesion and integration impact assessment
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

4a. Strategy, policy or plan

(please tick the appropriate box below)

The vision and themes, objectives or outcomes

The vision and themes, objectives or outcomes and the supporting guidance

A specific section within the strategy, policy or plan

Please provide detail:

4b. Service, function, event please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input checked="" type="checkbox"/>
Please provide detail:	
<p>The scheme will transform outdoor seating on the upper terrace patio area to enable additional seating for 40 people in a purpose built conservatory as part of a sponsorship arrangement with Franklin Windows Ltd, which would create indoor seating for 86 people in total. The remaining lower patio would be retained for outdoor seating and reconfigured to retain the existing 80 outdoor seating capacity. A Changing Places toilet provision would be created within an extension also providing public baby changing space and improvements to existing toilets.</p>	

<p>5. Fact finding – what do we already know Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.</p> <p>(priority should be given to equality, diversity, cohesion and integration related information)</p> <p>A survey of visitors to the café has also been undertaken, along with the survey made available on Talking Point. From responses received to the end of November, 73% considered important the improvement of the café area by adding a conservatory. People were also asked to rate the current standard of toilet facilities. From responses made 32% rated them as 'poor' or 'below average', with a further 26% rating them as 'average'. Analysis of relevant equality data is as follows:</p> <p>Gender : 66% Female; 34% Male</p> <p>Ethnic origin : 98% White; 1% Mixed Race; 1% Black;</p> <p>Disability : 86% No; 14% Yes</p> <p>Religion : 61% Christian; 30% No religion; 7% Other; 1% Jewish; 1 % Muslim</p> <p>Age : 63 % Over 60; 13% 50-59;11% 41-49; 9% 26-40; 3% 18-21; 1% Under 18</p>

<p>Are there any gaps in equality and diversity information Please provide detail:</p>
<p>Action required: None.</p>

<p>6. Wider involvement – have you involved groups of people who are most likely to be affected or interested</p>
<p> <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No </p> <p>Please provide detail:</p> <p>The Executive Member for Environmental Services and local Ward Members have been consulted on the proposals in addition to the user survey and Talking Point survey outlined above.</p>
<p>Action required: None.</p>

<p>7. Who may be affected by this activity? please tick all relevant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function</p>
<p>Equality characteristics</p> <p> <input checked="" type="checkbox"/> Age <input checked="" type="checkbox"/> Carers <input checked="" type="checkbox"/> Disability </p> <p> <input type="checkbox"/> Gender reassignment <input type="checkbox"/> Race <input type="checkbox"/> Religion or Belief </p> <p> <input checked="" type="checkbox"/> Sex (male or female) <input type="checkbox"/> Sexual orientation </p> <p> <input checked="" type="checkbox"/> Other : dog walking visitors to the park </p> <p>(for example – social class, income, unemployment, residential location or family background, education or skills level)</p> <p>Please specify: Dog walkers have requested a seated sheltered area as part of the proposal as dogs are not allowed to enter the building. This has been included in the design proposal.</p>

Stakeholders		
<input checked="" type="checkbox"/> Services users	<input checked="" type="checkbox"/> Employees	<input type="checkbox"/> Trade Unions
<input type="checkbox"/> Partners	<input checked="" type="checkbox"/> Members	<input type="checkbox"/> Suppliers
<input checked="" type="checkbox"/> Other please specify: Sponsor		
Potential barriers.		
<input checked="" type="checkbox"/> Built environment	<input type="checkbox"/> Location of premises and services	
<input type="checkbox"/> Information and communication	<input type="checkbox"/> Customer care	
<input checked="" type="checkbox"/> Timing	<input type="checkbox"/> Stereotypes and assumptions	
<input checked="" type="checkbox"/> Cost	<input type="checkbox"/> Consultation and involvement	
<input type="checkbox"/> specific barriers to the strategy, policy, services or function		
<p>Please specify: the development will require planning consent and the existing facilities will need to close for approximately 10 weeks. The proposal is subject to a legal agreement with the proposed sponsor and approval of capital funding for the Changing Places toilet facility.</p>		

<p>8. Positive and negative impact Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers</p>
<p>8a. Positive impact:</p> <p>The scheme will transform outdoor seating on the upper terrace patio area to enable additional seating for 40 people which would create indoor seating for 86 people in total. The remaining lower patio would be retained for outdoor seating and reconfigured to retain the existing 80 outdoor seating capacity.</p> <p>Officers from Adult Social Care have also identified Golden Acre as a suitable location for the investment of a Changing Places toilet facility that would also be created within an extension providing public baby changing space and improvements to existing toilets.</p>

Action required:
None.

8b. Negative impact:
None identified.
Action required:

9. Will this activity promote strong and positive relationships between the groups/communities identified?
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
<p>Please provide detail: it will provide more space and comfort for visitors and will enable people with profound and multiple learning disabilities, as well as other serious impairments, to gain access to extra facilities. Baby changing facilities will be made available to both sexes as the existing facility is limited and only available in the female toilet facility.</p>
Action required:
None.

10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Please provide detail:

There will be an area for social interaction for dog walkers. There is scope for increased use by disability groups.

Action required:

None.

11. Could this activity be perceived as benefiting one group at the expense of another?

Yes

No

Please provide detail:

Action required:

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Planning consent	February 2013	Consent agreed.	Corporate Property Manager (Tony Eyels)
Approval for Changing Places capital funding	January 2013	Funding approved	Carol Benson
Legal agreement in place with proposed sponsor	January 2013	Contract signed	Linda Gunn

13. Governance, ownership and approval State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment		
Name	Job Title	Date
Simon Frosdick	Business Development Manager	6 th December 2012

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)	
<input type="checkbox"/>	As part of Service Planning performance monitoring
<input checked="" type="checkbox"/>	As part of Project monitoring
<input type="checkbox"/>	Update report will be agreed and provided to the appropriate board Please specify which board
<input type="checkbox"/>	Other (please specify)

15. Publishing	
Date sent to Equality Team	
Date published	



Report author: Adam Brannen/Chris Gomersall
Tel: 76746

Report of Director of City Development

Report to Executive Board

Date: 9th January 2012

**Subject: East Leeds Extension and East Leeds Orbital Road
(DCR No. 16747/000/000)**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Cross Gates & Whinmoor, Harewood		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		

Summary of main issues

1. The East Leeds Extension is of central importance to achieving sustainable housing growth in the city and will make a major contribution to the delivery of housing targets set out in the draft Core Strategy.
2. The ELE, together with adjacent land, has potential to accommodate up to 7000 new homes. A new East Leeds Orbital Road (ELOR) to provide the additional capacity on the highways network necessary to accommodate this scale of development.
3. Development proposals are now coming forward from landowners for sites within the ELE, which require consideration of how and when the ELOR should be provided and the contributions that should be made towards its provision.
4. The report sets out the opportunity for the Council to take a leading role in working with landowner interests throughout the ELE area and to secure delivery of the ELOR. It sets out the need in the first instance for the Council to undertake a baseline feasibility study to identify potential routes for the ELOR, indicative costs and a programme for its construction, which will inform more detailed work on a delivery plan for this key enabling infrastructure..

Recommendations

Executive Board is asked to:

- (i) support funding of £150,000 for the Council to undertake feasibility work on the East Leeds Orbital Road;
- (ii) approve the principle of the Council taking a leading role in the delivery of the East Leeds Orbital Road and other infrastructure requirements and to formally engage with the landowners about the delivery process;
- (iii) note the potential for the Council to use its CPO powers in the event that land requirements for the East Leeds Orbital Road cannot be secured via negotiation;
- (iv) receive a further report on the outcome of the Feasibility Study;
- (v) request that the Director of City Development liaises with appropriate government departments to identify the support that could be made available to facilitate the delivery of infrastructure in the East Leeds Extension to support housing growth.

Purpose of this report

- 1.1 This report provides details of the emerging proposals for development of the East Leeds Extension and its relationship to the delivery of a new East Leeds Orbital road. It sets out issues for the Council to consider in securing the proper and co-ordinated planning of the area, with particular regard to the need to establish a preferred route for the road, the most appropriate means of funding it and the way in which it could be delivered. It proposes that the Council takes a leading role to ensure this major strategic development is effectively planned and co-ordinated for the benefit of the city.

2 Background information

- 2.1 At its November 2012 meeting Executive Board approved the Publication Draft of the Local Development Framework Core Strategy, which sets out the broad spatial and land use planning framework for the district (to 2028). Central to its preparation is the desire to plan for the people and places of Leeds in a sustainable way and to meet the needs of anticipated population growth through the allocation of land for 70,000 net new dwellings over the plan period.
- 2.2 The draft Core Strategy sets out a range of principles to support this, which include the need to link this growth to the creation of sustainable neighbourhoods and to work in partnership to facilitate delivery. It also sets out the need to develop brownfield and regeneration sites as part of the overall approach to housing growth.
- 2.3 Executive Board Members will note that there is a separate paper for consideration at this meeting that proposes a programme of activity to bring forward the Council's uncommitted brownfield land in existing urban areas, to promote urban regeneration and development in sustainable locations and to minimise the impact of growth upon greenfield land.
- 2.4 The East Leeds Extension (ELE) was identified in the Unitary Development Plan Review in 2006, as a major area to the east of Leeds (225 hectares/560 acres) to meet demand for housing in the later phases of the plan's life. It was envisaged that the development would incorporate housing, employment, ancillary and green space uses and would only come forward if it could be demonstrated as sustainable.
- 2.5 The UDP also allocates 63.8 hectares (157 acres) of land for employment uses, as a key business park, at Austhorpe (Thorpe Park).
- 2.6 A new East Leeds Orbital Road (ELOR) is required as part of the policy associated with the original ELE UDP allocation, to stretch from the Outer Ring Road at Red Hall round the east side of Leeds to Thorpe Park joining a new Manston Lane Link Road (MLLR) where it would connect into the existing highway infrastructure and link to the M1 motorway. It would effectively become a new 4.3 mile (7km) route to provide the capacity to support all allocated and approved development in the East Leeds Extension and to relieve congestion on the existing network. It would also enable new public transport connections on the

route itself, release capacity on existing networks and support the provision of Park and Ride and bus services.

- 2.7 In June 2011 Executive Board agreed to support the principle of releasing Phase 2 and 3 UDP housing allocations in order to make up the shortfall of housing land in Leeds, following a series of planning appeals on greenfield sites by developers that were lost by the Council. As a result it is now envisaged that 5-7,000 new homes could be built in this part of Leeds (including other adjacent housing allocations and permissions) over the coming years. This would make a significant contribution to the growth targets set out in the Publication Draft Core Strategy, alongside efforts to bring forward brownfield sites for development.
- 2.8 The land ownership across the ELE is complex - there are 37 individual parcels of land across 26 different ownerships, with 4 separate option interests registered by developers. The area is best understood as four sections divided by the existing main routes through the area:
- Section 1 – A6120 to A58 (Red Hall)
Section 2 – A58 to A64 (Northern Quadrant)
Section 3 – A64 to Leeds-York rail line (Southern Quadrant)
Section 4 – Leeds-York rail line to M1 (Thorpe Park)
- 2.9 An overview of the ELE and indicative route of the ELOR/MLLR is provided at Appendix 1.
- 2.10 At Section 1 of the ELE the Council owns all 29 ha of land at Red Hall between the existing Outer Ring Road and the A58 Wetherby Road. Executive Board approved the relocation of parks services from Red Hall in May 2012. Work is underway to move the office functions to Farnley Hall (expected to be complete by mid-2014) and to open a new nursery at Whinmoor Grange. It is also proposed that new sports pitches are provided at Whinmoor Grange, in accordance with a planning statement approved by Executive Board in October 2012.
- 2.11 In Section 2 of the ELE, the Northern Quadrant consortium of landowners, led by Persimmon, submitted an outline planning application in June 2012 for the first phase of residential development on 101 ha where they propose to build 2,000 houses together with a primary school, a local centre and associated open space.
- 2.12 A separate application for 364 homes on the Grimes Dyke site off the A64 has been submitted by Taylor Wimpey & Persimmon adjoining the Northern Quadrant.
- 2.13 In Section 3 of the ELE, the Southern Quadrant, there are currently no proposals for development and land ownership is fragmented. The Council owns 25 ha of land here, the majority in a single parcel on the northern side of the main Leeds-York railway line.
- 2.14 To the south of this in Section 4 lies Thorpe Park where Scarborough Developments has planning consent for of up to 1.8m sq ft (167,000 sq m) of office development with complementary uses, together with a requirement to provide a new area of green park.

- 2.15 Currently approximately 600,000 sq ft (55,760 sq m) has been constructed and occupied at Thorpe Park. Up to 1m sq ft (92,900 sq m) can be built and occupied before a planning requirement is triggered to construct a new Manston Lane Link Road (MLLR) comprising improvements to Manston Lane itself, a new roundabout and single-carriageway bridge over the railway line to connect the Barnbow area to the M1. No development can take place and be occupied over 1m sq ft unless the MLLR is built and has been opened to the public.
- 2.16 Scarborough Developments has an agreement with the Council under which the developer can request the construction of a bridge over the railway at its own cost, landing on the Council land to the north. This would be facilitated by an agreement with Network Rail that runs until the end of March 2015, providing the necessary rights to access its land and to commence the works. The timeframe for this agreement requires the works to be brought forward as a first phase of the road.
- 2.17 Scarborough Developments has recently proposed a new masterplan for Thorpe Park and submitted an outline planning application in September to develop the remainder of the site for mixed retail, leisure and office uses. It has also submitted detailed applications to construct the MLLR with the bridge as a dual carriageway, which subject to approval would provide the requisite standard for the ELOR to connect into and would support implementation of the revised proposals for the business park. These planning applications are currently being assessed prior to determination.
- 2.18 Alongside the ELE, at the former Vickers tank factory in Barnbow, a first phase of development of 121 units is currently underway by Bellway Homes. An outline approval also exists for development of 138 new homes on the adjoining former Optare factory site. There is potential for development of up to 620 further homes on the remainder of the two sites (879 in total), subject to the completion of the MLLR as described above.
- 2.19 The ELOR, together with the MLLR would be a major piece of infrastructure for the city with multiple land and stakeholder interests to consider in its delivery. Although this would be potentially complex, its construction would unlock significant development within and adjoining the ELE to assist the city in meeting its housing growth requirements and to support employment generating activities. Allied to this will be important considerations for social infrastructure such as schools, health facilities, older people's accommodation and greenspace.
- 2.20 In light of the above it is evident that incremental development pressure is building in the ELE area. However an incremental approach could lead to a piecemeal delivery of the necessary infrastructure, with the potential for development to be held up by the landowner that brings its plans forward at the slowest pace. This may not promote the proper sustainable planning of the ELE as a strategic growth point in the city's development.
- 2.21 The development of the ELE requires a whole-Council approach to working with landowners, stakeholders and communities across the area. As well as the scope for new housing, the area has potential to assist in the delivery of Child Friendly City aspirations and to embed core principles supporting the public health agenda

by reducing traffic congestion on the existing ring road and in particular in Cross Gates.

- 2.22 For these reasons consideration has been given to how the Council could take a leading role in the delivery of the ELOR and other important infrastructure requirements. An officer Project Board has been established, chaired by the Director of City Development, to co-ordinate the Council's approach to the issues raised in this report and to manage the required cross-service inputs.

3 Main issues

Scope of the ELOR

- 3.1 There is currently no agreed route or outline design for the ELOR, with only an indicative line for its route around the edge of the ELE, as shown in the plan appended to the report. An outline route has been submitted as part of the Northern Quadrant planning application for that part of the ELE, with a proposal for a threshold for the number of new houses to be built before construction of that section of the route is started.
- 3.2 Various studies have previously been carried out by the Council and landowners in relation to the potential for and scope of the road. Whilst these provide useful background information, some of this work is now out of date and has no formal status. There is no shared view to the route of the ELOR.
- 3.3 A current and robust view is required on the potential scope of the ELOR, to provide greater certainty for all stakeholders and to offer clarity in any further discussions about development of the area.
- 3.4 Broadly the scope of the road would be guided by the following objectives:
- To facilitate the development of housing in the East Leeds Extension and adjoining areas;
 - To support the creation of attractive and sustainable new child friendly neighbourhoods;
 - To create additional orbital highways capacity, relieving pressure on the existing outer ring-road and radial routes;
 - To improve journey times around east Leeds and support the creation of jobs and economic growth;
 - To enhance access to employment and the strategic road network (M1) in the North and East Leeds;
 - To reconnect communities in East Leeds currently segregated by the existing outer ring road;
 - To enable environmental and urban realm improvements along the present route through Cross Gates;
 - To complement the development of integrated public transport and sustainable travel modes in East Leeds.

- 3.5 It is proposed that the Council conducts a feasibility study to establish options for the full route of the road, an indicative cost and indicative programme for the construction of the whole of the ELOR. The feasibility study could be completed in 12 weeks from the date of commission.
- 3.6 In the absence of this work it is broadly estimated at this stage that the construction of the road could cost in excess of £100m for its full length, its precise cost depending on the route, specification and technical issues such as ground conditions. The exact cost would also be influenced by method of construction, liaison with landowners and the overall programme for delivery. The estimate above does not include any potential land assembly costs.
- 3.7 As well as providing a technical assessment of route options and construction issues, the feasibility study would identify other complementary highway improvements that would need to be undertaken as part of the construction of the ELOR due to the impact the road would have on the existing infrastructure in surrounding areas. This would include the need for any works to the existing outer ring road.

Delivery of the East Leeds Orbital Road

- 3.8 For the East Leeds Orbital Road to make its required connection from the outer ring road in the west to the M1 in the south, its route will need to pass through several land ownerships in each section of the ELE and through Thorpe Park, using the route of the MLLR. Understanding and co-ordinating the aspirations and intentions of the relevant ownership and land interests will be central to achieving the delivery of the road and unlocking the longer term development potential.
- 3.9 There are three broad scenarios for the way in which the ELOR could be built, consideration of which would be underpinned by the feasibility work described above:

Scenario 1 - ELOR built in its entirety before occupation of any housing

Scenario 2 - ELOR delivered as a single project but phased to allow partial build out of housing in sections of the ELE, in advance of the complete link

Scenario 3 - ELOR delivered through incremental and discrete sections as development comes forward via the planning process

- 3.10 It is currently anticipated that the ELOR would be funded and delivered by the ELE landowners as part of their respective development proposals, though it is not yet known the extent to which any or all of these parties would be prepared to consider working jointly to deliver the entire road as a single project.
- 3.11 If undertaken as a single project it is currently assumed that a minimum three year lead-in period would be required for design, approvals and other preliminaries. In order to avoid any delays in delivering the scheme all landowners would need to be prepared to agree the route, the means of procuring and funding the scheme,

how costs would be apportioned and shared across all parties and the construction programme.

- 3.12 Planning permission would be required for the full length of the road. It should also be noted that the best technical and practical route for the road might not coincide with the route envisaged by the UDP.
- 3.13 Subject to these matters it is estimated that construction could take a minimum of three years to complete, after the feasibility and design has been undertaken and agreement reached between the relevant landowners.
- 3.14 Under a phased approach to the ELOR (Scenario 2), the same assumptions would apply but it is likely that the overall construction programme could be longer. The approach to procuring and funding the scheme, sharing of costs and the construction programme may be simpler as the Council would only need to deal with the owners in each relevant section in turn, rather than the full length of the road. This might help secure the early delivery of an appropriate quantum of housing and therefore contribute to meeting housing needs.
- 3.15 Under the approach in Scenario 3 the programme for delivery of the full road would be more protracted and it is likely that the overall cost would be higher given the phased approach and loss of economies that would otherwise be gained in a single contract procured in a co-ordinated way. Some sections of the road may be easier or less costly to deliver than others, leading to uncoordinated piecemeal construction and this approach may therefore impair delivery of the whole route and result in unsatisfactory interim highway conditions. This approach is therefore not seen as desirable.
- 3.16 The ability for the ELOR to connect to the motorway network will be dictated by the timescale for completion of the MLLR railway bridge and its construction to dual carriageway standard, which is the subject of a current planning application by Scarborough Developments. Thorpe Park is currently only required to provide the MLLR railway bridge as a single carriageway and is not currently in a position where this is likely to be built, on the basis of current levels of demand for offices. If the bridge over the rail line is not started on-site before the expiry of the Network Rail agreement in 2015, then a new agreement for access and rights to construct will be required. It is important therefore that options for the delivery of the MLLR bridge to dual carriageway standard by March 2015 be fully explored.

Potential Role of the Council in Delivering the ELOR

- 3.17 The scale and importance of the ELE, with its potential contribution to meeting both local and city-wide housing needs and in assisting regeneration of the wider East Leeds area, point to the need for the Council to consider a leading role in establishing the appropriate scope for ELOR and enabling its construction as key enabling infrastructure.
- 3.18 To allow full consideration of the construction and phasing scenarios and to inform the baseline feasibility position for the ELOR, there is a need for the Council to undertake discussion with all landowners across the ELE to establish their

development aspirations, timescales in which they may be seeking to realise the value of their assets and current position regarding the provision of the ELOR.

- 3.19 In order to try and bring forward the timely construction of the MLLR as a dual carriageway, Executive Board on 9 November 2011 approved the Council entering into a revised land agreement with Scarborough Developments, that would offer an incentive to construct the road to this standard by agreeing a share of commercial benefits arising on the Council's land. The parties have reached agreement in principle on revised terms, with work progressing towards a final contractual position.
- 3.20 However the wider range of stakeholders involved in the ELE, the potential diversity of commercial aspirations and the unknown overall cost of the road and how this would impact on development viability across the ELE mean that it is currently unlikely that a multi-lateral position on delivery of the ELOR could be achieved.
- 3.21 Subject to the outcome of discussions with landowners, the Council may wish to consider taking a more proactive and lead role on the overall construction and delivery of the ELOR and MLLR, particularly if it is considered that delivery of the road as a single project is desirable.
- 3.22 In addition to the build costs and assuming at least some landowners would not agree to providing land for the route of the road, the cost of acquiring the necessary land would need to be budgeted for as a worst case. As the majority of land affected by the ELOR is allocated for housing that can only be developed if the road is completed, it is likely that there is a basis for reaching agreement with the majority of landowners. Some areas of existing Council-owned land would also be utilised.
- 3.23 If the Council were to proceed with this approach it is almost inevitable that the acquisition of some land required for the ELOR and/or the MLLR could only be secured following compulsory acquisition (CPO). The success of any CPO action would be dependent on demonstrating a compelling case in the public interest in respect of funding and viability, clarity in the acquisition powers, securing planning permission for the road and being clear on the technical case for the delivery of the road, including the case for delivering any section or phase in advance of residential or other development.
- 3.24 At this stage no formal discussions have taken place with the landowners or developers who would be affected by such an approach. As CPO is intended to be a 'last resort' measure, any case for CPO will need to demonstrate that all reasonable efforts have been employed to acquire by negotiation. This means that a land acquisition strategy (including the approach to engagement with landowners and the possible use of CPO powers) will need to be developed. Appropriate Executive Board approvals will be sought for such a strategy.
- 3.25 The Council would need to explore how it could fund upfront the cost of constructing the road, including the cost of land acquisition, and put in place a suitable mechanism and programme for the repayment of these costs from the landowners who benefit from the construction of the road.

- 3.26 Options for funding the road and land acquisitions would need to be appraised but could include:
- Private sector landowners and developers;
 - Prudential borrowing;
 - Joint European Support for Sustainable Investment in City Areas (JESSICA), which is an initiative of the European Commission;
 - the National Infrastructure fund;
 - s106 agreements (possible 'roof tax');
 - Community Infrastructure Levy;
 - New Homes Bonus;
 - West Yorkshire Transport Fund;
 - Other government funding sources such as the Homes and Communities Agency.
- 3.27 The West Yorkshire Transport Infrastructure Fund is still to be established following the Leeds City Region Deal with central government. The Leeds City Region has undertaken an initial high-level assessment of the likely Gross Value Added to the economic area from the construction of the ELOR and this project has scored relatively highly. The case for funding would be on the basis that this infrastructure would create major economic benefits to this part of the city, improving travel times and providing for housing and commercial development together with new schools, health provision, playing fields and green space plus substantial new construction industry and support services jobs.
- 3.28 No single source is likely to fully fund the overall cost and therefore a mixture of funding sources as mentioned above would be required. As part of this approach it is also proposed that the Council liaises closely with Central Government to explore the potential for its support to unlock the infrastructure requirements to enable the development of the ELE.
- 3.29 Under any Council funding approach landowners would be required to make payments to the Council on a pro-rata basis as individual houses or commercial units are built. This may either be via planning obligations or (as there are now limitations on the use of 'pooled' planning obligations to fund infrastructure) through the Community Infrastructure Levy.
- 3.30 Such repayments could be linked to a formula based on the total cost of the road and land acquisition costs, plus interest that is repaid over the life of the housing and commercial developments.
- 3.31 It should be noted that the East Leeds Link Road that goes through Cross Green was delivered in a similar way using funding from Yorkshire Forward and seeking repayments via S106 agreements from the landowners benefiting from the construction of the road.
- 3.32 The repayment of such large sums through this approach would take some years to complete with the overall development of the ELE being estimated to take approximately 25 years based on initial developer projections of building c.200

houses per annum. This would indicate the need for a significant cash flow and funding facility, in the assumed absence of grant.

- 3.33 Based on the initial estimated cost of the road of £100m or more excluding land assembly costs, this could equate to a basic repayment cost of up to £20,000 per new house built. Accordingly there is a risk that not all the costs would be recouped especially as there will be other S106 requirements such as affordable housing, school provision, health and greenspace provision. There is therefore also a need to discuss with landowners and developers the potential impact of this cost on their viability and delivery assumptions for house building in the area.

Other Infrastructure Requirements

- 3.34 The potential scale of development in the ELE requires careful consideration and planning for a range of other infrastructure needs. Feasibility work on the ELOR needs to take place alongside planning for the social and community facilities that will be critical to making the new neighbourhoods successful, sustainable and properly integrated with the existing urban area according to good principles of 'place-making'.
- 3.35 The scope, route and delivery programme for ELOR will influence where and when housing development comes forward. The Council will need to lead on the co-ordination of investment and development across the whole area to ensure neighbourhood facilities such as shops, health, schools and other matters such as affordable housing and greenspaces (both local and strategic) are correctly located and specified, available when needed to support occupation of the new homes and are appropriately funded and sustainable. This will only be properly achieved by planning for the area as a whole and not on a site-by-site basis.
- 3.36 Discussions with landowners and developers will enable the Council to gain a further understanding of how they currently anticipate helping delivery of this broader infrastructure requirement, in addition to the ELOR.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The East Leeds Regeneration Board, a sub-group of the Housing & Regeneration City Priority Board has had extensive discussions about the ELOR and ELE issues over five meetings since its establishment in January 2012.
- 4.1.2 A Member from each east Leeds Ward has a seat on the East Leeds Regeneration Board, alongside a seat for representation from each of the Conservative and Liberal Democrat Groups. The Board is chaired by the Executive Member for Neighbourhoods, Planning & Support Services.
- 4.1.3 Members of the Board have expressed clear views that there is a need for the ELOR to be provided in its entirety in advance of any development in the ELE and Thorpe Park.

- 4.1.4 Ward Members have been consulted directly on the early proposals for Red Hall and Whinmoor Grange and will continue to be engaged as the planning principles are progressed.
- 4.1.5 A consultative forum has been established to inform the planning process for the Northern Quadrant proposals. Chaired by Cllr Pauleen Grahame the forum comprises representatives of local communities and interest groups and members from Cross Gates & Whinmoor and Harewood wards. A public engagement event was held by the Council on 10th December 2012 in relation to these initial proposals and the wider context of development in the ELE. Ward Members, local residents and other interest groups have therefore been widely consulted on the planning application for the Northern Quadrant. Their views will be taken into account when the application is determined.
- 4.1.6 Ward members for Temple Newsam, Crossgates & Whinmoor and Garforth & Swillington have been consulted by both the developer and the Local Planning Authority regarding the revised masterplan proposals for Thorpe Park and have also been consulted directly regarding planning applications at Grime's Dyke and Barnbow.
- 4.1.7 The Council has not undertaken any public consultation on specific proposals for the ELOR as for the reasons set out in this report, there is currently limited clarity on the options or opportunities for progress and therefore at this stage limited scope for dialogue with the community.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The ELOR and development of the ELE are long term considerations and will be potentially delivered by a range of landowners and developers. The report presents a range of issues that are not currently within the direct control of the Council.
- 4.2.2 An Equality Impact Screening has been completed in relation to the proposals for a Feasibility Study and is appended to the report. The equality and diversity/cohesion and integration issues identified are very high level and the screening indicates that there is no need for a full assessment at this stage. This will be reviewed, refined and re-screened if and when a more detailed project is developed.

4.3 Council policies and City Priorities

- 4.3.1 The ELE and ELOR are included within the allocations and policies of the Unitary Development Plan. The ELE will be retained as a housing allocation in the Local Development Framework.
- 4.3.2 The Vision for Leeds to 2030 states that the city will be prosperous and sustainable, with a strong local economy driving sustainable economic growth and sufficient housing to meet the needs of the community. The resolution of issues set out in this report will make a significant contribution to this vision.

4.3.3 The Leeds City Council Business Plan to 2015 includes the aspiration to provide clear, accountable civic leadership that unites public, private and third sector partners to deliver better outcomes for people in Leeds. This report highlights the potential role for the Council in this respect in relation to delivery of the ELE. The Business Plan also has specific priorities for City Development to create the environment for partnership working, to identify strategies to support the delivery of new housing and to create a safe and efficient transport network, all of which would be progressed through the ELE/ELOR. The approaches set out in this report will also assist in delivering the Council's Child Friendly City aspirations by taking a co-ordinated approach to the provision of new homes, open spaces, schools, transport and traffic to ensure the needs of children and young people are considered in the very early stages of planning.

4.3.4 The Housing & Regeneration City Priority Plan has four year priorities to maximise regeneration investment to increase housing choice and affordability within sustainable neighbourhoods and to enable the growth of the city whilst protecting its distinctive green character. Development of the ELE and ELOR is likely to take considerably longer than this four year plan, though the work to progress this would be taken forward and driven by the same priorities.

4.4 Resources and value for money

4.4.1 There is an immediate need to establish a capital budget of £150,000 to undertake the technical feasibility work that will set out route options, indicative costs and programme for the ELOR. This work will offer a starting point for understanding the longer term costs and funding issues as set out in the main body of the report.

4.4.2 Should the Council take a leading role in delivery of the East Leeds Orbital Road, there are further financial implications that will need to be considered. The cost of the project would be met by the Council initially, offset by any external contributions (for example from West Yorkshire Transport Fund). It is anticipated that the net cost would then be met, over time, by contributions from house builders in the form of a roof tax. Using this approach it is possible that the Council would need to incur borrowing costs in advance of contributions from house builders resulting in debt charges to the revenue accounts. Further consideration of this would take place when the outcome of the feasibility study is known and when external funding bids are further progressed.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The legal implications are dealt with in the body of the report. Any CPO action will require specific authorisation from the Executive Board and will only be sought if there is a compelling case in the public interest for such acquisition.

4.6 Risk Management

4.6.1 The proposed feasibility study is intended to identify the main technical risks in delivery of the ELOR, to provide a baseline position in moving this work forward. The study would be managed by the Council's Engineering Projects section,

commissioning appropriate consultancy advice under existing framework arrangements.

5 Conclusions

- 5.1 The East Leeds Extension is critical to the delivery of Leeds' housing growth needs over the coming years. It has potential to deliver a significant number of new homes and associated facilities in the coming years. However this is subject to the provision of critical infrastructure in the form of the East Leeds Orbital Road and appropriate social and community infrastructure such as schools, health and green spaces. The road and related development must be delivered in a sustainable and co-ordinated manner alongside all other aspects of 'place-making' - creating successful and sustainable neighbourhoods.
- 5.2 The ELOR currently has no defined route or design and clarity on this is required to inform discussions with landowners and developers as proposals for investment and development come forward. It is essential that delivery of the entire route of the ELOR is considered as one, to avoid the risk that more costly or less deliverable sections are left to the end and prevent the road opening and operating as a joined up route.
- 5.3 It is proposed that the Council takes a lead role in ensuring the proper planning and co-ordination of development across the ELE. Initially this would involve a Feasibility Study to offer clarity on the scope, route and programme for the ELOR, to provide a basis for consideration of further detailed design, funding and delivery. It is also proposed that the Council undertakes discussions with all landowners in the ELE to establish their intentions with regard to development and delivery of the required infrastructure to support development.

6 Recommendations

Executive Board is asked to:

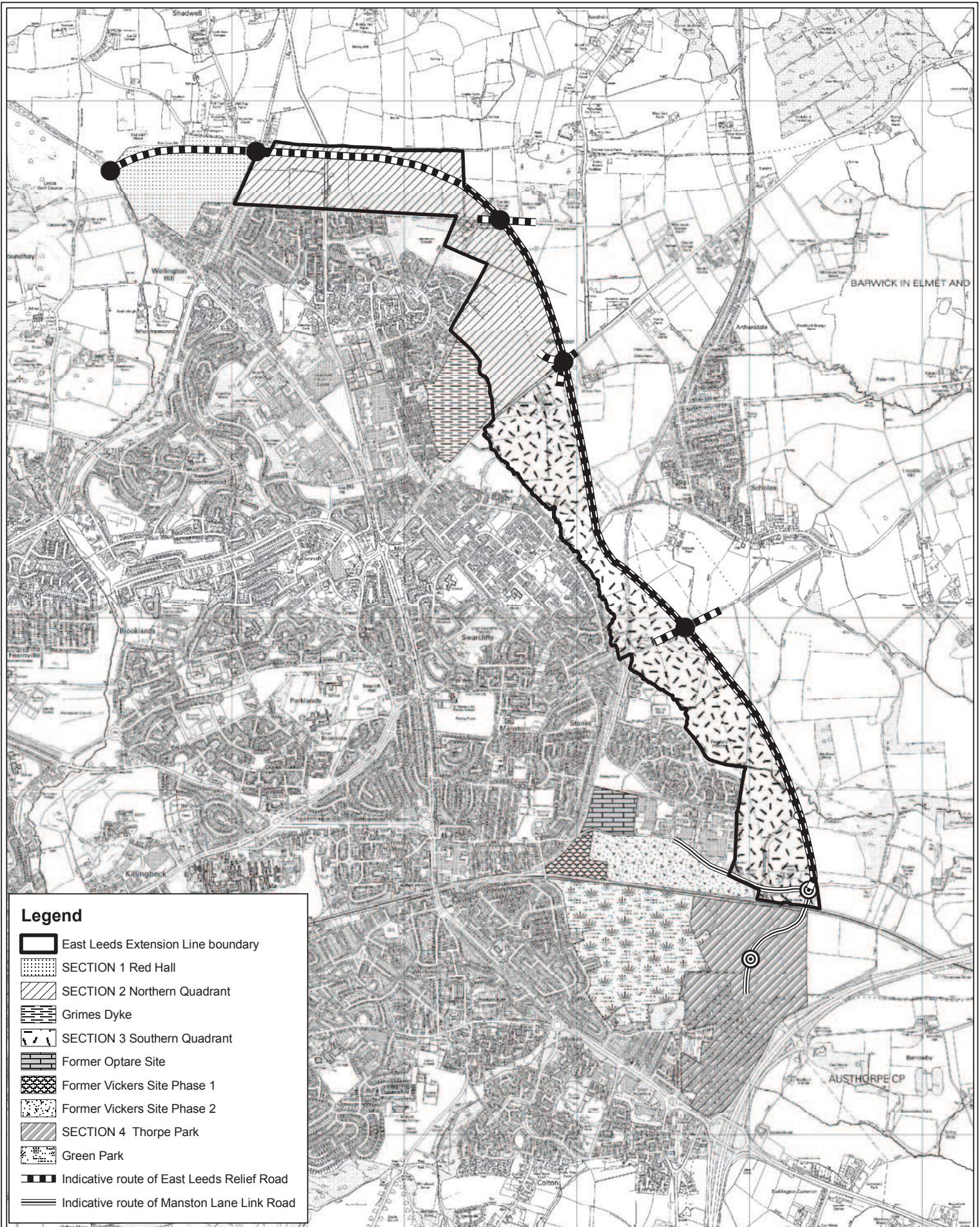
- (i) support funding of £150,000 for the Council to undertake feasibility work on the East Leeds Orbital Road;
- (ii) approve the principle of the Council taking a leading role in the delivery of the East Leeds Orbital Road and other infrastructure requirements and to formally engage with the landowners about the delivery process;
- (iii) note the potential for the Council to use its CPO powers in the event that land requirements for the East Leeds Orbital Road cannot be secured via negotiation;
- (iv) receive a further report on the outcome of the Feasibility Study;
- (v) request that the Director of City Development liaises with appropriate government departments to identify the support that could be made available to facilitate the delivery of infrastructure in the East Leeds Extension to support housing growth.

7 Background documents¹




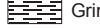








7.1 None

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

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Legend

-  East Leeds Extension Line boundary
-  SECTION 1 Red Hall
-  SECTION 2 Northern Quadrant
-  Grimes Dyke
-  SECTION 3 Southern Quadrant
-  Former Optare Site
-  Former Vickers Site Phase 1
-  Former Vickers Site Phase 2
-  SECTION 4 Thorpe Park
-  Green Park
-  Indicative route of East Leeds Relief Road
-  Indicative route of Manston Lane Link Road



EAST LEEDS EXTENSION

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Ordnance Survey LA100019567

PREP BY M. CHRISTIAN ✨
DATE 12/12/2012
OS No SE3637
Scale 1:20,000
PLAN No 11041/AC

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Equality, Diversity, Cohesion and Integration Screening



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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Regeneration Programmes Team
Lead person: Adam Brannen	Contact number: 0113 2476746

1. Title:

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify: Programme

2. Please provide a brief description of what you are screening

This equality impact screening is to specifically support the proposal to undertake a feasibility study into a potential new highways scheme – the East Leeds Orbital Road – which would be required to support significant housing development in the East Leeds Extension.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		x
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations		x

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The proposal itself is to undertake a feasibility study, that will provide the Council with information to help it consider how and where a major piece of new road infrastructure could be built. The outcome of the proposals will be a document and plans, which would not in themselves have any immediate equality, diversity, cohesion or integration implications.

Further decisions would be required to take this forward into a substantive project and the project would be screened again at that point.

- **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another).

The proposal will not have any impact on different equality characteristics. The feasibility study that would result would be used to inform more detailed work and consultations and engagement with all relevant stakeholders. This further work would be the subject of a revised screening to ensure equality impacts are being considered at all stages of the project's life.

There is likely to be some public concern at this study taking place as the area for development is currently a greenfield site. Although this has been allocated for development for some years, some local residents may not be aware of this and perceive the study as a threat to their current local environment, if it were to lead on to a project for road construction. This screening recognises this public concern but does not find that there is an impact on any equality characteristics.

- **Actions** (think about how you will promote positive impact and remove/ reduce negative impact)

The feasibility study will ensure all current and anticipated legislation relating to highways design is incorporated into the outline proposals, so that matters such as disability access and the needs of users of all forms of transport (public transport, private vehicles, cycles and pedestrian) are considered and used to inform the future project from an early stage. It will also consider how to minimise its impact on the local environment so that any future road building is undertaken with as little impact on the local amenity of existing

residents as possible.

The proposed road will be the subject of discussions with all landowners in the affected area of the East Leeds Extension so that the needs and aspirations of all potentially affected parties are understood and incorporated into the project if and when it moves beyond the feasibility stage.

Any future detailed design will be undertaken with consideration of all these matters.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.****

Date to scope and plan your impact assessment:

Date to complete your impact assessment

Lead person for your impact assessment
(Include name and job title)

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Adam Brannen	Programme Manager	21 st November 2012

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed

25th November 2012

Date sent to Equality Team

TBC

Date published

(To be completed by the Equality Team)



Report author: David Feeney /
Helen Miller Tel: 2474539 /
2478132

Report of the Director of City Development

Report to: Executive Board

Date: 9 January 2013

Subject: Natural Resources & Waste Development Plan Document – Inspector’s Report

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):	All	
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. The Natural Resources & Waste Development Plan Document (DPD) is one of a number of planning documents currently being prepared as part of the Local Development Framework (LDF). The preparation of this document has been driven by the requirements of national planning guidance (PPS10), the implications of European Waste Management Directives, the City Council’s commitments to managing environmental resources and tackling climate change and the need to identify sufficient sites for waste management activities (aligned to the Council’s own municipal waste strategy).
2. The Natural Resources and Waste DPD was formally submitted to the Secretary of State on 25th July 2011 and an independent Inspector, Mr Melvyn Middleton BA (ECON) MRTPI, was appointed to examine the DPD for soundness. The Examination in Public took place from 15th November to 8th December 2011 as a result of which a number of changes to the DPD were progressed at the Inspector’s recommendation. These changes were previously reported to Members of Development Plan Panel on 3rd April 2012 and agreed by Executive Board on 11th April 2012.

3. The City Council has now received the Inspector's final report, which concludes that the Plan (incorporating a number of modifications) is sound. A copy of the Report is attached. This means that the City Council can now proceed with the adoption procedures required under the Local Development Framework Regulations.

Recommendations

That the Executive Board notes the Inspector's Report including his recommendations and reasons and recommends to Council that it adopts the Natural Resources and Waste Development Plan Document (the Submitted DPD and Post Submission Changes) pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.

1.0 Purpose of this Report

- 1.1 Following the submission and independent examination of the Natural Resources and Waste Development Plan Document the City Council has now received the Inspector's report which concludes that the Plan is 'sound'. The purpose of this Report is to request the Executive Board to recommend to Council that it adopts the Plan.

2.0 Background Information

- 2.1 Within the context of national guidance, European Directives and a range of City Council strategies (including municipal waste and climate change), the Natural Resources and Waste DPD has been in production since 2007. It should be noted also, that the Department of Communities & Local Government's Chief Planning Officer wrote to all LPAs to urge progress in the preparation and adoption of Waste DPDs, as the Government have announced that they intend to pass on fines under the European Directives to the offending Authorities, where such plans have not been prepared.

3.0 Main Issues

- 3.1 The Natural Resources & Waste DPD contains a range of planning policies relating to Minerals & Aggregates, Water Resources, Air Quality, Sustainable Energy Use and Waste, as part of an overall integrated approach, which seeks to minimise and manage the use of natural resources. As well as containing specific planning policies and site allocations, it is also envisaged that the document will have an influencing role in supporting the City Council's wider strategic objectives for the environment.
- 3.2 A number of key issues are addressed through the document. These include:
 - planning for sufficient minerals & aggregates supply (whilst managing environmental assets and amenity),
 - planning for a shift to non-road based freight,

- planning for municipal, commercial and industrial waste activity, including site specific allocations, (whilst seeking to reduce waste raisings overall)
- Seeking to reduce flood risk, through mitigation and adaptation, in taking into account the effects of climate change.

- 3.3 Following Submission in July 2011, the Examination in Public into the DPD took place from 15th November to 8th December 2011. The Inspector recommended a number of changes to the DPD to make it sound and these changes were agreed by Members on 11th April 2012 and were then the subject of a six week public consultation. Responses to the consultation were sent to the Inspector for his consideration. The Inspector has confirmed that his conclusion was that there were no new issues arising that would warrant a re-opening of the Examination Hearing.
- 3.4 As outlined above, through the course of the examination, the Inspector has recommended a number of changes (attached to this report as 'Post Submission Consolidated Schedule of Main Modifications'), considered necessary in order to make the plan sound. These changes have arisen as a consequence of the consideration of evidence as part examination process and in some instances as a result of changes to national planning guidance. As noted in paragraph 3.3 above, these changes have been previously considered by officers (in discussion with the Planning Inspector) and subsequently by Members at Executive Board. It has been agreed that as the changes do not fundamentally alter the overall thrust and policy approach of the plan and are largely seeking to clarify, amplify supporting text and policy wording (or in one instance, see below, introduce a new policy to reflect ministerial requirements, as a consequence of the National Planning Policy Framework), they are acceptable. The Inspectors Report and the attached Schedule of 'main modifications', therefore refer to and document changes which have previously been considered by the City Council, no additional changes are required at this stage.
- 3.5 Within the context of the above, the attached 'main modifications', relate to changes to the supporting text, the introduction of a new policy and changes to the wording of a number policies contained in the plan. These include the introduction of a new General Policy to reflect the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF) – main modification 2 (MM2), amendments to the supporting text and Policy wording regarding Mineral Safeguarding Areas - main modification 7 (MM7) and the supporting text and Policy wording re. Minerals 15: Criteria for Assessing Alternative Development on Protected Wharves and Rail Sidings – main modification 13 (MM13).
- 3.6 In terms of these changes, the introduction of the General Policy reflects the introduction of the NPPF in March 2012 and the desire of ministers for such a policy to be incorporated within development plans in preparation. Executive Board Members may recall that a similar policy has also been incorporated into the Core Strategy Publication draft – pre-submission changes, considered by the Board and Council in November. The issue of Mineral Safeguarding Areas (MSA) within the main urban are of Leeds attracted considerable debate with the Inspector through the examination process. Within this context, the Inspector was

keen to ensure that there are opportunities for economically viable reserves to be 'won' through the planning and development process. The City Council made the case that for a city the size, complexity and ambition of Leeds, MSA policy requirements should not result in undue delay to major regeneration and development initiatives. Following consideration of this matter previously through Executive Board, the changes subsequently incorporated in the Inspectors report and as detailed in the schedule of 'main modifications', are considered to be a realistic and workable solution. With regard to Minerals Policy 15, the focus of the policy is to support the sustainable transportation of freight in the city through the protection of canal wharves and rail sidings from other development. The broad approach and control of the policy is retained through the changes, which introduce a number of criteria which must be met by applicants, in order for alternative proposals to be considered.

4.0 Corporate Considerations

- 4.0.1 As noted above, the Natural Resources & Waste DPD, forms part of the Local Development Framework and once adopted will form part of the Development Plan for Leeds.

4.1 Consultation and Engagement

- 4.1.1 The Natural Resources and Waste DPD has been subjected to a number of public consultation exercises as part of its preparation and as required by the LDF Regulations. The Independent Inspector who has examined the DPD has indicated that he is content with the public consultation that has been undertaken.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality Impact Assessment Screening was carried out on the Natural Resources and Waste DPD when it was submitted to the Secretary of State for Examination. This report has been updated in the light of further changes to the DPD but has not resulted in any material change to the EIA Screening conclusion. The EIA Screening Report is an appendix to this report.

4.3 Council Policies and City Priorities

- 4.3.1 The Natural Resources and Waste DPD allocates the wholesale market site as a strategic waste site and therefore supports the delivery of the Council's Residual Waste PFI which is a key priority for the Council.

4.4 Resources and value for money

- 4.4.1 The DPD has been prepared within the context of the LDF Regulations, statutory requirements and within existing resources. There are no specific resource implications for the City Council.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The Natural Resources and Waste DPD enables Leeds City Council to comply with the requirements of the European Waste Directive and thereby avoid penalties incurred for non-compliance. In terms of City Council governance

arrangements, the report is not open for call in. This is due to the fact that the DPD forms part of the Council's Budget and Policy Framework and as a consequence, such matters are ultimately determined by Council. It should be noted also that the DPD has been considered by the Sustainable Economy and Scrutiny Board and that Executive Board Members will receive a summary of the Scrutiny Board's comments prior to the Executive Board meeting.

4.6 Risk Management

- 4.6.1 Throughout the preparation of the DPD the greatest risk was that the Inspector would not find it sound however the attached Inspector's Report concludes that the Plan is sound and therefore removes this risk. It also reduces the risk that the Council could be the subject of EU penalties. There is still a risk that someone could mount a High Court Challenge.

5. Conclusions

- 5.1 The preparation of the Natural Resources and Waste DPD has been through several phases of consultation and has been examined by an independent Inspector. The Inspector has concluded that the DPD is sound and the Council can now proceed to adopt the DPD.
- 5.2 This is the first of the City Council's Development Plan Documents to be subject to Independent Examination and to be found sound.

6. Recommendations

- 6.1 That Executive Board notes the Inspector's Report and recommends to Council that it adopts the Natural Resources and Waste Development Plan Document (the Submitted DPD and Post Submission Changes) pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.

7. Background documents¹

- 7.1 None

8. Appendices

Appendix 1 - Inspector's Report into the soundness of the Natural Resources and Waste Development Plan Document November 2012 including Post Submission Consolidated Schedule of Main Modifications

Appendix 2 - EIA Screening

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

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The Planning
Inspectorate

Report to Leeds City Council

by Melvyn Middleton BA(Econ) Dip TP Dip Mgmt MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 7th December 2012

PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

**REPORT ON THE EXAMINATION INTO THE LEEDS NATURAL RESOURCES AND
WASTE**

LOCAL PLAN

Document submitted for examination on 22 July 2011

Examination hearings held between 15 November and 7 December 2011

File Ref: PINS/N4720/429/9

Abbreviations Used in this Report

AA	Appropriate Assessment
BGS	British Geological Survey
CDE	Construction, Demolition and Excavation
CG	Companion Guide to Planning Policy Statement 10: <i>Planning for Sustainable Waste Management</i>
C&I	Commercial and Industrial
CS	Core Strategy
CSCS	Consolidated Schedule of Changes for Submission
DP	Development Plan
DPD	Development Plan Document
Framework	National Planning Policy Framework
HRA	Habitats Regulations Assessment
LCC	Leeds City Council
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LP	Local Plan
LPA	Local Planning Authority
MM	Main Modification
MPA	Mineral Planning Authority
MSA	Mineral Safeguarding Area
MSW	Municipal Solid Waste
NP	National Park
NRWLP	Natural Resources and Waste Local Plan
PD	Publication Document
Plan	Leeds Natural Resources and Waste Local Plan
PMS	Proposed Modifications at Submission
PPS	Planning Policy Statement
RAWP	Regional Aggregates Working Party
RSS	Regional Spatial Strategy for Yorkshire and the Humber 2008
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
tpa	tonnes per annum
UDP	Unitary Development Plan
WFD	Waste Framework Directive
WSE	Waste Strategy for England

Non-Technical Summary

This report concludes that the Leeds Natural Resources and Waste Local Plan provides an appropriate basis for the planning of the City over the next 15 years providing a number of modifications are made to the Plan. The Council has specifically requested that I recommend any modifications necessary to enable them to adopt the Plan. All of the modifications to address this were proposed by the Local Planning Authority and I have recommended their inclusion after full consideration of the representations from other parties on these issues.

The modifications can be summarised as follows:

- the insertion of a policy and supporting text confirming the Council's commitment to the presumption in favour of sustainable development as set out in the National Planning Policy Framework;
- revisions to the justification for the strategic objectives that seek to achieve sustainable minerals development and make better use of the water and rail transportation networks;
- changes to the minerals and waste targets and their justifications and revisions to the monitoring framework;
- the safeguarding of viable sand and gravel resources under the urban area;
- a change to the policy that seeks to prevent the extraction of sand and gravel within the Wharfe Valley to the east of Pool to enable it to be justified;
- revisions to the policies and supporting texts that seek to safeguard minerals and transport interchange sites, in order to justify them;
- an explanation of the provisions and opportunities for the treatment of hazardous waste;
- changes to the *Strategic Waste Management Sites* Policy to make it effective;
- the identification of policies in the existing Unitary Development Plan that are to be replaced by the policies of this plan;
- a number of other changes to make the Plan compliant with the National Planning Policy Framework;
- a number of other changes that ensure the effectiveness of the Plan.

Introduction

1. This report contains my assessment of the Leeds Natural Resources and Waste Local Plan (NRWLP) (the Plan) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework (the Framework), at paragraph 182, makes it clear that to be sound a Local Plan (LP) should be positively prepared, justified, effective and consistent with national policy.
2. The starting point for the examination is the assumption that the Local Planning Authority (LPA) has submitted what it considers to be a sound plan. The basis for my examination is the draft NRWLP of November 2010 as amended by the Consolidated Schedule of Changes for Submission (CSCS) in July 2011.
3. My approach to this Examination has been to work with Leeds City Council (LCC) and other participants in a positive, solution-orientated and consensual manner, aimed at resolving differences and overcoming any potential unsoundness in the Plan. All of the twenty nine representors to the pre-submission Plan were consulted about the post-publication changes. Fifteen of them maintained their objection(s) and nine of these participated in the main Hearing sessions, held in November 2011, along with representatives of LCC. A subsequent Hearing session was held three weeks later to resolve some of the outstanding matters.
4. In addition to the Hearing Sessions, I have examined this plan by correspondence with LCC and representors. This process concluded in August 2012 when I was satisfied that the sum of the changes proposed by LCC would make the plan sound.
5. With the exception of the changes, about which there were outstanding objections at the time of submission or subsequent concerns on my part, which are discussed below, the post publication changes (CSCS), which were themselves the subject of additional public consultation, have been accepted by me and do not require further endorsement.
6. In March 2012, the Government published the Framework, which combined previous national planning policies (e.g. in various Planning Policy Statements (PPS)) into a shorter, comprehensive document. The change did not affect waste policy, which is still set out in PPS10: *Planning for Sustainable Waste Management* but it did change national minerals policy. I arranged for additional consultation to be undertaken into the ramifications of the changes to the non-waste aspects of national policy on the soundness of the Plan. I have taken the additional representations received, as a result of this consultation, into account when writing this report.
7. LCC suggested further schedules of Significant and Minor Changes during the course of the examination, including changes to reflect the introduction of the Framework. My report only deals with the additional Significant Changes (now known as Main Modifications) that are needed to make the Plan sound and legally compliant and they are identified in bold in the report (**MM**). In

accordance with section 20(7C) of the 2004 Act LCC requested that I should make any modifications needed to rectify matters that make the Plan unsound/not legally compliant and thus incapable of being adopted. All of the necessary changes have been proposed by LCC and are presented in Appendix A.

8. None of these MMs materially alter the substance of the plan and its policies, or undermine the sustainability appraisal (SA)¹ and participatory processes previously undertaken. Nevertheless, all of the changes that LCC has proposed, following the submission of the plan, have been advertised, publicised on the Council's web-site and notified to all representors. I have taken the representations made in response to this further consultation into account when writing this report.
9. Some of the changes put forward by LCC are factual updates, corrections of minor errors or other minor amendments in the interests of clarity. As these changes do not relate to soundness they are a matter for LCC and not myself and are generally not referred to in this report. However, I endorse LCC's view that they improve the plan.
10. References in my report to documentary sources are provided in footnotes, quoting the reference number in the examination library [] where appropriate.

Assessment of Soundness

Preamble

11. The Plan has been prepared in order to provide a framework for the forward planning of minerals, waste, energy, air quality, water and land in the City. It will act as a thematic plan for these aspects of planning within Leeds and contains the long term spatial vision and strategic policies required to deliver the key objectives for resources and waste development up to 2026, including a more efficient use of natural resources. It also contains site specific policies and proposals for minerals and waste, identifying individual sites for future minerals extraction and waste management development, together with a limited range of policies, which will be used to assess planning applications associated with development concerning waste and natural resources.
12. The simultaneous assessment of the soundness, of both strategic and site specific policies, offers the opportunity to consider the interaction of the strategic and implementation aspects of planning, as well as the inter-relationship between minerals and waste planning together. This enables the effectiveness and deliverability of the strategic policies to be tested at the site development level and enables a full consideration and a better assessment as to whether the strategic objectives and policies are capable of being implemented in full.
13. In November 2011, the Localism Act received Royal Assent. In consequence no further Regional Strategies will be prepared. However, the Yorkshire and Humber Plan 2008, Regional Spatial Strategy (RSS) to 2026 remains in force

¹ Natural Resources and Waste, Sustainability Appraisal, LCC, November 2010.

pending any response to the consultation on environmental assessment initiated by the Department for Communities and Local Government and further orders being laid before Parliament. This document is therefore currently a part of the Development Plan (DP) for Leeds.

14. In addition to being justified, effective and consistent with national policy, Paragraph 182 of the Framework adds 'positively prepared' to the tests of soundness. This means that the plan should be based on a strategy, which seeks to meet objectively assessed development and infrastructure requirements, consistent with achieving sustainable development. I consider the plan's compliance with this additional test of soundness, along with the other three, in the body of the report.
15. In order to clearly reflect the Framework's presumption in favour of sustainable development and be compliant with national policy, **(MM2)** is necessary for soundness. It adds a short section to the Policy element of Chapter 2 that now contains the new model policy and appropriate explanatory text. The introduction of the Framework has meant that a number of references to PPSs (not PPS10) should be replaced by references to the relevant parts of the Framework. The document should also be formally referred to as a LP. In addition to those specifically referred to in this report, I have assumed that LCC will make all of the other changes necessary, to enable the plan to reflect the changed national policy background, as a part of its Further Changes.

Main Issues

16. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings I have identified twelve main issues upon which the soundness of the Plan depends.

Issue 1 –Are the Vision and Strategic Objectives sufficiently focussed, spatial and locally distinctive?

17. Leeds' Local Development Framework (LDF) Spatial Vision expects Leeds to be a distinctive, competitive, inclusive and successful City, for the benefit of its communities, now and in the future. The Plan translates this into visions for the topics that it covers and each is provided with a set of strategic objectives. A city that has an efficient use of natural resources, a zero waste - high recycling society, a low carbon economy and a high level of environmental protection is the aim of this plan. The visions and the accompanying strategic objectives are either a response to central government policy or seek to contribute to wider local policy objectives.
18. Leeds is a large metropolitan city and consumer of natural resources. The plan recognises that its ecological footprint involves the consumption of natural resources at a rate that is nearly double what is sustainable in the long term. The spatial visions and objectives seek to reduce this unsustainable consumption, although the actual achievement of a low carbon economy was somewhat vague.

19. During the examination, the Council proposed a new paragraph (after 2.27) to explain and justify the reasoning behind the strategic objective that seeks to improve sustainability by making better use of water and rail transportation networks. I endorse this change (**MM1**), which helps to justify how LCC will seek to assist the achievement of its vision of a low carbon economy.
20. Overall, the spatial vision and strategic objectives are justified in this LP and its evidence base and their emergence can be tracked through the various stages of plan preparation². From the beginning they have been informed by engagement with stakeholders and the community through the consultation process³. They are aligned with the Sustainable Community Strategy (SCS)⁴.
21. I am satisfied that the objectives, both individually and collectively, reflect national policy, help to deliver the topic visions and the overall vision and provide a framework for the plan's policies and proposals. Consequently, I consider that the visions and strategic objectives, as now justified, provide a sound, relevant and locally distinctive basis for the Plan.

MINERALS

Minerals Strategy

Issue 2 –Is the Minerals Strategy soundly based?

22. The Plan's original objectives for minerals recognised that they are a finite resource that can only be worked where they are found. The text also pointed out that minerals are a key resource that is vital for growth and a strong economy. However, the narrow set of objectives taken from Minerals Policy Statement 1: *Planning and Minerals* only concentrated on making sufficient provision for future needs, safeguarding resources and providing clear policy direction in relation to ancillary or secondary mineral development, restoration and aftercare. These do not comprehensively reflect the wider national context that now gives an increased focus on the achievement of sustainable development or the plan's wider visions and objectives, including the desired reduction in Leeds' ecological footprint.
23. Their replacement by a more comprehensive set of objectives for sustainable minerals planning (**MM3**) that better reflects the plan's overall vision and objectives for the use of natural resources, as well as national guidance now contained in the Framework, ensures consistency. This suggested change to paragraph 3.1 is appropriate. I endorse it to secure soundness in terms of an effective and justified plan that is compliant with overall national policy requirements.

² Issues and Alternative Options Report, 2008, Policy Position Report 2010, NRWLP Publication Document, 2010.

³ Vision for Leeds 2004 and 2011, Issues and Alternative Options Consultation Report, 2009, Consultation on Publication NRWLP, 2010.

⁴ Vision for Leeds 2004 – 2020, Sustainable Community Strategy, Leeds Initiative, April 2004.

Aggregates extraction

Issue 3 – Are the provisions in the plan for the supply of aggregates from within Leeds appropriate?

24. Policy Minerals 1: *Provision of Aggregates* deals with the provision of aggregates. It is accompanied by supporting text and there is a Minerals Topic Paper that, although providing background information, was not referred to in the submitted plan.
25. The Yorkshire and Humber Regional Aggregates Working Party (RAWP) is responsible for producing annual monitoring reports detailing levels of aggregate production and reserves for the region (the latest refers to 2009). It also produces forecasts of regional aggregate consumption and apportionments of production to meet this need. These were used in the RSS.
26. As submitted, the Plan sought to contribute to the regional apportionment of aggregates agreed by the RAWP in conjunction with other West Yorkshire District Councils. However, neither the Plan nor the Topic Paper demonstrated how this was to be achieved. Additionally, neither sought to disaggregate production below the sub-regional level or to extrapolate even the sub-regional forecasts beyond 2016. The Framework suggests that the time horizon of LPs should be 15 years and that they should take account of longer term requirements. There was also no agreement as to how the sub-regional apportionment would be sub-divided among the constituent authorities. In consequence this aspect of the plan had not been positively prepared and could not be effectively delivered or monitored. There was also no reasoned justification for LCC's course of action, which was contrary to national guidance and therefore unsound.
27. In consultation with the other West Yorkshire authorities, LCC has now produced a Local Aggregate Assessment. It has extrapolated the RAWP forecasts for sand and gravel and crushed rock to 2026 and disaggregated the total production to create a local target for Leeds, whilst demonstrating where the remainder of the West Yorkshire supply could come from. These revisions have been incorporated into an updated Minerals Topic Paper (**MM20**) that is referred to in paragraph 3.3 (**MM4**) in the context of the plan's updated objectives for minerals. Based on the Local Aggregate Assessment, Leeds has now set itself targets for aggregate provision, which seek to produce 146,000 tonnes per annum of sand and gravel and 440,000 tonnes per annum of crushed rock. These have been incorporated into Policy Minerals 1: *Provision of Aggregates* (**MM6**).
28. In March 2011 the RAWP agreed that on an interim basis aggregate provision in Mineral Planning Authorities (MPAs) should be based on historic shares over a rolling seven year period. Unfortunately, for confidentiality reasons, there are no historic figures for sand and gravel production in West Yorkshire in the 2009 report. Consequently, the sub-regional forecast to 2026 for sand and gravel is an extrapolation of the RAWP's apportionment to 2016 made for the RSS but tempered by the revised national apportionment (2009). The crushed rock target (1.1 million tonnes) is based on the rolling seven year average in 2009. Leeds has also assumed that it will provide

40% of production⁵ in both aggregate sectors, with the remainder distributed among the other four West Yorkshire authorities.

29. National Policy, as now expounded in the Framework, requires MPAs to secure an adequate and sustainable supply of minerals. This is to be achieved by minimising the contribution from quarried minerals and maximising the use of recycled construction, demolition and excavation (CDE) waste, the waste from minerals processing, and marine aggregates. The plan makes a strong commitment to maximising the use of indigenous alternative/recycled material. Recyclable CDE waste from Leeds is expected to increase by more than 10% over the next decade, contributing over 100,000 tonnes of additional material to the aggregate equation. Marine sand and gravel is also expected to make a significant impact after 2021. These considerations are now given appropriate status in Policy Minerals 1: *Provision of Aggregates* and its supporting text (**MMs5&6**), with Leeds committing itself to reducing the amount of primary minerals used through more recycling and the increased use of marine aggregate.
30. The forecasts that the RAWP produced for the RSS were based on an assessment of aggregate production and sales over the period 1997 to 2001. The RSS's apportionments to 2016 were based on the maintenance of these shares. Although West Yorkshire contains over 40% of the population of the Yorkshire and Humber region and has probably consumed a slightly higher proportion of the minerals used in the region in the recent past, in recent times it has contributed less than 10% to the supply of aggregates consumed in the region. Leeds appears to have contributed more to sub-regional mineral production than its share of the West Yorkshire population would suggest but there was still a substantial deficit.
31. The relatively small contribution to regional minerals production from Leeds and West Yorkshire is a product of a number of factors, not least the consideration that minerals can only be worked where they are found and even then their exploitation has to be economically viable. Apart from aggregates and coal, very few minerals are now worked in West Yorkshire, although Leeds is self-sufficient in brick clay and exports bricks. The quality of the aggregate now found in West Yorkshire is not of a high standard. In consequence the best that can be hoped for from this plan is that production of locally sourced minerals is sufficient to meet the sectors of the market that they are able to supply.

Crushed Rock

32. At the time the plan was submitted, the estimated land bank for crushed rock in West Yorkshire stood at 28 years. Nearly half of the 27 million tonnes of reserves identified in 2009 were in Leeds. Unfortunately the quality of the material makes it unsuitable for use in adoptable road construction, asphalt and concrete production. Most of the hard aggregate used in these processes comes from the Peak District and Yorkshire Dales National Parks (NPs). National policy seeks to minimise extraction within NPs because of the environmental damage to their scenic beauty this can

⁵ This is based on the approximate distribution of West Yorkshire's population and likely consumption of minerals between the constituent authorities.

cause. However, in the absence of suitable material in Leeds or the rest of West Yorkshire, it is difficult to see what can be done to reduce the reliance on NP produced aggregate in the context of this plan.

33. Seven quarries within Leeds produce sand from crushed rock, either as a primary product or as the by-product of building stone production. **MM10** confirms that quarries that produce building stone also help to maintain the provision of aggregate. If the preferred area for limestone production at Hook Moor results in the development of a quarry, then this alone could add 6.8 million tonnes of crushed rock to the reserves as a by-product of building stone extraction. Even without this, the revised apportionment (**MM8**) suggests that the crushed rock land bank for the sub-region (including Leeds) still has capacity to satisfy anticipated demand for nearly 30 years.
34. Whilst the projections are based on historic sales generated in West Yorkshire, in the absence of a detailed breakdown of demand for different types and qualities of aggregate, it is difficult to do otherwise. In any event, given the circumstances vis-à-vis the permitted reserves, there is no reason to suppose that Leeds will not continue to maximise its production of crushed rock and its by-products to the extent that there is market demand for the second class material that it can produce, for the duration of the plan period and beyond. Geological conditions dictate that any desirable and sought after reduction in output from the NPs would have to be sourced elsewhere.

Sand and Gravel

35. The RSS says that the sub-regional aggregate apportionments should be updated in a review of the Plan, in particular by taking account of the second phase of the Yorkshire and Humber Sand and Gravel Study⁶. This study, which was published in 2007, included an appraisal of five apportionment options. It concluded that an option which gave priority to the need to reduce transport distance was the most appropriate and therefore suggested an increase in the West Yorkshire apportionment from 7.5% to 31%.
36. The industry cast doubts upon its ability to increase production within West Yorkshire to the suggested levels and made representations to that effect. This was primarily because of the nature and quality of the resource. British Geological Survey (BGS) were subsequently commissioned to undertake a further review in 2009⁷. This found that exploitable sand and gravel resources in West Yorkshire are relatively limited, there being insufficient volumes of the material on most sites to merit extraction. Because of natural and environmental considerations, within an area with a high population density, most potential sites are difficult to extract commercially. The study therefore concluded that any additional reserves that could be identified are likely to have minimal to moderate impact on the total stock of permitted regional reserves and that the potential for an increased sub-regional apportionment for West Yorkshire is therefore limited.
37. Unfortunately there has not been a review of the RSS, an update in forecasts

⁶ Phase 2 Sand and Gravel Study for Yorkshire and Humber: Appraisal of Apportionment Options, Land Use Consultants, 2007.

⁷ West Yorkshire Sand and Gravel Resources: Investigating the potential for an increased sub-regional apportionment, British Geological Survey, 2009.

or new agreed apportionments produced by the RAWP. The evidence before this examination nevertheless suggests that there is merit in the BGS's conclusions. Production that recently occurred in three West Yorkshire authorities is now restricted to Leeds and to one remaining site where production decreased from over 200,000 tonnes per annum before 2007 to little more than 50,000 tonnes in 2009 and subsequent years. Although the sub-region probably has only about a year's nominal land bank for sand and gravel, there is no evidence to suggest that the industry is keen to increase production and land banks through the submission of planning applications.

38. To what extent the reduction in output is a product of the recession rather than the availability of better quality reserves in more easily exploited parts of the region, albeit in less sustainable locations, is difficult to assess. The 2007 report⁶ suggested that at that time the region had a shortfall of permitted reserves of 32 million tonnes for the period 2006-21 and by implication that additional resources needed to be identified for the period beyond 2015. In this context, the current level of sand and gravel production in Leeds and West Yorkshire points to an urgent need for an up-to-date regional assessment.
39. Notwithstanding the above, Leeds and its neighbours have agreed on an apportionment of 5.5 million tonnes for the plan period and identified five specific sites from which over 8.0 million tonnes could be extracted, subject to industry interest. The revised Minerals Topic Paper⁸ also identifies other opportunities within Leeds. By comparison the BGS 2009 report⁷ states that industry sources estimate that between 6 and 15 million tonnes could be extracted in total in West Yorkshire. Two of the proposed sites and over half of the potential output are in Leeds. Evidence at the Examination from both Wakefield and Leeds City Councils suggested that with the improvement of market conditions and interest from the industry, all the potential reserves that have been identified are physically capable of exploitation. However, the quality of most of the material is currently an unknown.
40. Additionally, as well as encouraging the further recycling of CDE and mineral waste and making provision within the plan for this to happen, LCC is leading work that seeks to facilitate the wider use of marine aggregates in the region. Some of the country's most extensive marine sand and gravel deposits lie off the Yorkshire coast but none currently enters the regional market beyond Hull. These initiatives could reduce the demand for quarried aggregates and conserve what is becoming a scarce resource in this region. I therefore consider the plan's apportionment for sand and gravel to be appropriate, deliverable and in accordance with national policy.
41. **MM6** revises Minerals Policy 1 to include annual apportionments for crushed rock and sand and gravel. It also makes it clear that LCC is working in conjunction with the other West Yorkshire Metropolitan District Councils to achieve the agreed targets. Amendments to the supporting text link the policy to the revised Mineral Topic Paper. I am satisfied that given the overall circumstances, the provisions in the Plan for the supply of aggregates from within Leeds are appropriate. With the above changes, I also consider

⁸ Updated Minerals Topic Paper, Leeds City Council, July 2011.

that this aspect of the Plan has now been positively prepared and LCC's approach to be justified, effective and in accordance with national guidance and therefore sound.

Minerals Safeguarding

Issue 4 – Should the sand and gravel resources under the urban area be safeguarded?

42. The Framework requires mineral resources to be safeguarded as far as possible, in order that proven deposits are not needlessly sterilised by non-mineral development. It says that LPAs should define Minerals Safeguarding Areas (MSAs) and set out policies to encourage the prior extraction of minerals where practicable and environmentally feasible.
43. Following representations from the Coal Authority the extensive coal deposits under the developed part of Leeds were safeguarded and became the subject of a criteria-based policy that seeks to secure the recovery of deposits of coal from below major development sites where it is economic to do so. Other minerals, particularly sand and gravel, which are present under parts of the Leeds urban area, were not safeguarded in the submitted plan.
44. Whilst recognising that not all safeguarded land will be worked for minerals, the BGS advises that the safeguarding of minerals should not be constrained, by other planning designations such as urban areas, without sound justification⁹. There is no such justification in the plan or its supporting documents. The BGS advice also specifically refers to the need to highlight the existence of river terrace sand and gravel resources, where they exist, beneath potential regeneration projects and brownfield sites. A number of areas within the Aire valley fall into this category.
45. Given the locational constraints on mineral working and the difficulty in finding suitable new sites in order to maintain the supply of materials to support economic growth, it is imperative that scarce minerals are protected for the long term. Sand and gravel resources, because they tend to be associated with river valleys where there are existing settlements and continual development pressures, are particularly vulnerable. Sand and gravel resources are not plentiful in West Yorkshire. In order to maximise indigenous supply and minimise unsustainable movements of sand and gravel and the exploitation of substitute crushed rock in the NPs, over the long term it is essential that all economic resources within Leeds are exploited.
46. Defining MSAs, alongside environmental and cultural designations, also ensures that the impact of any proposed development/redevelopment on mineral resources will be able to be taken into account, alongside other considerations, when development decisions are being made.
47. Arguments about sterilising redevelopment and thwarting regeneration do not stand up to scrutiny. If considered early enough in the development process, prior extraction need not delay essential development and in some

⁹ Mineral Safeguarding in England: *good practice advice*, British Geological Survey, 2011.

instances the commercial value of the extracted mineral can help to support marginal regeneration projects. **MM7** recognises the benefits of identifying potentially recoverable sand and gravel from under parts of the Leeds Urban Area. It establishes an appropriate, criteria-based policy (Minerals 2) against which proposals to remove sand and gravel from under such sites can be assessed.

48. **MM20** identifies the safeguarded areas of sand and gravel deposits under the Leeds Urban Area. **MM7** also combines and revises former Policies Minerals 8: *Surface Coal and Development Sites* and Minerals 9: *Surface Coal and Non-development Sites* as new Policy Minerals 3 so that common criteria apply to the assessment of proposals that could sterilise coal and sand and gravel deposits. The change also introduces new text and revises existing text that explains and supports the policies.
49. LCC also now recognises that valuable mineral resources may also exist outside of the identified MSAs. **MM7**, in its change to paragraph 3.8, recognises this and encourages developers to explore the potential for prior extraction in such cases.
50. I conclude that following the proposed changes concerning the safeguarded areas, this part of the plan has been positively prepared. The changes justify this aspect of the plan, enable it to be compliant with national guidance and thereby make it sound.

Proximal Development

Issue 5 - Should mineral extraction and mineral processing sites be protected from incompatible forms of other development by buffer zones?

51. Policy Minerals 2: *Mineral Safeguarding Areas* says that "minerals resources will be protected from development, which could sterilise them for future use", whilst Policy Minerals 3: *Safeguarding Existing Mineral Extraction Sites* says that "existing minerals sites will be safeguarded to ensure that mineral reserves are not compromised by other forms of development". Policy Minerals 13: *Safeguarding Minerals Processing Sites* similarly safeguards minerals processing sites against alternative uses.
52. However, as defined, the mineral sites do not extend beyond the limits of the planning permission, allocation or preferred area. The Framework requires MPAs to define Minerals Consultation Areas based on MSAs and to include them in their LPs. The BGS advice⁹ also says that it may often be appropriate to extend the MSA beyond the resource boundary to take account of risks from non-mineral development.
53. The minerals industry advocated the creation of buffer zones around the designated areas on a similar basis to that now required by minerals policy in Wales and as already applied by a number of County MPAs in their LPs. In response LCC, whilst recognising the importance of preventing incompatible development close to minerals sites, pointed out that in most cases the buffer zones would encompass open farmland and woodland within the adopted Green Belt. Additionally some zones, when defined, could affect

existing property and give rise to concerns that might never arise, whilst as the safeguarded sites would be defined on the proposals map, they would be evident to anyone considering development within the vicinity in any event.

54. The minerals processing sites already exist but are primarily within industrial areas and surrounded by existing development. The inclusion of buffer zones around minerals processing sites would not afford them additional protection and their existence would be obvious to anyone considering using or redeveloping adjacent land.
55. Nevertheless, LCC did agree to define a buffer zone around every safeguarded site (including canal wharfs and rail sidings) and to include this on its CAPS system¹⁰. This would ensure that any council officer considering a proposal adjacent to a minerals site was alerted to the need to consider the impact of the proposal on the mineral resource or processing site and the impact mineral extraction or processing could have on the proposed adjacent use in the future. It also proposed an additional paragraph after paragraph 3.23 (**MM11**) to alert applicants, considering development on sites adjacent to safeguarded and designated minerals sites, of the need to ensure adequate consideration of the potential impact of mineral extraction and/or processing on the proposed land use.
56. The Framework encourages the efficient use of mineral resources and the inclusion of Minerals Consultation Areas in LPs. This has the dual function of alerting the development industry, as well as the district planning authority in areas with a two tier planning system, to the presence of recoverable minerals on adjacent land and to the fact that the protection of the ability to optimise the extraction of this resource will be a significant material consideration when considering a planning application for development on such land.
57. The absence of such areas in Leeds could result in developers unwittingly bringing forward development proposals that could conflict with future mineral extraction. In this context, I consider the inclusion of "stand-off" areas, backed by an appropriate policy, to be the preferred solution. However, the inclusion of Minerals Consultation Areas in LPs beyond the MSAs is not mandatory. Consequently following the proposed change to the supporting text (**MM11**), I consider the plan's treatment of proximal development to be effective and the plan to be sound in this respect.

Identification of Aggregate Resources

Issue 6 - Is the plan justified in not identifying areas of search for future crushed rock quarries and additional allocations for sand and gravel extraction?

Crushed rock

58. The land-bank for crushed rock in Leeds, at nearly 30 years, is nearly three times that required by the Framework. Because of the quality of the

¹⁰ A computer software system developed by CAPS Solutions Ltd to assist the processing of planning applications.

reserves, for the most part, this resource tends to come as a by-product from the production of building stone. There is no evidence to suggest that output from existing quarries in Leeds is not fulfilling the requirements of those sectors of the aggregate market that the quality of the material enables it to supply.

59. As well as safeguarding existing mineral extraction sites, in its preferred areas for stone and clay extraction (Policy Minerals 6) the plan identifies extensions to five existing quarries, together with a site for a new magnesian limestone quarry at Hook Moor. I consider this provision to be more than adequate to enable the district to use minerals produced locally, rather than importing them from further away, in the sectors where local geology is favourable to such an outcome.
60. In such circumstances, an area of search accompanied by a criteria-based policy that supports the development of crushed rock resources, is not necessary. I conclude that the plan's proposals for crushed rock have been positively prepared, are justified, effective and compliant with national guidance and that this aspect of the plan is sound.

Sand and gravel

61. The Framework points out that each MPA should plan for a steady and adequate supply of aggregates and make provision for the maintenance of land-banks of at least seven years for sand and gravel. The ideal scenario is for sufficient specific sites and/or preferred areas to be identified so that on adoption of the LP there is adequate provision identified to cover the requirements for the LP time frame. Unfortunately this has not been possible in the case of this LP area where the sand and gravel land-bank is currently about a year. Only a site at Otley, which was previously proposed in the UDP, has been allocated. The other anticipated source of sand and gravel is at Methley, where an area of search is proposed.
62. Although an existing permission at Methley is still being worked, this has limited reserves. Expressions of interest in the exploitation of other reserves in this area have been received from the operator at this site and from other industry players but there is no detailed information on matters such as the extent of the deposit, potential lifespan of extraction, rate and method of working etc upon which firm proposals could be based. In these circumstances, the objections from the industry against the absence of an allocation at Methley are somewhat surprising and suggest a need for greater liaison between the MPA and the industry.
63. Although contrary to the spirit of national guidance, in the circumstances, I am satisfied that the shortage of allocations for sand and gravel are unavoidable and that the Council is justified in taking the revised approach that it has formulated in consultation with its West Yorkshire neighbours. Providing there is liaison between the Council and the minerals extraction industry, to bring forward appropriate sites within the Area of Search and subject to quality, there is no reason to suppose that Leeds will not be able to meet its sand and gravel targets. I therefore find the plan sound in this respect.

Limiting Sand and Gravel Extraction in the Wharfe Valley

Issue 7 – Is the resisting of the exploitation of any of this resource during the plan period justified?

64. The submitted plan seeks, through Policy Minerals 5: *Limiting Sand and Gravel Extraction in the Wharfe Valley*, to resist the extraction of sand and gravel within that part of the Wharfe Valley within Leeds District and to the east of Pool. This is because of the considered high landscape quality of this area, which was covered by a Special Landscape Area designation in the Leeds Unitary Development Plan (UDP) Review (2006)¹¹.
65. The maintenance of adequate land-banks of aggregate minerals is a key aspect of current national policy for minerals, as contained in the Framework. At about a year, the land-bank for sand and gravel in Leeds and West Yorkshire is far from adequate. Leeds and the other West Yorkshire Authorities have identified sufficient theoretical supply to more than meet a requirement for the plan period that is largely based on an extrapolation of the area's share of historic sales within the region.
66. However, not all of this is actually proven and accompanied by information on the potential yield or quality of the resource. Additionally, on sustainability grounds, the Yorkshire and Humber Sand and Gravel Study⁶ recommended a dramatic increase in West Yorkshire production. Whilst the subsequent BGS study⁷ concluded that the potential for an increased sub-regional apportionment for West Yorkshire is limited, it did not say that opportunities to increase West Yorkshire's contribution should not be exploited.
67. The national desire to reduce production of aggregate in the NPs, some of which is used in Leeds for concrete making, is a further consideration that points to the desirability of maximising the production of concrete quality sand and gravel from within West Yorkshire.
68. Within Leeds, in addition to the nearly exhausted Methley Quarry, only the Midgely Farm site at Otley has proven reserves and has been allocated for sand and gravel extraction. The remainder of the plan's proposal and about two thirds of the Leeds contribution has still to be explored. There is clearly an absence of certainty about future requirements and supplies that points to a need for flexibility. At the same time the BGS study⁷ suggests that the Wharfe Valley has some of the largest and highest quality unworked sand and gravel deposits in the region.
69. Midgely Farm was allocated in the Leeds UDP but has not been taken up by the industry in the years since its identification. An objection to the exclusion of an area at Methley from the allocated sites, by the existing sand and gravel producer in that area, has not been supported by evidence as to the potential yield or quality of the resource. The objector also declined to participate in the Hearing sessions. Such situations do not provide certainty that Leeds is able to meet its targets for sand and gravel production from the

¹¹ Policy N37, Leeds unitary Development Plan (Revised) 2006, Volume 1 Written Statement, Leeds City Council, July 2006.

identified preferred area and areas of search. In such circumstances the resisting of proposals for the extraction of sand and gravel, within the area to the east of Pool in the Wharfe Valley and without qualification, is not justified.

70. The Wharfe Valley between Pool and Wetherby is of high scenic quality. The southern part of the valley, which is within Leeds, has been designated a Special Landscape Area¹⁰. However, the northern part of the valley, which forms a part of the fine long distance views referred to in the Leeds UDP and is within North Yorkshire, has not.
71. LCC's desire to restrict the exploitation of this sand and gravel resource, as long as the apportionment can be met from other sources in less scenically sensitive areas, is a reasonable standpoint. Clearly, considerable weight should be given to the implications of sand and gravel extraction for the long term quality of the area's landscape when considering any proposal.
72. The area is on the northern edge of Leeds and the potential for the exploitation of the resources within Leeds should ideally be considered in tandem with the adjacent deposits within North Yorkshire. There are also other resources in North Yorkshire that have similar accessibility to the West Yorkshire markets and whose exploitation may be as sustainable but less injurious to matters of scenic importance.
73. Historically, the shortage of good quality, easily exploitable reserves in areas without planning constraints within West Yorkshire has been made up by the exploitation of resources in North and South Yorkshire. The evidence before this examination suggests that at the same time as it is becoming difficult to identify economically viable sand and gravel resources, within West Yorkshire, the resources that have been historically exploited, in North and South Yorkshire to meet West Yorkshire's needs, are becoming exhausted. The BGS study⁷ confirms that the possibilities for new sand and gravel developments in southern North Yorkshire to supply the Leeds-Bradford area are quite limited and that materials coarse enough for concreting are becoming scarce in this area.
74. The shortfall after 2015, identified by the Yorkshire and Humber Sand and Gravel Study⁶, suggests that there is an urgent need for a comprehensive, independent, sub-regional study that will identify the most appropriate locations from which sand and gravel resources, to meet the needs of West Yorkshire over the next 20 years, could be extracted. Such a study should objectively look at all of the options, including the Wharfe Valley, giving comparative weighting to its scenic beauty and that of the other river valleys from which the resource could also be exploited. Such a study should also consider the contribution that could be made by recycled aggregate and marine sand and gravel.
75. The Framework at paragraph 113 advises LPAs to set criteria-based policies against which proposals for any development on or affecting landscape areas will be judged. The maintenance or otherwise of the Special Landscape Area designation is a matter for the Core Strategy. However, in the absence of any justification to the contrary, it is not appropriate to resist, under any circumstances, the consideration of sand and gravel extraction in that part of

the Wharfe Valley to the east of Pool.

76. **MM9** revises Policy Minerals5: *Limiting Sand and Gravel Extraction in the Wharfe Valley*, making it clear that the extraction of sand and gravel in that part of the Wharfe Valley to the east of Pool will not normally be supported. Following this revision, the Policy does not close the door on its future consideration. With this change I consider the Council's approach to limiting sand and gravel extraction in the Wharfe Valley to be justified. I therefore find the plan to be sound in this respect.

Transport Modes

Issue 8 - Are the plan's proposals for the safeguarding of existing inter-modal transfer sites and the creation of new ones justified?

77. The Framework at paragraph 29 seeks to promote a rebalancing of the transport system in favour of sustainable transport modes. At paragraph 143 it also says that existing, planned and potential rail heads, wharfage and associated storage for the bulk transport, by rail or inland waterways, of minerals should be safeguarded.
78. In the latter years of the last century there was a notable decline in the volume of waterborne freight on the Aire and Calder canal, which links Leeds with the Humber ports. At the same time, many wharves within the city were abandoned and some have been redeveloped for other purposes, particularly housing. Consequently, there is only one remaining operational wharf within Leeds and that is downstream of the main urban area. There has been a similar decline in rail freight, although two minerals producers still transport large quantities of aggregate by rail to sites within Leeds, where it is used in concrete and asphalt production.
79. The principle of seeking to make better use of rail- and water-based transport has been established in Leeds for some time. The Leeds UDP Review 2006¹⁰, at Policy E 10, promotes land at Stourton/Knowesthorpe for employment uses, making extensive use of rail and/or water transport. The West Yorkshire Transport Plan 2011 to 2026¹² identifies the Aire and Calder Navigation as having capacity to carry more water-borne freight and the evidence base of the RSS¹³ and Regional Freight Strategy¹⁴ also suggests that greater use of both rail and water transport for freight could be achieved if properly promoted. Clearly, without wharves and freight yards, where modal shifts could take place, the existing rail and water network in Leeds would be incapable of carrying any additional goods traffic.
80. Consequently, the plan seeks through Policy Minerals 14: *Transport Modes* to safeguard three canal wharves (one of which is currently used as an oil terminal) and two rail sidings that are in use. In addition it identifies three

¹² My Journey / West Yorkshire Connecting People and Places, West Yorkshire Local Transport Plan Partnership, 2011.

¹³ The Yorkshire and Humber Plan Regional Spatial Strategy to 2026. Department of Communities and Local Government, May 2008.

¹⁴ Yorkshire and Humber Regional Freight Strategy, Yorkshire and Humber Regional Assembly, 2004.

new sites with potential to be developed as wharves and a rail siding respectively. It also seeks to protect a rail spur to a former power station site in order to safeguard the opportunity for industry using rail freight to locate adjacent to it.

81. The plan's consultation rounds demonstrated widespread support for the protection of these facilities and the promotion of the greater use of the local rail and water network for freight purposes. As well as from environmental groups, some of this has come from canal boat operators and local business. Research undertaken by LCC has also revealed a potential interest in canal and rail inter-modal transfer sites, particularly from the minerals industry but also from other sectors such as heavy manufacturing and chemicals.
82. A study led by LCC but involving other minerals authorities and industry players has looked at the potential to substitute the declining good quality sand and gravel resources in the region with marine won aggregate. It concluded that by 2020 it should be possible to land 2 million tonnes per annum at the Humber ports and that this could continue for 50 years, meeting over 40% of current regional demand for sand and gravel. To be effective the material would have to be transported cheaply to the main market areas in the west of the region. This implies the need for water and rail transportation facilities to and within Leeds and an ability to locate minerals processing plants adjacent to the unloading points.
83. The existence of two aggregate plants in Leeds that use rail as a means of mineral supply, the recorded interest from a third and the evidence from the marine aggregate study suggest that the protection and reservation of the rail sidings and adjacent sites is based upon the robust evidence required at paragraph 41 of the Framework and is justified. However, despite the wealth of independent support, there is little direct evidence to prove that the movement of minerals and other heavy or bulky materials to and from Leeds by canal is economically sound.
84. The picture is unfortunately muddled by the inability of some interested operators, who require long term certainty before taking proposals forward, to obtain the support of landowners in both sectors. The carrot of residential development on most of the inter-modal sites that appears to have been dangled by LCC for a number of years, has not helped the situation. Evidence before the examination suggests that residential development on these sites is now an unlikely option, for flooding reasons if nothing else in some instances.
85. In the circumstances, whilst the protection and development of wharves is a laudable aspiration, supported in principle by national and local policy, the long term protection of the canal-side sites affected by Policy Minerals 14: *Transport Modes* and the prevention of other permanent development on these sites is not justified by the current evidence base. It is also not compliant with paragraph 22 of the Framework, which seeks to avoid the long term protection of sites where there is no reasonable prospect of them being used for the protected purpose. A proposed marketing study by the Commercial Boat Operators Association should throw some light on this dilemma.

86. In the meantime LCC has proposed a new paragraph (3.30) that recognises that land should not be sterilised indefinitely, despite the limited opportunities for rail and wharf facilities within Leeds (**MM12**). It also commits LCC to a review of the policy as a part of its Annual Monitoring Report in the first such report to be prepared after a period of five years from the date of the plan's adoption.
87. LCC has also recognised that in any event, there needs to be a mechanism by which proposals to use the safeguarded sites for other uses can be objectively assessed. The inclusion of an additional Policy (Minerals 15) and a paragraph in the supporting text to the policy (3.31) (**MM13**) removes this deficiency. The policy includes a set of criteria by which proposals for non-canal or non-rail related development can be assessed. Following the introduction of these changes I find Policy Minerals 14 to be sound.
88. I note the points raised about the appropriateness of using a NRWLP, rather than a more comprehensive plan, as the vehicle for the introduction of policy to safeguard transport facilities. However, there is an urgent need for policy certainty in this field and the NRWLP is the first available document in which LCC could advance the policy. Minerals are and are likely to continue to be, the largest users of rail and water transportation. Consequently, it is not inappropriate for policy that has a wider application than minerals and waste to find a home in this document.
89. Whilst the disposal of operational railway land may require the approval of the Office of the Rail Regulator, that body is established to look after the interests of the railways and rail users, whereas LCC has a wider responsibility for the overall planning of the City.
90. I note the points about other options for some of these sites that have been considered by other LDF documents that are being prepared. However, there is no evidence to suggest that LCC is not coordinating its planning policies and proposals as ultimately advanced through its different Development Plan Documents (DPD). Additionally, it has clearly taken a decision that these sites need the protection of a statutory plan against development that would prejudice their future use in association with rail and water-borne freight.

Site 14 Haigh Park Road

91. Evidence at the site visit confirmed that there is an existing wharf along the canal-side adjacent to this site, albeit an overgrown one. There is also interest from the current tenant of the site to use the canal to transport steel from the Humber ports. In such circumstances LCC is justified in including this site in the list of sites affected by the policy and its inclusion does not make the plan unsound. LCC has proposed an amendment to the overall extent of the site (**MM21**), which I endorse. The current tenant uses all of the land affected by the revised proposal and not adjacent to the canal and would be likely to continue to do so if steel was transported by water. There is no evidence at this point to justify further reducing the area affected by the proposal.

Site 15 Old Mill Lane

92. The recent development of housing on the adjacent Yarn Street site has added another factor to the considerations that need to be assessed if firm proposals for the reuse of this canal-side facility come forward. Nevertheless, this is a large site and it would be possible to screen a canal development from the housing and to locate any noisy aspects of such a development away from it. Its inclusion in the plan as a safeguarded inter-modal transfer site is therefore justified and effective as well as contributing to a requirement expounded by national policy.

Site 21 Bridgewater Road

93. There is already an established rail-based aggregate plant on the other side of the rail spur that would service this site. There is also an expression of interest from an aggregate operator to use this site and an ability to use the canal as well as the railway to import or export goods to and from the site. No other site with such locational advantages for the development of inter-modal transport facilities and associated processing has been put before the examination.
94. Whilst I note the constraints relating to the incline on the branch line that serves this site, these have not deterred the successful operation of a minerals processing facility on its north-eastern side. I am not persuaded that congestion on the Leeds to Micklefield railway line is such or likely to be such as to prevent the use of the branch line by trains servicing this site. There is no evidence at this point to justify reducing the area affected by this proposal. Its inclusion in the plan as a safeguarded inter-modal transfer site is therefore justified and effective as well as contributing to a requirement expounded by national policy.

WASTE

Waste Strategy

Issue 9 –Is the Waste Strategy soundly based?

Self Sufficiency

95. The close proximity of the major settlements and the waste facilities within West Yorkshire means that waste, particularly in the private sector, is transported between different local authority areas. There is also interaction with North Yorkshire. At the present time, much of Leeds's waste is disposed of at two landfill sites within the City, which also accept waste from other parts of the region. The plan envisages that as waste disposal is moved up the waste hierarchy, disposal to landfill will be minimised. In making provision for this diversion, the Council has assumed that waste produced in other authorities and currently land-filled in Leeds will be diverted from landfilling by those authorities in accordance with their waste planning strategies and thereby significantly reduced. The LP makes provision for Leeds to be self-sufficient in waste management in the future,

apart from some cross- border movements of specialist waste.

96. Given the location of existing facilities and proposed sites for new facilities in Leeds and adjacent districts, it is unlikely that cross-border movements, particularly of private sector waste, will be minimised. However, the Council has consulted extensively with adjacent authorities, who basically support the aspirations of this strategy and have indicated the life expectancy of specialist facilities within their areas that treat waste from Leeds. Whilst it is likely that because of geography some of the planned private sector facilities in Leeds will treat waste from elsewhere the reverse is also the case. The plan is to be monitored and if it becomes apparent that Leeds is on balance importing general waste, to its non- landfill facilities, then the provision could be subsequently reviewed and increased. With this proviso, I therefore find a spatial strategy based on overall self sufficiency to be sound.

Waste forecasts

97. The plan is seeking to achieve a major change in the way waste is managed. In line with national policy, a fundamental objective is to drive the treatment of waste up the waste hierarchy thereby reducing disposal to landfill to an absolute minimum. To achieve this, the plan's strategy provides a framework for a significant increase in the non-landfill forms of waste management capacity.
98. In order to meet the waste objectives, the plan establishes requirements for the treatment of different types of waste in Leeds in the future. In the submitted plan the projections only went as far as 2021. This neither meets the advocated minimum time horizon of 15 years for LPs advanced by the Framework or the minimum period of 10 years put forward in PPS10: *Planning for Sustainable Waste Management*. The Council subsequently revised its Waste Topic Paper (**MM20**), providing projections until 2026 that are incorporated into proposed amendments to paragraph 4.4 and Table 4.1 (**MM14**).
99. In doing this, it has assumed that the previous forecasts to 2021 apply equally well to 2026. The current National and European forecasts are only to 2020 and those in the RSS and Municipal Waste Strategy are to 2021. These together have contributed to the evidence base for the forecasts, which is contained in a separate Waste Topic Paper. Any forecasts produced for periods beyond 10 years are in consequence likely to be increasingly unreliable.
100. Evidence now suggests that the amount of waste produced and requiring treatment is in decline. Consequently the amount of waste produced in 2026 could very likely be less than that produced in 2021. As the plan will have to provide for the creation of capacity to meet the requirements of 2021, it is not inappropriate to keep this figure constant until the end of the plan period. In any event, the plan is likely to be reviewed before 2021, by which time there will be a more comprehensive evidence base on waste management performance in Leeds and further national forecasts upon which more accurate waste arisings in 2026 could be based.
101. The forecasts for Municipal Solid Waste (MSW) were derived from the Leeds

Integrated Waste Strategy 2005 and updated in the light of subsequent experience. They are somewhat lower than those produced for the RSS. The forecasts for Commercial and Industrial (C&I) and CDE wastes, which were independently produced for this LP, are slightly higher than those produced for the RSS. They are nevertheless a reasonable basis on which to plan the future waste treatment needs of the City and in this respect I now find the plan's waste strategy to be positively prepared, justified and sound.

Safeguarding Existing Waste Management Capacity

Issue 10 – Is the safeguarding of Site 68, Richmond Works, Garforth justified?

102. Policy Waste 2: *Safeguarding Existing Waste Management Capacity* seeks to safeguard the existing waste management capacity within the City. Applications for change of use must either demonstrate that there is no longer a need to retain a site for waste management purposes or that there is an overriding case for the proposed development. Given the ambitious shift in waste treatment proposed by this plan and the need for a significant number of new facilities to achieve this, the protection of existing facilities is justified, particularly as the plan allows for the removal of sites through evidence-based planning applications.
103. Richmond Works is an existing waste recycling site with a valid planning permission. Although there was a recent fire, this appears to have resulted from one or more activities taking place on the site without the benefit of planning permission or an environmental permit. Without these activities, the site made a significant contribution to recycling in a part of the city that has no other similar waste sites. It also has good access to the primary road network. Its continued use for its lawful activity should not give rise to planning or environmental concerns and in any case there is a mechanism whereby a case could be made to change the use to a non-waste site if the appropriate circumstances exist. The removal of this site from the Policy's protection is therefore not justified and the Policy is sound in this respect.

Hazardous Waste

Issue 12 –Is the plan's treatment of hazardous waste justified, effective and in accordance with national policy?

104. PPS10 says that planning authorities should provide sufficient opportunities for new waste management facilities of the right type, in the right place and at the right time and that this should include provision for hazardous wastes. The Submitted Plan was silent on requirements for the treatment of hazardous waste. At the same time, the Waste Topic Paper noted that although Leeds was a net importer of hazardous waste, there was an identified gap in the treatment of solid hazardous waste, some of which has to be transported long distances outside of Leeds for treatment and disposal.
105. The amount of hazardous waste generated within the plan area at over 100,000 tonnes per annum (tpa) is not insignificant. **MM15** recognises the

contribution that the existing Clinical Waste Incinerator and Effluent Treatment Plant make to the treatment of clinical and liquid hazardous waste from Leeds and neighbouring authorities. It also refers to the Waste Strategy for England¹⁵ which, whilst seeking to reduce the amount of hazardous waste generated, points out that there needs to be additional hazardous waste treatment facilities to assist in meeting the changes brought about by the Landfill Directive. The modification suggests that there is scope for soil washing processes and bio-remediation to be accommodated on any of the strategic waste sites and that some processes could be located on the industrial estates identified as suitable for waste treatment facilities. It also notes the potential to provide new hazardous waste cells at both Howley Park and Swillington landfill sites.

106. Following the modification, the plan now clearly identifies the potential for new proposals for hazardous waste disposal, including at landfill sites, within Leeds. It also encourages the further provision of treatment facilities, which would be supported in appropriate circumstances. As a result of these modifications, I consider the plan to be justified, effective and in accordance with national policy in its treatment of hazardous waste and is now sound in this respect.

Strategic Waste Management Sites

Issue 11 - Is the framework for the development of Strategic Waste Management Sites justified and effective?

107. The plan advances an overall recovery capacity of around 600,000 tpa, whereas the research undertaken for the Waste Topic Paper suggests that up to 750,000 tpa of additional recovery capacity may be required by 2021. Three strategic sites are put forward in the plan on which facilities to treat this waste could be built. These are the product of an extensive site selection process that in particular considered site availability and deliverability as a part of the selection criteria, as well as the other criteria listed in PPS10. Being largely away from residential areas, the Lower Aire Valley is the traditional area within Leeds where utility and heavy industries have located. Following the extension of the M1 motorway and the completion of the new A63 link into the City Centre, it now has excellent road transportation links. Consequently, four sites in this area performed the best against the analysis criteria and three of these have been allocated in the plan for the development of strategic waste facilities. I am satisfied that all of these sites and the discounted fourth site are appropriate in principle for the location of strategic waste facilities.
108. The City Council has recently concluded a procurement process for the construction of a residual waste treatment facility to treat MSW. At the same time LCC is considering a planning application at Skelton Grange (site 200) for an energy recovery plant and anaerobic digestion facility to treat residual waste from the C&I sector. The implementation of these proposals or similar is fundamental to the delivery of the plan.
109. Discounting the recycling capacity, if built these facilities could process up

¹⁵Waste Strategy for England 2007, Department for the Environment, Food and Rural Affairs, 2007.

to 540,000 tpa. Although a major step forward in meeting Leeds' future residual waste treatment needs, this falls short of the adopted recovery capacity and well short of the possible maximum capacity put forward in the Waste Topic Paper. Additionally, the assessment specifically identifies a further need for an additional organic waste facility to treat MSW.

110. Furthermore, the provision is based on the assumption that Leeds will be effectively self sufficient in strategic waste disposal facilities. Whilst this objective reflects the results of public consultation and may be deliverable in the MSW sector, a more significant waste stream requiring residual treatment will come from the C&I sector and the private sector companies that source and treat this waste are not bound to respect municipal boundaries.
111. The proposed private sector residual treatment plant, if constructed in the Lower Aire Valley, would be more accessible to much of Wakefield District than to large parts of Leeds. The proximity principle and the significance of transport costs in waste disposal viability suggest that this facility will attract C&I waste from Wakefield. In the absence of a private sector residual treatment facility in Wakefield, it cannot be realistically assumed that the net cross-boundary flow between Leeds and Wakefield would be zero. Although strategic private sector facilities are proposed in Bradford, the evidence suggests that cross-boundary movements to these facilities would be from Calderdale rather than from Leeds.
112. An amendment to paragraph 4.32, proposed as a result of a representation against the submitted draft plan, enables, following the conclusion of LCC's procurement process, either site 201 Wholesale Market Site or site 202 Knostrop to be used for other employment purposes. The above evidence suggests that this is not justified. Additionally, there is no certainty that following the acceptance of a tender or the grant of planning permission, facilities will be built and operated on the chosen site(s). Land for strategic waste facilities is not easily identifiable. Until MSW and C&I residual facilities, to a capacity that meets forecasted requirements, are operational in both Wakefield and Leeds and an objective assessment can be made as to their catchments, it is not appropriate to change the plan in this way.
113. In any event, Policy Waste 6: *Strategic Waste Management Sites* is not closed and allows other uses on the strategic sites if it can be demonstrated that a site is no longer required to meet the strategic waste management needs of the LCC area. **MM16** removes the amendment and reverts to the original text. I endorse this change, which enables the text in Paragraph 4.32 to effectively justify Policy Waste 6 and makes this aspect of the plan sound again.
114. Three strategic waste processing plants could potentially be located in the same part of the City. Whilst I note the potential cumulative impact of negative aspects of these operations, there is no evidence to suggest that three strategic waste plants could not operate in the same area without giving rise to unacceptable adverse impacts. Each detailed proposal will require the preparation of an Environmental Impact Assessment; and, in establishing a baseline environment on which to assess any potential impacts, each assessment will have to include the effects of any other

existing or proposed major developments, including strategic waste plants.

115. The strategic waste sites will attract significant numbers of heavy vehicles as well as being notable sources of employment that would generate further movement. Although all three sites are well connected to the highway network, in the circumstances, it is appropriate for proposals at these sites to be accompanied by a Transport Assessment, which should consider the impact on the Strategic Road Network and a Travel Plan. **MM17**, which I endorse, amends Policy Waste 6 to accommodate this. With this amendment, I consider the proposed strategic waste sites, taken together, to be capable of accommodating the plan's strategic waste requirements until 2026. The amended plan has been positively prepared and the selected sites are justified. They will facilitate the effective delivery of Leeds' strategic waste needs. The plan is consequently sound in these respects.

Site 201 Wholesale Market Site

116. This site is on the edge of the Lower Aire Valley industrial area. Although surrounded by industrial/warehousing uses on three sides and the Neville Hill railway sidings on the fourth, there are residential properties on Halton Moor Road within 200 metres to the north-east, beyond which is a large housing estate. The emissions from any waste facility located on this site would be subject to the pollution control regulations enforced by the Environment Agency through the Environmental Permitting Regime. There is no reason to suppose that a new facility would not comply with these stringent regulations.
117. Policy Waste 9: *Waste Management Facilities-Potential Issues and Impacts* sets out eighteen criteria that waste management facilities seeking planning permission must address. Included among these are visual amenity, the design of built features, environmental and amenity aspects and the routing of vehicles. In principle, there is no reason why strategic waste treatment facilities located on this site, if properly designed and accompanied by appropriate mitigation measures, adequately assessed and scrutinised against the policy criteria, should result in harm to the living conditions at nearby residential properties.
118. (A) very high building(s) located on this site, for whatever use, could appear overbearing and visually intrusive at the nearby housing. Being located to their south-west it/they could also impact upon the receipt of sunlight at the dwellings. However, not all strategic waste disposal facilities require high buildings, so the use of this site for an appropriate strategic waste disposal facility is justified in principle. In any event detailed matters such as the height and design of a building and its consequent impact are more appropriately considered through the planning application process, utilising the criteria set out in Policy Waste 9.

OTHER NATURAL RESOURCES

Issue 12 – Are the strategy and policies for other resources soundly based?

119. As well as minerals, the plan sets out objectives and policies through which the planning interface with energy production, air quality, water and land will be implemented.
120. Its objectives for energy follow national policy in seeking to reduce the carbon burden of the UK energy supply, whilst at the same time increasing the resilience of its infrastructure. A framework for the judging of large scale wind energy generation is established, whilst micro-generation, combined heat and power energy recovery and heat distribution infrastructure development are all encouraged and supported in policy.
121. LCC intends to assist the management of air quality by requiring all applications for major development to incorporate low emission measures, to ensure that the overall impact of proposals on air quality is mitigated.
122. The plan notes the uncertainties to future water supplies that could be caused by climate change. LCC also recognises the need to encourage a more efficient use of water and to reduce wastewater quantities whilst improving water quality. The plan includes policies that seek to secure an improvement in overall water efficiency, the protection of water quality, the avoidance of flooding and reductions in the rate of surface water run-off within and from new developments.
123. The plan recognises that land is a finite resource and that national policy requires it to be used in a sustainable and efficient manner. LCC supports the principle of developing previously developed land in preference to "Greenfield" sites and commits itself to assisting developers to identify appropriate remediation for contaminated sites so that they can make a full contribution to the development process. The plan also seeks to conserve trees wherever possible and to introduce new tree planting as part of creating high quality living and working environments and enhancing the public realm.
124. I am satisfied that the strategy and policies for other resources, reflect national policy as well as local circumstances. They will help to deliver the topic visions and the overall vision, by providing a framework for the interface of planning with resource management. Consequently, I consider that the other natural resources sections provide a sound, relevant and locally distinctive basis for these aspects of the Plan.

IMPLEMENTATION AND MONITORING

Issue 13 – Does the monitoring framework ensure that failures in the implementation of the plan will be effectively identified and corrected?

125. In order to test whether or not its policies are being delivered and the Plan is therefore effective, the Plan should have in place procedures that will

secure its monitoring over time. If policies are not being delivered, then there needs to be a mechanism to trigger remedial action. Consequently, there should be a delivery strategy that contains clear targets or measurable outcomes to assist the monitoring process.

126. The monitoring chapter as submitted did not contain a comprehensive set of clear targets that would demonstrate that all of the plan's outcomes are being delivered to a timetable and meeting all of the plan's objectives or that all of its policies are effective. These deficiencies would have rendered the monitoring itself ineffective and the plan unsound in this respect.
127. LCC recognised these problems and submitted a new paragraph explaining how monitoring will be undertaken (**MM5**) and an amended monitoring framework (**MM18**) as suggested changes.
128. Table 4 has been replaced by a new table. Table 7.1 *NRWDPD Monitoring Framework* now sets out the related key outcomes for each policy and establishes meaningful performance indicator(s) and related monitoring method(s). These are accompanied by clear, measurable targets. 'SMART' targets (specific, measurable, achievable, realistic and time-bound) and related trigger points have been set, having regard to the availability of data and to the Council's resources. The table also indicates the corrective action that would be taken if the targets are not being met and the trigger points are reached.
129. In accordance with the requirements of the Framework the Monitoring Framework now includes a section to monitor the actions LCC are taking to ensure that engagement with other relevant bodies continues throughout the implementation phases of the plan and to demonstrate that it is fulfilling all of its responsibilities under the Duty to Cooperate.
130. Sufficient information should now be provided to assess policy implementation, thereby enabling transparent and effective monitoring. These suggested changes are reasonable and appropriate, and I endorse them to secure soundness in terms of the effectiveness of the plan's delivery.

Assessment of Legal Compliance

131. Regulation 8 (5) of The Town and Country Planning (Local Planning) (England) Regulations 2012 requires that where a local plan contains a policy that is intended to supersede another policy in the adopted development plan, it must identify that fact and identify the superseded policy. The submitted LP did not indicate which Policies in the UDP that are currently saved will be replaced by policies in this DPD. **MM19** rectifies this and contains a list of Saved UDP policies that are to be replaced by ones in this DPD.
132. My examination of the compliance of the Plan with the other legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Local Plan is identified within the approved LDS April 2010, which sets out an expected adoption date of Summer 2011. The LP is described as a Core Strategy. Its content and timing are compliant with the LDS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in February 2007 and consultation has been compliant with the requirements therein, including the consultation on the post-submission proposed 'main modification' changes.
Sustainability Appraisal (SA)	SA has been carried out and is adequate.
Habitats Regulations Appropriate Assessment (AA)	The Habitats Regulations AA has been carried out and is adequate.
National Policy	The Local Plan complies with national policy except where indicated and modifications are recommended.
Regional Spatial Strategy (RSS)	Having regard to the limited life of the RSS's forecasts, the Local Plan is in general conformity with the RSS.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the SCS.
2004 Act (as amended) and 2012 Regulations.	The Local Plan complies with the Act and the Regulations.

Overall Conclusion and Recommendation

133. **The Plan has a number of deficiencies in relation to soundness and legal compliance for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.**
134. **The Council has requested that I recommend main modifications to make the Plan sound and legally compliant and capable of adoption. I conclude that with the recommended main modifications, set out in the Appendix, the Leeds Natural Resources and Waste Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.**

M Middleton

Inspector

This report is accompanied by an Appendix containing the Main Modifications.

Appendix: Leeds Natural Resources and Waste Development Plan Document
Post Submission Consolidated Schedule of Main Modifications

Ref.	Page	Policy/ Paragraph	Main Modifications
MM1	14	After Para 2.27	<p><u>After Para. 2.27</u></p> <p>After this paragraph create a new paragraph 2.28 to expand on the strategic objectives regarding movement of freight on the canal and rail systems. The new paragraph to state:</p> <p>"2.28 This DPD encourages the use of the canal and rail systems for moving freight so as to reduce the amount of heavy goods vehicles on the roads and thereby reduce congestion and greenhouse gas emissions. The protection for wharves and rail sidings maximises the potential to bring marine-won sand and gravel into the sub-region and thereby reduce the reliance on land-won extraction".</p> <p>The remainder of Chapter 2 will need to be re-numbered accordingly.</p>
MM2	16	After Para 2.32	<p><u>After Para. 2.32</u></p> <p>Insert a new paragraph and policy and renumber the remaining three paragraphs of Chapter 2 accordingly:</p> <p>"2.33 To ensure that the positive sustainability aspects of the National Planning Policy Framework are embodied into this plan, the following policy will be relevant to all development proposals.</p> <p><u>GENERAL POLICY 1</u> When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions of Leeds.</p>

			<p>Planning applications that accord with the policies in this plan (and where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.</p> <p>Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise – taking into account whether:</p> <ul style="list-style-type: none"> Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or Specified policies in that Framework indicate that development should be restricted”
MM3	19	Para 3.1	<p><u>Para. 3.1</u></p> <p>Delete the reference to MPS1 and add the definition of sustainable minerals development by replacing the paragraph with the following text:</p> <p>“Minerals of economic value are essential to our quality of life. Their finite nature means that best use must be made of them. The National Planning Policy Framework requires the City Council to:</p> <ul style="list-style-type: none"> Identify and include policies for mineral extraction and the use of secondary and recycled materials, define safeguarding areas and policies to extract economic minerals ahead of development and encourage the transport of minerals by rail and canal where feasible, and Set out criteria against which planning applications will be assessed with regard to the natural and historic environments and the effect on human health and to ensure the completed mineral workings are reclaimed and restored to a beneficial afteruse <p>Within this overall context, the objectives of sustainable development for minerals</p>

			<p>planning are</p> <p>i. to conserve minerals as far as possible, whilst ensuring an adequate supply to meet the needs of society for minerals;</p> <p>ii. to minimise production of waste and to encourage efficient use of materials, including appropriate use of high quality materials, and recycling of wastes;</p> <p>iii. to encourage sensitive working practices during minerals extraction and to preserve and wherever possible enhance the overall quality of the environment once extraction has ceased;</p> <p>iv. to protect areas of designated landscape or nature conservation from development, other than in exceptional circumstances where it has been demonstrated that development is in the public interest”.</p>
MM4	19	Para 3.3	<p><u>Para 3.3</u></p> <p>Add the following text to the beginning of paragraph 3.3:</p> <p>“3.3 As set out in paragraph 1.5, the Minerals Topic Paper provides a fundamental part of this plan”.</p>
MM5	19	After Para 3.3	<p>After Para 3.3</p> <p>Add a new Para 3.4 to state:</p> <p>“3.4 Policies in this DPD will be monitored in accordance with the monitoring framework in Section 7. Where targets are repeatedly not being met or environmental / sustainability problems come to light, this may lead to a review of the DPD and consideration of the sub-regional apportionment through the Yorkshire and Humber Regional Aggregates Working Party. Policy Minerals 14 will be subject to a five yearly review to allow sufficient time for businesses to respond to the opportunities created by this DPD. Towards the end of the Plan Period it is anticipated that marine-won aggregate will contribute towards supply”</p>

MM6	20	Policy MINERALS 1	<p><u>Policy MINERALS 1</u></p> <p>Change to the wording set out below, which includes changing the words 'sand and gravel' to 'aggregate'.</p> <p>This is because the Policy applies to both sand and gravel and crushed rock. Additionally, the targets should be added into the Policy and therefore the final Policy wording should read as follows:</p> <p><u>"MINERALS 1: PROVISION OF AGGREGATES</u> In conjunction with other West Yorkshire Metropolitan District Councils, the Council will encourage the recycling of materials and endeavour to maintain a landbank of permitted reserves of aggregate in accordance with the Sub-Regional Apportionment.</p> <p>Leeds will aim to meet the following targets for aggregate provision: Sand and gravel = 146,000 tonnes per annum Crushed rock = 440,000 tonnes per annum".</p>
MM7	20	Paras 3.8 and 3.9 and Policy MINERALS 2	<p><u>Paras 3.8 and 3.9 and Policy MINERALS 2</u></p> <p>This change should be considered in relation to the additional Sand and Gravel MSA map included as MM 19. Replace para 3.8 and 3.9 and MINERALS 2 with the following wording and delete paras. 3.21 and 3.22. Combine Policies MINERALS 8 and 9 and re-name as MINERALS 3.</p> <p>"MINERAL SAFEGUARDING AREAS</p> <p>3.8 Where it is viable to do so, the Council will seek to ensure that the mineral resources listed in paragraph 3.4 are protected from developments that may prejudice their future extraction. There is insufficient information to demonstrate where the very extensive deposits of sandstone and limestone are of a quality that would enable them to be viably worked. Reserves of clay are sufficient to support need well beyond the plan period. Therefore this DPD defines protected areas for coal and for sand and gravel only. These Mineral Safeguarding Areas (MSAs) are shown on the Proposals Map that accompanies this DPD. The purposes of MSAs are to alert potential developers to the possible presence of economic minerals and to prevent the</p>

		<p>avoidable sterilisation of minerals which may be needed within the plan period and beyond. Valuable resources may exist outside of an MSA (refer to the Minerals Resource Map in figure 2.2) and developers are encouraged to explore the potential for extraction prior to (and well in advance of) site development.</p> <p>3.9 The Sand and Gravel Mineral Safeguarding Area identifies the surviving alluvial deposits within the district in which the sand and gravel resource may be found in amounts that could be viable to remove. Based on information in the British Geological Survey Technical Report WA/92/1, Leeds : A Geological Background for Planning and Development, the MSA excludes areas already worked, tributary areas which are very unlikely to contain significant amounts of sand and gravel, areas already worked primarily for surface coal and areas where the resource is overlain by a substantial depth of made ground, for example by deposited waste materials.</p> <p>3.10 The sand and gravel resource is extensively overlain by existing development within the urban area but in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. The removal of sand and gravel from existing developed sites under 1 hectare in size and / or where reconstruction to original levels is necessary, is however considered by the council to be most unlikely to be viable. Extracting sand and gravel from sites less than 1.0 ha in area will incur high unit costs in relation to the deployment of suitable extractive equipment, the temporary storage of unsuitable material to be backfilled (which may have to be off site), the procurement of compressible material for infilling the workings, the testing of such materials for contamination, the placement and dynamic compaction of such material, supervision, load bearing tests and warranty costs in addition to environmental mitigation costs such as wheel and road cleaning. Additionally, the need to support adjoining land will mean that approx 20% of the land is unworkable. In most circumstances buildings cannot be</p>
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			<p>erected which bridge worked and unworked boundaries. On small sites this would prevent much of the land being built upon. These factors - combined with the low value of the dug material, mean that the extraction of sand and gravel from small sites in urban Leeds under 1.0 ha where rebuilding is to take place will be uneconomic. This DPD makes adequate provision for the Leeds share of the West Yorkshire sub-regional apportionment for sand and gravel through an Area of Search and an Allocation. Any mineral resulting from prior removal at development sites is over and above the provision to meet the sub regional apportionment.</p> <p>3.11 Coal is a valuable resource and has been extracted from a very diverse range of sites in Leeds. Therefore the full extent of the surface coal field in Leeds has been identified as the Coal Mineral Safeguarding Area. The MSA designation does not imply that planning permission for extraction will be granted within a particular area. The surface coal resource is extensively overlain by existing development and in site specific circumstances there may be occasions where it can be economically removed prior to, or as part of, the redevelopment of that land. Removal of coal from development sites can help prepare the site for development by removing problems of combustion and instability. In the case of surface coal present beneath undeveloped land, national planning guidance makes a presumption against opencast coal mining. Therefore this DPD does not allocate land for surface coal extraction.</p> <p>3.12 The presence of a mineral safeguarding area does not mean that other development within an MSA is unacceptable. However the potential presence of an economic mineral is a material consideration. In rural areas development is controlled by green belt policy. In the urban area the MSA does not preclude development from taking place but encourages developers to consider prior extraction of important minerals at the earliest possible stage in the development process. Planning applications will need to include sufficient information to demonstrate that applicants have considered prior</p>
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		<p>extraction. Where an applicant is able to provide evidence that prior extraction of minerals is not viable the council does not expect the minerals to be extracted. Relevant factors may be the poor quality of the mineral, an insufficient quantity, physical constraints or where there are insurmountable risks associated with potential flooding. Proposals for prior extraction will be subject to environmental assessment and the criteria in MINERALS 10.</p> <p>3.13 The policy requirement to consider prior extraction applies to all development sites over 1 hectare within the Sand and Gravel MSA and to all non-householder development within the Coal MSA. Examples of exceptions include applications for change of use, extensions, Conservation Area, Listed Building and Advertisement applications and any other proposals which do not include excavation of the ground. Temporary development is not generally considered to sterilize the resource.</p> <p><u>MINERALS 2: MINERAL SAFEGUARDING AREAS (MSA) - SAND AND GRAVEL</u></p> <p>Within the Sand and Gravel Minerals Safeguarding Areas shown on the Proposals Map, applications for development over 1 hectare in size must demonstrate that removal of the sand and gravel will take place prior to or during development unless:</p> <ol style="list-style-type: none"> 1. it can be shown that it is not economically viable to do so (including effects on communities or the wider economy), or 2. it is not environmentally acceptable to do so, or 3. the need for the development outweighs the need to extract the sand and gravel, or 4. the sand and gravel will not be sterilised by the development. <p><u>MINERALS 3: MINERAL SAFEGUARDING AREAS – SURFACE COAL</u></p> <p><u>DEVELOPMENT SITES</u></p> <p>Within the Surface Coal Mineral Safeguarding Area shown on the Proposals Map applications for non-householder development must demonstrate that the opportunity to recover</p>
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			<p>any coal present at the site has been considered. Coal present should be removed prior to or during development unless:</p> <ol style="list-style-type: none"> 1 It can be shown that it is not economically viable to do so, or 2. it is not environmentally acceptable to do so, or 3. the need for the development outweighs the need to extract the coal, or 4. The coal will not be sterilised by the development. <p><u>NON-DEVELOPMENT SITES</u></p> <p>Planning permission will not be given for the working of surface coal deposits beneath undeveloped land which is not going to be developed for other uses, unless applicants are able to demonstrate the environmental acceptability of their proposal, that the highest operational standards will be met and that restoration will enhance landscape quality and biodiversity. Weight will be attached to schemes which provide local and/or community benefits, avoid the sterilisation of mineral resources or facilitate other development which is in accordance with the development plan”.</p>
MM8	21	Para 3.16	<p><u>Para. 3.16</u></p> <p>Delete the first sentence referring to the land bank for crushed rock in the region and substitute with the sub-regional figure so the sentence reads:</p> <p>“3.16 The land bank for crushed rock in the West Yorkshire sub-region has sufficient capacity to satisfy estimates of demand for a period of 28.3 years”.</p>
MM9	22	Policy MINERALS 5	<p><u>Policy MINERALS 5.</u></p> <p>Add the words ‘It is unlikely that’ to the beginning of the policy and exchange ‘resisted’ for ‘supported’ so that the Policy reads:</p> <p>“It is unlikely that proposals for the extraction of sand and gravel within the area to the east of Pool in the Wharf Valley will be supported”.</p>

MM10	22	Para 3.18	<p><u>Para. 3.18</u> Add to the end of the last paragraph:</p> <p>“Quarries that produce building stone also help to maintain provision of aggregate (crushed rock and sand)”.</p>
MM11	24	After Para 3.23	<p><u>After Para 3.23</u></p> <p>After this paragraph add a new paragraph 3.24 and renumber subsequent paragraphs accordingly:</p> <p>“3.24 Applicants for development of sites adjacent to safeguarded sites, allocations, preferred areas or the area of search will be expected to ensure that they have adequately considered the effect of mineral processes or wharf / rail related freight on the proposed land use”.</p>
MM12	27	After Para 3.29	<p><u>After Para 3.29</u></p> <p>After this paragraph add a new paragraph Para. 3.30 and renumber subsequent paragraphs accordingly:</p> <p>“3.30 There are limited opportunities for rail and wharf facilities in Leeds and it is important that the sites identified in this plan have every opportunity to develop and flourish for these uses. Nevertheless the Council recognises that land should not be sterilised indefinitely if there is no reasonable prospect of the sites being used for such purposes. It is therefore necessary to strike a balance between the policy objectives and achieving effective, efficient and sustainable use of land. To this end the Council will therefore undertake a review of the policy as part of its Annual Monitoring Report in the first such Report prepared after a period of 5 yrs from the date of adoption. Given that there are only limited opportunities available it should not be assumed that lack of interest in the preceding 5 years will automatically result in the removal of the safeguarding policy from any or all of the sites in question. The Report will need to consider a range of issues including how circumstances have changed since adoption and forecasts of how the economy might change in the light of sustainability issues. This will include the</p>

			<p>issue of viability and in this respect the redevelopment of safeguarded or proposed wharves/ rail sidings for other land uses will only be considered where it can be demonstrated that the wharf / rail siding is not likely to become viable or capable of being made viable for freight handling, or in the case of safeguarded wharves/ rail sidings where an adequate replacement wharf/ rail siding has been provided.</p> <p>The following factors will be taken into account when considering viability:</p> <ul style="list-style-type: none"> • site size, shape, navigational access, road access, rail access (where possible), planning history, environmental impact and surrounding land use context, including existing uses, extant planning permissions and development plan allocations; • geographical location, in terms of proximity and connections to existing and potential market areas and other freight-handling sites; • the existing and potential contribution the site can make towards reducing road based freight movements; • Demand for the use of the site for waterborne/ rail-based freight having regard to marketing and other evidence”.
MM13	27	After Para 3.29	<p><u>After Para 3.29</u></p> <p>After this paragraph add a new paragraph 3.31 and policy and renumber subsequent paragraphs accordingly:</p> <p>“ 3.31 Applications for alternative uses on a safeguarded or allocated wharf or rail siding will be considered in terms of their benefits weighed against the loss of the non-road freight opportunity using the following criteria based policy.</p> <p><u>MINERALS 15: CRITERIA FOR ASSESSING ALTERNATIVE DEVELOPMENT ON PROTECTED WHARVES AND RAIL SIDINGS</u></p> <p>Canal wharves and rail sidings are protected from other development unless the applicant can demonstrate compliance with the following criteria:</p>

			<ol style="list-style-type: none"> 1. The development would not sterilise the longer term potential of the site for wharf or rail siding use, or 2. the applicant is able to demonstrate that in the case of a safeguarded wharf/rail siding that an adequate replacement wharf/rail siding has been provided or 3. The applicant is able to demonstrate that there are no suitable alternative sites for the proposed development, and 4. A sufficient supply of sites will remain in the district, readily available and of at least the same functional capability (including proximity to relevant economic centres), so as not to prejudice the objective of encouraging a shift from road freight, and 5. The applicant is able to conclusively demonstrate, including current and forecasted marketing evidence, that the site is unlikely to ever be appropriate for use as a freight interchange."
MM14	29	Para 4.4	<p><u>Para. 4.4</u></p> <p>Delete the first two sentences of the paragraph and replace with the following sentence:</p> <p>"Future waste arisings have been provided until 2026 in Table 4.1. These are based on projections until 2021 that have been extrapolated to 2026".</p> <p><u>Alterations to Table 4.1.</u> Change the title of the table to state:</p> <p>"Table 4.1 Future Waste Management Needs In Leeds until 2026 (tonnes per annum)".</p> <p>Change the heading of the arisings column to read "Arisings at 2026".</p>
MM15	34	After Fig 4.3	<p><u>After Fig 4.3</u></p> <p>Add the following new section and sub-heading :</p> <p><u>Treatment of Hazardous Waste</u> Whilst some solid hazardous waste is exported out of the district, overall Leeds is a net importer of hazardous waste. Liquid hazardous waste arising in the district and beyond is treated at the White Rose Environmental Clinical Waste Incinerator and WRG Effluent Treatment Plant. These are</p>

			<p>important facilities for the treatment of hazardous waste and are safeguarded in this DPD. The Waste Strategy for England 2007 says that as well as seeking to reduce the amount of hazardous waste there is a need for additional treatment facilities and infrastructure for hazardous waste to assist in meeting changes brought about by the Landfill Directive. There is scope for further hazardous waste treatment in Leeds, such as soil-washing or bio-remediation and this could be accommodated on any of the strategic waste sites or industrial estates that are identified as suitable for waste treatment facilities. The Council will encourage the provision of hazardous waste treatment facilities in preference to disposal at landfill sites. As a last resort solid new hazardous waste cells could potentially be provided at Swillington and Howley Park landfill sites, which are also safeguarded”.</p>
MM16	40	Para 4.32	<p><u>Para 4.32</u></p> <p>For Clarification The proposed new sentence at the end of Para 4.32 (suggested in Proposed Change 25 of the Consolidated Schedule of Changes for Submission), is no longer proposed as a change in this Post Submission Schedule of Changes.</p>
MM17	40	Policy WASTE 6	<p><u>Policy WASTE 6</u></p> <p>Add the following wording to the end of the Policy:</p> <p>“Any application for a Strategic Waste Management facility should be accompanied by a Travel Plan and a Transport Assessment that considers the impact on the Strategic Road Network”.</p>
MM18	63	Para 7.6	<p><u>Para 7.6</u></p> <p>Delete paragraph 7.6 as it is contrary to national policy.</p>

MM19	71	Before Section 8	<p><u>Before Section 8</u></p> <p>Add a new heading.</p> <p>“8 List of Saved UDP Policies to be Replaced by this DPD”.</p> <p>Add new text to state:</p> <p>“The following saved policies from the Leeds Unitary Development Plan (Revised) 2006 are replaced by policies in this Natural Resources and Waste Development Plan Document: N45, N46, N46A, N46B, GM4, GM4A, EM9, N47, WM1, WM2, WM3, WM4, WM5, WM6, WM7, WM8, WM9, WM10, WM11, WM13, WM14, WM15, WM16, WM17, WM18, N54, N38A, N38B, N39A”.</p> <p>Renumber Section 8 as Section 9</p>
MM20	64	Table 7.1	<p><u>Table 7.1 Monitoring Framework</u></p> <p>The monitoring framework has been revised and updated. The revised framework is detailed in landscape format at the end of this appendix.</p>
MM21	Map Book	Map A3	<p><u>Map A3: Mineral Safeguarding Area – Sand and Gravel</u></p> <p>Add the additional Sand and Gravel MSA in the urban area.</p>
MM21	Map Book	Maps B2	<p><u>Maps B2 Safeguarded canal wharves</u> <u>Map 14 Canal Wharfage at Stourton</u></p> <p>Make specific alterations to the site boundary to reduce the extent of the site area proposed for safeguarding.</p>
MM22	Map Book	Maps B2	<p><u>Maps B2 Safeguarded canal wharves</u> <u>Map 18 Canal Wharfage at Fleet Lane, Woodlesford.</u></p> <p>Make specific alterations to the site boundary to correct an earlier error.</p>
MM23	Map Book	Maps C2	<p><u>Maps C2 Safeguarded aggregate recycling sites.</u> <u>Map 139 Aggregate recycling site at Warren House Lane, Yeadon</u></p> <p>Make specific alterations to the site boundary to</p>

			reflect the recent planning approval.
MM24	Map Book	Maps D	<u>Maps D Strategic Waste Sites</u> <u>Map 200 Strategic Waste Site at Skelton Grange</u> Make specific alterations to the site boundary to reflect the operational land now identified.
MM25	Topic Paper		<u>Minerals and Waste Topic Papers</u> The Council proposes to incorporate the additional papers that have been prepared on Crushed Rock Targets and Sand and Gravel Targets into the Minerals Topic Paper. It will incorporate the additional report on Waste Targets into the Waste Topic Paper.

Proposed NRWDPD Monitoring Framework

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 1	Provision of Aggregates	The prudent use of natural resources is at the heart of the way things are done in Leeds	Amount of aggregate produced in line with the plan period provision in the NRW DPD	Minerals Industry Regional Aggregates Working Party Leeds City Council West Yorkshire Authorities	Annual collection in AMR (annual collection and contribution towards overall target)	Average annual production of sand and gravel of at least 146,000 tonnes per annum until 2026.	Provision undershoots 25% over five years of the plan period	Review apportionment alongside the other West Yorkshire Authorities. Feedback to the YHRAWP to review the sub-regional apportionment.
Minerals 4	Mineral Extraction through Area of Search and Allocation for sand and gravel. Preferred Areas for Crushed Rock	Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first				Average annual production of crushed rock of at least 440,000 tonnes per annum until 2026.	Provision undershoots 25% over five years of the plan period	Review apportionment alongside the other West Yorkshire Authorities. Feedback to the YHRAWP to review the sub-regional apportionment.

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 3	Safeguarding Existing Mineral Extraction Sites	<p>Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first</p> <p>Avoid sterilising future mineral resources</p> <p>Efficient use of previously developed land, especially contaminated land</p>	Amount of aggregate produced in line with the plan period provision in the NRW DPD	<p>Leeds City Council</p> <p>Development Industry</p> <p>Minerals industry</p> <p>Mineral Operators</p>	<p>Review of approved extraction sites to check for compliance with planning conditions (procedural task, not reported in AMR)</p> <p>Review tonnage produced from extraction sites. This data is required to be submitted annually to Leeds City Council.</p>	<p>Average annual production of sand and gravel of at least 146,000 tonnes per annum until 2026.</p> <p>Average annual production of crushed rock of at least 440,000 tonnes per annum until 2026.</p>	<p>Provision undershoots 25% over five years of the plan period</p>	<p>Review apportionment alongside the other West Yorkshire Authorities.</p> <p>Feedback to the YHRAWP to review the sub-regional apportionment.</p>
			Preferred Areas provide the majority of stone and clay production			<p>The majority of stone and clay extraction is located in the Preferred Areas. Estimates of the capacity for each quarry are available but not monitored in the AMR.</p>		
Minerals 6	Preferred Areas – Stone and Clay Extraction							
Minerals 13	Safeguarding Minerals Processing Sites							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
			Safeguard the mineral sites at Blackhill Quarry on Kings Road, Bramhope; Arthington Quarry, Bramhope; Moor Top Quarry, Guiseley for mineral extraction.			N/A	If a change of use application away from mineral uses is submitted for the mineral safeguarding sites.	Ensure that the applicant complies with Policy M3 – to demonstrate that there is no need for the site for mineral purposes within Leeds or the West Yorkshire Authority Area
			Safeguard the Mineral Processing Sites identified in Maps B3: Pontefract Road Stourton; Knowsthorpe Lane; Milners Road Guiseley; Elland Road Readymix; Cross Green Way; Thorp Arch Readymix; Knowsthorpe Lane Readymix, Bardon Concrete Knowsthorpe Lane; Ready Mix Knowsthorpe Road			N/A	If a change of use application away from mineral uses is submitted for the mineral safeguarding sites.	Ensure that the applicant complies with Policy M13 – to demonstrate that there is no need for the site for mineral purposes within Leeds or the West Yorkshire Authority Area

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 11	Restoration of Mineral Extraction Sites	A high level of environmental protection	Leeds City Council currently has a process in place for monitoring compliance with restoration and aftercare conditions (procedural process, not reported in AMR).	Minerals Industry Leeds City Council Minerals & Contaminated Land Team		Restoration and aftercare meets an acceptable standard	Minerals Team identifies the failure of an operator to carry out the approved works	Enforcement action or prosecution for non-compliance with planning conditions
Minerals 12	Aftercare of Restored Proposals							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 14	Transport Modes	<p>Prudent use of natural resources is at the heart of the way things are done in Leeds</p> <p>Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first</p> <p>The canal and rail systems are used for moving freight so as to reduce the amount of heavy goods vehicles on the roads and thereby reduce congestion and greenhouse gas emissions.</p> <p>Make better use of the water and rail transportation networks</p> <p>Promote sustainable movement of freight</p>	<p>Modal change from road to rail and waterborne freight - Using the list of consultee respondents the Council will gather data on water and rail freight movements</p> <p>Leeds City Council Transport Policy Monitoring section collects data on HGV movements in and out of Leeds using Automatic Traffic Count technology. The Council has 20 AMPR cameras in the district and also makes use of police AMPR cameras to monitor HGVs on the road. This work will not be reported in the AMR but reviews will be undertaken for other purposes.</p>	<p>British Waterways</p> <p>Network Rail</p> <p>Commercial Boat Operators Association</p>	Leeds City Council to undertake a five yearly review	The target is for a switch from road-based freight movements to waterborne and rail freight	After adequate marketing there is no take up of freight activity by rail/ water over a five year period	<p>Review the need for the site retention.</p> <p>Seek and obtain evidence of appropriate marketing activity.</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 2	Mineral Safeguarding Areas	Avoid sterilising future mineral resources	No direct monitoring as the policies are intended to safeguard resources unless exceptional circumstances. The DPD does not rely on the extraction of the safeguarded resources in order to meet the targets set out, and any additional resource is 'windfall/bonus'. As there is no means of quantifying the total resources saved or extracted the policy cannot be directly monitored.					
Minerals 8	Surface Coal and Previously Developed Land	The prudent use of natural resources is at the heart of the way things are done in Leeds						
		Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first						
Minerals 5	Sand and Gravel in the Wharfe Valley	Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first	No direct monitoring as the policy is intended to protect East of Pool. If the policy is breached, there is little to note – other than the Policy is breached.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 7	Provision of Stone for repairs and Refurbishment of Existing Buildings	<p>Ensure sufficient contribution to supply for local and regional minerals demand is provided but look to use secondary/recycled materials first</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p>	<p>Not directly monitored. This is because the policy is intended to permit, in exceptional circumstances, the use of former quarry sites for specialized stone extraction.</p>					
Minerals 9	Surface Coal and Undeveloped Land	<p>Efficient use of previously developed land.</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p>	<p>Not directly monitored. This is because the policy outlines the conditions when an application might be considered suitable and to be applied if permission is granted.</p>					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Minerals 10	Applications for Mineral Development	<p>Efficient use of previously developed land, especially contaminated land</p> <p>The prudent use of natural resources is at the heart of the way things are done in Leeds</p> <p>Avoid sterilizing future mineral resources</p> <p>Protect and increase the amount of tree cover</p>	<p>Policy is implemented through the development application stage. The criteria will guide the decision making process in determining the application.</p>					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 1	Self Sufficiency for Future Waste Management in Leeds	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	The gap between capacity of existing facilities and forecasted arisings is met	Waste Industry Leeds City Council Environment Agency DEFRA		To provide for the projected arisings by waste stream to 2026 as follows: Tonnes per annum: MSW 383,976 C&I 1,212,000 CD&E 1,556,000 Hazardous 103,026	Failure to meet targets over a five year period Review if any new national waste management targets are set for after 2020.	Review how to improve capacity on sites
Waste 6	Strategic Waste Management Sites	Maximise the reuse of waste Maximise recycling and composting waste where possible Recover energy						

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
		from waste	Continued uptake of waste management other than landfilling			<p>Ongoing progress towards increasing non-landfill waste management</p> <ul style="list-style-type: none"> -Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period. -Additional recycling capacity of at least 450,000 tonnes per annum for C&I. -To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge 	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
						Planning permission granted for new strategic waste facilities providing substantial capacity for waste management on the sites: Former Skelton Grange Power Station Site; Land within Knostrop Sewage Water Treatment Works; Former Wholesale Markets Site, Cross Green Industrial Estate	Planning permission refused for a strategic waste management facility on the listed sites (representing non-delivery of capacity)	Review to determine if sites identified in Waste 6 are appropriate for Strategic Waste Facilities and if there remains sufficiency of sites to support provision of strategic facilities

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 2	Safeguarding Existing Waste Management Capacity	Maximise the reuse of waste Maximise recycling and composting waste where possible	Facilities for waste processing are safeguarded from development of non waste related uses.	Leeds City Council Development Industry Waste Industry Environment Agency		No loss of waste facilities to an alternative use unless provision made or no need for particular facility proved	Loss of a safeguarded waste management site	If a safeguarded waste management site is developed for non waste uses, a review of forecasted arisings, set against current capacity should be undertaken to determine if new sites need to be found. Review of sites
Waste 3	City Wide Network of Waste Management Sites and Facilities	Recover energy from waste Provide sufficient management facilities in appropriate and accessible locations in order						

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
		to minimise the amount of waste going to landfill	Continued uptake of waste management other than landfilling			<p>Ongoing progress towards increasing non-landfill waste management</p> <ul style="list-style-type: none"> -Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period. -Additional recycling capacity of at least 450,000 tonnes per annum for C&I. -To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge 	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
			The gap between capacity of existing facilities and forecasted arisings is met			To provide for the projected arisings by waste stream to 2026 as follows: Tonnes per annum: MSW 383,976 C&I 1,212,000 CD&E 1,556,000 Hazardous 103,026	Failure to meet targets over a five year period Review if any new national waste management targets are set for after 2020	Review how to improve capacity on sites
Waste 4	Waste Management Facilities – Permanent Uses	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Not monitored. This policy is to aide the decision making process when determining applications.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 5	Waste Uses within Existing Industrial Areas	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Waste uses are located in the existing industrial areas of: Far Royds, Wortley Ashfield Industrial Estate, Wortley Cross Green Industrial Estate including land within Knostrop Waste Water Treatment Works Grangefield Industrial Estate, Stanningley, Limewood Industrial Estate, Seacroft and Thorp Arch	Leeds City Council Development Industry Waste Industry Environment Agency		Majority of new facilities for waste management, other than strategic facilities, are located within the defined industrial areas.	Undertake a review of approvals every five years: If at that point the majority of approved new waste management facilities are not located within existing industrial areas as defined in Waste 5 – with subsequent follow up reviews in each five year period	Review to determine if more appropriate locations have arisen during Plan Period Review to determine if loss of sites in areas identified in Waste 5 has detrimentally impacted ability for waste facility operations in those locations.
Waste 7	Waste Allocation for C D & E waste	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	The Cinder Oven Bridge Site is developed for Construction, Demolition and Excavation purposes	Leeds City Council Development Industry Waste Industry Environment Agency	Use of the Environment Agency Waste Data Interrogator	The Cinder Oven Bridge Site is developed for Construction, Demolition and Excavation Waste purposes providing substantial capacity for waste management	The Cinder Oven Bridge Site has a planning permission for development of a use other than Construction Demolition and Excavation	Review of the policy to determine if sufficient sites exist for Construction, Demolition or Excavation arisings to the end of the Plan period

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 8	Waste Proposals at Other Locations	<p>Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill</p> <p>Maximise the reuse of waste</p> <p>Maximise recycling and composting waste where possible</p> <p>Recover energy from waste</p>	Approved waste proposals are situated on the sites identified in policies Waste 2, Waste 5, Waste 6 and Waste 7	<p>Leeds City Council</p> <p>Development Industry</p> <p>Waste Industry</p> <p>Environment Agency</p>	Use of the Environment Agency Waste Data Interrogator	<p>Majority of waste facilities approved are on identified sites in Waste 2, Waste 5, Waste 6 and Waste 7</p> <p>Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period.</p> <p>Additional recycling capacity of at least 450,000 tonnes per annum for C&I.</p> <p>To continue to support the re-use and recycling of CD&E on safeguarded sites and through the delivery of an additional site at Cinder Oven Bridge.</p>	If the majority of approvals for waste facilities (measured at five year increments of the Plan) are not located on those sites identified in policies Waste 2, Waste 5, Waste 6 and Waste 7	Review of sites in Waste 2, Waste 5, Waste 6 and Waste 7 to determine if they have sufficient capacity to meet the forecasted arisings remaining over the period of the Plan, at the time of the review.

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 9	Waste Management Facilities – Potential Issues and Impacts	Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill	Not specifically monitored – as the criteria outlined will be considered at the planning application stage and be applied.					
Waste 10	Planned Reduction in Landfill	<p>Provide sufficient management facilities in appropriate and accessible locations in order to minimise the amount of waste going to landfill</p> <p>Maximise the reuse of waste</p> <p>Maximise recycling and composting waste where possible</p> <p>Recover energy from waste</p>	No additional landfill capacity permitted except in the case of inert excavated waste	<p>Leeds City Council</p> <p>Development Industry</p> <p>Waste Industry</p> <p>Environment Agency</p>		Additional treatment capacity for up to 500,000 tonnes per annum diverted from landfill over the plan period.	Landfill, as a % share of total waste, increases over a 2 year period	<p>Better education and awareness raising of businesses.</p> <p>Working with W.R.A.P to promote recycling</p>

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Waste 11	Waste Disposal: Landfill and Landraising Sites	A high level of protection for the environment	Satisfactory restoration, as measured through the site monitoring program. This will not be reported in AMR. Note: landfill gas monitoring is dealt with under ENERGY 3	Leeds City Council Development Industry Waste Industry	Site Monitoring Programme administered by the Council's Minerals, Waste and Contaminated Land Team	Satisfactory restoration whereby Satisfactory means compliance with the restoration plan for the site including compliance with the restoration conditions	Unsatisfactory restoration (does not comply with the restoration plan for the site including compliance with the restoration conditions)	Where non compliance is materially significant this would be remedied by enforcement action, if the operator failed to take action voluntarily within an agreed timescale.
Energy 1 Page 166	Large Scale Wind Energy Generation	Identify opportunities for renewable energy generation and heat distribution	Ongoing annual progress towards meeting the overall requirement, as set out in Table 5.1	Leeds City Council Development Industry Energy Industry	Leeds City Council Environmental Policy section monitors this	Leeds produces 20 MW of installed, grid-connected renewable energy from wind power by 2026	Measured in five year implementation periods: Review of progress if not meeting the plan requirement, based on proportionate year shares.	Review applications that have been refused to determine if policy is being implemented correctly.
Energy 2	Microgeneration Development					Leeds produces 10 MW of grid connected renewable energy from micro-generation by 2026		
Energy 3	Heat and Power Energy Recovery							
Energy 4	Heat Distribution Infrastructure					Leeds produces 35 MW of grid connected renewable energy from energy from waste by 2026		

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Air 1	The Management of Air Quality through Development	A high level of protection for the environment	Continued improvement of the District's air quality	Leeds City Council Development Industry University of Leeds	Air quality is monitored by the Council through its air quality monitoring stations. Action to improve air quality is monitored and reported to DEFRA through the Air Quality Action Plan	Reduction in nitrogen dioxide and particulates measured Overall improvement in the District's air quality	A new AQMA is designated	Review of policy and planning permissions subject to the policy to determine if being implemented correctly
Water 1	Water Efficiency	Support better management of the water cycle and application of efficient uses of water	Reduction in consumption of water per capita over the plan period	Leeds City Council Development Industry Yorkshire Water	Yorkshire Water carry out monitoring of water consumption	Use of water reduces over the plan period	Five yearly review. If per capita water usage has increased compared to previous five years, then review.	Review of the implementation of water efficiency policy with Yorkshire Water Review of the Code for Sustainable Homes Policy in the Core Strategy

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Water 2	Protection of Water Quality	Ensure the protection of the quality of watercourses and other sources of water	<p>The water quality of sensitive water bodies is protected and applications are refused on grounds of water pollution</p> <p>Measured by looking at number of sustained objections to applications by EA on basis of water quality</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Environment Agency</p>		<p>All approvals have considered water quality and ensured that sensitive bodies are protected</p> <p>No sustained objections by the EA on basis of water quality each year</p>	Annual Review of planning permissions where water quality has been affected Sustained increase in total applications (over a two year period) where water quality issues have not been addressed as identified by the EA	Review issues which overrode water quality
Water 3	Functional Flood Plain	Ensure flood risk is managed, taking into account the effects of climate change	<p>Applications for new development or a change of use consider flood risk</p> <p>Measured by looking at number of sustained objections to approved applications by EA on basis of flood risk</p>	<p>Leeds City Council</p> <p>Development Industry</p> <p>Environment Agency</p>	SFRA updates will be used to compare differences in functional floodplain and in Zones of Rapid Inundation	No sustained objections by the EA on basis of flood risk	<p>Sustained increase in total applications (over a two year period) where flood risk issues have not been addressed</p> <p>SFRA updates indicate the need to review flood risk policies</p>	Review issues which overrode flood risk through the Planning and Flood Risk Forum.
Water 4	Development in Flood Risk Areas							
Water 5	Zones of Rapid Inundation							
Water 6	Flood Risk Assessments							

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Water 7	Surface Water Run Off	<p>Ensure the protection of the quality of watercourses and other sources of water</p> <p>Ensure flood risk is managed, taking into account the effects of climate change</p>	The Development application stage will ensure that surface water run off meets the standards set out. Enforcement action if conditions are breached. Not monitored in AMR.					
Land 1: Page 169	Contaminated Land	Efficient use of previously developed land, especially contaminated land	No formal enforcement has been necessary to secure the remediation of a site prior to development – part of LCC processes. Will not be reported in AMR	Leeds City Council Developers		Development does not take place on contaminated land until the contamination is remediated	Development takes place on contaminated land necessitating enforcement action	<p>Enforcement action and /or prosecution for non-compliance with conditions</p> <p>Review of development control procedures</p>
Land 2:	Development and Trees	Protect and increase the amount of tree cover	The Development application stage will ensure that trees are considered as set out in policy Land 2. Enforcement action if conditions are breached. Not monitored in AMR.					

Policy ID	Policy	Objectives Link	Key Performance Indicator	Implementation Partners	Monitoring Comment	Targets	Trigger Point for correction/ mitigation measures	Proposed Actions if not meeting targets
Duty to Cooperate			Identify areas of co-operation with other local planning authorities, county councils, implementation partners listed within this framework or any body or person prescribed under section 33A of the Regulations and provide details of what action taken as a result of that co-operation	LPA County Council Body or Persons prescribed under section 33A of Town and Country Planning Regulations 2012 Implementation Partners listed within this framework		Identify areas of co-operation and any action that has come about as a result of that co-operation in the Authority Monitoring Report	Co-operation not reported in Authority Monitoring Report	Review Authority Monitoring Report composition to identify why co-operation not reported If no co-operation reported due to a lack of record/activity, need to note within the AMR. Also will need to identify what barriers are preventing co-operation.

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Equality, Diversity, Cohesion and Integration Screening



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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Forward Planning and Implementation
Lead person: David Feeney / Helen Miller	Contact number: 2478132

1. Title: Natural Resources and Waste Development Plan Directorate

Is this a:

Strategy / Policy

 Service / Function

 Other

If other, please specify

2. Please provide a brief description of what you are screening

The Natural Resources & Waste Development Plan Document (DPD) is one of a number of planning documents currently being prepared as part of the Local Development Framework (LDF). The preparation of this document has been driven by the requirements of national planning guidance (PPS10), the implications of European Waste Management Directives, the City Council’s commitments to managing environmental resources and tackling climate change and the need to identify sufficient sites for waste management activities (aligned to the Council’s own municipal waste strategy).

The Natural Resources & Waste DPD contains a range of planning policies relating to Minerals & Aggregates, Water Resources, Air Quality, Sustainable Energy Use and Waste, as part of an overall integrated approach, which seeks to minimise and manage the use of natural resources. As well as containing specific planning policies and site allocations, it is also envisaged that the document will have an influencing role in supporting the City Council's wider strategic objectives for the environment.

A number of key issues are addressed through the document. These include:

- planning for sufficient minerals & aggregates supply (whilst managing environmental assets and amenity),
- planning for a shift to non-road based freight,
- planning for municipal, commercial and industrial waste activity, including site specific allocations, (whilst seeking to reduce waste arisings overall)
- Seeking to reduce flood risk, through mitigation and adaptation, in taking into account the effects of climate change.
- Promoting a shift from reliance on fossil fuels to renewable forms of energy.

The Natural Resources and Waste DPD has previously been subjected to Equality Impact Assessment Screening. The proposal now is to consider the report of the Inspector who has examined the Plan and to request the Council to proceed to adopt the Plan. This EIA Screening is an update to the previous EIA Screening.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	✓	

Have there been or likely to be any public concerns about the policy or proposal?	✓	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	✓	
Could the proposal affect our workforce or employment practices?	✓	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	✓	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

If yes please provide details

The preparation of the Natural Resources and Waste DPD (NRWDPD) has been undertaken within the context of the LDF Regulations (and SEA Directive) and the City Council's adopted Statement of Community Involvement (SCI).

This means that all the policies in the NRWDPD have been subject to Sustainability Appraisal (SA). The SA considers the impact of the proposed policies against two SA objectives. These are - SA8 to increase social inclusion and active community participation and SA9 to increase community cohesion

The Sustainability Appraisal assessed the impact of the NRWDPD against the following questions:

Social inclusion

a. Will it help to reduce poverty?

b. Will it provide more services and facilities that are appropriate to the needs of ethnic

minorities, older people, young people and disabled people?

c. Does it enable less-well resourced groups to take part?

d. Does it take steps to involve not yet reached groups?

Community participation

a. Will it give the community opportunities to participate in or towards making decisions?

b. Will local community organisations be supported to identify and address their own priorities?

Community Cohesion

a. Will it build better relationships across diverse communities and interests?

b. Will it increase people's feelings of belonging?

c. Will it encourage communities to value diversity?

d. Could it create or increase tensions and conflict locally or with other communities?

For any policies that scored poorly against the SA objectives we looked for ways to improve them or mitigate the impacts.

The Sustainability Appraisal Objectives were agreed with the statutory consultees in February 2008. The results of the SA were written up in an SA Report and this is available on the Leeds City Council LDF website or on a separate CD. The SA Report was the subject of public consultation for 8 weeks from 15th December 2010 to 9th February 2011 alongside the Publication Draft of the DPD. The only comments relating to the SA related to the cumulative effects on air quality. This was an issue that was examined by the Inspector and which he has concluded is sound.

The NRWDPD is a district wide strategy for the entire Leeds Metropolitan District and the development of the strategy has evolved and been informed by the preparation of a wide ranging evidence base. This includes a series of technical studies (including waste forecasting, mineral studies and a Strategic Flood Risk Assessment) as well as information and responses derived through a series of informal and formal stages of public consultation, as part of the ongoing and iterative plan making process.

Consistent with the SCI, the emerging NRWDPD has been the subject of a number of phases of consultation. Initial scoping work was undertaken in 2008 with key stakeholders. This was followed by a 6 week period of formal public consultation on an 'Issues & Alternative Options' document in May/ June 2008. Subsequently, a further 6 week period of consultation was undertaken from 18th January to 1st March 2010, on a 'Policy Position' consultation document. A further 8 week period of consultation took place on the Publication Draft from 15th December 2010 to 9th February 2011. There have also been three other 6 week consultations on changes to the DPD.

Equality, diversity, cohesion and integration, have therefore been considered from a number of perspectives. This relates both to the strategy itself and associated policies and the provisions which have been made for consultation via a range of opportunities.

Once adopted, the NRWDPD will be subject to an annual review through the Annual Monitoring Report (soon to be called the Authority Monitoring Report) (AMR). The AMR will use a series of indicators to determine whether the NRWDPD is being implemented appropriately in delivering its objectives and seek to identify if it is having its intended effect. The AMR should be used to help evidence required changes to decision making, if the NRWDPD is not having its intended effects. The AMR offers an opportunity to ensure that the issues raised by the EIA are reviewed and followed up.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The Natural Resources and Waste DPD has a basis in improving sustainability and the overall management of resources in the District. It therefore has a general beneficial effect for the good of the District as a whole. The Plan is divided into a number of topic areas, the key issues for these topic areas are as follows:

Minerals

The DPD includes targets for mineral extraction as Leeds share of the West Yorkshire Sub Regional apportionment. These aim to ensure that we have a sufficient supply of minerals to meet demand. This is done by safeguarding existing sites and allocating new sites, preferred areas and an Area of Search. By identifying the most appropriate locations for mineral extraction and ensuring we have provided sufficient locations we help to reduce pressure on areas where extraction would have a detrimental impact on communities living close-by.

Policies include the safeguarding of existing rail sidings and canal wharves in order to protect our ability to transport materials by canal and rail. There are also policies to encourage the remediation of contaminated land and urban tree planting.

Creating the opportunity for road-based freight to shift to using water and rail based freight has a beneficial effect on all groups since it helps to reduce overall levels of pollution caused by vehicular emissions. The reduction in greenhouse emissions also is beneficial to all groups as it helps to mitigate the effects of climate change.

Enabling minerals to be transported by rail or canal means that people who live close to the strategic road network are subject to fewer HGVs and emissions.

Waste

The NRWDPD makes provision for Leeds to be self-sufficient in waste management in the future, apart from some cross- border movements of specialist waste. Policies set out our approach for providing sufficient land to enable us to manage all the different types of waste over the plan period. This is done by safeguarding many existing waste management sites where appropriate, allocating new strategic waste sites and identifying industrial estates as preferred locations which have the potential to provide more waste facilities within them. There are no new landfill sites allocated because it is thought that there are already sufficient approved landfill sites to meet the need for the plan period. This strategy benefits all Leeds residents and businesses by ensuring that the City can manage its waste and that a sufficient range of sites is provided in the right locations. It therefore reduced the chance of pressure for facilities in the wrong locations. An efficient and adequate waste management strategy is important for the health of the economy so that businesses can operate effectively.

The plan is seeking to achieve a major change in the way waste is managed. In line with national policy, a fundamental objective is to drive the treatment of waste up the waste hierarchy thereby reducing disposal to landfill to an absolute minimum. To achieve this, the plan's strategy provides a framework for a significant increase in the non-landfill

forms of waste management capacity. To achieve this, the DPD allocates sites for strategic waste management purposes. These are the product of an extensive site selection process across the whole District, that in particular considered site availability and deliverability as a part of the selection criteria, as well as the other criteria listed in PPS10. Being largely away from residential areas, the Lower Aire Valley is the traditional area within Leeds where utility and heavy industries have located. Following the extension of the M1 motorway and the completion of the new A63 link into the City Centre, it now has excellent road transportation links. Consequently, the three sites that have been allocated performed the best against the analysis criteria. and three of these have been allocated in the plan for the development of strategic waste facilities. A fourth site was also identified but was not needed. Whilst some residents of Osmondthorpe objected to the strategic waste allocations, the provision of such sites is essential for the City as a whole and the locations identified are the most appropriate. The independent Inspector who examined the plan stated ' I am satisfied that all of these sites and the discounted fourth site are appropriate in principle for the location of strategic waste facilities.'

All three strategic waste sites are located in the same part of the City and therefore the DPD considered whether this could lead to any potential cumulative impact of negative aspects of waste operations, however there is no evidence to suggest that three strategic waste plants could not operate in the same area without giving rise to unacceptable adverse impacts. Each detailed proposal will require the preparation of an Environmental Impact Assessment; and, in establishing a baseline environment on which to assess any potential impacts, each assessment will have to include the effects of any other existing or proposed major developments, including strategic waste plants.

Energy

Objectives for energy in the NRWDPD follow national policy in seeking to reduce the carbon burden of the UK energy supply, whilst at the same time increasing the resilience of its infrastructure.

Policies aim to encourage the use of renewable energy and to provide criteria for assessing suitable locations for wind energy development. A table is included which shows how the Regional Spatial Strategy target for grid-connected renewable energy generation could be achieved from different types of renewable energy (and thus help to meet the Government's national target for renewables).

These policies are beneficial to all groups since they help reduce reliance on the fossil fuels that are running out. This makes it more likely that elderly and vulnerable people will be able to afford to heat their homes. It also supports industry and businesses by enabling them to reduce running costs.

Water

The DPD contains a suite of policies designed to help manage flood risk from both river flooding and surface water flooding. There are also policies to encourage water efficiency and minimise water consumption. These policies are beneficial to all groups but they are of particular benefit to those people who live or work in areas that are at risk of flooding.

Air Quality

Policies aim to require all developments to incorporate measures for improving air quality where appropriate and to consider the potential for the introduction of Low Emission Zones and Low Emission Strategies. Improving air quality is beneficial to all residents of

Leeds, particularly to those who suffer from asthma and other breathing-related problems.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

This has primarily been achieved through the completion of a Sustainability Appraisal to integrate economic, social & environmental objectives and to identify ways that policies can be improved so as to take account of any equality impacts.

A number of policies in the NRWDPD provide support to industry and businesses and this in turn helps to promote the local economy and employment as a basis for tackling unemployment and job growth opportunities in key economic sectors across the district. Energy policies help to reduce fuel poverty which is especially important for the elderly and vulnerable people.

Water policies are designed to manage flood risk and reduce the likelihood of flooding and the effects of flooding when it does occur. This is particularly important for those living or working in flood risk areas.

Air quality policies are of particular benefit to those who suffer from asthma and other breathing-related problems.

Provision of a sufficient range of sites to be able to manage all forms of waste is beneficial to all groups in Leeds. Strategic waste sites have been identified in the most appropriate locations in the District.

Sufficient mineral sites have been identified to ensure that Leeds can meet the targets for mineral demand during the plan period (although the actual delivery of this will depend on the minerals industry). This helps to reduce pressure for mineral extraction in locations which would have a detrimental effect on neighbouring communities.

A key aspect of the plan will also be to monitor the implementation of policies via the LDF Annual Monitoring Report. The Annual/Authority Monitoring Report will be produced each year with the remit to evaluate policy implementation. This will be done through the monitoring framework, which will need to be adopted as part of the NRWDPD.

The monitoring framework will be set up to monitor the objectives which underpin all the policies. These objectives have a number of indicators which will be used to help gauge whether the NRWDPD is being implemented appropriately and that the anticipated effect of implementation is being achieved.

With regards to equality it is important that the monitoring framework also reports on equality issues, and where appropriate, link the reporting back to the EIA.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment**.**

Date to scope and plan your impact assessment:	
--	--

Date to complete your impact assessment	
---	--

Lead person for your impact assessment (Include name and job title)	
--	--

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
David Feeney	Head of Planning & Economic Policy	19/12/2012

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	
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Date sent to Equality Team	
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Date published (To be completed by the Equality Team)	
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Report of Director of City Development

Report to Executive Board

Date: 9th January 2013

Subject: Council Brownfield Land Programme

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, name(s) of Ward(s):	
Ardsley & Robin Hood Armley Beeston & Holbeck Chapel Allerton Hyde Park & Woodhouse Killingbeck & Seacroft Middleton Park Temple Newsam	
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: 10.4(3)	
Appendix number: 2	

Summary of main issues

1. The draft Core Strategy identifies a need for up to 70,000 net new dwellings to meet housing needs in the city by 2028. Work is underway to identify the sites that will be allocated to accommodate this new development.

2. The draft Core Strategy also establishes sustainable planning principles for the re-use of brownfield land to meet this housing requirement and to mitigate the need to develop greenfield sites.

3. There are 29 sites owned by the Council, covering 45 ha of land, that are identified for development but are located in challenging market locations where there is limited prospect of obtaining viable development through a market-lead approach, which has lead to them laying vacant.

4. The report proposes a Brownfield Land Programme into which these uncommitted sites are allocated and a range of approaches used for disposal and development, comprising:
 - Sale and ringfence of receipts from specific individual sites;
 - Pairing of less viable with more viable sites into a single disposal;
 - Ringfence of receipts from remaining EASEL development sites;

- Co-ordination of disposal and investment activity with the Homes & Communities Agency;
- Alignment of disposal and development proposals with existing housing investment programmes;
- Consideration of institutional investment models.

Recommendations

Executive Board is asked to:

- (i) Approve the establishment of a Brownfield Land Programme based on the principles set out in the report and incorporating those sites listed at Appendix 1;
- (ii) Approve the ring fence of all capital receipts arising from the sale of the sites listed in Appendix 1 to the programme;
- (iii) Approve the incorporation of capital receipts arising from disposal of the remaining EASEL Phase 1 development sites into the Brownfield Land Programme;
- (iv) Note the intention to progress acquisition of two remaining owner-occupied properties on the Askets and subject to the need for these to enable full development, to undertake a marketing exercise for disposal of the site;
- (v) Approve the re-allocation of uncommitted sites from the former Affordable Housing Strategic Partnership to the Brownfield Land Programme;
- (vi) Note the initial potential for institutional investment in the development of rented housing and that further discussion with third parties will be undertaken to establish the potential for this as a route for supporting housing growth in the city.

1 Purpose of this report

- 1.1 This report sets out a proposal for the Council to establish a Brownfield Land Programme through which it could stimulate the market and support development of new housing on its own unallocated brownfield land in areas of the city that currently have limited or no private sector investment interests.

2 Background information

- 2.2 In 2011 the Council undertook an informal consultation with the development sector and community interest groups to establish a range of agreed principles to inform the way in which the city should respond to its housing growth needs. There was a general consensus reached on a number of core principles to stimulate growth and promote sustainability and these were agreed by Executive Board in November 2011 to inform the drafting of the Core Strategy. Included within these was the need to maintain a focus on the regeneration of existing urban areas and the development of brownfield sites.
- 2.3 The Council's draft Core Strategy sets a target of 70,000 net new dwellings to meet the city's housing needs by 2028. This translates to an annual requirement of 3,660 net dwelling per annum from 2012/13 to the end of 2016/17 (18,300) and 4,700 net dwellings per annum from 2017/18 (51,700).
- 2.4 Work has started to identify sites to meet this housing requirement through the Local Development Framework (LDF) site allocations process. Discussions with ward members are underway and site proposals are being fed in by stakeholder groups. The Strategic Housing Land Availability Assessment (SHLAA) Partnership is also undertaking its annual refresh of land proposed or available for housing development to inform how the housing targets may be met. It is currently anticipated that an 'Issues and Options' paper on the LDF site allocations will be presented to Executive Board in February.
- 2.5 The draft Core Strategy has policies to promote the development of brownfield sites as a sustainable means of meeting these housing needs. Such land is located throughout the existing built up areas of the city and across a range of ownerships – private and public.
- 2.6 The Council currently has around 140 brownfield sites in its ownership, encompassing a variety of land types and assets, covering 150ha of potential development land. These include:
- Land and vacant buildings that have previously been used by services but which have been declared surplus and have no active uses or other service proposals;
 - Land that has been cleared of obsolete or unsustainable housing as part of the Decent Homes and other programmes (including private properties that have been acquired to enable area-clearance);
 - Land or buildings that are currently unused but which are being actively considered for Council development to support new service delivery;

- Vacant land that has been acquired in preparation for other developments or services uses.
- 2.7 The majority of these sites – 77 covering over 65ha – have activities ongoing to promote disposal or to conclude negotiations to sell to third parties for residential, commercial or mixed uses as appropriate to the areas in which they are located and as set out in planning guidance. The expected capital receipts from the sale of these sites have already been earmarked to fund the capital programme.
- 2.8 A further 8 sites have active proposals for new housing from Registered Providers as part of the Affordable Housing Programme; 9 sites are allocated for redevelopment as part of the PFI Housing project; 4 sites are allocated for sale to Bellway Homes for housing development under the EASEL Strategic Development Agreement; and 3 sites are allocated for new schools provision as part of the Basic Needs Programme.
- 2.9 There are 29 sites owned by the Council, covering 45 ha of land, that are identified for development but are located in challenging market locations where there is limited prospect of obtaining viable development through a market-lead approach, which has led to them laying vacant. There are no outstanding Council service requirements in association with these sites. They also have no current expectation of making a contribution to the capital programme. These sites are listed at Appendix 1, with accompanying plans.
- 2.10 The majority of these unallocated sites are located in areas where there is a need for new homes but limited market interest in residential development due to:
- limited frontage/visibility;
 - poor ground conditions or site remediation requirements; and
 - low demand or limited access to mortgage finance from prospective local purchasers.
- 2.11 Where these sites are clustered as at Seacroft, Halton Moor and Middleton, where there are high concentrations of social housing, their current condition has a cumulative and negative impact on local amenity and local residents, business and Ward Members wish to see site improvements or development solutions.
- 2.12 As a landowner and service provider, the Council therefore needs to identify a viable way in which these sites can make a more positive local regeneration contribution, assist efforts to reduce deprivation and assist in diversifying the housing offer and meeting local housing needs.
- 2.13 All of the Council's brownfield sites that have potential for residential development have been put forward to be included in the LDF site allocations process (or have previously been included in the SHLAA).
- 2.14 The proposals set out for brownfield land in this report are intended to maintain a focus on housing development in the existing urban areas, alongside the management of pressures for development on greenfield sites.

- 2.15 The 2011 housing growth consultation prompted consideration of how greenfield and brownfield development sites could be more explicitly linked to promote regeneration. Policy H1 of the Draft Core Strategy provides that in special circumstances, allocated sites may be permitted to be released in advance of their planned phasing, so long as the permitted site delivers infrastructure and housing investment that is needed within Regeneration Priority Areas. In such cases, suitable mechanisms will be agreed to ensure that delivery within the Regeneration Priority Area occurs either before, or in conjunction with the delivery of the permitted site.
- 2.16 There may therefore be scope in due course to explore a delivery link between wider greenfield development proposals and the development of the Council's brownfield sites. However, any formal proposals on this basis will need more detailed consideration in the context of the Council's detailed planning policies and would be subject to a further specific report.
- 2.17 Executive Board Members will note that there is a separate report on the agenda for this meeting relating to the development potential of the East Leeds Extension, a housing allocation at the edge of the city.

3 Main issues

- 3.1 Based on the Council's own surveying advice, the majority of the unallocated sites are likely to have marginal or challenging viability if they were to be marketed individually for sale and development for housing. Informal discussions with development interests over 2011 has confirmed this and indicated that there would be very limited interest in the majority of the Council's sites if marketed individually. Their position and location offer limited viability for residential development without a more substantial offer of support or incentive from the Council as a vendor.
- 3.2 This market view is supported through the experience of Bellway Homes, the Council's partner in the EASEL project, where development of the South Parkway site in Seacroft has been ongoing since 2008 but just over half of the proposed 200 homes have been completed and very few sold on an open market basis without some form of buyer assistance.
- 3.3 Development progress and sales on site would be improved if there was certainty of financial support for prospective purchasers that generally have difficulty obtaining mortgages in this area.
- 3.4 The informal discussions with developers indicate that if the individually unviable sites could be packaged with more attractive sites, more certainty offered to developers and if the Council would be prepared to consider ways in which development could be assisted through an appropriate land sale model and/or assistance for house buyers, there would be potential to deliver new housing across the unallocated sites.
- 3.5 It is also evident that there would be value in establishing a relationship with more than one house builder. This would spread development and sales risks and assist in creating competitive development markets. In terms of outcomes it may also add variety to the type and potentially the tenure of the housing built.

- 3.6 A small number of these are in potentially more attractive locations and may in themselves offer some prospect of interest from purchasers. Whilst these could be marketed and sold individually, this would leave a residual list of poor sites as liabilities with limited prospect of sale or development in their current situation.
- 3.7 There is an opportunity to pursue development across as many sites as possible by managing the use and investment of surplus values from more viable sites creatively to support currently less viable sites.
- 3.8 It is proposed that a Brownfield Land Programme is formally established, into which sites are allocated and receipts ring-fenced to enable the delivery of the following longer term objectives:
- (i) To assist in the delivery of **local regeneration** and improve local amenity
 - (ii) Contribute to **housing growth** and improve housing choice
 - (iii) To assist in reducing development pressure on **greenfield land**
 - (iv) To reduce the Council's **management liabilities** for vacant sites
 - (v) Generate a **net capital receipt** for the Council
- 3.9 The programme would be initially set up and funded through the individual disposal of the highest value sites on the list on an open market, best consideration basis. The two adjoining Askets sites in Seacroft (see attached plan in the Appendix) would be capable of generating a meaningful receipt in their own right. One of the sites has been cleared of housing under the Decent Homes programme, though two remaining owner-occupiers remain on the edge of the other and the Council is currently in negotiations to acquire these. If these acquisitions prove critical to the marketing and disposal of the site and cannot be secured by agreement, the Council may need to consider the use of Compulsory Purchase powers. The site has outline planning permission in place and would be capable of delivering up to 120 new homes.
- 3.10 The ring-fencing of disposal receipts to the programme from the sale and development of this site would establish a fund that could be used for any of a range of activities in support of disposal and development of other sites in the programme. These could include:
- Remediation of other sites prior to disposal;
 - Provision of infrastructure or servicing on other sites prior to disposal;
 - Funding for the Council to directly purchase units on a completed development, for social rent or rent-to-mortgage, to offer some certainty to a development partner on sales or to mitigate development risk
 - Funding to offer equity share loans to prospective purchasers.
- 3.11 However, in view of the market intelligence already obtained there is a need to apply a range of approaches to further disposal and development within the programme to generate and support further market interest.
- 3.12 The proposed programme has several constituent parts, set out in more detail in the following sections of the report:
- Guidance & Marketing
 - Pairing of Sites

- East & South East Leeds (EASEL)
- Joint work with the Homes & Communities Agency
- Alignment with existing Housing Programmes
- Institutional Investment

Guidance & Marketing

- 3.13 A Neighbourhood Framework is currently being drafted for Middleton & Belle Isle and a similar exercise is in the early stages of discussion with ward members for Seacroft. These would set out the wider local regeneration, land use and development aspirations in each of these areas. It is anticipated that public consultation and publication of these will take place over Q3-4 2012/13, following which these documents could be used to assist marketing and discussions with potential developers.
- 3.14 It would be preferable to co-ordinate marketing of sites with agreed area regeneration plans and proposals. It is suggested that discussion around the Neighbourhood Frameworks and potential developer involvement in these, form part of the marketing and disposal exercises. This would demonstrate that there is both a Council commitment to regeneration of these areas and an opportunity for developers to help shape the future of these in support of their investment, alongside local residents, Members and other stakeholders.
- 3.15 In other parts of the city where the Council's sites are located – including Holbeck and Wortley – there are community driven proposals to produce Neighbourhood Plans under the provisions of the Localism Act 2011. These will also provide an opportunity to create a context of certainty for potential developers in which to bring forward investment proposals and engage positively with local stakeholders.
- 3.16 Six of the unallocated sites have outline planning permissions in place for residential development. All other sites require some form of detailed planning guidance to inform their disposal.

Pairing of Sites

- 3.17 This would involve pairing a more viable site together with one that is less viable as part of a single disposal, to enable the values generated on one to offset the otherwise prohibitive development costs and/or lower sales values of another. Effectively there would be a subsidy working between the two sites in favour of achieving the desired housing outcomes within a single development agreement.
- 3.18 Principles will be developed to guide and ensure the most appropriate and deliverable pairings of sites under this approach.
- 3.19 The first call on any value generated would be to offset land and development costs across the paired sites; only once these have been covered to enable development to proceed would any value be returned to the wider brownfield programme for recycling and onward use.
- 3.20 Disposal of paired sites would take place on an open market basis, though the emphasis would be on opportunities for partnership working and exploring innovative development and tenure solutions. The Council would also need to

consider the method of disposal and whether a deferred purchase or profit share arrangement would assist development cash flows and provide a better attraction for developers to purchase and develop the sites.

- 3.21 All viability appraisals would need to be on an open book basis and would require a simple development agreement to ensure build out of both sites in a paired disposal, with an appropriate balance between incentive and control; this would need to ensure the developer is not able to build out the viable site in isolation from the less viable one. A template Heads of Terms could be developed in advance.
- 3.22 Consideration should also be given to porting the affordable housing requirements arising on the more viable sites, to support development on the less viable sites, though this would require support from the Local Planning Authority and from relevant ward members on a case-by-case basis.

East & South East Leeds Regeneration Project (EASEL)

- 3.23 The Council has committed to selling 8 brownfield sites in Gipton & Seacroft to Bellway Homes under the terms of the Phase 1 EASEL Strategic Development Agreement. Four of these sites (at Thorn Walk, Oak Trees, Ambertons in Gipton and Old York Road in Seacroft) are still to be sold, disposal being subject to revised viability checks.
- 3.24 As these are all brownfield sites in priority regeneration areas, it is proposed that these are included within the Brownfield Land Programme and any receipts treated in accord with the principles and delivery approaches described in this report. Previous EASEL land receipts have been recycled back into support measures for development and continued sales on those sites and this principle would therefore be formalised and continued.
- 3.25 Bellway has indicated that it will seek purchase of the next site in the EASEL programme by the end of 2012/13, to develop 50 new homes, which will give rise to a small receipt. The Council and Bellway have also agreed to remove part of a further site in Gipton from the development agreement, to be sold to a third party for a GP surgery. Both of these receipts could be ring fenced to the proposed Brownfield Programme. The remainder of the final three EASEL sites will be revalued following this and it is expected that viable development will not be possible without support for purchasers in the form of equity loans.
- 3.26 If a source for such support cannot be identified, it is likely that the remainder of the EASEL Phase 1 agreement will not be deliverable on current terms and a revision or cancellation of the development agreement required. The remaining EASEL sites would then require solutions as part of the wider Brownfield Programme approach.

Joint Work with the Homes & Communities Agency

- 3.27 The Homes and Communities Agency (HCA) has expressed interest in a co-ordinated approach to site disposals as a means of creating certainty and adding value in the development of its own land assets in the city and in protecting past investments. In particular the HCA is seeking to bring forward disposal of its land to the rear of Seacroft Hospital (a greenfield site) where there is potentially capacity

for up to 600 new homes, subject to further work on the relationship to the adjoining hospital itself.

- 3.28 Discussions with the HCA indicate that it is likely to be some time before development of its land at Seacroft takes place and that there may be significant up-front infrastructure costs. Subject to planning approvals there may be scope for the affordable housing requirement attached to the development of the site to be ported within the ward, which would assist both the development on brownfield sites within the estate areas of Seacroft and the HCA's land itself.
- 3.29 The HCA has indicated that there would be potential to discuss other funding opportunities as part of a co-ordinated approach to development in the Seacroft area. It has already provided funding to the Council to obtain outline planning permission for residential development on the Askets through its Public Land Initiative.
- 3.30 This approach could be complemented by the Council using its potential receipts from sale of the Askets site on the northern edge of Seacroft to support development within the estate, in the context of a Neighbourhood Framework as outlined above.
- 3.31 Proposals are currently being developed to bring forward an Older People's Housing project on a 5.5ha cleared site at South Parkway in Seacroft, which is intended to deliver a mix of older peoples and general needs homes for affordable rent and market sales. Detailed proposals for this project will be brought to the next meeting of the Executive Board, though it is likely that it would attract similar development interests as would be interested in other site opportunities described in this report and co-ordination of marketing will be required to ensure the local housing market is appropriately developed.

Alignment with Existing Housing Programmes

- 3.32 The Affordable Housing Programme, through which HCA funding to Registered Providers (RP's) is confirmed and allocated to sites, already offers a means through which the Council has been able to achieve development on some of its brownfield sites.
- 3.33 In March 2007 the Council's Executive Board approved the establishment of an Affordable Housing Strategic Partnership (AHSP). Sites in Council ownership covering 31 ha (77 acres) of land were identified to be used by the AHSP for the delivery of affordable housing via sale to housing associations. This land has usually been sold at a value equivalent to £5,000 per plot, unless a case can be made for lower or nil consideration on viability grounds.
- 3.34 Between 2008-13 almost 600 new affordable homes have been developed on council land under the Affordable Housing programme, including that set aside for the AHSP.
- 3.35 The AHSP has however now been disbanded and it is proposed that sites that were originally allocated to it and which remain uncommitted are considered for alternative means of housing delivery through the Brownfield Land Programme. The relevant sites are indicated on the list at Appendix 1.

- 3.36 Executive Board in September 2012 approved a separate Council Housing Investment Programme for the delivery of new affordable homes in the city, to be funded through the Housing Revenue Account, New Homes Bonus and Right to Buy receipts. It is estimated that up to 154 new build homes could be delivered through a combination of direct council development, payments to Registered Providers and equity loans to support private sector led developments.
- 3.37 There is scope for alignment and co-ordination of investment through both the HCA Affordable Housing Programme and the Council's Housing Investment Programme with other measures set out in this report to offer a further means through which Council sites can be brought forward for viable development.

Institutional Investment Models

- 3.38 The council has had a number of recent approaches from developers, backed by institutional investors, who are interested in long term investment in rented housing. Models vary, but broadly entail the construction of new dwellings, funded by the investor and a leasing arrangement for a period of say 40 years after which assets revert to the authority. The model works on the basis that the homes would then be leased back to the Council on terms which would provide a regular income stream to the investor and enable the Council (or a managing agent) to let the homes to individual tenants. Rent levels would need to be such that the income can meet the cost of the lease, taking turnover and void levels into account.
- 3.39 Lease costs vary but it is generally assumed that rents will be need to be at market or submarket rates to make the projects viable.
- 3.40 This model could lend itself well to the provision of new housing at scale, supporting the Council's objective of accelerating housing growth. As the council retains the land and takes ownership of the properties at the end of the lease term it could potentially form part of a new strategic approach to delivering new housing in which the council retains its asset.
- 3.41 To minimise longer term financial risk to the Council the location of sites, surrounding infrastructure as well as the quality of the development itself must attract sufficient demand and stability to ensure minimal lettings risk. Given the current situation of most of the Council's brownfield land, it may be that this institutional approach is better suited to later stages of the programme, as and when market confidence and attractiveness of these areas for private tenants is improved.
- 3.42 It is suggested that discussions continue with interested parties to model project examples at no cost or obligation, to further inform the Council's position on this approach.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Soft market testing has been undertaken with housebuilders in relation to the issues set out in this report. Discussions have also taken place with the HCA about its land in the city and how a co-ordinated approach to disposal and development could be taken forward. The need for improvements and development of the sites

referred to in the report has been subject of ongoing discussions in locality forums and is a key concern of local stakeholders. Consultation has also been undertaken with the Executive Members for Development & Economy and Neighbourhoods, Planning and Support Services. The proposed approach has been informed by these discussions.

- 4.1.2 The Council's approach to brownfield land and realising housing development has been the subject of discussion at the Housing & Regeneration Scrutiny Board, following which the list of all Council brownfield sites has been circulated to all ward members. Regular updates on progress towards disposal and development of sites will be provided to Ward Members, at the request of the Scrutiny Board.
- 4.1.3 Area regeneration proposals and Neighbourhood Frameworks have been discussed with relevant ward members. Public consultation and engagement took place through a series of local drop-in events in November in respect of the Middleton & Belle Isle Neighbourhood Framework. The outcomes of this are being fed into the document and proposals.
- 4.1.4 Detailed proposals for the development of each site and the drafting of planning guidance would be the subject of consultation with local residents and stakeholders and Ward Members as appropriate when brought forward as part of any approved Brownfield Land Programme.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality Impact Screening has been undertaken. This has indicated that there would be no specific implications for equality groups – the proposed programme would be addressing land predominately in deprived areas and its outcomes would potentially result in an improvement in the external perception of these, greater access to and choice of housing and opportunities for local people in training and employment.

4.3 Council policies and City Priorities

- 4.3.1 The remediation and development of the Council's brownfield sites relates strongly to a range of objectives within the City Priority Plans and Council Business Plan supporting neighbourhood regeneration and housing growth.

4.4 Resources and value for money

- 4.4.1 The Council's brownfield sites are actual or potential liabilities in terms of management and maintenance costs. They detract significantly from the neighbourhoods in which they are located and have a negative impact on the delivery of council and other public services (through health and safety issues and anti-social behaviour).
- 4.4.2 Preparing sites for inclusion in the proposed Brownfield Land Programme would require initial resources to be identified for the completion of Planning Statements and to undertake Stage 1 checks. These could be expected to cost up to £20,000 per site.

- 4.4.3 Initial costs would be funded through existing departmental budgets. However such costs going forward may eventually be covered by the values generated within the programme, if successful.
- 4.4.4 The Programme is predicated on the principle that all values generated are retained and ring-fenced to support the disposal or development of future sites. Delivery of these sites would add to the stretch targets for the delivery of New Homes Bonus. At this stage the application of NHB monies to the programme is not assumed. However, subject to individual site viability and business cases, there may be a need to consider this on a cases by case basis.
- 4.4.5 The majority of the sites proposed for the programme are not in themselves likely to have significant positive land values or currently be capable of generating NHB through development. There is therefore a minimal opportunity cost to adopting this approach to receipts arising from land sales that are made viable through the brownfield programme.
- 4.4.6 Exempt Appendix 2 shows details of the indicative valuations and potential New Homes Bonus arising from development of the initial sites proposed for disposal and ringfence to the programme.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 In disposing of land and assets and in considering how development may be supported through use of Council resources, State Aid will need to be avoided. Further detailed advice will be obtained in bringing forward each disposal and in identifying the appropriate use of ring-fenced funds to support the viability of sites. Any procedural constraints affecting the disposals will also have to be addressed (for example the need to advertise the intention to dispose of any land that falls into the definition of open space and to consider any objections).
- 4.5.2 The information in Appendix 2 is exempt from publication under section 10.4, category 3 of the Access to Information Procedure Rules as it relates to the financial and business affairs of the Council, namely the anticipated values attached to sites prior to marketing. The public interest in maintaining the exemption outweighs the public interest in disclosing the information as this could otherwise prejudice an open market disposal exercise. The information could be published following completion of any subsequent disposals, in the public interest.

4.6 Risk Management

- 4.6.1 The principle risk in the proposed Brownfield Land Programme concerns viability and market response. This would be tested through an initial disposal exercise, and a pilot pairing of sites through which values and deliverability can be explored and lessons learnt to be fed into future phases.
- 4.6.2 It is proposed that immediately following the initiation of open market disposal of the Askets in Seacroft a first pairing of brownfield sites is worked up, to pilot the principles set out in the report and to inform how the viability issues may be addressed. This would assume and require some element of capital receipt from the initial sales to support the work. Following this a more detailed programme can be developed.

- 4.6.3 The risks of not testing and pursuing co-ordinated action across the unallocated brownfield sites and leaving development to be market-lead are that these sites remain unimproved and undeveloped. This would lead to further pressure for greenfield sites to meet the city's housing needs.

5 Conclusions

- 5.1 There are significant challenges for the Council in bringing forward development of its brownfield land, much of which is in difficult market locations where there is limited prospect of obtaining viable development through a standard approach to disposals to meet local regeneration needs.
- 5.2 There are a range of approaches to packaging and co-ordinating disposal and development that could be employed within a concerted programme across the city, drawing on values that could be generated on better sites and utilising other investment streams.
- 5.3 There would be some initial resource commitment required to instigate and test the programme. It would also be required to ringfence all values (and potentially costs once sustainable) to ensure sustained deliverability. The proposed programme recommends that the desired outcomes of regeneration, housing growth, improved local amenity and reducing pressure on greenfield locations as a result of developing all the listed sites are a priority for the Council.
- 5.4 It is likely that such an approach would achieve a strong alignment with local aspirations for brownfield sites, though the detail of how values and s106 funds arising may be distributed through the programme as a whole would require detailed discussion and agreement.

6 Recommendations

- 6.5 Executive Board is asked to:
- (i) Approve the establishment of a Brownfield Land Programme based on the principles set out in the report and incorporating those sites listed at Appendix 1;
 - (ii) Approve the ring fence of all capital receipts arising from the sale of the sites listed in Appendix 1 to the programme;
 - (iii) Approve the incorporation of capital receipts arising from disposal of the remaining EASEL Phase 1 development sites into the Brownfield Land Programme;
 - (iv) Note the intention to progress acquisition of two remaining owner-occupied properties on the Askets and subject to the need for these to enable full development, to undertake a marketing exercise for disposal of the site;
 - (v) Approve the re-allocation of uncommitted sites from the former Affordable Housing Strategic Partnership to the Brownfield Land Programme;

- (vi) Note the initial potential for institutional investment in the development of rented housing and that further discussion with third parties will be undertaken to establish the potential for this as a route for supporting housing growth in the city.

7 Background Papers¹

7.1 None

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

Appendix 1: Council Brownfield Sites

Ward	Site	Size (ha)	Indicative Development Capacity	Key Site dates	Planning/Guidance	AHSP Site	Comments
Ardley & Robin Hood	Healey Croft Hostel, Westerton Road, Tingley	0.39	12	Closed and declared surplus 2011			Planning statement is currently being prepared. Drainage to resolve as the site used to be a pumping station. Site comprises footprint of building only.
Armley	Former Liberal Club New Wortley	0.49	15	Cleared 2008			Cleared site for which a Planning Statement is being prepared to support marketing. Access through the New Wortley estate is likely to limit development interest.
Armley	Holdforth Place New Wortley	0.85	26	Cleared 2000-2001	West Leeds Gateway SPD; Planning statement required		Site made available for development following clearance of houses. Neighbouring land of former Children's Home is in private ownership. Preliminary discussions have taken place with registered housing providers about bringing forward a scheme and working with the Council to assemble a larger more economic site.
Armley	Mistress Lane, Armley	1.23	37	Cleared 2006		Y	Site comprised of former maisonette buildings, adjoining retained tower-blocks. Development of the site is not viable in the current climate due to severe slope and ground conditions. Outline Planning Permission granted as part of previous PFI Round 6 proposals.
Beeston & Holbeck	Holbeck Towers, Phase 2	0.45	25	Rehousing & clearance 2010	OPP for residential; Neighbourhood Plan in progress		Site compound for PFI scheme, following which sale/redevelopment of the site will be sought. Stage 1 checks in place.
Chapel Allerton	Beckhill Grove Former Hill Top Public House	0.46	14	Cleared 2006	Planning statement required		Cleared public house. Surrounding houses still remain and will need to be considered as a future phase of Beckhill regeneration.
Hyde Park & Woodhouse	Carlton Gate, Phase 2, Little London	0.61	28	Rehousing from site 2007-10; clearance 2010	OPP for residential		Site compound for PFI scheme, following which sale/redevelopment of the site will be sought. Stage 1 checks in place.
Killingbeck & Seacroft	Asket Drive North	0.8	24	Cleared 2005-2011	Draft Neighbourhood Framework; OPP for residential		Cleared housing site in East Leeds which until 2011 has been of interest to Bellway under JVC arrangements. Developer opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development. Outline Planning approval granted as part of HCA-funded Public Land Initiative. Funding requires exploration of deferred purchase approach.
Killingbeck & Seacroft	Asket Drive South	2.62	96	Cleared 2005-2011	Draft Neighbourhood Framework; OPP for residential		Cleared housing site in East Leeds which until 2011 has been of interest to Bellway under JVC arrangements. Developer opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development. Outline Planning approval granted as part of HCA-funded Public Land Initiative. Funding requires exploration of deferred purchase approach.
Killingbeck & Seacroft	Asket Hill Primary, site of former	1.2	30	Closed and cleared 2005/6	Draft Neighbourhood Framework; Planning statement required		Former school site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development.
Killingbeck & Seacroft	Barncroft Close	0.66	20	Cleared in early 1990's	Draft Neighbourhood Framework; Planning statement required		Site was cleared approximately 20 years ago and has become a resource as amenity space for the local community. Development opportunity to be explored through preparation of Neighbourhood Frameworks for Seacroft and consultation. Planning statement required. Some interest received from a Housing Association for a community build project.
Killingbeck & Seacroft	Blencarns (Central Seacroft East 1 and 2)	3.25	98	Cleared 2004-11	Draft Neighbourhood Framework; OPP for residential		Cleared housing site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development. Site under consideration for pilot Older People's Housing scheme.
Killingbeck & Seacroft	Brooklands (Central Seacroft West 1)	0.45	14	Cleared 2004-11	Draft Neighbourhood Framework; Planning statement required		Cleared housing site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development.
Killingbeck & Seacroft	East Leeds Family Learning Centre, site of former	3.16	95	Site closed 2008, and cleared 2009/10	Draft Neighbourhood Framework; Planning statement required		Regeneration site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development. Site part occupied by RISE construction training centre. Planning statement required.
Killingbeck & Seacroft	Gala Bingo, former site of Seacroft	0.17	5	Cleared late 1990's	Draft Neighbourhood Framework; Planning statement required		Regeneration site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development.
Killingbeck & Seacroft	Kentmere Approach	3.84	20	Cleared 2006-10	Draft Neighbourhood Framework; Planning statement required		Cleared housing site adjoining open space in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development.
Killingbeck & Seacroft	Seacroft Crescent (Land adjacent to the library)	0.32	10	Cleared 1999	Draft Neighbourhood Framework; Planning statement required		Regeneration site in East Leeds. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to guide future development. Interest from health partners to develop new facilities.
Killingbeck & Seacroft	South Parkway (Central Seacroft West 2)	1.0	30	Cleared 2004-11	Draft Neighbourhood Framework; Planning statement required		Cleared housing site in East Leeds which until 2011 has been of interest to Bellway under joint venture arrangements. Development opportunities are being explored and a Neighbourhood Framework for the area is being prepared to stimulate and guide future development.
Middleton Park	Acre Street (Middleton, Site 4)	2.02	61	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required	Y	Partially cleared site. 2 plots of land and 1 house remain in private ownership. Options to acquire being assessed. Neighbourhood framework is being prepared for Middleton and Belle Isle which will set out development opportunities for the site. Planning statement required.
Middleton Park	Erd Thorpe Road (Middleton, Site 7)	0.09	3	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required	Y	Cleared housing site in South Leeds. Neighbourhood Framework is being prepared for Middleton and Belle Isle which will inform development opportunities. Planning statement required.
Middleton Park	Middleton Road (Middleton, Site 10)	1.26	38	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required		Cleared housing site in South Leeds. Neighbourhood Framework is being prepared for Middleton and Belle Isle which will inform development opportunities.
Middleton Park	Middleton Park Avenue (Middleton Site 11)	5.85	100	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required	Y	Former flats now cleared and site in use as open space. Planning permission granted for development as part of Rd 6 PFI older peoples housing project.
Middleton Park	Thorpe Square (Middleton, Site 6)	0.74	22	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required	Y	Neighbourhood framework is being prepared for Middleton and Belle Isle which will set out development opportunities for the site. Planning statement required.

Appendix 1: Council Brownfield Sites

Ward	Site	Size (ha)	Indicative Development Capacity	Key Site dates	Planning/Guidance	AHSP Site	Comments
Middleton Park	Throstle Road (Middleton, Site 9)	0.5	15	Cleared 1980's & 1990's	Draft Neighbourhood Framework; Planning statement required		Neighbourhood framework is being prepared for Middleton and Belle Isle which will set out development opportunities for the site. Site needs to be considered in conjunction with Site 10. Planning statement required.
Temple Newsam	Cartmeil Drive (Halton Moor South, Site 10)	1.33	40	Cleared 2000	OPP for residential		Regeneration site in East Leeds. Outline Planning permission obtained with funding support from the HCA. Discussions with developers indicate limited viability for development in this area. Funding requires exploration of deferred purchase approach.
Temple Newsam	Halton Moor Road (Halton Moor South, Site 11)	5.56	50	Long standing ex landfill site	Planning statement required		Former landfill site in East Leeds. Discussions with developers indicate limited viability for development in this area. Planning statement required.
Temple Newsam	Kendal Drive, Site 12	0.43	13	Cleared 2004	Planning statement required		Regeneration site in East Leeds. Discussions with developers indicate limited viability for development in this area.
Temple Newsam	Rathmell Road, Halton Moor, Site 9	2.33	70	Cleared 2000	Planning statement required		Regeneration site in East Leeds. Discussions with developers indicate limited viability for development in this area. Planning statement required.
Temple Newsam	Wykebeck Avenue, Site 13	2.93	88	Closed 2004, cleared 2006	Planning statement required		Former school site. Discussions with developers indicate limited viability for development in this area. Planning statement required.

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Equality, Diversity, Cohesion and Integration Screening



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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Regeneration Programmes Team
Lead person: Adam Brannen	Contact number: 0113 2476746

1. Title:

Is this a:

Strategy / Policy
 Service / Function
 Other

If other, please specify: Programme

2. Please provide a brief description of what you are screening

Officers in Regeneration and Asset Management are assessing ways in which Council-owned brownfield sites across the city, but particularly those in challenging market locations, can be brought forward for development to meet the city's needs for housing.

This equality impact screening is to specifically support the proposal for a Brownfield Land Programme into which uncommitted sites are allocated and a range of approaches tested for disposal and development.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations	x	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The Council currently has a number of 'brownfield' sites in its ownership that are not allocated for any service uses covering 45ha of potential development land. The majority of the sites are cleared land located in challenging market areas with limited pressure for residential development.

Where these sites are clustered – as in regeneration areas at Seacroft, Halton Moor and Middleton – they have a cumulative and negative impact on local amenity and local residents, business and Ward Members wish to see site improvements or development solutions.

As a landowner and service provider, it is proposed to identify ways in which these sites can make a more positive local regeneration contribution, assist efforts to reduce deprivation and assist in meeting local housing needs of all demographic groups.

Through developing a proactive range of approaches to dispose of brownfield sites the council can develop schemes to support provision of affordable housing, improve the negative image and perceptions of areas and meet local housing needs. It is intended to improve market confidence in the brownfield sites and in turn generate investment in some of the city's most deprived neighbourhoods. A range of housing tenures may be possible as outcomes from this work, providing diversity in the choices and access to homes for people wishing to stay or relocate into these neighbourhoods.

Consultation regarding the proposals for individual sites would take place with Ward Members, local stakeholders and residents as proposals and development schemes are brought forward.

- **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another).

The programme will enable a coordinated approach to stimulating investment in deprived areas and to disposing of brownfield sites that currently impact negatively on local communities. Development proposals will be subject to local consultation and linked to the development of local regeneration strategies – this will offer a catalyst for community engagement and capacity building, through locality working.

Development and investment will have a positive impact on neighbourhoods and will improve external negative perceptions of those areas.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

Consultation on the proposals will take place with Executive Members and where there are subsequent proposals arising for individual sites, relevant ward members will be engaged. Detailed proposals would be the subject of consultation with local residents and stakeholders and where appropriate individual schemes would be further screened for their equality impacts. In each case the intention would be to ensure local knowledge and concerns are reflected in the design of developments and to deliver schemes that fit with the existing neighbourhoods. Training and employment outcomes will be sought as part of the investment to offer opportunities for local people and to support local ownership of the schemes.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	
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Date to complete your impact assessment	
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Lead person for your impact assessment (Include name and job title)	
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6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Adam Brannen	Programme Manager	21 st November 2012

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	
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Date sent to Equality Team	
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Date published (To be completed by the Equality Team)	
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Report author: Martyn Long
Tel: 07712 214341

Report of Assistant Chief Executive (Customer Access and Performance)

Report to Executive Board

Date: 9 January 2013

Subject: Review of the ALMO Management Agreements

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. Earlier this year a review was initiated to consider whether changes should be proposed in regard to the delivery of housing management services across Leeds. The review covered both the delivery aspect of the service, predominantly provided by the three ALMOs, but also the strategic landlord and other related functions provided by the Environment and Neighbourhoods directorate. The review has involved extensive engagement work with key stakeholders, including ALMO Chief Executives, Elected Members, Staff (both LCC and ALMOs) ALMO Boards, Area Panels and the Leeds Tenants Federation. The Review has concluded that two options for the future delivery of housing management services should be consulted upon before a final decision is taken. The two options being:
 - Move to a single company model (e.g. a single ALMO) with a retained locality delivery structure and strengthened governance arrangements; or
 - Move to all services being integrated within direct council management with a retained locality delivery structure and strengthened governance arrangements to include tenants and independent members.
2. However, a final decision will not be made until the next stage of consultation has been carried out and a full test of tenant opinion has taken place.
3. There is no doubt that housing management and the overall service provided to tenants is in a much better position now than it was 10 years ago and whatever the outcome of the review, there is no desire to return to the old style of housing management that existed pre 2003. Any future model must aim to

retain the strengths of existing arrangements whilst recognising the need to resolve the key operational issues this review has identified, against a backdrop of acute social and economic pressures. Most importantly, tenants and local delivery have to be central to our thinking if we are to offer tenants the best council housing to meet our ambition to be the best city in the UK.

4. Any savings generated from budgets across the ALMOs or council services as an outcome of this review will be reinvested into front-line housing services for the benefit of tenants.
5. An extensive period of public consultation is proposed with tenants, leaseholders and other key stakeholders during January to March 2013. This will include a full test of tenant opinion to ascertain tenants' views, so that they – along with any other feedback which is gathered during the consultation and any further information which becomes available on the options - can be taken into account in making a final decision.
6. The outcome of the second stage of consultation will be reported to Executive Board in Spring 2013 with a decision expected at that time on the arrangements to be adopted for the future management of housing services across Leeds.
7. **Recommendations**

Executive Board is requested to note progress on the review and agree that the following two options to be taken forward to the next stage for consultation:

- i) a move to a single company model (e.g. a single ALMO) with a retained locality delivery structure and strengthened governance arrangements; or
- ii) a move to all services being integrated within direct council control with a retained locality delivery structure and strengthened governance arrangements to include tenants and independent members.

1. Purpose of this report

- 1.1 This report sets out the background to the review of housing management services in Leeds and presents Executive Board with options on the future delivery of housing management in the city with a proposal to consult on two options.

2. Background information and Context of the review

- 2.1 The context within which the ALMOs were formed and developed was significantly different in 2003 than it is now. The previous government made it conditional that to be in receipt of decency funding, councils should either enter a stock transfer arrangement or set up arms-length organisations. Leeds opted for the arms-length model. At that time, the government set a limit on the maximum size of ALMOs at 12000 properties, which was crucial to the original decision to establish six ALMOs within Leeds in February 2003. This allowed Leeds to apply for funding from the government to bring council housing up to the decent homes standard, bringing in an additional £450m as part of an £850m programme of investment.
- 2.2 In 2006 Leeds undertook a review of its housing management arrangements and reduced the number of ALMOs to three. The main drivers for this change were financial viability and falling stock numbers. The housing service in Leeds is, therefore, currently provided by three ALMOs (namely East North East Homes, West North West Homes and Aire Valley Homes) supported by a client and other related services within the Environment and Neighbourhoods directorate. All three ALMOs were judged in 2010 as being 2 star performing under the Audit Commission performance assessment arrangements.
- 2.3 This period saw a step change in housing conditions, moving from 50% of homes meeting the decency standard at the beginning of the period, to over 96% meeting the standard at its completion.
- 2.4 In November 2010, Executive Board agreed to retain the three ALMO model and agreed two key reforms: the creation of a Strategic Governance Board (SGC) – to provide a more coordinated approach to decision making; and, the development of a Shared Service Centre (the ALMO Business Centre Leeds) to maximise efficiencies. These changes have since been implemented and the review aims to build on these improvements to ensure we have the best arrangements in place to meet the changing policy context and the needs of council tenants in 2013 and beyond.
- 2.5 Since the last review, there has been unprecedented change to both the economic and policy context in which we operate. Significant economic and social pressures face public services; we are experiencing ever increasing customer expectations; and, a comprehensive programme of change from the coalition government means the landscape that local government and its partners are operating in is now undergoing rapid change.
- 2.6 The Audit Commission was abolished and the national performance management framework for housing management is no longer in place. Decency funding has also now come to end, being replaced with a new self-sustaining Housing Revenue Account (HRA). The latter reform was not in place when the housing management arrangements were last looked at and

this removes the financial incentive that was previously in place for retaining an ALMO based model.

- 2.7 The current management agreements have not been through a fundamental review since they were introduced in 2003 and are out of date in parts. The lack of clarity around roles and responsibilities identified in the management agreement has, in some part, contributed to the current confusion around accountability. The management agreement will need to be fully reviewed if the outcome of this review, following consultation, is to retain an arms-length approach to housing management.
- 2.8 Executive Board, at its meeting on 17 October 2012, agreed an extension to the existing management agreements of up to one year (i.e. up to January 2014) in order to allow a full review to take place. A decision needs to be made in early 2013 about how Council housing is to be delivered and managed from 2013/14 onwards.
- 2.9 While the Belle Isle Tenant Management Organisation (BITMO) does not fall within the scope of this review, there could potentially be an impact in terms of the support they receive from the current ALMO arrangements. This support would need to be built into any new arrangements to ensure there will be no impact on BITMO service delivery.

3. What does this mean for the people of Leeds?

- 3.1 The council is landlord to 70,000 tenants in 58,000 homes. Additionally there are 1724 leaseholders.¹ Overall, council housing accounts for 18% of the city's housing stock. Council housing represents one of the council's largest assets, and it is very important for the council and tenants that these assets are managed and maintained effectively. The end of the decent homes programme, alongside a climate of ever reducing public sector finances, means that there is now even more pressure on the council to ensure that we have the most suitable arrangements in place to make best use of our limited resources to enable the delivery of the best possible service for Leeds tenants.
- 3.2 If we are to maximise investment in the housing stock for tenants then we need to look at where savings can be realised elsewhere in our housing management arrangements in order to reinvest such savings in our stock and broader housing management service to tenants.
- 3.3 An important finding of the review is to ensure tenants are central to any new provision of housing management in the city. It is important that tenants lie at the heart of any future model, and the excellent work developed by the ALMOs in engaging and involving their tenants' needs to be retained in whatever future model is adopted. Tenants will be involved throughout the process, and the Leeds Tenants Federation has been involved in the Project Board from the outset to ensure their views are taken on board.

¹ 1697 in ALMO properties and 27 in BITMO properties.

4. Aims of the Review/Outcomes for tenants

- 4.1 The outcome of the review is to ensure the most effective management arrangements are in place to deliver a high quality, efficient service that offers value for money to customers particularly given the current economic and social pressures facing public services. There are a number of key drivers behind the review:
- a need for clarity around decision making, governance and accountability arrangements;
 - a need to offer a consistent and improved service for tenants;
 - the end of government decency funding and the move to a self-funding HRA places even more importance on having a cost effective/value for money service in order to maximise investment in the city's housing stock, and;
 - the current management agreement is outdated and needs to be reviewed.
- 4.2 A significant aspect of the review was to consider the effectiveness of current governance and accountability arrangements. The review has also focused on outcomes for customers and the requirement to ensure customer focused service delivery and tenant satisfaction. Value for money is also a key consideration, particularly how we can continue to invest in the housing stock following the end of the decent homes programme and how we best respond to the financial challenges facing the public sector more generally.
- 4.3 The aims of the review are, therefore, to secure:
- clear accountability and governance;
 - improved service/outcomes for customers (increased tenant satisfaction);
 - value for money;
 - contribution to wider council objectives/priorities, and;
 - a core offer for tenants i.e. consistency of service/ maintenance/ management etc.
- 4.4 These key aims have been used as the criteria in relation to considering and evaluating potential options for change.

5. What do we want to see in a future housing management offer

- 5.1 There can be no doubt that whatever the outcome of the review, there is no desire to return to the old style of housing management service that existed pre 2003. The introduction of the ALMO model has successfully enabled significant investment in the Council's housing stock and the delivery of the government's decent homes standard; we have also seen improved responsiveness to local issues; increased the involvement of tenants in the decisions of the business; improved overall performance in areas such as rent collection and untenanted properties; led to agreement with tenants about service standards; enabled improved environmental standards on estates; and have secured increased tenant satisfaction. There is no doubt that housing management and the overall service provided to tenants is in a much better

position now than it was 10 years ago. Any future model must aim to retain the strengths of existing arrangements whilst recognising the need to resolve the main operational issues this review has identified, against a backdrop of acute social and economic pressures.

5.2 Principles for housing management

5.2.1 With this in mind, the potential options for how we structurally arrange our future housing management offer are explored in section 7. However, there are a number of agreed principles and outcomes that we would wish to see in place whichever model is chosen. These being:

- a) the best quality housing service should be delivered to all Council tenants;
- b) there should be clear accountability in decision making;
- c) services should provide value for money;
- d) services should be informed by, and be responsive to, local need;
- e) there should be consistency in policy direction;
- f) there should be no or minimal duplication of front line services;
- g) services should draw on the best expertise available.

5.2.2 The need to ensure tenants remain at the heart of what we do is vital in any future arrangements, and echoes the general direction of travel across the council towards a more locality focused approach to service delivery where possible.

5.2.3 The council's approach to locality working has been developed over time as we have striven to be more local in our understanding, thinking, decision making and service delivery arrangements. In 2011, new locality working arrangements were introduced which brought about changes to area management teams, with the appointment of three Area Leaders and Area Leadership Teams and the creation of new area-based support teams. This is also echoed in the national policy context, where government is driving its localism agenda. The council would therefore be keen to ensure housing management continued to be delivered on a local basis whichever model is chosen by this review.

5.2.4 Any savings generated from budgets across the ALMOs or council services as an outcome of this review will be reinvested into front-line housing services for the benefit of tenants.

5.3 Closer integration versus core service delivery

5.3.1 Over recent years the services provided by the three ALMOs have diversified and been developed to take a local lead to develop holistic services within communities through a partnership approach rather than delivering only the traditional core housing management services such as tenancy management and repairs and maintenance management. ALMOs therefore now deliver a range of services beyond the core remit of housing management, much of which has made a strong contribution to the quality of life within the area. This approach has been strongly advocated in the submission to the review from the ALMOs, with any new arms-length arrangements being tasked with running more services and integrating them with existing delivery. The ALMOs

believe such an approach will deliver savings and greater efficiency while improving service standards.

- 5.3.2 The alternative to greater integration of ALMO and council services is for council services to come together, allowing housing management teams to focus only on core activities, such as good quality lettings; tenancy management and support; resident involvement; the management of repairs; improvements and adaptations; void management; and rent collection and arrears management. This is advocated in the Environment and Neighbourhoods submission to the review team. It is felt that this approach will ensure that tenants receive the best possible service in terms of how their housing is managed, while at the same time delivering cost savings and greater efficiencies.
- 5.3.3 These are two very different approaches which will need to be considered as part of the further work whichever model is adopted. Further work will be done to consider this issue before reporting back to Executive Board in the Spring of 2013.

6. Findings of the Review / Key issues identified

6.1 Stakeholder Feedback

- 6.1.1 There has been extensive interaction with a range of stakeholders through participation in workshops, face-to-face discussion, telephone conversations and use of questionnaires.
- 6.1.2 As part of the engagement phase we invited key stakeholders to make a submission to the review team detailing their thoughts on how future housing management should be delivered. Two Formal submissions were received, a joint proposal from the ALMO Chief Executives/Chairs, and one from Environment and Neighbourhoods. There was significant agreement between the proposals in both submissions around what characterises a successful housing management operation - notably around retaining 3 strong local delivery elements, having a single and clear governance structure, and retaining a mixed provision of in-house and external repairs and maintenance services – but also some clear differences, most importantly around whether in-house or arm's length management offered the best method or giving tenants the best possible service. A full summary is available as a background document.
- 6.1.3 Valuable feedback concerning strengths, weaknesses and best practice has come from these interactions and has been taken into account in the formulation of this report.
- 6.1.4 While there was a range of opinions expressed as to what a future housing management service should look like and how it should function, there was a clear sense from the majority of stakeholders that the status quo (i.e. the retention of a 3 ALMO model) was not considered a sustainable option for the future and that change was indeed necessary.
- 6.1.5 From analysis of the outcomes from the stakeholder engagement phase, formal submissions made to the team, and research undertaken by the review team, including analysis of performance indicators, a number of strengths

have been identified which need to be recognised, and weaknesses highlighted which need to be addressed.

6.2 Strengths and areas that should be retained in any future model

6.2.1 There has been a clear improvement in both housing decency and tenant involvement since the introduction of the ALMO model in 2003, and there are a number of key successes that have been demonstrated. They include:

- a) Delivery of an £850m decency programme;
- b) Reduced the number of properties that didn't meet the national decent homes standard from 50% to 3.9%, and;
- c) Improved performance in a number of areas including rent collection, reducing arrears, and reducing the number of untenanted properties.

6.2.2 Under the old Audit Commission inspection regime, all 3 ALMOs were judged to be 2 star out of a possible 3 and were deemed to have promising prospects for improvement. However, with the abolition of the Audit Commission and associated inspection regime, coupled with the end of decency funding and associated HRA reforms as well as significant changes to the economic and policy context in which we operate, the relevance of existing arrangements have to be brought into question.

6.2.3 Our findings suggest a number of key areas that any future housing management model should include:

- a) A local delivery focus to ensure services are responsive to tenant needs. The original campaign to move housing management to the ALMOs was entitled 'Going Local' and in part, acknowledged the shortcomings in a centrally run, unresponsive system of an old style housing management department. Any future model of housing management should therefore seek to preserve and strengthen locally responsive services that reflect the diverse nature of the city;
- b) Effective services tend to be those developed locally in response to local needs and reflecting the local conditions in which those needs arise. It is extremely important that any future delivery model retains the capacity to respond to and reflect the diverse conditions across the different areas of the city.
- c) Engagement – ALMOs have been successful in engaging with tenants. Area Panels are seen as a positive way of engaging with tenants and general opinion was that they should stay in any future model. The ALMO Board structure includes independent members, elected members and tenants, which opens up the decision making structure and is a positive development that should be retained. There is a high level of satisfaction in the Area Panel model – although it needs to be recognised that this is inconsistent across the 3 areas.
- d) Innovation and creativity emerges locally and should be harnessed to inform/improve services. Any model must retain the freedom, flexibility and capacity to respond to and reflect the diverse local conditions across the city; and build on the creativity and local knowledge of tenants and other stakeholders.

- e) From a customer point of view “easy access to people that know and people you trust” is important and should be retained in any future model.

6.3 Weaknesses/Issues raised

There are also a number of weaknesses that have been identified during the review process, and a number of issues that need to be addressed by any proposed changes:

6.3.1 Governance and Accountability:

- a) Current arrangements are imprecise – presenting a risk and possible reputational issue to both LCC and to the ALMOs. There is sometimes a lack of clarity concerning who takes responsibility when there is a service failure and sometimes strategic direction and prioritisation is not always as clear as it might be. This is of particular concern where the reputation of the council is at stake.
- b) While changes over the last few years, notably the introduction of a Strategic Governance Board – to provide the ALMOs with connectivity into the council and enable the council to influence ALMO decision making – have seen improvements, they have not been as successful as originally envisaged.
- c) This has led to a number of ambiguities and confusion in the role of the ALMOs and council. The ALMO Boards make decisions on contracts, which Leeds City Council is largely accountable for, as well as the council being responsible for advising on and supporting some procurement arrangements. These unclear responsibilities and accountabilities contributed to the problems we have faced in respect to some contractual arrangements, most notably around repairs and maintenance.
- d) If Executive Board chooses ultimately to retain an arm’s length model, any management agreement should seek to clarify these roles more clearly than they currently are.

6.3.2 Lack of Consistency – across the 3 ALMOs

- a) There is a need to have a more consistent housing management service across the city, either through a single delivery model, or a sustained effort for joint working and exchange of best practice across the three ALMOs – and with other service providers.
- b) The 2010 review of ALMOs noted significant duplication across the three organisations and variation in service standards and service priorities across the city. This has been emphasised during the stakeholder engagement. On the whole the level of service experienced by tenants is very much dependent on which ALMO area you live in. In the current context this is increasingly difficult to justify. It has made it very difficult to agree a common standard of service and can be a source of frustration, particularly to members, but also staff and tenants, and other service providers. The establishment of a Strategic Governance Board has assisted in the sharing of best practice and collaboration across the 3 ALMOs, but the lack of decision making powers means problems remain. In any new model, a balance needs to be struck between ensuring minimum

citywide standards with the need to retain a locality focus to deliver locally responsive services.

- c) Inconsistency in decision making has also emerged as a key weakness of the current model. The 3 ALMOs have different approaches to decision making, with the level of delegation from the Board varying significantly.
- d) There has also been inconsistency in the approaches taken to investment decisions across the 3 ALMOs, resulting in the lack of an overarching asset management strategy for the whole stock. With the changes to a self-funding HRA this will become even more critical in the future.
- e) Practices and procedures to address these issues must be central to any new model which will need to determine a Leeds model for core standards whilst allowing for variation in delivery to accommodate the views of different communities.

6.3.3 Duplication of costs

- a) A key criticism of those consulted about current arrangements relates to not only the perceived duplication of staff between the ALMOs but also the need for the council to also have staff employed on the client side. Some of the duplication in the support services functions across the ALMOs has already been addressed through the creation of a single ALMO Business Centre (ABCL), which has realised savings in the region of £1.6m. Nevertheless there continues to be some double handling, particularly in the area of property services, and there is a suggestion that more savings can and should be derived from support services as part of any future work. There also remain three sets of senior management and headquarters costs. A decision will need to be made on the cost-benefit of having 3 separate companies and the associated costs.
- b) There has also been an issue raised with duplication of resources and overlap between council services and the ALMO activities, including for example, work on antisocial behaviour, environmental services and health and wellbeing initiatives.

6.3.4 Delivery of wider council objectives

Council desired outcomes are defined in the Performance Framework; but individual ALMOs are responsible for service delivery – and there appears to be three differential set of services. Formal arrangements put in place to link ALMOs into the council strategy and policy development functions have not been as successful as envisaged. These arrangements lead to differential engagement with the council's strategic vision and plans, thereby losing the opportunity to influence and play a key role on the creation of strong, healthy communities. This can also lead to tensions between city aspirations and local decision making.

6.3.5 Provision of Leeds City Council Services

The ALMOs currently operate a range of Service Level Agreements (SLA) with LCC services. As a result there is unnecessary time and cost incurred through separately negotiating and managing SLAs (e.g. Health & Safety; Customer Contact Centre arrangements).

6.3.6 Repairs and Maintenance

Perceived failures in service delivery created by issues in specification, procurement, contract transition and contract management. The overwhelming message from the engagement work undertaken was one of dissatisfaction with the current arrangements in Aire Valley Homes and West North West Homes and the perception that tenants were getting a poor level of service. Whilst in reality performance figures are on the rise, the deep reputational distrust of the contractor amongst tenants may be difficult to recover from. This is sharply contrasted in ENEH where satisfaction with maintenance/repairs was high and staff/area panels spoke extremely positively of their in-house team. Any future option needs to address this issue.

7. Options Appraisal

7.1 During the review process we tested a number of potential models against the aims of the review with a view to making a recommendation on the most appropriate model to ensure the city has the right arrangements in place to deliver a high quality, efficient service that offers value for money to Leeds Council tenants. The following options were considered:

- The continuation of current the 3 ALMO model;
- A move to a single company model with a retained locality delivery structure and strengthened governance arrangements;
- A move to all services being brought in-house with a retained locality delivery structure and strengthened governance arrangements to include tenants and independent members, and;
- Full or partial stock transfer.

7.2 It is important to note that these are high level strategic options for delivery of housing management. Within each option there are a number of possible methods for how they are structured (i.e. cooperative arrangements) which will need to be explored during the design phase of any future model.

7.3 An initial options appraisal exercise has been made undertaken using an assessment against the following criteria:

- Clear Accountability and Governance arrangements;
- Improved service/outcomes for customers;
- Value for Money (and financial viability);
- Ability to contribute to wider council objectives/priorities;
- Core offer. I.e. consistency of service/ maintenance/ management etc.

7.4 The assessment of the four options are summarised below.

7.5 Option 1: Maintain the current 3 ALMO model

Key features of the model:

7.5.1 Governance

- a) Three distinct delivery organisations established as 3 separate companies, with 3 Chief Executives and Boards/Chairs responsible for decision making within respective their areas.
- b) Strategic Governance Board - an advisory body chaired by the Executive Member with responsibility for Housing charged with agreeing key high level strategies and agreeing policy framework and direction. This Board also offers a formal arrangement through which the ALMOs are able to meet with the Council to discuss the development of key Council strategies such as the Housing Strategy.
- c) Management agreement (2003) [in need of fundamental review to strengthen clarity around respective roles and responsibilities].
- d) Below the ALMO Board are a number of Area Panels. The ALMO Boards delegate some responsibilities and resources to these Panels and receive feedback from the Panels on preferences for the future direction of services.

7.5.2 Local Delivery

- a) Three local service delivery vehicles that enable flexibility of local service delivery and is responsive to the needs of individuals and local communities.
- b) A local infrastructure of face-to-face service outlets within the three ALMOs providing an access point for customers.
- c) Area Panels represent a forum where local residents make decisions that affect the services and conditions in their area. Each Area Panel is made up of tenants, some of which will be members of a Tenants, Residents or Community group, a Board Member and Ward Councillors. Each has an annual budget for environmental and improvement projects and a budget to support activities that benefit the tenants and/or the community in which they live. They also monitor performance and are consulted on new policies and practices before they become part of the service.

7.5.3 Support Services:

- a) ALMO Business Centre Leeds (ABCL) implemented June 2012 to deliver efficiencies and savings and reduce duplication in delivery of back office functions including HR, Finance, Marketing & Communications and Performance, Improvement and Governance, Asset Management services and Housing Services.

7.5.4 Benefits of this model:

- a) Provides a strong, local delivery structure;
- b) Increased tenant involvement in decision making;
- c) ALMOs are responsive to local needs;

- d) Overall performance has improved since creation of ALMOs – though this has levelled off in recent times and there are issues particularly around maintenance and repairs.

7.5.5 Disadvantages/possible risks with this model:

- a) There is a lack of clarity around governance and accountability which is of concern to the council. Overall governance controls have not been sufficiently effective.
- b) Inconsistency in service provided to tenants across the three organisations;
- c) Duplication of costs with council services i.e. around antisocial behaviour, environmental services etc;
- d) May not be sustainable in the longer term if stock levels reduce further through right to buy initiatives;
- e) Was not supported by vast majority of stakeholders engaged throughout the review.

7.5.6 It should also be noted that Housemark data produced in Sept 2012 shows that comparatively the current ALMO model for delivering housing services offers value for money across a range of comparators within a peer group of ALMOs. Other evidence referenced in the HRA Business Plan 2012 indicates that comparative cost benchmarking identified Leeds to be an average spender on management functions but low spending on direct revenue maintenance.

7.6 Option 2: Moving to a single arm's length organisation.

7.6.1 The option to develop a single arm's length organisation will build on some of the arrangements ALMOs have already put in place and offers a number of advantages. This option builds on a number of aspects raised in the Environment and Neighbourhoods, and joint ALMO submissions to the review team, and moves towards addressing issues around governance and consistency in service provision, as well as delivering cost savings and efficiencies over the existing 3 ALMO structures. The key to making this model work is the retention of a strong local service delivery model which was advocated by both the ALMO submission and the Environment and Neighbourhoods submission.

7.6.2 In addition to efficiencies delivered through removing duplication between the existing ALMO functions and the council, this model would make cost savings by reducing senior management costs. 2 chief executive posts would be lost along with a number of senior management positions across the 3 ALMOs. These savings would be partially offset by the need to strengthen local housing management in the 3 areas. The Housing partnerships function within Environment and Neighbourhoods would also be retained in its current format.

Key features of the model:

7.6.3 Governance

- a) Establishment of a single arms-length management organisation with a single Chief Executive and Board. This would set strategic policy direction for the management of council housing, agree investment plans and

oversee performance. This allows a single conversation between council and ALMO.

- b) Establishment of a new Housing Management Advisory Board between the Council and the new organisation, building on the success of the Strategic Governance Board to help agree the policy and operating framework and set strategic direction for the service. This would enable the council to set a consistent policy direction to ensure consistency of service across the city where this was considered appropriate.
- c) Area Panel functions would be retained and strengthened to ensure that tenants remain fully involved and engaged in the work of the single ALMO, and in turn allow the organisation to be responsive to local needs.
- d) A new management agreement would be agreed that set clear roles and responsibilities to ensure greater accountability.

7.6.4 Local Delivery

- a) The strong focus on tenant engagement and involvement in housing management created by the current ALMOs would be retained and strengthened.
- b) Continue with three locally based housing management delivery teams that mirror existing ALMO arrangements reporting to a single Chief Executive and Board. This would minimise impact on frontline housing services and allow services to remain locally responsive.
- c) The new ALMO could retain an in-house repairs/maintenance capacity, based around the model developed within East North East Homes, but balanced with a more mixed provision. How this is configured and managed will need to be reviewed in implementation phase. The problems experienced with current contractual arrangements, have supported the argument for having more in-house capacity available in this model. Whichever model is chosen, more work will be needed at the implementation stage to develop the best model for repairs/maintenance provision moving forward.
- d) Creation of a forum to agree a citywide tenant engagement strategy and deliver an effective partnership between the new ALMO and Leeds Tenant Federation.
- e) Further work is needed to explore how wider services beyond core housing management activity (including environmental services, work on anti-social behaviour etc) could best be delivered within any new arrangements. The joint ALMO submission favours a model where the arm's length organisation would take on a wider range of services to be integrated into existing delivery; the submission from Environment and Neighbourhoods looks at the opposite approach whereby the housing management teams focus efforts on core activities to enable the focus to be on improving our housing management, with other services being delivered through council resources. These are two very different approaches which will need to be considered as part of the further work whichever model is adopted.

7.6.5 Support Services

There are 2 options for how support services could be configured under this option:

- a) The ABCL be retained and integrated into the new arm's length organisation, but the council, through the management agreement and Housing Management Advisory Board, would seek to drive further efficiencies and cost savings. This could also include taking on additional roles to achieve better value for money.
- b) The ABCL and support services within Environment and Neighbourhoods be combined to provide a single support service which would be provided to the newly constituted ALMO through a SLA. This option would deliver savings over and above those that can be delivered by a single arm's length organisation alone.

Creating an in-house support services function which would then be bought in by the new ALMO would help address the issue of duplication of resources with the Authority.

7.6.6 Benefits of the Single company model:

- A single Board and Chief Executive allowing a consistent service, single management agreement and clear governance;
- Offers ability to set city wide policy standards with a locality focus where required;
- Offers cost savings over retaining status quo;
- Provides a single conversation between council and ALMO;
- Would retain a local focus through strengthened local management and area panels based around existing arrangements.
- Retaining a company structure could allow the organisation to explore new and innovative ways of delivering services, including trading both within and outside the council;
- More sustainable in the longer term. Whilst the number of council houses sold through right to buy has stagnated in recent years, future incentives resulting in an increase in stock being sold could make the current 3 ALMO model financially unviable.

7.6.7 Disadvantages/possible risks with this model

- With the retention of a separate company structure there could still be issues re: accountability;
- Will involve set up costs in creating new organisation and branding, although these could be kept to a minimum;
- Retains potential for duplication of services and limits scope for efficiencies and further cost savings;
- Could be perceived by tenants as losing local delivery focus – though this is mitigated through retaining local service delivery arrangements. Will need to be carefully communicated to tenants if this option is pursued.

- Potential upheaval in service delivery while changes are being implemented. Again this should be mitigated through retaining local delivery arrangements. Particular concern needs to be paid to implementation of changes during time when impact of welfare reforms will be felt by tenants.
- 7.6.8 If option 2 is chosen, consideration should be given to establishing a longer term management agreement to provide continuity of service and allow the new organisation a reasonable length of time to achieve the aims set out in this review.
- 7.7 Option 3: Direct delivery – integrate housing management within council’s Environment and Neighbourhoods directorate.**
- 7.7.1 In this model Leeds City Council would dissolve the existing ALMOs and integrate the management of its housing stock within direct council control. Leeds City Council would be the sole landlord for its housing stock, taking over responsibility for all ALMO functions, including overall management, engagement with tenants and responsibility for any repair work needed (although all or aspects of this this could still be contracted out.)
- 7.7.2 It is important to note that this option does not suggest a return to the pre-ALMO model of housing management. There is a general recognition that housing management is in a much better position now that pre 2003. This option would therefore build on the strengths and successes of the ALMO model and its evolution and would be based on the agreed principles.
- 7.7.3 This option addresses most of the issues raised throughout the review, notably around governance and accountability, inconsistency in service provision, avoiding duplication, and creating a better fit with wider council objectives.
- 7.7.4 In addition to efficiencies delivered through removing duplication between the existing ALMO functions and the council, this model would make cost savings by reducing senior management costs in both the ALMOs and within the council.
- 7.7.5 In this option the council would look to amalgamate support services from ALMOs/ABCL and Environment and Neighbourhoods to deliver cost savings and increased efficiencies. By applying similar ratios to back office services as currently applied within the council there would be a significant cost saving. There would be an additional cost saving of around £500,000 above and beyond Option 2 through not having to maintain the company arrangements and related client function. Further financial analysis is needed to explore any further savings that could be made in this regard.

Key features of the model

7.7.6 Governance:

- a) Establishment of a new Housing Management Board chaired by the Executive Member with responsibility for housing. This would set strategic direction for the management of council housing, agree investment plans and oversee performance. This would retain a mix of political, independent and tenant members.

- b) Decision making on all housing functions would be delegated to the Director of Environment and Neighbourhoods. The Housing Service would likely consist of 2 elements – Statutory Housing and Council Housing, with a chief officer role for both areas.
- c) A Chief Council Housing Officer would be responsible for the whole management of council housing. This would also mean that there would be no need for a separate strategic landlord function, creating further efficiencies.
- d) Area Panel functions would be retained and strengthened to ensure that tenants remain fully involved and engaged in the work of the ALMO, and in turn allow the ALMO to be responsive to local needs. They would also be linked into Area Committees to offer a greater role for elected members.

7.7.7 Local Delivery

- a) The strong focus on tenant engagement and involvement in housing management created by the ALMOs would be retained and strengthened;
- b) Continue with three locally based housing management delivery teams that mirror existing ALMO arrangements managed by three senior officers reporting directly to the Chief Council Housing Officer. This would minimise impact on frontline housing services and maintain ability to be responsive to local needs. Close interaction with Area Panels and Area Committees will be developed.
- c) Local housing management will focus on core activities. Interagency arrangements for tackling antisocial behaviour will be retained. Other key functions could transfer to other parts of the authority. E.g. environmental management.
- d) The council will retain some in-house repairs/maintenance capacity, based around the model developed within East North East Homes, but balanced with a more mixed provision. How this is configured and managed will need to be reviewed in implementation phase. The problems experienced with the current contractual arrangements, have supported the argument for having more in-house capacity available in this model. Whichever model is chosen, more work will be needed at the implementation stage to develop the best model for repairs/maintenance provision moving forward.
- e) The council would look to provide better joined up working with other key council services, including adult social care and children's services.
- f) Creation of a forum to agree a tenant engagement strategy and deliver an effective partnership between the council and Leeds Tenant Federation;
- g) Further work is needed to explore how wider services beyond core housing management activity (including environmental services, work on anti-social behaviour etc) could best be delivered within any new arrangements. The joint ALMO submission favours a model where the arm's length organisation would take on a wider range of services to be integrated into existing delivery; the submission from Environment and Neighbourhoods looks at the opposite approach whereby the housing management teams focus efforts on core activities to enable the focus to be on improving our

housing management, with other services being delivered through council resources. These are two very different approaches which will need to be considered as part of the further work whichever model is adopted.

7.7.8 Support Services

The ABCL and support services within Environment and Neighbourhoods will be combined to provide a single support service across the directorate based on the existing ratios applied within the council.

7.7.9 Benefits of this model

- Removes issues around governance and accountability;
- Much clearer and simpler decision making process;
- Allows the development of a single set of city wide standards offering a consistent service to all tenants;
- Offers cost savings over retaining status quo;
- Offers savings in the region of £500,000 above and beyond Option 2 (from both council and ALMO budgets);
- Retains a local focus through strengthened local management and area panels and through developing closer links with councils well developed locality management approach;
- Avoids duplication of resources;
- More sustainable in the longer term. Whilst the number of council houses sold through right to buy has stagnated in recent years, future incentives resulting in an increase in stock being sold could make the current 3 ALMO model financially unviable.

7.7.10 Disadvantages/possible risks with this model:

- Could be perceived by tenants as losing local delivery focus – though this is mitigated through retaining local service delivery arrangements. Will need to be carefully communicated to tenants if this option is pursued.
- Potential upheaval in service delivery while changes are being implemented. Again this should be mitigated through retaining local delivery arrangements. Particular concern needs to be paid to implementation of changes during time when impact of welfare reforms will be felt by tenants;
- Will result in implementation costs in year 1 which needs to be balanced against potential savings.

7.8 Option 4: Full/Partial Stock transfer

7.8.1 Housing stock transfer to a registered social landlord is a well-established process of achieving high levels of investment in a local authority's housing stock.

7.8.2 The value, or purchase price, of the housing stock is known as the tenanted market valuation (TMV) which is based upon 30 year projections of income from rents and service charges, together with spending on management, services, repairs, major works and improvements. These projections are then

discounted to their net present values, reflecting the value of money over time, to provide the final valuation.

7.8.3 Transfer of the Leeds stock is not a viable option for Leeds because the TMV is likely to be negative. This would require a substantial dowry from the government for a whole stock transfer to succeed, as the investment and management cost over 30 years cannot be funded from rental income generated.

7.8.4 This view, that stock transfer is not a viable option, is supported by the following:

a) CLG funding for stock transfer dowries, known as gap funding, is no longer available and whole stock transfer would be unaffordable without it.

b) CLG grant for councils to repay the HRA debt is likely to be less generous in the future.

c) The previous Government's consultation paper on the reform of the HRA suggested that overhanging debt will be left with an Authority after the transfer of its housing stock, making the transfer of housing stock not financially viable, as the Council would be left having to resource residual housing debt but without a revenue stream to fund this. We are currently awaiting guidance from Government in respect of stock transfer but there is no indication that their position will change significantly.

d) Additional disadvantages are that the Council would lose strategic control over the use of the stock and would not be able to exercise any influence in the governance of the transferred organisation to ensure that policies and strategies match council priorities.

8. Financial Implications

8.1 An important driver for the review was the extent to which any changes could deliver financial savings in back office or overhead costs from council, housing service, ABCL and ALMO budgets to free up resources that could be reinvested in front-line services for council tenants or investment in the council's housing stock.

8.2 Looking at the options considered, savings arise from three principal areas:

- A reduction in senior management costs moving away from three separate organisations to one (whether that is a single arms-length body or integration into the council). Such savings arising are estimated to be up to £600k and would apply to both options 2 and 3.

- A reduction in support costs building on the £1.6m savings already achieved through the development of the ALMO Business Centre Leeds (ABCL). Estimated additional savings could be between £1.4m and £2.4m depending on the support services model ultimately agreed. Further work is necessary to test the assumptions made in reaching these figures. The greater savings would be made through integrating the ABCL with existing support services in Environment and Neighbourhoods thus reducing managerial overheads – as indicated in the report this could apply for options 1, 2 and 3.

- If option 3 is adopted, additional savings would accrue from the removal of costs associated with maintaining a separate company arrangement as well as additional savings in not requiring a client side function. The estimated savings in this regard are estimated at around £500k.

8.3 Members should note that all of the above estimated savings are indicative and based on a number of assumptions which will need to be tested further, and are as such subject to further analysis and due diligence. When the outcome of the consultation is reported back to Executive Board, the report will include a clear and full financial analysis. Any savings generated from budgets across the ALMOs or council services as an outcome of this review will be reinvested into front-line housing services for the benefit of tenants. Implementation will be a major project and savings will need to be delivered over a 2/3 year period.

9. Next Steps

9.1 Once Executive Board have taken a view on how they wish to proceed during the consultation stage consideration will need to be given to a wide range of other issues including, but not limited to:

- Issues around staff effected – particularly around costs of reducing staff and terms and conditions etc.
- Ensuring minimal impact on frontline services, particularly given timing of impact of welfare changes;
- Further work to assess cost of implementation;
- Further work on projected savings, particularly in light of budget plus work and to ensure we are not double counting etc;
- Further work to ensure we optimise links with other services (i.e. Children's services and adult social care.);
- Explore further opportunities for greater integration and efficiencies;
- Further work around which services the new arrangements will be responsible for delivering.
- Equality impact assessment on new model;
- Rationalisation of assets;
- Support currently provided by ALMOs to BITMO will need to be designed into any future arrangements;
- Other matters as identified.

10. Corporate Considerations

10.1 Consultation and Engagement

10.1.1 The Communities and Local Government Department (CLG) published updated guidance for Councils considering the future of their ALMO housing management services in December 2011. The guidance suggests that in making any changes to their housing management arrangements, councils must take a proportionate approach to that which they took in taking the

original decision to move to ALMOs. In Leeds, the decision to create the 6 ALMOs in 2003 followed a full test of tenant opinion. This was also repeated in the move to 3 ALMOs in 2006. The Review has concluded that two options for the future delivery of housing management services should be consulted upon before a final decision is taken. The two options being:

- A move to a single company model (e.g. a single ALMO) with a retained locality delivery structure and strengthened governance arrangements; or
- A move to all services being integrated within direct council control with a retained locality delivery structure and strengthened governance arrangements to include tenants and independent members.

10.1.2 As both of these options propose significant change to existing arrangements, a full test of tenant opinion will be undertaken prior to that decision being made final.

10.1.3 It is important to note that the test of tenant opinion is not binding on the council. The final decision on the future of housing management arrangements will be taken by Executive Board. However, the purpose of the consultation is to test tenant opinion on the preferred options so that they - along with feedback from other stakeholder groups, financial and performance information, and any further information which becomes available – can be considered in making the final decision.

10.1.4 While we will aim to keep the costs as low as possible, the consultation process is expected to cost up to £50,000.

10.1.5 During the first stage of the review we have sought to engage with key stakeholders through ALMO Boards, Area Panels and consultation sessions with elected members and staff. The views from this work have helped shape the options that have been developed. In Stage 2 of this review (January-March 2013) we will engage more widely on the option(s) developed and come to a preferred option, with particular focus on tenants and residents. A full consultation plan is attached at Appendix 1.

10.1.6 Consultation will seek to test the opinions of major stakeholders:

- Tenants, both as individuals and from representative groups
- ALMO boards;
- ALMO staff;
- Relevant Leeds City Council staff;
- Support services / contractors;
- Elected members;
- Trade Unions.

10.1.7 Communications over a major decision would be in the following phases:

- January 2012 - Announce Executive Board decision and publicise arrangements for consultation;
- Jan – March – Eight week public consultation period.

- March – April - Analyse and reflect on results. Write outcome of consultation and firm up final recommendations for Executive Board. Share results and Executive Board recommendation. Provide feedback to all stakeholders. Announce outcome. Inform stakeholders of decision and how their opinions informed it.

10.2 Equality and Diversity / Cohesion and Integration

- 10.2.1 Following the decision by Executive Board equality screening will be undertaken on the options chosen to take forward, and if necessary a full impact assessment will be completed.
- 10.2.2 The Council will ensure that the consultation phase will be carried out in a fair, inclusive and effective way. This will be monitored by the Project Board and Consultation Sub-Group.
- 10.2.3 A further Equalities Impact Assessment will need to be carried out as part of the implementation/service design stage

10.3 Council policies and City Priorities

- 10.3.1 Any outcomes from this review will need to meet the council's ambitions and priorities in the City Priority Plan, particularly those set out in the "best city to live in" section.

10.4 Resources and value for money

- 10.4.1 The review aims to ensure Leeds has the right arrangements in place to deliver high quality, efficient services that offer value for money to Leeds' taxpayers and tenants.

10.5 Legal Implications, Access to Information and Call In

- 10.5.1 This review and the recommendations being put forward take full account of the updated guidance for Councils considering the future of their ALMO housing management services published by the Communities and Local Government Department (CLG) in December 2011.

10.6 Risk Management

- 10.6.1 A full risk analysis for this stage of the project has been completed. Further work will be needed at implementation stage. Particular focus will need to be placed upon mitigating the impact of any change at the same time as challenges posed by the implementation of welfare reforms.

11. Conclusions

- 11.1 After assessing all of the available options against the set criteria listed in section 4, along with feedback from stakeholders and analysis of the potential cost savings identified the Review has concluded that options 2 and 3 for the future delivery of housing management services should be consulted upon in stage 2 of the review before a final decision is taken. In reaching this conclusion we have ruled out both status quo and stock transfer. Retention of the three ALMO model fails to address the majority of issues that have remained outstanding since the 2010 review of services,

and which prompted the current review. While a number of changes have been proposed through the review process, we are not satisfied that they will address issues/concerns to the same extent as Options 2 or 3. Full/partial stock transfer is not considered to be a financially viable option for the reasons detailed above.

- 11.2 Having a single structure, whether that be in-house or via a single company offers the strongest model most likely to address the outstanding issues that have emerged. It is important in whichever model is chosen, that we retain the local delivery arrangements in the existing areas. This will help mitigate any disruption to service delivery during implementation and retain a locally responsive service. A number of issues, such as delivery of maintenance and repairs, and whether the new structure adopts a wider delivery role or a focus on core activity will need to be explored further during the implementation phase.

12. Recommendations

Executive Board is requested to note progress on the review and agree that the following two options be taken forward to the next stage for consultation:

- Move to a single company model (e.g. a single ALMO) with a retained locality delivery structure and strengthened governance arrangements; or
- Move to all services being integrated within direct council management with a retained locality delivery structure and strengthened governance arrangements to include tenants and independent members.

13. Background documents²

- ALMO Review Terms of Reference
- Stakeholder Feedback

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Consultation plan for ALMO Review – Stage 2 following Executive Board decision

Purpose

Leeds City Council is committed to using quality consultation to inform major decisions. Assuming Executive Board agree with the recommended options in the review, significant change would be proposed to the existing ALMO model. We are committed to explaining the proposals to tenants and other key stakeholders, and to undertake a full test of tenant opinion.

Consultation will seek to test the opinions of **major stakeholders**:

- Tenants, both as individuals and from representative groups;
- ALMO boards;
- ALMO staff;
- Relevant LCC staff;
- Support services / contractors;
- Elected members;
- Trade Unions.

The key phases of the process are as follows:

1. **Announce Executive Board decision** and publicise arrangements for consultation;
2. **Public consultation** – eight week consultation period;
3. **Analyse and reflect** on results. Write outcome of consultation and firm up final recommendations for Executive Board;
4. **Share results and Exec Board recommendation. Feed back to all stakeholders** when papers go public;
5. **Announce** outcome. Inform stakeholders of decision and how their opinions informed it.

Key issues

Independence of consultation

We have formed a consultation group containing representatives from Leeds City Council, ALMO Business Centre Leeds and Leeds Tenants Federation to ensure independence in the consultation process. This group has take the lead role on the design and sign-off of all consultation planning and materials. The Leeds Tenants Federation board has endorsed the approach outlined and agreed to provide an independent ‘tenant’s friend’ advisor during the consultation period; most notably at public events. We are also exploring the possibility of gaining independent opinion on consultation materials from Leeds University prior to publication.

Proportionality

Government guidance suggests that when councils with ALMOs are seeking to propose significant change to their housing management arrangements, they are required to carry out a consultation exercise 'proportionate' to that which informed the original decision to establish the ALMOs. This does not necessarily mean a direct recreation of the process. Budgets and communications techniques have both changed considerably in the last decade. Consultation will need to focus on utilising the communication methods which we know generate high levels of stakeholder, and in particular tenant, engagement. This will mean a mix of direct mail, a face to face presence in areas of high footfall, and information distributed through traditional, web and social media.

Test of tenant opinion

As part of the consultation process we are committed to giving all tenants a say in how their council homes are managed. We will do this through a survey that will be sent to every tenant. This would allow the council to test overall opinion on the recommended options. It would also offer the option of an open comments box. Recent experience shows we get more meaningful data from testing opinions through this approach.

We are researching the full resource and operational implications of providing 70,000 secure unique IDs and documenting returns across multiple paper and online platforms; early indications are that this would be possible. We will be using the formic system available within the council to design and process the survey, as well as emphasising the availability of the survey online, and utilising technology to ensure as many tenants as possible have access.

Tenants and leaseholders

We have around 70,000 named tenants, and there are 1724 LCC leaseholders – 1697 in ALMO properties and 27 in BITMO. They will have the same opportunity to participate in the consultation, with an additional letter or section in the consultation material which outlines any issues specific to them. We need to write to all TMO tenants to let them know that the review is happening, but that they are outside of it.

Consultation materials

The consultation group will draft and commission a pack for every tenant including:

- An introductory letter;
- A formic tenant survey;
- A pre-paid envelope to return it; and
- A 4 to 8 page booklet offering accessible, plain English information on the consultation; what we are asking them about, why we are asking them, if and why we propose to change anything, what we recommend and why, what it would mean for them and what happens next. The literature will clarify who will make the decision and what factors, including tenant opinion, will influence it. Literature will encourage use of online as well as paper returns of the test of opinion. Depending on print timescales and availability of information, the details of public consultation events will be included in either the letter or the main consultation materials.

The information will be replicated on the Leeds City Council website with the test of opinion replicated on talking point, and be made available throughout the process at public events and in local community and high footfall facilities. ALMO Business Centre Leeds is providing details of any accessibility needs.

Appendix 1

This table outlines how we would communicate during the first two of the four phases.

Phase 1 Event	Dec 21 – January 9 Stakeholder	Announce executive board decision and publicise arrangements for consultation Communications activity	Information and messagea
21 December Exec Board papers go live	ALL	<p>Staff briefings through existing comms channels – exec board papers go live on the final day of the working year. Media coverage is likely to be extensive over Christmas period – have to brief staff that this is the situation and agree messages prior to publication.</p> <p>Brief key media under embargo</p> <p>Media release</p> <p>Update intra and internet pages, inform contact centre</p> <p>Link issued through LCC corporate social media accounts</p> <p>Letter and link to Exec Board report to:</p> <ul style="list-style-type: none"> • All ALMO board members • All tenant panel chairs • Leeds Tenants Federation 	<p>Explain the recommendation</p> <p>Explain decision-making process</p> <p>You will be asked for your views after Executive Board puts forward a proposed option</p> <p>The text for draft questions and consultation materials, as well as a ‘treatment’ showing the design of the materials, will be supplied for Executive Board meeting on 9 January – Note these may not be available for agenda dispatch.</p>
Jan 9	ALL	<p>Media release and Exec Board member available for interviews</p> <p>Briefing note and Q&A to inform ALMO internal comms</p> <p>23rd-30th January – potential staff briefing events for ALMOs</p> <p>Item in LCC ‘essentials’</p> <p>Letter detailing decision to:</p>	<p>Explain proposal</p> <p>Outline details of consultation and decision-making process</p>

Appendix 1

		<ul style="list-style-type: none"> All ALMO board members All tenant panel chairs Leeds Tenants Federation 	
Develop consultation materials	Project team	Agree and sign off consultation timetable and materials	
Phase 2	Public consultation		
Event	Stakeholders	Communications activity	Information and messages
Jan 28th	ALL	Distribute posters and consultation materials round key ALMO, council and community buildings Media release to coincide with start of consultation Upload details of consultation on Talking Point – consultation materials and opportunity to respond. Put details of consultation on web page. Promo area on front page carousel	Announce consultation Explain process and how people can get involved Advertise community events
w/c tbc	ALL / Public	Media release Link to info issued through LCC corporate social media accounts	Announce opening of consultation Tailor key messages to each audience detailing following themes: <ul style="list-style-type: none"> What we are proposing Why we think it's the best idea The things we want to stay the same How you can have your say – advertising all opportunities What we do with people's opinions
	Tenants	Pack as described above	
	ALMO staff	Briefing note, FAQs and consultation materials distributed through ALMO internal comms. ABCL to advise.	
	ALMO Board	Mailout to all ALMO board members	
	Elected members	Mailout to all elected members and MPs	
	LCC staff and partners	Item in LCC essentials Email link to consultation materials	
Weeks 2-6 Stakeholder	All / Public	Feed reminders of events and updates on ALMO review through website, media releases and LCC and ALMO social	Reminders of opportunities to participate

Appendix 1

specific consultation		media accounts	
	ALMO staff	Each ALMO holding a day-long session inviting all staff.	
	ALMO board	Attend scheduled board meetings, or try to arrange special sessions	
	Elected members	Drop-in sessions at Civic Hall	
	LCC staff and partners	Regular updates in LCC essentials and communication through existing partnership channels, including briefing relevant key delivery partners.	
	Tenants	7 x community events – spread across the city including one city centre. Liaise with localities to identify appropriate, high footfall areas. Drop in sessions throughout whole day	Chance to talk face to face, find out more in an informal environment
	Tenants	Reminder issued through ALMO tenants rent statements, with shorter document asking to register opinion.	
Final week	ALL	Reminders through all available channels	Remember to have your say

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Report author: Sue Morse

Tel: 2474111

Report of: Directors of City Development and Environment and Neighbourhoods

Report to: Executive Board

Date: 9th January, 2013

Subject: Development of New Council Houses

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet; Middleton Park; Armley; Bramley and Stanningley; Farnley and Wortley; Gipton and Harehills; Burmantofts and Richmond Hill; Beeston and Holbeck; Pudsey; Morley South; Ardsley and Robin Hood		
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number: Appendix number:		

Summary of main issues

1. This report outlines the proposals led by Leeds City Council to bring forward new Council housing across the City as part of a programme of activity to address demand for new housing. Whilst small scale schemes have been undertaken over recent years to increase the supply of Council housing funding currently available makes way for a development programme of new Council housing on a scale more significant than the city has seen for some considerable time.

2. Executive Board at its meeting of 5th September, 2012 approved a proposal to utilise £9.5m of Housing Revenue Account funding for the development of new Council homes over a 3 year period. The Council is taking a lead role in response to the challenges set out by the Commission on the Future of Local Government, which face local councils and their partners in stimulating the delivery of homes, jobs and growth All opportunities to lever in additional resources via the Council's role as facilitator and enabler will be explored to maximise the delivery of new Council homes with the limited resources available. For example by working collaboratively with the Homes and Communities Agency and Housing Associations, and by the utilisation of commuted sums.

3. The availability of these resources provides an opportunity for the Council to add to its housing stock generating rental income and new homes bonus. Meeting the housing

needs of older people, and responding to the impacts of Welfare Reform through provision of 1 bed properties have been identified as key housing delivery drivers. However, the aim will be to deliver homes designed with an eye to flexibility of room use and layout in order to withstand changes in demand over time in the event that further amendments to social policy are implemented.

4. A site search which has been undertaken and, considered in conjunction with demand information, has resulted in a shortlist of potential sites for the delivery of the first phase of development. This report sets out proposals for delivery and seeks approval to progress the shortlisted sites towards the first phase of development.

Recommendations

Executive Board is recommended to:

- i) approve proposals to progress the development of the HRA new build programme towards final site selection from the shortlist provided at appendix 1, and through to the design and construction phases.
- ii) delegate the development of HRA new build programme, in consultation with the Executive Member for Development and the Economy and Executive Member for Neighbourhoods, Planning and Support Services, to the Directors of City Development and Environment & Neighbourhoods
- iii) approve an injection of £1.38m of commuted sums which were previously earmarked for affordable housing and remain unallocated, bringing the total resource to £10.88m

1.0 Purpose of this report

- 1.1 This report sets out progress towards the delivery of new Council homes to be delivered over the next 3 years utilising £9.5m of Housing Revenue Account (HRA) capital resources and a further £1.38m of commuted sums.
- 1.2 The report provides further details of the proposals in terms of site selection and type of properties to be built. Approval is sought in order to progress these proposals to the next stages of design, submission of planning applications and letting the first construction contract.

2.0 Background information.

- 2.1 At its meeting on 5th September 2012, the Councils Executive Board approved a housing investment programme combining a range of funding sources and investment models over the next 3 years, including £9.5 million from the HRA.
- 2.2 It is anticipated that this funding will resource the delivery of approximately 105 new council homes over the next 3 years on the basis of an average construction cost. However, the precise number will depend upon the type of properties to be developed and site conditions. The aim will be to maximise delivery and secure value for money through the procurement approach.
- 2.3 Given the pressure of population growth and anticipated demographic changes including an increase in older people, coupled with unmet need for social and

affordable housing, it is clear that Leeds needs more housing of appropriate quality and type to meet the needs and aspirations of existing and potential residents. The draft Core Strategy estimates that 1,158 affordable homes a year are required in order to meet predicted need.

2.4 The report considered by Executive Board in September set out the following next steps:

- agree the type of new housing to be built based on demand data.
- to identify sites for the new build programme
- phasing and planning
- let a construction contract

2.5 This report provides further details of progress towards the development of detailed proposals in line with the steps listed above.

3.0 Main issues

3.1 Demand Analysis

- 3.1.1 The city's population is predicted to increase from 755,136 in 2010 to 860,618 in 2028. The Council's core strategy clearly recognises the challenges associated with meeting the needs of an aging and growing population in appropriate locations particularly with respect to the quality, type and affordability of homes.
- 3.1.2 An analysis of current and predicted demand for social housing has been undertaken using data from the Leeds Homes Register. As at 30th June, 2012 87% of the 26,850 applicants on the Leeds Homes Register require either one or two bedroomed homes. 58% required one bedroomed properties. Meeting the housing needs of older people, and responding to the impacts of Welfare Reform through provision of 1 bed properties have been identified as key housing delivery drivers.
- 3.1.3 Whilst current and anticipated demand for 1 bedroomed accommodation is high, intelligence tells us that this is the result of local and national policy, the Council's lettings policy and impending Welfare Reforms, rather than aspiration. Homes built to address current needs should be of a design and standard flexible enough that over their lifetime they continue to meet aspirations in the event that occupation restrictions change as a result of a change in social policy.
- 3.1.4 The Older Peoples Housing and Care Project, which will be the subject of a report for consideration by Executive Board at its meeting in February will establish an investment approach to improving and increasing the accommodation for older people available in the city. Delivery of the proposals contained within this report will complement the wider approach.
- 3.1.5 Welfare reforms which are due to come into effect from April 2013 as a result of the Welfare Reform Act 2012 will see Housing Benefit entitlement reduced for working age tenants living in Council or Housing Association homes where tenants are

deemed to have more bedrooms than they need. The latest estimates for the number of Council tenants affected is 6,700. 423 households have already requested a transfer to a 1 bedroomed property¹.

3.1.6 An analysis of demand information relating to the number of households on the LHR requiring one bedroom accommodation indicates that the following locations have the greatest demand for 1 bedroomed properties:

- from LCC tenants aged 60+ who are currently underoccupying:
Pudsey, Morley, Seacroft North
- from LCC tenants of all age groups who are currently underoccupying:
Morley, Pudsey, Seacroft North.
- from non LCC tenants of all age groups:
Morley, Pudsey, Bramley.
- from non LCC tenants aged 60+:
Pudsey, Morley, Otley

However, it should be noted that the information provided relates to areas of first choice and that there may be pockets of higher or lower demand at a more localised level. While Pudsey and Morley have benefited from housing investment via the HCA 2008/11 Affordable Homes Programme with the development of 103 and 65 new affordable homes respectively these two areas still rank highest in terms of demand for one bedroomed accommodation. (Further demand information is available at appendix 2)

3.1.7 The numbers of LCC tenants across the city who have requested 1 bedroomed properties would suggest that there are opportunities to resolve under-occupation in LCC tenancies by providing additional 1 bedroomed accommodation. The implementation of local lettings policies in relation to the proposed development of units in order to prioritise LCC tenants currently underoccupying could lead to the release of 2 and 3 bedroomed properties, thus making more efficient use of existing Council stock.

3.1.8 In view of the proposed client group to be targeted it is considered unlikely that the proposed developments will impose any additional strain on local services such as school placements. However, the existence of local amenities, such as GP surgeries and local food outlets will be considered in the selection of sites which are intended specifically for older people.

3.2 Site Identification

3.2.1 In the search to identify suitable sites for delivery a list detailing all Brownfield sites in Council ownership has been considered alongside details of a number of small infill/garage sites which the ALMOs have been asked to provide in view of their local knowledge.

¹ Report to Scrutiny Board (Resources and Central Services) Welfare Reforms Preparations 19th November, 2012

- 3.2.2 The availability of developable sites restricts the Council's ability to meet the identified demand. Despite an extensive site search, the lack of suitable, Council owned sites in Pudsey and Morley means that opportunities to address need in these areas are limited. Phasing of the three year programme will allow time for the site search to continue and in some instances sites may emerge with time as they fall out of option appraisals relating to other investment programmes.
- 3.2.3 An exercise to further explore the suitability and deliverability of sites on the comprehensive list, taking into account site constraints and potential planning issues has resulted in the following shortlist of sites for potential delivery across the city over the next 3 years.
- Broadlea Street, Bramley
 - Mistress Lane Armley
 - Harley Green, Swinnow
 - Bradford Rd, Tingley
 - Parkwood Rd, Beeston
 - The Garnets, Beeston
 - Beech Mount, Gipton
 - Beech Walk, Gipton
 - St Hildas, Cross Green
 - East Park Road, East End Park
- 3.2.4 Whilst all of these sites will require further investigation in consultation with planning officers, they have been identified as the sites which, on initial inspection, are considered to be the most deliverable within the timescale and budget.
- 3.2.5 Site constraints (such as access issues, substations, topographical issues) in some locations may result in significant abnormal costs which could affect the viability of the site and may mean that these sites are removed from the shortlist. Officers will continue to explore potential sites more fully even though site constraints are present to ensure opportunities are not missed.
- 3.2.6 Some sites provide an opportunity to resolve outstanding regeneration aspirations. For example the Garnets in Beeston and St Hildas in Cross Green where ongoing clearance schemes were curtailed by government funding cuts in 2010. Ward members are keen to see the redevelopment of the resultant cleared sites to achieve some regeneration benefit for these areas.
- 3.2.7 Opportunities to work collaboratively with Housing Associations will also be explored to maximise delivery and reduce costs by taking advantage of economies of scale. In some cases this may result in an alternative delivery route or on larger sites present an option delivery of a mixed development of affordable homes owned by the Council and the housing association. In principle discussions have already taken place with one Housing Association with a HCA grant funding allocation on a non-site specific basis.

The sites detailed above form the first draft shortlist. It is anticipated that as work is undertaken to progress the development of firm proposals some sites may fall away and be replaced by others over time.

3.3 Next Steps

- 3.3.1 Subject to Executive Board approval it is proposed that the shortlist of sites, will be the subject of further detailed discussions, in terms of design, layout and planning issues, in order to determine the most appropriate in terms of deliverability and location to achieve a rapid start on site.
- 3.3.2 Once the final site selection has been agreed the project will progress to the next stages of the process towards delivery.
- Detailed design
 - Consultation with stakeholders
 - Planning approval
 - Procurement of development
- 3.3.3 Every effort will be made to exploit all opportunities to identify the most cost effective solutions e.g. partnerships with developers and coordination with the brown field programme. The potential to utilise modern methods of construction (modular construction etc) will also be further explored. A further report will be submitted to Executive Board to update on delivery of phase 1 and provide recommendations in terms of phases 2 and 3 in due course.
- 3.3.4 In terms of timescales it is anticipated that subject to planning approval a start on site on the first phase of development could be expected by November 2013.

3.4 Procurement of the Construction Contract

- 3.4.1 A flexible and innovative design for 1 bed units will be sought, with an emphasis on quality, space and energy efficiency, which are able to respond to a variety of demands and which will remain attractive to potential tenants over the lifetime of the building regardless of the existence of policies to determine the level of occupation. For example to meet the needs of older people, single people with part time access to children and from households downsizing to release family homes. A design brief including property type, bedroom sizes, and specialist housing requirements will be prepared. In the case of bungalows, design options which most efficiently utilise land take will be a priority.
- 3.4.2 Nationally recognised design principles will be adopted as a minimum, including Lifetime Homes. However, an innovative design approach will be sought (potentially via a competitive process), to ensure that the highest levels of energy efficiency, space standards, sound insulation and quality are delivered subject to affordability and value for money. It is considered important to deliver a product that is attractive to smaller household which will act as an enticement for older tenants to free up under occupied properties.

- 3.4.3 Procurement options for both the design and construction stages of the project will be fully explored with the aim of achieving the most cost effective and beneficial procurement method. Delivery via a Framework agreement may be preferable particularly if the programme is to be delivered over a series of small sites.
- 3.4.4 In addition opportunities to maximise the number of employment and training opportunities for local people will be sought via the procurement process. Any training placements will need to be co-ordinated across a number of dispersed sites to ensure they are of sufficient length to be meaningful.
- 3.4.5 It is proposed that the final decision in relation to procurement of the construction contracts are delegated to the Director of Environment and Neighbourhoods and Director of City Development

4.0 Corporate Considerations

4.1 Consultation and Engagement

Executive members have been briefed on the proposals. If agreement is gained to the report proposals further consultation will be undertaken as follows. Consultation with ward members will take place as part of the short listing process and with local residents as detailed layout and design proposals are further developed prior to the submission of planning applications on each of the proposed sites. In addition the public will have a further opportunity to comment as part of the planning process.

4.2 Equality and Diversity / Cohesion and Integration

Due regard has been given to equality through the analysis of the potential impacts of the programme and the completion of a screening form. The main outcomes of the screening were that the delivery of affordable housing through this programme could have positive implications for equality groups who are economically disadvantaged and for older people. A full Equality Impact Assessment will be completed in due course.

4.3 Council policies and City Priorities

- 4.3.1 Proposals set out in this report respond to the challenge facing local councils and their partners in stimulating the delivery of homes, jobs and growth presented by the Commission on the Future of Local Government. The Council's role in providing local leadership sees this utilisation of funding in a new and innovative way to facilitate direct investment in the provision of new affordable homes.
- 4.3.2 The Vision for Leeds established the Council's objective of being the Best Council in the country and a strong working relationship with people, businesses and organisations is at the heart of this objective. It also sets out the ambition of being the Best City in the country with a good quality of life for Leeds residents.

4.4 Resources and value for money

- 4.4.1 There are currently sufficient uncommitted HRA capital resources available without impacting upon other housing investment priorities to fund this programme and without the need for prudential borrowing. Executive Board has approved proposals to utilise £9.5m of HRA resources for this purpose. In addition an amount

of £1.5m, identified from affordable housing commuted sums, paid to the Council by private developers in lieu of onsite affordable housing provision, were approved for use on the Pilot Council House Build project in December 2009. £1.38m of these resources remain unspent following the allocation of grant funding by the HCA for the project. It is proposed that this amount should be injected to supplement the £9.5m capital budget available for this project to facilitate the development of additional units, bring the total to £10.88m.

4.4.2 Although rental levels are still to be set it is proposed that rents will be charged for the new units in line with current Council rental levels. As well as providing an rental income stream the Council will benefit from the generation of New Homes Bonus with the affordable housing uplift.

4.4.3 Individual site appraisals will be undertaken to assess build costs in relation to income generated to ensure that value for money considerations are fully considered.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The new dwellings will be provided under the powers of Part II of the Housing Act 1985, Chapter 68, and they will be accounted for within the HRA.

4.6 Risk Management

4.6.1 There is a risk that although a shortlist of sites has been drawn up none of the proposed sites will receive planning approval. A dedicated planning officer has been appointed to work with the steering group and to advise specifically on planning issues and recommend solutions.

4.6.2 Despite the fact that the majority of sites are brown field sites previously cleared of housing there is a risk that local residents may have become accustomed to using the sites as informal green space and may object to development. Local residents will be consulted and kept informed of proposals to ensure that officers are aware of any potential objections and may work to ameliorate concerns.

4.6.3 There is a risk that abnormal build costs associated with the sites may be discovered. Individual site appraisals including site investigations will be undertaken to ensure that risks are understood and mitigated prior to progressing any site.

5.0 Conclusions

5.1 Resources have been made available for the development of new council homes.

5.2 There is a demand from both existing Council tenants who are under occupying their present homes and from non Council tenants currently on the Leeds Homes Register for 1 and 2 bed roomed homes. Flexible and innovative approaches will be sought to provide homes which are able to respond to changes in demand over the lifetime of the buildings.

5.3 Whilst the lack of developable Council owned sites in many parts of the city mean that it is not possible to provide new homes in the precise areas of highest demand

a short list of sites has been drawn up for potential development to meet some of this demand across the city phased over a 3 year period.

- 5.4 Further work is to take place to explore the most deliverable site, the most efficient design and to maximise delivery by effective procurement.

6.0 Recommendations

Executive Board is recommended to:

- i) approve proposals to progress the development of the HRA new build programme towards final site selection from the shortlist provided at appendix 1, design, planning approval and procurement.
- ii) delegate the development of HRA new build programme, in consultation with the Executive Member for Development and the Economy and Executive Member for Neighbourhoods, Planning and Support Services to the Directors of City Development and Environment & Neighbourhoods
- iii) approve an injection of £1.38m of commuted sums which were earmarked for affordable housing and remain unallocated bringing the total resource to £10.88m

7.0 Background documents²

- 7.1 None

Appendix 1: Shortlist of sites

Appendix 2: Demand analysis summary

Appendix 3: Equality Impact Screening

² The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Appendix 1 - Development of new council housing site shortlist

Site	Ward	Address	Description	size (ha)	Est no. of units	Comments and Constraints
West North West						
Land between 5 and 47 Broadlea Street, Bramley	Bramley and Stanningley	Broadlea Street, Bramley, LS13 2SD	Cleared site	0.72	up to 20	* Cleared site of 20 former houses * Site slightly sloping
Land between nos 66 and 76 Broadlea Street	Bramley and Stanningley	Broadlea Street, Bramley, LS13 2SD	cleared site	0.02	2 to 4	* Cleared site of 4 former flats
Mistress Lane	Armley	Mistress Lane, Armley, LS12 2LJ	Cleared housing site at the heart of the Leeds Gateway.	1.23	60	* site has Outline Planning approval for 83 flats * site could be developed as part of Brownfield Land Programme * Provides a development challenge due to its topography * Part of site N1 green space *Services cross the site to serve the remaining tower blocks *size of site gives scope to develop jointly with an RP to provide a mixed site of Council homes and homes for rent by RP. In principle discussions taken place with RP with a funding allocation on a non site specific basis for 30
Harley Green	Pudsey	Harley Green, Swinnow, LS13 4PX	Former garage site			* Sloping site *Some potential access issues
South						
Parkwood Road	Beeston and Holbeck	Parkwood Road, Beeston, LS11 5QY	Former maisonette site	0.43	12	* Possibility of localised ground contamination * Topography (sloping site) *previously considered as part of housing association programme
The Garnets	Beeston and Holbeck	Garnet (Place; Grove; Terrace) LS11 5HX	Clearance site	0.41	20	*Sketch plans prepared by City Development Design Team suggest approximately 20 units can be delivered on the site *Brownfield site with in-filled cellars *Culverted water course running through site *Road and footpath diversions may be required * potential alternative delivery via a housing association
Bradford Road	Ardsley and Robin Hood and Morley South	Bradford Road, Tingley, WF3 1NS	Former garage site	0.32	6 to 8	*Electric Sub station at entrance to site may impact on design and access.

East North East						
Beech Mount	Gipton and Harehills	Beech Mount, Gipton, LS9 6QT	Cleared housing site	0.2	6	* Risk of Town and Village Green application *potential footpath diversion required
Beech Walk	Gipton and Harehills	Beech Walk, Gipton, LS9 6QR	Cleared housing site	0.7	20	*Currently in use as a compound for roofing works by ENE due to be completed by early 2013.
St Hildas, Phase 3	Burmantofts and Richmond Hill	St Hildas, Cross Green, LS9 0BE	Partially cleared housing site	0.3	10	*The site is still interspersed with privately owned properties following cut in RHB funding for clearance. However there are still opportunities for infill development on cleared footprints of former properties
East Park Road	Burmantofts and Richmond Hill	East Park Road, Charlton Grove, LS9 9JD	Cleared housing site	0.5	15	*Risk of Town and Village Green application potential to mitigate risk by provision of smaller area of greenspace of enhanced quality

Top Ten Areas of highest demand for one bed roomed properties in order of priority

All applicants requesting 1 bedroom	LCC tenants (of all ages) requesting 1 bedroom	Applicants 60+ years requesting 1 bedroom	LCC tenants 60+ years requesting 1 bedroom
Morley area	Morley area	Pudsey area	Pudsey area
Pudsey area	Pudsey area	Morley area	Morley area
Bramley area	Seacroft North area	Otley area	Seacroft North area
Holbeck	Bramley area	Rothwell area	Rothwell area
Burmantofts & Lincoln Green	Burmantofts & Lincoln Green	Yeadon	Bramley area
Chapteltown area	Moortown area	Wetherby	Otley area
Headingley	Rothwell area	Garfoth	Horsforth
Moortown area	Horsforth	Bramley area	Cross Gates
Seacroft North area	Otley area	Cross Gates	Belle Isle area
Burley & Hyde Park	Belle Isle area	Moortown area	Moortown area

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Equality, Diversity, Cohesion and Integration Screening



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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Housing Investment
Lead person: Sue Morse	Contact number: 0113 2474111

1. Title: The development of new council Housing

Is this a:

Strategy / Policy

 Service / Function

 Other

If other, please specify

2. Please provide a brief description of what you are screening

A report to Leeds City Council Executive Board on 9th January 2013 seeking approval to progress the development of the Housing Revenue Account (HRA) new build programme towards final site selection from a shortlist of sites, and through to the design and construction phases. Also to delegate the development of HRA new build programme, in consultation with the Executive Member for Development and the Economy, to the Directors of City Development and Environment & Neighbourhoods.

The report proposes that the 3 year development programme will focus on the delivery of 1 and 2 bedroomed homes in view of the level of demand from older people and single people under 60 and the additional demand which is expected to be generated by the impact of Welfare reforms due for implementation in April, 2013.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	x	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The Programme to develop new council housing is designed to respond to priorities set out in the City's Priority Plan – the increasing need for housing, the specific need for affordable housing and to meet the needs of older people.

An analysis of current and predicted demand has been undertaken to inform the type of properties to be built. Leeds, in line with national trends, has a growing older population and a growing number of smaller households. Meeting the housing needs of older people, and responding to the impacts of Welfare Reform through provision of 1 bed properties have been identified as key housing delivery drivers.

Welfare reforms which are due to come into effect from April 2013 as a result of the Welfare Reform Act 2012 will see Housing Benefit entitlement reduced for working age tenants living in Council or Housing Association homes where tenants are deemed to have more bedrooms than they need.

The development of new council housing designed for smaller households (single people and couples) is anticipated to have a positive impact in meeting the needs of older people and those affected by welfare reform. However, there are potentially other equality groups who will be disadvantaged by the size and restrictions on allocation of these properties.

Local lettings plans will be drafted to develop an appropriate lettings strategy with the aim of achieving greater sustainability of communities and tenancies. The development of homes specifically for single people and couples will have a direct impact on those groups of people. However, it is envisaged that prioritisation of applications from Council tenants currently underoccupying via a Local lettings plan will facilitate a vacancy chain of larger properties, thus creating an indirect impact on provision of homes for other groups.

Equality related information is gathered from all applicants on the Leeds Homes Register and will be utilised to identify applicants who may have specific needs relating to disabilities.

Subject to Executive Board approval work will commence to develop detailed proposals for the sites identified for delivery of phase 1 of the programme. As the Programme enters its implementation phases, there will be opportunities to involve communities in development-specific decision-making, through neighbourhood based or statutory

planning processes. Project delivery will require those processes to be undertaken with equality principles in place, taking note of local demographics and informed by neighbourhood intelligence via tasking groups and other networks.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

- any potential positive and negative impact on different equality characteristics
- potential to promote strong and positive relationships between groups,
- potential to bring groups/communities into increased contact with each other
- perception that the proposal could benefit one group at the expense of another

Whilst it is anticipated that the programme will produce a positive impact for older people and for those affected by welfare reform this may generate a perception of a resultant negative impact for other groups, specifically in relation to the shortage of affordable homes generally. However, it is anticipated that a chain of events will be set in motion by the delivery of homes for single people in that larger homes will be made available for occupation by the actions of existing tenants vacating homes which they currently under occupy.

The City's Arms Length Management Organisations (ALMO) who will be involved in the programme are regulated by the Homes and Communities Agency and are required to meet the highest standards of equality practice in housing development, allocations and tenancy management.

The impact of new housing in communities has the potential to alienate people living with deprivation and disadvantage who can perceive that they are further excluded.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

Opportunities for housing people with priority medical or disability related housing need will be investigated via the ALMO's rehousing procedures including pre allocation of the dwelling so that before completion of the development stage adjustments may be made to ensure that the individuals specific needs are met.

As the Housing Investment Programme enters its implementation phases, there will be opportunities to involve communities in development-specific decision-making, through neighbourhood based or statutory planning processes. Project delivery will require those processes to be undertaken with equality principles in place, taking note of local demographics and informed by neighbourhood intelligence via tasking groups and other networks.

Opportunities to create mixed economies in localities will be sought and the impact of integrating into disadvantaged host communities evaluated.

Equality populations will be made aware of opportunities to access affordable housing by

working with support agencies, private sector agents and community and faith organisations to ensure that promotional materials are appropriate, with community languages available on request.

Many of the Council owned brownfield sites included within a shortlist for consideration for delivery of this programme are located in some of the most disadvantaged areas of the city and the programme provides a solution with positive impact to the wider neighbourhood. It is envisaged that ensuring integration with existing communities at planning, implementation and post implementation stages will mitigate any potential negative impact on neighbourhood cohesion.

5. If you are *not* already considering the impact on equality, diversity, cohesion and integration you *will need to carry out an impact assessment*.

Date to scope and plan your impact assessment:	To be confirmed once programme has been further developed subject to approval by LCC Executive Board
Date to complete your impact assessment	To be confirmed once programme has been further developed, subject to approval by LCC Executive Board
Lead person for your impact assessment (Include name and job title)	Sue Morse, Programme Delivery Manager

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Maggie Gjessing	Housing Investment Manager	26 November 2012

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	23 November 2012
Date sent to Equality Team	
Date published (To be completed by the Equality Team)	

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Report of: Director of Children’s Services

Report to: The Executive Board

Date: 9th January 2013

Subject: Allerton Fields

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Roundhay	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Outline the Council response to the Deputation brought by the "Friends of Allerton Grange Group" in respect of the Allerton Fields site.
2. It has been agreed that the Allerton Fields site will be transferred from Children’s Services to the Environment and Neighbourhoods Directorate.

Recommendations

1. The Executive Board is requested to note the response to the Deputation in respect of Allerton Fields, and agree transfer of the grounds from Children’s Services to Environment and Neighbourhoods Directorate.

1. Purpose of this report:

- 1.1 The purpose of this report is to outline the response to the Deputation brought to Council by the "Friends of Allerton Grange " group in September 2012 in respect of the Allerton Fields site. In addition this report details the ongoing discussions between Council Directorates regarding ownership and maintenance of the Allerton Fields site.

2. Background information

2. 1 In September 2009, the new Allerton Grange School was completed as part of the Building Schools for the Future Programme (BSF). The project released part of the

former school site (former pitches off Lidgett Lane/Talbot Avenue) that was no longer required for secondary or educational purposes.

- 2.2 The original intention at Allerton Grange was that once the former school site was reinstated by the BSF contractor, the area known as Allerton Fields would be declared surplus to educational requirements. "The Friends of Allerton Grange " made it known that they would like the Council to consider how the pitches could be used for future community purposes.
- 2.3 This was subsequently followed by a report to Area Committee and a Deputation to Council in 2010, which sought the transfer of Allerton Fields from the former Education Leeds to Environment and Neighbourhoods. However at that time Allerton Fields was being considered as a potential location for a new Primary School for the Roundhay area.
- 2.4 The Allerton Fields site was subsequently not utilised for new educational provision in the Roundhay area and has remained vested with Children Services, with ad-hoc grounds maintenance being carried out on by Environment and Neighbourhoods on the Allerton Fields site.
- 2.5 On 12th September a further Deputation was taken by the "Friends of Allerton Grange " group seeking that Children Services declare the site surplus to requirements and transfer the fields to Environment and Neighbourhoods, to ensure adequate future maintenance for community use.

3. Main issues

- 3.1 In September 2009, the new Allerton Grange School was completed as part of the Leeds Building Schools for the Future Programme (BSF). The project released part of the former school site that was no longer required for educational purposes. Although vested with Children Services this land is surplus to Directorate requirements and discussions have taken place within the Council regarding the future ownership and maintenance of this site.
- 3.2 These discussions have involved Children Services, Corporate Property Management and Environment and Neighbourhoods. Although ad-hoc maintenance has been carried out by Environment and Neighbourhoods and funded by Children Services, the state of the grounds is the cause of frequent neighbour complaints.
- 3.3 On the 12th September the "Friends of Allerton Grange" group took their second Deputation to Council seeking that Children Services declare the site surplus to Directorate requirements, and transfer Allerton Fields to Environment and Neighbourhoods.
- 3.4 The site is a former sports pitch, and as such is covered by the appropriate planning designation (N6). As a requirement of the planning conditions attached to the Building Schools for the Future Development (BSF), the site is available for local community use and is accessible by the public.

- 3.5 It has been agreed that the land will be transferred to the Environment and Neighbourhoods Directorate and properly maintained.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The future useage and maintenance of the Allerton Fields site has been the subject of discussion with local ward Councillors and the local community group, the Friends of Allerton Grange.

4.2 Equality and Diversity/ Cohesion and Integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening form has been completed and submitted to the Equality Team in connection with Allerton Fields and the potential transfer of land ownership and maintenance of the site. The Screening process has determined that it is not necessary to carry out an EIA in relation to this report.

4.3 Council policies and City Priorities

- 4.3.1 The Building Schools for the Future Project enabled Leeds City Council to meet their statutory duty to provide sufficient school places and will make a positive contribution towards the modernisation of the school estate across the city.

4.4 Resources and Value for money

- 4.4.1 As Allerton Fields no longer accommodates an operational school there is no revenue budget attached to the site for the annual ground maintenance requirements.

4.5 Legal Implications, Access to information and Call In

- 4.5.1 The report is for information and advises the Executive Board of the Council's response to the deputation; and notes the ongoing discussions across the Council; and how the short term maintenance issue will be addressed.

4.6 Risk Management

- 4.6.1 The key risk is the need for clarity on responsibility for funding the maintenance of surplus land. It is proposed that the Council's Asset Management Board considers this issue and makes proposals to the Council's Strategic Investment Board.

5 Conclusions

- 5.1 It has been agreed that the Allerton Fields site be transferred from Children's Services to Environment and Neighbourhoods.

6 Recommendations

6.1 The Executive Board is requested to note the response to the Deputation in respect of Allerton Fields, and the ongoing discussions between Council Directorates regarding future ownership and maintenance of the site.

6.2 The Executive Board is asked to note the transfer of the Allerton Fields site from Children's Services to Environment and Neighbourhoods.

7 Background documents¹

7.1 None

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

DEPUTATION ONE – FRIENDS OF ALLERTON PLAYING FIELDS

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 people in your deputation.

MS C BRITTON: My Lord Mayor and fellow Councillors, good afternoon. I am Charlotte Britton, Chair of Friends Allerton Grange Fields and I would like to introduce Depinder Dev, who is the Secretary.

The Friends of Allerton Grange Fields were established in 2009 and are a voluntary association made up of residents and local stakeholders. With our partners we work to protect, enhance and maintain the Allerton Grange playing fields as a public recreation ground. These fields are located just off Lidgett Lane, on the boundary of Roundhay and Moortown wards.

The reason we are so passionate about the fields is because we believe this green open space will benefit the local community, especially children and young people, in a number of ways, such as making stronger communities and improving physical and mental health.

Today in this deputation we are seeking the following outcomes:

To ensure the continued protection, maintenance and public access to Allerton Grange Playing Fields in accordance with original planning permission so that local people can continue to enjoy the fields.

Also, to seek support and guidance from officers and local Councillors for progressing the community's aspirations through the proposed environmental improvements to the fields.

Let me give you some background. Back in November 2010 we stood before you making our first deputation. Our vision and drive have not waivered and we remain committed.

In 2005, during the BSF Allerton Grange School planning application discussions, local Councillors and residents were informed at public meetings that the Allerton Grange Fields, (which were surplus to Allerton Grange School requirements) would to be transferred to Leisure Services and made available for public use.

In 2011, the Department of Children's Services explored the potential for a new primary school on these fields and a series of public consultations were held. This proposal for a new primary school has now been withdrawn due to sustained objections from local residents, Highways and the Planning Authority relating to traffic, highway access and loss of playing fields.

The Department of Children's Services has subsequently asked neighbouring Moor Allerton Hall Primary School if they would want to take on ownership of the fields. After consideration, the Governors have unanimously decided not to take on ownership of the land through a Full Governing Body resolution this July.

We are now back to the position where the Department of Children's Services are set to declare the fields surplus to education requirements. The Friends of Allerton Grange Fields would like to ensure that Leeds City Council fulfils its original obligation to transfer the fields to Parks & Countryside so that the fields can be adequately maintained for community use.

At present the fields are maintained on an *ad-hoc* basis. Local residents have to go through a very frustrating process of making individual requests each time the grass needs cutting.

This process can take many weeks to arrange and often means that local children cannot use the fields for sport or play. Indeed we cancelled our 'Celebration on the Fields' which we had planned on 7th July to celebrate the Olympics, because the grass was too long.

Following our last deputation in November 2010, the Friends have also explored the potential for a Community Asset Transfer of the fields with senior officers in Asset Management. However following advice from Voluntary Action Leeds and other third sector organisations, we have been unable to build a sustainable business plan as the playing fields do not generate sufficient income to cover annual maintenance costs.

Therefore, to deliver this community vision, we the Friends of Allerton Grange Fields propose a formal partnership with Leeds City Council is established to ensure that the fields continue to be protected, maintained and enhanced as a recreation space. The Friends are already committed to working in partnership with Leeds City Council through 'sweat equity' of its volunteers on community litter picks and bulb planting.

By way of policy background, the Leeds Open Space Sport and Recreation Assessment Report provides the evidence base for the Leeds Local Development Plan. This report recognises that there is a 19 hectare deficiency in playing field provision in the Inner Leeds North East area.

Allerton Grange Fields could become a lasting sports legacy of the London 2012 Olympics and help fulfil the vision of the people of Leeds to make it the best city in the UK and a child friendly city.

As our elected councillors, you have this once in a lifetime opportunity to safeguard the Allerton Grange Playing Fields for present and future generations.

We would also like to take this opportunity to publicly thank our Roundhay and Moor Town ward councillors who have supported us all the way. Thank you for your time. *(Applause)*

THE LORD MAYOR: Councillor James Lewis.

COUNCILLOR J LEWIS: Thank you, Lord Mayor. I move that the matter be referred to Executive Board for consideration.

COUNCILLOR G LATTY: I second, Lord Mayor.

THE LORD MAYOR: All those in favour? *(A vote was taken)* 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. *(Applause)*

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: Children's Services	Service area: Built Environment
Lead person: Alex Macleod	Contact number: 247 5342

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**
Executive Board report to advise Executive Board of the Council response to a deputation from 'Friends of Allerton Fields'
- **Purpose**
To advise Executive Board that Council departments are discussing the future vesting and maintenance of the fields and that in the short term Children's Services will pay for its maintenance whilst the Council's AMB identifies a mechanism for longer term funding

--

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 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 type="checkbox"/> No ✓
If you have answered yes to either or both of the above go to question 4 if you have answered no to both of the above go to question 5, decision 3	

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
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	

--

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.

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

This report is in response to a specific question from the Executive Board and does not impact affect service users, employees or the wider community.

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

Date screening completed	
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Report of Director of Children’s Services

Report to Executive Board

Date: 9th January 2013

Subject: University Technical Colleges

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. UTCs are 14-19 Academies sponsored by universities and employers that offer a full-time technically oriented course of study with clear progression routes into higher education or further learning in work including apprenticeships.

2. An Expression of Interest around exploring the potential for the development of University Technical Colleges (UTCs) in Leeds was submitted by the Council on behalf of partners to the Department for Education on 16th November 2012, see attached.

3. UTCs could present a major opportunity to help support the economic development of Leeds and create the highly skilled workforce required to thrive and grow in the future. They could also make a significant contribution to helping address the future need for secondary places. Further discussion with key partners is required to firmly establish the case for UTCs in Leeds.

Recommendations

Executive Board is recommended to:

- I. Note the content of the report.

- II. Indicate support for the Council brokering discussions at the highest level to explore the potential for the development of UTCs in Leeds and helping partners move forward any proposals at pace.

1 Purpose of this report

- 1.1 To inform members of the Expression of Interest (see attached) around exploring the potential for the development of University Technical Colleges (UTCs) in Leeds that was submitted by the Council on behalf of partners to the Department for Education on 16th November 2012 and seek support for the Council having a central role in any further developments.

2 Background information

- 2.1 Leeds' vision is to become the best city to live, work and learn in by 2030. Our vision is underpinned by an ambition to be a 'NEET-free' city by transforming the experience of young people entering the job market. We aim to offer a 'Guarantee to the Young' supported by a range of integrated pathways including education, training, volunteering, work experience and apprenticeships, leading to jobs and higher level qualifications. We also want to engage business much more directly with longer term skills investment and shaping the curriculum that is delivered in our educational institutions. University Technical Colleges could enhance the range of learning opportunities available to young people in Leeds, help cement the relationship between education and business and help deliver our vision.
- 2.2 UTCs are 14-19 Academies that offer a full-time technically oriented course of study with clear progression routes into higher education or further learning in work including apprenticeships, typically with 500-800 pupils. UTCs are sponsored by a university, employers and in some cases an FE college with strengths in the UTC's specialist subject area. UTCs offer a more businesslike approach to learning combining practical and academic studies and involve employers and universities in the design and delivery of the curriculum.
- 2.3 The proposal to submit an Expression of Interest around developing UTCs in Leeds stems from discussions, initially led by a group of schools in the North West of the city and involving a number of universities, employers and the Chamber of Commerce. Subsequently Leeds City Council became involved in the discussions raising the agenda to a higher strategic level with key stakeholders.
- 2.4 Currently up to £10 million of capital funding together with £300k of pump priming funding is available from the DfE to support successful applications to develop a UTC.

3 Main issues

- 3.1 The decision to submit an Expression of Interest at short notice was primarily the result of dialogue with the Baker Dearing Trust (BDT) who are contracted by the DfE to run the UTC roll out nationally. As discussions between partners are only at an early stage the original intention was to consider submitting a full application for the next bidding round in Autumn 2013. However, following a meeting with the BDT on 9 November 2012 they made it clear they were very enthusiastic about Leeds developing a UTC programme and indicated that even though they recognised that partners in Leeds were not in a position to submit a full application they felt it would be worth submitting an Expression of Interest by the deadline of 16th November 2012.

- 3.2 After careful consideration the general consensus amongst partners was that it was neither appropriate nor feasible to submit a full application at this stage, but despite the very limited time available it would be worth heeding the advice of the BDT and submitting an Expression of Interest. It was felt that this would signal the intention of partners to continue exploring the possibility of developing a cohesive set of plans for UTCs in the future.
- 3.3 We were not certain what the reaction of the DfE would be to the document submitted, but the hope was that they might consider earmarking capital funding for Leeds to support any future full application. On 5th December 2012 we received a letter from Lord Hill, Parliamentary Under Secretary of State for Education thanking us for the letter expressing interest in developing UTCs in Leeds, see attached. He confirmed that due to its non-compliant nature they could not consider it as part of this funding round, but stated that he hoped partners in Leeds would continue to work together to create a vision and plan for UTCs and submit a full application in a future round.
- 3.4 The document that was submitted to the DfE included letters of support from The University of Leeds, Leeds Metropolitan University, Trinity and All Saints University College, The Leeds Federation of FE colleges and over a dozen employers. It should be noted that after the document was submitted further letters of support from employers continued to be received, indicating the extensive support for this type of development from the business community.
- 3.5 At this stage the Expression of Interest does not commit potential partners including the Council to anything more than continuing to engage in discussions to explore the potential for the development of UTCs in Leeds.
- 3.6 It is recognised that to move forward detailed discussion and consultation would be required with all key stakeholders including; young people, parents, the universities, FE colleges, schools and employers. Also an early decision would need to be made to establish the UTC specialisms based on learner demand and employer need, as this would directly impact on how appropriate it would be for potential sponsors and partner to be involved.
- 3.7 If further discussions eventually lead to a decision to move towards a full application one of the first things that would need to be done would be to form a company limited by Guarantee commonly known as an "Academy Trust". This would need to be supported by sponsors including a university and employers who would act as directors of the company and be responsible for approving and submitting the application. Councils are not allowed to submit the formal application or be part of the Trust, although they can be on the governing body of a UTC.
- 3.8 A full application would also involve submitting a document detailing the company and sponsors/members of the Trust; details of the cohort sizes and catchment area; the educational vision, educational plan (including admission criteria and curriculum model); evidence of demand and marketing (including demand from parents and children and support from the LA, schools and FE colleges); organisational capacity and capability and premises information. It would also

require detailed appendices covering; letters of support from sponsors; catchment area and travel plans; CV's of key people; site plans and a financial plan.

- 3.9 The Council have indicated to partners that they wish to be fully involved in any discussions around UTCs and would be willing to commit resource to help partners move forward at pace the decision as to whether to proceed with a full application.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 A certain level of discussion has taken place between a number of potential partners and organisations that could be affected by the development of UTCs in Leeds. The Council have offered to help facilitate further discussion with key stakeholders at the highest level. However, if a decision is made to submit a full formal application to develop a UTC a company limited by guarantee commonly known as an "Academy Trust" would need to be set up and they would have responsibility for leading on further discussion and consultation. Detailed consultation would be required with a range of key stakeholders including; young people, parents, the universities, FE colleges, schools and employers, along with council elected members and officers.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Until specific UTC proposals are developed it is difficult to quantify the potential impact. However, as admission to any UTC would be open to all learners in the city it is unlikely there would be any major considerations.

4.3 Council policies and City Priorities

- 4.3.1 We would be looking to ensure the UTC specialisms support a number of our priority areas for growth as a city; these are:

- Health and medical
- Financial and business services
- Low carbon manufacturing.
- Creative culture and digital
- Retail
- Housing and construction
- Social enterprise and the third sector

- 4.3.2 All these areas need major injections of young talent if they are to thrive and grow. We believe UTCs could play a key role in helping to create the workforce of the future for these sectors and strengthen our competitive edge as a city.

- 4.3.3 It is envisaged that any UTCs could eventually grow to somewhere near the upper limit of the 500-800 places that UTCs normally provide, helping significantly with the expansion in secondary places.

4.4 Resources and value for money

- 4.4.1 Currently up to £10 million of capital funding together with £300k of pump priming funding is available from the DfE to support successful applications to develop a UTC.
- 4.4.2 Depending on the outcome of the options around potential sites the Council might wish to consider making available land to accommodate the UTC.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no identified legal implications at this stage.

4.6 Risk Management

- 4.6.1 It is clear that many potential partners have some reservations or questions that need addressing before they can fully commit to supporting the development of UTCs in Leeds. Concerns include the potential impact on enrolments to their organisation and the impact on their reputation should the UTC not be successful.
- 4.6.2 As the Council are not allowed to lead on UTC applications the decision as to whether Leeds does move forward with UTCs will largely depend on the backing of key stakeholder particularly universities and employers.
- 4.6.3 The Council would look to play a key role in helping shape any plans around UTC and seek to secure the twenty percent of places on the governing body of any UTC allowed under current legislation.

5 Conclusions

- 5.1 UTCs could present a major opportunity to help support the economic development of Leeds and create the highly skilled workforce required to thrive and grow in the future. They could also make a significant contribution to helping address the future need for secondary places.
- 5.2 Significant further discussion is required between key stakeholders to firmly establish the case for UTCs in Leeds. Leeds City Council need to be central to any future discussions and help shape any UTC developments to ensure coherence with the wider city strategy for learning and skills.

6 Recommendations

Executive Board is recommended to:

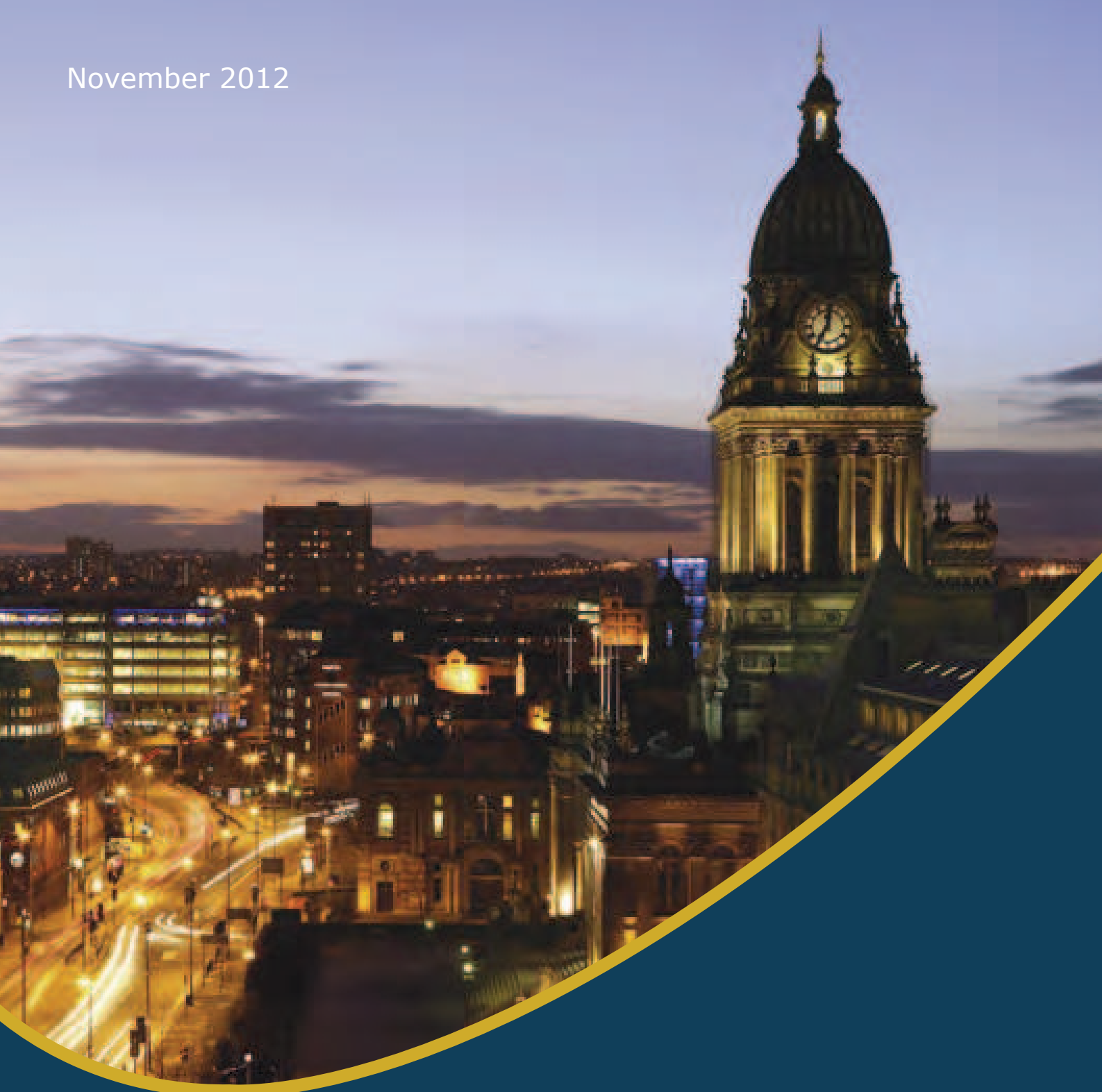
- 6.1 Note the content of the report.
- 6.2 Indicate support for the Council brokering discussions at the highest level to explore the potential for the development of UTCs in Leeds and helping partners move forward proposals at pace.

7 Background documents¹

None

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

November 2012



University Technical College
Expression of Interest
from partners in Leeds





Tom Riordan
Chief Executive
3rd Floor
Civic Hall
Leeds LS1 1UR

Tel: 0113 247 4554
Minicom: 0113 247 4000
Fax: 0113 247 4870
tom.riordan@leeds.gov.uk

Your reference:
Our reference: let433/TR/MJ

16 November 2012

Dear Sir/Madam

Please find attached an Expression of Interest to develop up to two University Technical Colleges (UTCs) in Leeds.

We understand that the Expression of Interest is non-compliant, but would urge the Secretary of State to make an exception given the breadth of support at the highest level from partners across the city. As a Council we are more than willing to commit resource to help partners move forward proposals at a pace.

We hope the Department for Education share the enthusiasm that we and other partners have for this development and are willing to harness this for the benefit of our young people.

Yours sincerely

A handwritten signature in blue ink that reads "Tom Riordan".

Tom Riordan
Chief executive, Leeds City Council

Summary of the UTC proposal

Partners in Leeds are interested in developing up to two University Technical Colleges (UTCs) focused around a number of the priority sector areas identified in the Leeds Growth Strategy.

The proposal to develop the UTCs stems from discussions which have taken place over the last few months, initially led by a group of schools and involving a number of universities, employers, colleges and the Chamber of Commerce. Leeds City Council are now supporting the expression of interest and raising the agenda to a higher strategic level across all key stakeholders.

Evidence of Need

Leeds' vision is to become the best city to live, work and learn in by 2030. Our vision is underpinned by an ambition to be a 'NEET-free' city by transforming the experience of young people entering the job market. We aim to offer a 'Guarantee to the Young' supported by a range of integrated pathways including education, training, volunteering, work experience and apprenticeships, leading to jobs and higher level qualifications. We also want to engage business much more directly with longer term skills investment and shaping the curriculum that is delivered in our educational institutions. We believe that University Technical Colleges will enhance the range of learning opportunities available to young people in Leeds, help cement the relationship between education and business and help deliver our vision.

Leeds is at the heart of the largest city region in the country outside London with a population of 3 million. We generate 5% of English economic output with the largest number of manufacturing workers anywhere in the UK and an annual GVA of £52 billion. Leeds is the regional capital and main economic driver for Yorkshire with major road, rail and air connections to neighbouring towns and cities and to national and international networks.

We are looking to ensure the UTC specialisms support a number of our priority areas for growth as a city; these are:

- Health and medical
- Financial and business services
- Low carbon manufacturing
- Creative culture and digital
- Retail
- Housing and construction
- Social enterprise and the third sector

All these areas need major injections of young talent if they are to thrive and grow. We believe UTCs can play a key role in helping to create the workforce of the future for these sectors and strengthen our competitive edge as a city.

There are already plans for developments in a number of these areas through existing

and proposed new providers such as free schools that will need to be considered when making the final decision around specialism. Areas that have featured prominently in discussions to date around potential specialisms include; health and medical, manufacturing and engineering, food technology, and creative cultural and digital.

We can see enormous potential for linking UTCs with major developments such as the Aire Valley scheme, the city's advanced medical park, the Round Foundry and Holbeck Urban Village; further developing the city's strengths in a number of key sectors. In terms of manufacturing Leeds has a diverse sector that employs over 30,000 people and there are exciting new opportunities for young people particularly around low carbon manufacturing. We are also keen to ensure there would be synergy between the UTC and the recently developed Apprenticeship Training Agency and the proposals for a 14-24 Apprenticeship Academy.

The potential demand from employers and the local economy for young people with knowledge and skills that UTCs would provide is only too obvious.

The Partners

The following partners have expressed an interest in exploring the development of UTCs in Leeds, see attached letters of support.

Leeds University

Leeds University is in the top 100 (9th in the UK) of the THE world rankings attracting more than 33,000 students. The University offers extensive provision across a range of areas that could link to potential UTC specialisms including; Advanced Mechanical Engineering, Aeronautical and Aerospace Engineering, Automotive Engineering, Biotechnology, Medical and Biological Engineering, Nuclear Engineering, Chemical Engineering, Civil Engineering, Dentistry, Electronic Engineering and Energy and Environment.

Leeds Metropolitan University

One of the largest and most popular universities in the country with over 27,000 students. The University offers Higher Education provision across a range of areas that could link to potential UTC specialisms including; Civil Engineering and Construction Management, Advanced Engineering Management, Building Services Engineering, Civil Engineering, and Biomedical Sciences linked to Technology and Engineering; and Computing, Animations and Effects, Contemporary Art & Graphic Design, Film, Television and Performing Arts, Broadcast and Interactive Media, Creative Media Technologies, Green Computing, Digital Forensics and Security, Digital Visual Effects, Games Design, Web Application Development supporting the Creative and Digital Industry.

Leeds Trinity University College

Leeds Trinity is based on a Catholic foundation and in the top 20% of Universities in England for graduate employability. The wide range of undergraduate and postgraduate courses includes courses in Media, Film and Culture linking closely to the Creative and Digital Industry.

Leeds College of Art

Leeds College of Art is a Higher Education Institution that aims to provide a distinctive education in Art, Design and the Crafts, enabling students to fulfill their creative ambitions and to progress to, and through successful careers. The College delivers Further Education and Higher Education to learners from the age of 16, with specialist provision in Graphic Design, Creative Advertising Visual Communications and Animation all of which prepare students for successful careers in the Creative and Digital Industry.

Leeds City College

Leeds City College is the UK's third largest FE establishment, offering a diverse curriculum to more than 45,000 students. The college offers Further Education, Higher Education and Apprenticeship provision, as well as a school links programme for 14-16 year olds, in almost all subject areas. The College is a National Skills Academy for Creative & Cultural Skills, Food and Drink Manufacturing, amongst others as well as accolades for Printing and Computer Technology. As well an extensive FE offer across the Creative & Digital Industry sector and Engineering, the college offers HE provision in Building & Engineering, Computing Technologies and Creative Arts. They also offer Apprenticeships in most sectors, including Electrical Engineering and Mechanical Engineering.

Leeds College of Building

Leeds College of Building is a nationally recognised specialist building college, providing Further Education, Higher Education and Apprenticeships across the building and construction industry. The College offers a wide range of FE provision across all trades and several HE courses including Building Services Engineering and Civil Engineering. Apprenticeships are available across all trades including Civil Engineering, as well as a Level 4 Higher Apprenticeship in Sustainable Built Environment and Facilities Management.

The North West AIP

A partnership in the North West of Leeds that includes 8 secondary schools.

The Leeds, York & North Yorkshire Chamber of Commerce

The Chamber of Commerce is a private, not for profit business membership organisation with the dual aims of supporting economic growth in the region and representing the interest of its members with policy makers in local and national government in order to create an environment in which they can thrive. The Chamber has been in existence since 1851 and has been a long standing supporter of business engagement with the education sector helping to ensure that young people are prepared for the world of work as ultimately this is where its membership draws its future workforce."

Leeds City Council

Leeds City Council is the second largest local authority in the country and has a wealth of experience and resource that can be harnessed to help support partners develop UTCs. We have an ambition to be the Best Council and Best City in the UK and see that UTCs would provide the high quality learning experiences that young people require if we are to succeed.

The Ahead Partnership

Ahead Partnership are an organisation that deliver innovative products and solutions that are smart and enable the private, public and community sectors to work effectively together to reap the mutual rewards of business growth, educational improvement and regeneration. The Ahead Partnership is currently working extensively with school in Leeds.

Ajaz Ahmed

Ajaz is locally based entrepreneur and founder of what became the UK's largest internet provider Freeserve.

Premier Farnell

Farnell is a world leading high service, low volume distributor of electronic, electrical, industrial and maintenance, repair & operations (MRO) products

The Test People

The Test People (TTP) is an innovative testing solutions and consulting firm based in Leeds & London providing bespoke testing solutions around Performance Engineering, Automation, Test Strategy and Managed Test Services. They take a highly technical and innovative approach to testing, ranging from utilising the latest toolsets to developing for complex test, performance and technical automation challenges.

AQL

A telecommunications/digital infrastructure specialist.

Logistik

A communications agency offering multi-channel expertise to deliver strategic communications, events, design, video, web and digital media, with a client list including Lloyds Banking Group, Halifax, OCS, NBCUniversal, Leeds Met University, Post Office, Harrods, M&S, Royal Mail, Bauer Publishing, BT, Betfair, the NHS and EDF. Head Office is in Leeds.

Agfa Graphics

The produces and distributes an extensive range of analog and digital imaging systems and IT solutions, mainly for the printing industry and the healthcare sector, as well as for specific industrial applications.

Kodak

The company is a multi-national corporation based in the US, known for photography and also for images used in a variety of leisure, commercial, entertainment and scientific applications, with the increasing use of technology to combine images and information.

Balfour Beatty

Balfour Beatty Construction Northern Limited offer Building Services, Engineering Construction and Power, all supported by the resources of an international construction and engineering group.

TPP

TPP connects different healthcare organisations through comprehensive IT solutions.

Premises

A site search is underway and a number of potential sites have already been identified. It is likely the accommodation for the UTC would be wholly or predominately new build and would therefore require access to the full £10 million per UTC that is potentially available. As part of the site search we are considering a number of key factors including; proximity to the major

industrial bases relating to priority sectors, major housing/regeneration developments, transport links and areas facing the greatest future pressure on secondary places. It is envisaged that at least one of the UTC sites could be available for occupancy from 2015.

Catchment area/demographics

The intention would be to open the University Technical College to all schools/academies in both Leeds and the Leeds City Region. Within Leeds alone, there is currently an average of 8,000 young people in each year group in secondary, but within the next ten year this will rise to over 10,000. Opening the catchment to all schools/academies in the Leeds

City Region will have the advantage of students being drawn in small number from individual existing schools. We are planning that the Colleges would eventually grow to somewhere near the upper limit of the 500-800 places that UTCs normally provide, helping significantly with the expansion in secondary places.

Curriculum

We see the UTCs as offering a dynamic career focused and supportive learning environment. Employers will have a major role in the development and delivery of the curriculum, particularly around the creation of industry led projects.

We see the curriculum as having a problem solving approach drawing on employer set challenges with a key emphasis on skills, such as, creativity, team working, technology enablement and self directed learning.

We would inspire students through high quality work placements, ensure they are supported by an appropriate external mentor and leave with the employability and entrepreneurial skills to succeed in the world of work.

We are very interested in the activity around the development of principal learning qualifications involving the Royal Academy of Engineering and more recently by the CITB-Constructions Skills and see how such qualifications could be a key component of the UTC curriculum.

Progression routes

We would work with universities, FE college, employers and the EFA/SFA/NAS to establish a range of opportunities for the learners progressing from the UTC both at the age of 16 and 18. Such options will include apprenticeships and progression to HE. We see the UTC as being a major contributor to helping sustain the 70%

increase in apprenticeship we have seen in Leeds over the past two years. We will also ensure that students have the option to transfer to traditional providers of post 16 learning, including school sixth forms, Sixth form and FE Colleges.

Next Steps

Consultation on the potential to develop up to two UTCs has already begun with key stakeholders. However, it is recognised that further consultation is required, particularly with young people, parents and employers in order to firmly establish demand for specific specialisms. Also, once we have options around possible sites confirmed we will consult with the local communities around the potential of a UTC development in their area.

Both Cllr Keith Wakefield the Leader of the Council and Tom Riordan the Chief Executive are fully behind the proposals to create the UTCs and are willing to commit resource to help partners move forward proposals at pace. Along with the level of interest already shown from partners, Leeds would be in a strong position to deliver one or more UTCs from 2015 onwards.

Vice-Chancellor
Professor Michael Arthur DM FRCP FMedSci FRSA

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Leeds LS2 9JT

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UNIVERSITY OF LEEDS

MJPA/JP

16 November 2012

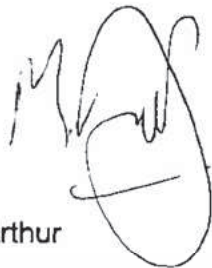
To Whom It May Concern

Re: University Technical Colleges

Senior staff from the University have been involved in discussion with the local authority and other partners around the possibility of developing a University Technical College in Leeds.

We welcome the opportunity, signaled in the local authority's expression of interest, to continue the dialogue with partners and explore the possibilities around UTCs in more detail.

Yours sincerely



Professor Michael Arthur
Vice-Chancellor



Dear Paul,

We support the intention to submit an Expression of Interest for funding to explore the possibility of developing UTCs in Leeds.

Yours Sincerely

Professor Susan Price
Vice Chancellor
Leeds Metropolitan University

c/o Professor Sally Glen
Deputy Vice Chancellor, Student Experience

Leeds Metropolitan University, Room 510, The Rose Bowl, Portland Crescent, Leeds, LS1 3HB
Sally.Glen@leedsmet.ac.uk | 0113 812 9122 | <http://www.leedsmet.ac.uk/>

15th November 2012

Paul Brennan
Deputy Director
Learning, Skills & Universal Services
Leeds City Council
Children's Services
7th Floor West
Merrion House, 110 Merrion Centre
Leeds LS2 8DT

Professor F. A. Bridge
Principal and Chief Executive
Tel: 0113 283 7102
Fax: 0113 283 7136

To whom it may concern,

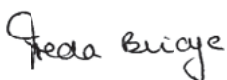
The intention to develop UTCs in Leeds is supported by Leeds Trinity University College. We work closely with Leeds City Council and believe that the UTCs present a unique opportunity to support the economic development of Leeds. The development will also support the creation of a high skilled workforce which will support the future of Leeds as vibrant city and hub of economic growth.

The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing and Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy. Leeds Trinity is able to support the work with Creative and Digital Industries with direct curriculum links.

We are particularly pleased to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. As a major high quality provider of Teacher Education we have excellent partnership relationships with a variety of schools across Leeds and the region. We have excellent working relationships with teachers and students that will be able to be utilised to benefit the UTCs. We have innovative approaches to teaching and learning that will be a feature of the curriculum in the UTCs, ideally placing Leeds Trinity in an excellent position to work closely with the City Council in this new venture.

In conclusion this initiative has our full support as we believe it builds on the strengths of the City and its partners but will ultimately be of great benefit to young people as well as the economy.

Yours sincerely,



Professor Freda Bridge
Principal and Chief Executive

Our Reference: IB/nf/letters/151112

Direct Line: 0113 2226004

15 November 2012

To whom it may concern

The Leeds Colleges support in principle the intention to develop two University Technical Colleges in Leeds. However, this support is conditional upon the following:

- (i) That the vocational specialisms are decided after consultation with other providers in the city;
- (ii) That the specialisms match the key employment opportunities in the city from the time that year 11 students will leave the UTCs (2020?).

Both the above conditions, when met, will enable the UTCs to help support the Colleges in the economic development of Leeds and create the skilled workforce the city requires to thrive and grow in the future.

In addition, we note the Local Authority's support of this venture, together with the recent Free School announcement regarding south of the city centre. This would imply there is an emerging post 16 strategy for the city with which we need to be involved. In this regard, we look forward to hearing from you in due course.

Yours sincerely



Ian Billyard, Principal
(On behalf of the Leeds Colleges)



NORTH WEST LEEDS AREA INCLUSION PARTNERSHIP

Dear Paul,

Many thanks for hosting such a positive meeting yesterday about the proposed UTC for Leeds. I am encouraged to hear that Leeds will be submitting an expression of interest by the 16th November. This undoubtedly brings a new and exciting opportunity for the city and will ultimately contribute to richness and diversity of our educational landscape. The partnership of business and education through an applied approach to teaching and learning has to be good for our young people and ultimately the economy of our city. My role, as you are aware, is to support those children who are at risk of exclusion and provide them with the intervention and support that will address their needs. While I remain a huge supporter of the principles that underpin the concept of technical education, I am not in a position to lead the development of a UTC as my time has to be prioritised on working for the schools within the partnership. I would however be happy to share any information and expertise I have to help the city establish this much needed pathway.

Regards,

John Dean
Project Director
The North West Leeds Area Inclusion Partnership
T 0113 336 8285
M 0786 7557117
www.nwaip.com

Paul Brennan
Children's Services
7th Floor West
Merrion House
110 Merrion Centre
Leeds
LS2 8DT

15th November 2012

Dear Paul

Re: University Technical College

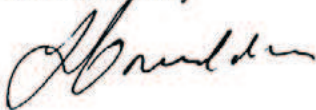
Leeds, York & North Yorkshire Chamber of Commerce supports the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future.

In supporting its members the Chamber holds the view that their business interests and growth expectations can be best served if the city's education system delivers a future workforce which is adequately qualified and of sufficient caliber to meet anticipated demand. The development of specialist, technical educational institutions will go a long way in ensuring a lack of adequate skills is not a barrier to business growth.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum.

We look forward to supporting the city with its intentions to establish the UTCs in Leeds which will in turn help with the ambition to be the best city to learn and work in the UK.

Yours sincerely



Len Cruddas
Chief Executive

**Councillor Keith Wakefield
Leader of Leeds City Council
Civic Hall
Leeds LS1 1UR**

**Telephone: (0113) 247 4444
Fax: (0113) 247 4046
Email: keith.wakefield@leeds.gov.uk**

Our ref: KWMILNERUTC

16 November 2012


To whom it may concern

Leeds City Council fully supports the intention of partners to develop up to two University Technical Colleges (UTCs) in Leeds. We believe that UTCs present a major opportunity to help support the economic development of Leeds and the City Region and create the highly skilled workforce required to thrive and grow in the future. We are clear that UTCs would sit very well alongside our City Deal proposals and help us unlock our economic potential as a region.

We welcome the opportunity to work as a partner with other key stakeholders to help shape the development of these exciting new 14-19 institutions and are willing to broker discussions at the highest level and commit resource to help partners move forward proposals at a pace.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish the UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Yours faithfully



**Councillor Keith Wakefield
Leader of Leeds City Council**

FAO Paul Brennan
Children's Services
7th Floor West
Merrion House
110 Merrion Centre
Leeds
LS2 8DT

15 November 2012

To whom it may concern

University Technical Colleges in Leeds

Ahead Partnership support the intention to develop two University Technical Colleges in Leeds. As an organisation that specialises in linking businesses and education we recognise the importance and value of linking practical skills with the education system. UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We feel our experience in the field of business-education links could be useful.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help deliver our ambition to be the best city to learn and work in the UK.

Yours sincerely,



Stephanie Burras
Chief Executive
Ahead Partnership

18 Wheathouse Road
Huddersfield
HD2 2UW

14th November 2012

To whom it may concern

I am the founder of Freeserve, which was the UK's largest ever Internet Company, Freeserve was started and based in Leeds and I support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

I welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. I value the business like approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. I am particularly interested in the proposal to create a UTC specialising in Creative and Digital Industries as this links closely with my background.

I hope you share the enthusiasm that I have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK. Please don't hesitate to ask if you need any more information.

Kind Regards

Ajaz Ahmed

Ajaz Ahmed
ajaz@sosavvy.co.uk

FAO Paul Brennan
Children's Services
7th Floor West
Merrion House
110 Merrion Centre
Leeds LS2 8DT

15 November 2012

To whom it may concern

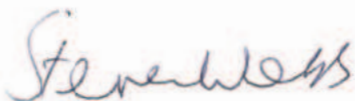
UNIVERSITY TECHNICAL COLLEGES IN LEEDS

Premier Farnell supports the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Creative and Digital Industries and Engineering and Bio-medical Technology as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Yours sincerely



Steven Webb
Company Secretary
Premier Farnell plc



To whom it may concern

The Test People support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the business-like approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in the Creative and Digital Industries, Engineering and Bio-medical Technology and related to Information Technology & Software Development as this links closely with the work of our organisation.

We have a particular interest in attracting talent to the region and improving the quality of the software delivery process using the medium of test innovation. We are keen on employing graduates and apprentices to boost our workforce and hopefully create many jobs in the Yorkshire region over the next few years.

I personally am happy to provide a lot of input, as Technical Talent is something I am very passionate about. Please do not hesitate to contact me to help push this forward.

Yours faithfully,

Gav Winter

Managing Director
The Test People

T: 07739 576961

E: gav.winter@thetestpeople.com

Company:

The Test People (TTP) is an innovative testing solutions and consulting firm based in Leeds & London providing bespoke testing solutions around Performance Engineering, Automation, Test Strategy and Managed Test Services.

We take a highly technical and innovative approach to testing, ranging from utilising the latest toolsets to developing for complex test, performance and technical automation challenges.

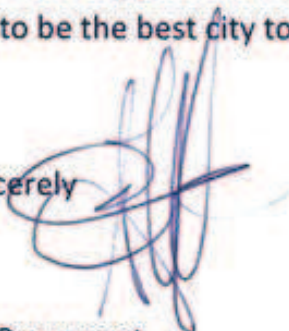
To whom it may concern

aql support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the business-like approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Engineering and Bio-medical Technology as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Yours sincerely



Dr Adam Beaumont

CEO



Carlton Mills
Pickering Street
Leeds, LS12 2QG

15th November 2012

To whom it may concern

Logistik support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Creative and Digital Industries as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Yours sincerely

Sharon Ward
Corporate Responsibility Manager



AGFA GRAPHICS LTD
COAL ROAD
LEEDS LS14 2AL

To whom it may concern

Agfa Graphics Ltd support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Manufacturing and Engineering Technology as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Graham Cooper
Director
Agfa Graphics Ltd

15 November 2012

TO WHOM IT MAY CONCERN

Dear Sir

Kodak Ltd support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing and Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Engineering Technology, as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development, and are able to support our intentions to establish two UTCs in Leeds to help deliver our ambition to be the best city to learn and work in the UK.

Yours faithfully



PHIL BALL
Manufacturing Director
Kodak, Leeds Manufacturing

Our Ref: RCS/tl

Your Ref:

15th November 2012

**Balfour Beatty Construction Northern Limited
East Division**

Centenary House
Carrwood Park
Selby Road
Leeds
LS15 4LG

Tel 0113 287 8860
Fax 0113 287 8861

TO WHOM IT MAY CONCERN

Balfour Beatty Construction Northern Limited support the intention to develop two University Technical Colleges in Leeds. The UTCs present a major opportunity to help support the economic development of Leeds and create the high skilled workforce the city requires to thrive and grow in the future. The Creative and Digital Industries UTC will support the Leeds CDI sector which is one of the largest in the UK and the Manufacturing & Engineering Technology UTC will further develop a sector that is a major contributor to the city's economy.

We welcome the opportunity to be involved for the initial stage in helping shape the development of these exciting new 14-19 institutions. We value the businesslike approach to learning combining practical and academic studies and involving employers and universities in the design and delivery of the curriculum. We are particularly interested in the proposal to create a UTC specialising in Engineering and Bio-medical Technology as this links closely with the work of our organisation.

We hope you share the enthusiasm that we and other partners have for this development and are able to support our intentions to establish two UTCs in Leeds to help delivery our ambition to be the best city to learn and work in the UK.

Yours faithfully
Balfour Beatty Construction Northern Limited



Richard Cassells-Smith
Divisional Director



TPP
Mill House
Troy Road
Horsforth
Leeds
West Yorkshire
LS18 5TN

15th November 2012

Dear Sir/Madam,

TPP fully supports the intention to develop two University Technical Colleges (UTCs) in the Leeds area. New educational establishments will help to improve the economic development of the area and ensure that the city retains a highly skilled workforce for the future.

The development of two new UTCs presents the city with a chance to capture innovation in new industries, advancing Leeds as a market leader for generations to come.

An academic curriculum combined with practical skills will develop students and provide them with the knowledge required for a fulfilling career. Involving employers and universities in the design of the curriculum will help form an unrivalled learning environment.

This is an opportunity to create two fantastic facilities that will help Leeds become the best city to learn and work in the UK.

Yours Sincerely,

A handwritten signature in black ink, appearing to read 'F. White', is written below the closing text.



Lord Hill of Oareford

Parliamentary Under Secretary of State for Schools

Sanctuary Buildings Great Smith Street Westminster London SW1P 3BT
tel: 0370 0002288 www.education.gov.uk/contactus

Tom Riordan
Chief Executive, Leeds City Council
3rd Floor
Civic Hall
Leeds LS1 1UR

5th December 2012

Dear Mr. Riordan,

Thank you for your letter of 16 November expressing your interest in developing up to two University Technical Colleges in Leeds. I am very encouraged to learn that partners in Leeds are interested in this, as I think it would bring an exciting new type of provision to your area.

As you say in your letter, the expression of interest is not compliant with the requirements we have published for applicants. You have not provided details of the education vision and plan for your proposition, the evidence of demand, or capacity and capability, and you have not submitted financial plans. We are therefore not able to consider it as part of this competitive round. I understand that the Baker Dearing Trust have already indicated to you that this would be the case, so I hope this is not a surprise, even if it is a disappointment.

I do hope, however, that employer and university partners will continue working to develop a vision and plan for the UTCs you would like to develop in Leeds, in order to submit a full application in a future round. The strength of that partnership is crucial.

I am copying this letter to the vice-chancellors of Leeds Metropolitan University and the University of Leeds, the Principal of Leeds Trinity University College, and Lord Baker and Charles Parker of the Baker Dearing Trust.

Yours sincerely,


JONATHAN HILL

I am very keen that you should apply in a future round and I am sure that you would be able to put in a very strong bid. If there is any advice we can give you, please let me know.

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Report of the Director of Children's Services

Report to Executive Board

Date: 9 January 2012

Subject: The Development of All-Through Schools at Carr Manor and Roundhay – Lessons Learned

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Moortown and Roundhay	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The purpose of this report is to inform Executive Board of the lessons learned by Children's Services following the report taken to Scrutiny Board (Children and Families) on 27 September 2012 in respect of the all-through school developments at Carr Manor and Roundhay. This report is presented as a joint document with outcomes of Scrutiny Board detailed in full within section 3.2; and specifically in 3.2.4.
2. In October 2011, Design and Cost Reports (DCRs) for the Carr Manor and Roundhay Basic Need projects were submitted to Executive Board for £2.57m and £4.43m respectively. Due to additional costs being subsequently identified in respect of both projects, a further report was taken to the Executive Board on 7th March 2012, seeking approval to an additional £655k in respect of Carr Manor and £2.77m in respect of Roundhay; a total of £3.43m extra spend.
3. In addition to the approval of these additional costs, Executive Board resolved that the processes relating to this specific case be referred to the relevant Scrutiny Board for review; and that a further report be submitted to a future meeting of Executive Board in order provide details of the lessons which have been learned as a result of this issue and any changes to procedure which have been implemented.
4. Following the review undertaken Scrutiny Board is reassured that lessons have been learned from the Roundhay and Carr Manor projects and that extensive work has been undertaken to ensure operational systems are in place to reduce risk. The Board notes that the revised

approaches are currently in practice and have been utilised for a number of major basic need expansion schemes including Little London.

Recommendations

5. Executive Board is requested to note:

- 5.1. the recommendations made by Scrutiny Board (Children and Families) following presentation to this board in September 2012; and
- 5.2. the lessons learned from the Carr Manor and Roundhay projects and the changes in procedure which have been implemented.

1 Purpose of this report

- 1.1 The purpose of this report is to inform Executive Board of the lessons learned by Children's Services following the report taken to Scrutiny Board (Children and Families) on 27 September 2012 in respect of the all-through school developments at Carr Manor and Roundhay.
- 1.2 This report will seek to provide some background contextual information in addition to these lessons learned in order to explain the benefit of the revised procedures subsequently implemented by Children's Services
- 1.3 This report will summarise the recommendations made by Scrutiny Board at its meeting of 27 September. Section 3.2 contains specific information provided by Scrutiny Board. The conclusions of Scrutiny Board are detailed in Section 3.2.4.

2 Background information

- 2.1 In July 2011 the Council's Executive Board approved proposals to change the age range of Carr Manor High School from 11-18 to 4-18, with a reception admission limit of 30 (1FE) using land adjacent to the existing High School site. In September 2011 the same change in age range was approved in respect of Roundhay School, with the 2FE primary-age provision to be delivered on the site of the former Braim Wood School on Elmete Lane. Both schemes were in response to the need for additional pupil places caused by the increasing birth rate across Leeds.
- 2.2 In October 2011, Design and Cost Reports (DCRs) for the Carr Manor and Roundhay Basic Need projects were submitted to Executive Board for £2.57m and £4.43m respectively. Due to additional costs being subsequently identified in respect of both projects, a further report was taken to the Executive Board on 7th March 2012, seeking approval to an additional £655k in respect of Carr Manor and £2.77m in respect of Roundhay; a total of £3.43m extra spend.
- 2.3 In approving these additional costs, Executive Board also resolved that the processes relating to this specific case be referred to the relevant Scrutiny Board for review; and that a further report be submitted to a future meeting of Executive Board in order provide details of the lessons which have been learned as a result of this issue and any changes to procedure which have been implemented.
- 2.4 Children's Services presented a paper to Scrutiny Board on 27 September 2012. This paper sought to:
 - i. Explain how the scheme cost estimates were developed for the DCRs of October 2011
 - ii. Explain the reasons for the additional funding required in respect of both projects
 - iii. Detail the lessons learned from the Carr Manor and Roundhay projects in terms of cost estimation and cost management and detail the revised approach adopted by Children's Services to the management of major capital projects.
- 2.5 Scrutiny Board noted the recommendations presented by Children's Services, which were:
 - a. The reasons for the two original DCRs being submitted to Executive Board in October 2011, which were found to have inaccurate cost estimation based on only limited site specific survey information
 - b. The reasons for the additional capacity funding in respect of the all-through school projects at Carr Manor and Roundhay, totalling £3.43m

- c. The lessons learned from the Carr Manor and Roundhay projects and a revised approach being adopted by Children's Services in the management of major capital projects

2.6 This report seeks to expand on point c) above. Detailed information provided by Scrutiny Board following their September 2012 meeting is included within section 3.2.

3.0 Main issues

3.1 Lessons Learned

3.1.1 Lesson – Project timescales were both insufficient and insufficiently flexible at the outset

Explanation – It was the culture of Education Leeds to attempt to achieve very ambitious project deadlines in order to meet the Council's statutory duty in respect of school place provision. By promoting a culture of inflexibility Education Leeds was able to successfully deliver a large number of projects on time, however this was offset by an increased exposure to cost risk.

Outcomes – Children's Services has developed its project and programme methodologies to include more detailed consideration of whether temporary solutions are required in advance of permanent building solutions being delivered; with the additional cost of these temporary solutions are considered within budgets at the outset. All project managers have been trained to develop programmes based on the constraints of the statutory processes required to increase school admission numbers. The Built Environment team are represented within early discussions with schools and statutory consultation events in order to shape expectations in respect of timescales.

3.1.2 Lesson – Project and programme budgets were established based on inappropriate information and not sufficiently validated by private partners.

Explanation – The budgets for both the Roundhay and Carr Manor projects were established using the actual costs of previous school extension projects delivered via the modular framework contract. These were validated by a consultant-led exercise based on conceptual rather than 'real' sites, i.e. this exercise was desktop only. An allowance for risk was added, however contingency levels were reduced in response to lack of funding available from central government and the need to demonstrate that multiple projects could be resourced simultaneously. It was not explicit within the contract cost rates that they did not apply to whole new school projects; which exposed LCC to increased risk of 'abnormal' costs being identified. These abnormal costs were incurred for both projects. Detailed validation from the Strategic Design Alliance (SDA) was not sought nor offered and therefore the risk of each budget being insufficient was not identified until after the DCRs were submitted.

Outcome – Methodologies for estimating budgets for programme planning purposes are adjusted in accordance with actual previous project costs and detailed consultant cost advice is sought prior to proposals to increase the capacity of a school being presented to Executive Board. Contingency levels for each project are in line with national best practice. There is a clear expectation of all project delivery staff that project risks are priced and included in overall cost projections to ensure these represent a 'worst case' position.

3.1.3 Lesson – DCRs were submitted prior to cost certainty being achieved in order to compress project timescales.

Explanation – The process of submitting DCRs based on early cost estimates was established by Education Leeds and embedded into project management methodologies implemented by the Estate Management (now Built Environment) team. This process was designed to allow project programmes to be compressed in order to speed up delivery timescales and proved successful for the delivery of smaller school extension projects.

Outcome – This process has now ceased. Children’s Services has implemented a robust methodology of ensuring that cost certainty, barring any unforeseen events that could not reasonably be expected, has been achieved prior to the submission of each project DCR. It is acknowledged that adopting the process of submitting DCRs at an early stage for whole new school projects increased LCC exposure to the risk of budgets being insufficient at the point of contract award. This risk was not fully understood at the time the DCRs were submitted for Carr Manor and Roundhay.

- 3.1.4 Lesson – The project management team were insufficiently experienced in delivering whole school modular buildings and the contract form and/or building type was inappropriate for this type of project.

Explanation – The projects at Carr Manor and Roundhay were delivered using a modular framework contract procured in 2009 by Education Leeds in partnership with the Council’s strategic partner at that time, the SDA. The Education Leeds staff responsible for the establishment of the contract had left the organisation by August 2011 and handover arrangements were subsequently proved to be inadequate. In the absence of guidance from the SDA to the contrary, it was assumed that the modular framework contract was appropriate to deliver projects such as Carr Manor and Roundhay.

Outcome – The project managers for both the Carr Manor and Roundhay projects had no experience of delivering whole new schools using modular buildings and the assumption that the modular approach was suitable for this type of project proved erroneous. Strong client – designer relations are being developed between Children’s Services and the Council’s JVC partner, Norfolk Property Services (NPS) to ensure a mature partnering approach is taken during project inception stages. This will ensure quality procurement advice is received at the outset. All project managers are to be offered training on different contract types to develop professional expertise; and this is being supported by the Council’s Public Private Partnership Unit (PPPU) department. Thorough handover processes are now in place and embedded into practices within the Built Environment team and overseen by senior management. No whole school modular buildings have since been procured.

- 3.1.5 Lesson – The design and build contract form does not have sufficient synergy with Council financial approval processes.

Explanation – Within design and build contracts such as the modular framework contract used at Roundhay and Carr Manor the point at which cost certainty is achieved is later than within traditionally procured contracts. This necessitates the submission of a DCR at a later stage and therefore increases the length of the overall project programme. Design and Build contracts have been used very successfully by LCC across multiple programmes such as Building Schools for the Future and have a number of advantages, however the modular framework contract did not have a traditional client ‘design freeze’ built into the project stages and therefore exposed the Council to increased cost risk. It would not have been possible to submit the DCRs for Carr Manor and Roundhay at contractor design freeze and to deliver the school places by September 2012.

Outcome – As detailed within 3.1.4 above, relationships between client departments such as Built Environment and the Council’s JVC partner NPS are enabling informed decisions on contract types to be made at an early stage. Detailed project planning workshops are established for each project to ensure that all financial approvals are built into construction programmes from the outset and the clear expectation that cost certainty must be achieved before authority to spend is sought is embedded in Built Environment project management processes. All staff have received additional training and written guidance materials have been produced to reinforce these messages.

3.1.6 Lesson – Insufficient screening of DCRs occurred within Children’s Services at the time these were submitted for both the Carr Manor and Roundhay projects.

Explanation – The restructure of senior leadership posts in Children’s Services was not completed until January 2012. During August and September 2011 when the DCR reports were submitted there was reduced management capacity and lack of clarity for project managers in respect of the appropriate report screening processes.

Outcome – A robust screening methodology is now in place and has proved successful since its implementation. All DCRs are cleared by senior management within the Built Environment team and the senior finance officer to ensure accuracy, detail and quality before final approval is requested from the Chief Officer for Strategy Performance and Commissioning. All Built Environment staff have received training to embed this approach. It is now a clear expectation of project managers that they are accountable for ensuring clearance is achieved in a timely manner.

3.1.7 Lesson – Communication strategies generally, and specifically with elected Ward members, were not well defined or managed.

Explanation – Education Leeds processes for communication in respect of Basic Need projects were largely managed at a programme level and therefore were insufficiently detailed. Whilst communications plans were developed at the outset of each project they were not regularly updated and good practice of regular communication with elected Ward Councillors; which was established within previous transformational building programmes and projects; was not followed for Basic Need projects.

Outcome – All Children’s Services project managers are required to produce and regularly update a formal communications plan for each project, irrespective of the project size or complexity. The need for regular written or verbal communication with elected Ward Councillors is included as a standard requirement for all Basic Need projects. Communications plans are approved at Programme Manager level within Built Environment.

3.1.8 Lesson – The programme management of Basic Need within Estate Management (now Built Environment) team promoted a lack of accountability amongst project managers within the team.

Background – During 2010 and 2011, operational management of the Basic Need programme was undertaken by one senior officer with programme management and technical building expertise. As part of this role the officer took on additional responsibilities in respect of cost management and the development of project programmes. This created an inconsistent approach amongst project managers, many of whom were not accustomed to the responsibility of managing Basic Need projects in a holistic way. When this member of staff left the organisation in August 2011 there was a clear skills gap that was not filled until the Children’s Services leadership recruitment process was concluded in January 2012. Handover processes at that time were inadequate.

Outcome – Clear responsibilities are now in place for all project managers. These have been reinforced via standardised appraisal targets, team meetings and service training events. The Built Environment team now has full management capacity and therefore appropriate escalation routes are available for all project management staff. In addition, Children’s Services has commissioned PPPU to support with project management and governance on the next phase of major Basic Need projects. PPPU have extensive experience of project delivery; and whilst this adds additional costs to projects, this partnership has been valuable in identifying areas of good practice that will be applied to future project.

- 3.1.9 Lesson - Insufficiently detailed communication with Planning and Highways prior to the submission of a planning application increases cost risk.

Explanation - In the cases of Roundhay and Carr Manor there was insufficient time built into project programmes at the outset to facilitate comprehensive advice from colleagues in Planning and Highways that could have been used to inform the anticipated project costs. The process of informal consultation had been established during previous years' Basic Need programme delivery and the risks had not been fully re-assessed prior to the development of project programmes that targeted a September 2012 completion date for these two projects.

Outcome – Consultation with both planning and highways commences prior to project inception in order that any risks can be identified at the earliest possible stage. Children's Services have developed a robust service delivery standard with colleagues in Highways that includes regular meetings at senior and officer level and the provision of formal written advice. Where increased risk is identified for particular projects, a draft planning application is submitted to Plans Panel prior to design freeze in order that any feedback and costs can be included in the project scope. Additionally, a cross Council Basic Need Programme Board has been established with Chief Officer representation from Planning and Highways to contribute to Basic Need proposals.

- 3.1.10 Lesson – Inaccurate assumptions were made at the outset that the sites for the new school buildings at Carr Manor and Roundhay would be appropriate.

Explanation – The sites selected for both projects were agreed in partnership with relevant Council departments as both had previously been declared surplus by Education Leeds. There was an assumption that, as both sites had previously been schools, the level of risk at each would be relatively low. This proved to be inaccurate.

Outcome – Children's Services has implemented an improved rigorous approach to site selection in partnership with Corporate Asset Management and City Development. The governance structures in place for projects also include representatives from key departments in order that risks are identified and mitigated. Children's Services has also commenced the commissioning of NPS prior to the statutory consultation stage to assess the 'viability' of particular sites or proposals. Whilst this requires financial commitment and therefore increases the risk of abortive fee charges it does facilitate robust risk management and better strategic decision making.

3.2 Scrutiny Board outcomes and recommendations

The following information has been approved by the Chair of Scrutiny Board (Children and Families)

3.2.1 Introduction

On 7th of March 2012 Executive Board considered the report of the Director of Children's Services, 'Basic Needs 2012: Carr Manor and Roundhay all through schools revised costs'. The purpose of the report was to request a transfer of secured grant funding and the authorisation of expenditure amounting to £3.43m in respect of the Carr Manor and Roundhay all through school projects. The figure of £3.43m represented an increase in costs since the original design and cost reports¹ were submitted to the Executive Board by the Director of Children's Services in October 2011.

In response the Executive Board raised a number of concerns . Whilst it was acknowledged that this matter was not subject to Call In, due to the need to ensure that the

¹ CARR MANOR HIGH SCHOOL: PRIMARY ACCOMMODATION Capital Scheme Number: 15822/CAM/000, ROUNDHAY HIGH SCHOOL TECHNOLOGY AND LANGUAGE COLLEGE : PRIMARY ACCOMMODATION Capital Scheme Number: 15822/ROU/000

accommodation was in place for September 2012, it was requested by the Executive Board that the matter be referred to the relevant Scrutiny Board, so that the related processes could be reviewed.

The Scrutiny Board (Children and Families) resolved to consider this matter at its meeting on the 27th of September 2012. The objective of the Scrutiny Board was to consider the lessons which had been learned and identify if sufficient changes to procedure have been made to minimise the risk of a significant overspend arising in the future.

3.2.2 Comments and Considerations

The Director of Children's Services submitted a report to the Scrutiny Board in preparation for the meeting on the 27th of September 2012 entitled 'The Development of All-Through Schools at Carr Manor and Roundhay'.

The following Executive Member and officers attended the Scrutiny Board meeting:

- Councillor Blake, Executive Member (Children and Families)
- Nigel Richardson, Director of Children's Services
- Sarah Sinclair, Chief Officer (Strategy, Commissioning and Performance)
- James Saunders, Built Environment Programme Manager.

The Scrutiny Board were presented with an explanation of how the original costs provided in the design and cost report of October 2011 were assessed.

In introducing the report the Chief Officer (Strategy, Commissioning and Performance) advised the Scrutiny Board that the preliminary design and cost project work spanned a period of time during which Education Leeds were undergoing a major transitional phase back into the management of Local Authority.

It was explained to the Scrutiny Board that operational practice around approvals and projects in Education Leeds was different to the practice within Leeds City Council. There was a desire to progress schemes as quickly as possible in order to meet demand for school places. It was therefore normal practice to submit design and cost reports based on estimated costs to Executive Board as early as possible. The Scrutiny Board was advised that historically this process had worked well for most schemes. On reflection the Scrutiny Board perceived that this was a high risk strategy employed by Education Leeds but were reassured to note that this was not a practice followed by Leeds City Council generally.

The Scrutiny Board was informed that the Carr Manor and Roundhay schemes were costed on a modular framework contract and that this type of framework had never been used before for costing a whole school solution. The Board asked if any member of the project team had relevant experience to oversee a development of this type and were advised that no officer working on the projects had the relevant experience to deliver whole new modular build schools at that time.

The Board wished to understand if the developments would have gone ahead in the same way if initial costs had been estimated correctly. In response the Board was advised that there was a lack of maturity in the Estate Management project team at that time and therefore insufficient experience to challenge if a whole new modular build was the best method to utilise. The additional costs have brought the schemes in line with more traditional build projects, which are generally more expensive. The Board also identified that further expenditure of £155,223.76 has been incurred to pay for temporary accommodation at the Roundhay site due to the delay in project completion.

Evidence clarified that discussions had taken place with both Highways and Planning officers based within the City Development Department from July 2011, in advance of the

design and cost report being submitted to the Executive Board. The Scrutiny Board was informed that advice had been provided regarding planning and highways requirements relating to site conditions and traffic management which were not incorporated into the original costings. The Board was also told that much of the advice provided in the initial stages was informal and this again was attributed to a lack of experience and maturity in the project team. It was acknowledged that formal and structured questions at an earlier time with colleagues in the City Development Department should have been undertaken. Further questioning also identified that there was a lack of integration in operations between Education Leeds and Leeds City Council which resulted in information not being shared relating to the sites.

The Scrutiny Board asked if the project team had taken into account the contribution made by Elected Members regarding the Roundhay site during the consultation period as it highlighted some of the issues with the site. The Board was advised that project managers were aware of the views during that time, however managers did not attend all the public meetings at the start of the project when consultation was being undertaken.

Clarification was sought on the strategic approach to plan for the provision of sufficient school accommodation based on projected birth rate, as the problems encountered to provide primary accommodation will eventually manifest at secondary stage. It was clarified that there has never been a proper clear asset strategy which accounted for demographic changes and that a reactive situation had developed to meet demand. Reassuringly the Scrutiny Board were advised that work is currently being done to formulate a whole council approach to asset management which considers population and demand.

3.2.3 Identified Improvements

The Scrutiny Board was made aware of a number of improvements that have been put into place to reduce risk and improve operational procedures the following were considered in greater detail at the meeting:

- Design and cost reports are no longer taken forward to Executive Board until the design freeze stage when costs can be accurately predicted.
- Children's Services are more realistic about timescales, which may result in the requirement for temporary solutions, however this should ensure that projects are delivered successfully and within anticipated cost.
- Significant work has been undertaken to build and formalise relationships between Children's Services and the City Development Department to ensure advice is sought and considered for planning and highways matters at an early stage. Further consideration is also being undertaken jointly about the use of land and buildings in Council ownership.
- Where expert advice is required Children's Services is utilising the commissioned services of Norfolk Property Solutions Leeds who provide a multi-disciplinary architectural and property service.
- Children's Services are now supported by the Public Private Partnership Unit who have considerable experience in project delivery and governance.
- Project managers now attend public consultation meetings.

3.2.4 Conclusions of the Scrutiny Board (Children and Families)

The Scrutiny Board (Children and Families) :

- is reassured that lessons have been learnt from the Roundhay and Carr Manor projects and that extensive work has been undertaken to ensure operational systems are in place to reduce risk. The Board are also satisfied that expert support is in place which can be utilised to ensure projects are designed and costed appropriately, particularly where experience is not available in Children's Services.

- notes that the revised approaches are currently in practice and have been utilised for a number of major basic need expansion schemes including Little London.
- considers that the progression of a proactive strategy for the provision and management of assets based on population growth and demand should continue.
- recommends that the views of ward councillors are sought early in consultation processes due to their knowledge of the locality and strong links with the community.

4.0 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The proposals in respect of changing the age range of both secondary schools and the provision of 90 additional pupil places for 2012 have been subject to extensive consultation including public consultation and legal requirements in accordance with statutory process since December 2010. The Executive Board reports are listed in section 7.
- 4.1.2 All capital building works have been the subject of consultation between Children's Services Officers, the school and governing body and the public via the statutory planning processes.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The recommendations within this report do not have any direct or specific impact on any of the groups falling under equality legislation and the need to eliminate discrimination and promote equality.
- 4.2.2 Equality Impact Assessment screening documents were prepared for each individual project at the outset by the Children's Services Capacity Planning and Sufficiency team. These documents are available at Appendix 1.

4.3 Council policies and City Priorities

- 4.3.1 The projects at Carr Manor and Roundhay met the Local Authority's statutory duty to provide sufficient school places. These projects also make a positive contribution towards the modernisation of the school estate across the city and should help raise standards and educational attainment amongst school pupils.

4.4 Resources and value for money

- 4.4.1 On 7 March 2012 Executive Board approved additional costs of £2.77m and £655k for the projects at Roundhay and Carr Manor respectively. This represents a total additional expenditure of £3.43m. The additional funding has been allocated from two secured grant funded schemes, £3.177m from Scheme 14185/000/000 Devolved Schools Capital Grant and £0.253m from Scheme 16404/000/000 (2011/2012) Basic Need Grant.
- 4.4.2 The additional expenditure has not necessitated the cancellation or abortion of any other planned capital project.
- 4.4.3 It was confirmed during the request for Authority to Spend in March that the overall project cost for each school was assessed as value for money by the Council's former strategic partner and cost consultants for the projects. This assessment was based on the range of challenges faced given the complexities of both sites, plus a delay in achieving planning permission and contractor Administration in respect of the Roundhay project.
- 4.4.4 Despite the increased costs, the overall cost per square metre for each school is comparable with other new school projects delivered since 2011.

- 4.4.5 As detailed within the report to Scrutiny Board in September 2012, the key areas and reasons for the variance and the need for additional capital funding were:
- (i) The production and timing of the DCR submission
 - (ii) The nature of the modular framework contract
 - (iii) Planning considerations
 - (iv) Ground conditions

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This report contains information provided by Scrutiny Board (Children and Families) and the finalised version has been shared with Scrutiny Board prior to circulation to Executive Board; however it remains eligible for call-in.

4.6 Risk Management

- 4.6.1 Prior to March 2012 the project management of these two projects was undertaken using the model developed and used within Education Leeds. This is based on Prince 2 methodology. All project managers are now using the Council's Delivering Successful Change methodology.

5.0 Conclusions

- 5.1 There are a complex range of contributory factors that have resulted in the need to request Authority to Spend additional funds to deliver the Basic Need projects at both Roundhay and Carr Manor.
- 5.2 The opportunity for a fundamental review of the working practices adopted by Education Leeds has highlighted a series of required procedural and structural changes that have now been implemented by Children's Services across all projects. Children's Services welcomes the role of Scrutiny Board in this process.
- 5.3 Following the review undertaken Scrutiny Board is reassured that lessons have been learned from the Roundhay and Carr Manor projects and that extensive work has been undertaken to ensure operational systems are in place to reduce risk. The Board notes that the revised approaches are currently in practice and have been utilised for a number of major basic need expansion schemes including Little London.

6.0 Recommendations

- 6.1 Executive Board is requested to note:
- (i) the recommendations made by Scrutiny Board (Children and Families) following presentation to this board in September 2012; and
 - (ii) the lessons learned from the Carr Manor and Roundhay projects and the changes in procedure which have been implemented.

7.0 Background documents²

None

² The background documents listed in this section are available for download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 – Equality Impact Assessment Documentation

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: Planning & Learning Environments	Service area: School Access Service
Lead person: Darren Crawley	Contact number: 0113 2243867

1. Title: Roundhay through school
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 establish a through school as part of the current Roundhay school which will provide provision for 4 to 19 year olds. It is intended that Key stage 1 and 2 will be established on the site of the former Braim Wood school with Key stage 3 and 4 continuing to operate from the existing Roundhay school.
- Purpose**
 To create an additional 2 forms of entry (60 places) primary provision within the Roundhay area to help manage the shortage of school places within this area.

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	<input checked="" type="checkbox"/> Yes

or the wider community?	<input 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
If you have answered yes to either of the above go to question 4	
If you have answered no to either of the above go to decision 3 in question 5	

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 checked="" type="checkbox"/> No
If yes please provide details	

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.	
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** 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 either or both questions in 3

Please provide details

Date screening completed	27 th October 2010
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ROUNDHAY THROUGH SCHOOL

Service Area: School Access Service	Team: School Organisation
Assessment prepared by: Darren Crawley	Contact number: 0113 2243867
Date of assessment: 27 th October 2010	

1. Summary of project that was assessed:

To create a through school providing community school provision for 4-18 year olds operating from 2 sites. The current Roundhay school will house key stage 3 and 4 pupils with key stage 1 and 2 pupils being located on the site of the old Braim Wood school, which will offer 60 places to reception class.

2. Summary of people/services involved with assessment:

An operational group has been setup to develop and work through proposals to expand school provision across the city as part of the School Places Strategy – Planning Learning Places in Leeds 2010-2013. This group consists of officers from various services within Education Leeds. These include: *School Organisation – Lesley Savage and Darren Crawley, PMIT – Heather Ross and Nev Smith, Estates Management – Steve Hoggart and Alex Macleod, Inclusion – Liz Lowes, School Improvement – Helen Kirwin, Extended Services – Dave Foxtton, Early Years – Julia Manning.*

3. Research:

As part of the process to develop options, various research work is undertaken including:

- Analysis of birth data, looking at past trends
- Projections based on births and take-up, to determine whether there are enough school places within a particular area.
- Parental preference patterns.
- The types of schools within the area, does this offer choice and diversity?
- Research around BME to ensure these groups are not adversely affected.
- Ensure that we adhere to our legal duty of promoting choice and diversity.
- Communicating with schools and local members to gain a better understanding of the wider community
- Communicating with the community at a later stage of the process to obtain views.

7. Who may be affected by this project?

Equality characteristics

- | | | |
|---|---|--|
| <input checked="" type="checkbox"/> Age | <input checked="" type="checkbox"/> Carers | <input checked="" type="checkbox"/> Disability |
| <input type="checkbox"/> Gender reassignment | <input checked="" type="checkbox"/> Race | <input type="checkbox"/> Religion or Belief |
| <input type="checkbox"/> Sex (male or female) | <input type="checkbox"/> Sexual orientation | |
| <input type="checkbox"/> Other | | |

Stakeholders

- | | | |
|--|---|--|
| <input checked="" type="checkbox"/> Services users | <input checked="" type="checkbox"/> Employees | <input checked="" type="checkbox"/> Trade Unions |
| <input checked="" type="checkbox"/> Partners | <input checked="" type="checkbox"/> Members | <input type="checkbox"/> Suppliers |
| <input checked="" type="checkbox"/> Other please specify: <i>Diocese, Neighbouring authorities</i> | | |

Potential barriers.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |
| <input type="checkbox"/> Cost | <input checked="" type="checkbox"/> Consultation and involvement |
| <input type="checkbox"/> Other, please specify | |

8a. Summary of Impacts:				
Equality Characteristic	Positive Impact	Negative Impact	Neutral Impact	Description
AGE	X			Parents with children in the school at key stage 2, will not have to apply for a place into key stage 3 as their place will be automatic.
AGE	X			An additional 60 places will be made available for children aged between 4-11 within the Roundhay area.
AGE	X			Younger children will have access to a wide range of additional educational facilities by being able to access the site of the secondary provision.
AGE			X	Younger children's safety & wellbeing will be protected by locating primary provision on a satellite site.
DISABILITY			X	School will be built to DDA guidelines to ensure accessibility in and around the building for all.
RACE		X		Due to 60 places in year 7 being allocated to children already in the school at year 6, certain communities within Harehills who may have previously got a place at the school in year 7 may now find it difficult to get a place.

8b. Summary of stakeholders involvement:
<ul style="list-style-type: none"> - Initial briefing sessions with Headteacher, governing body and ward members. - Members of the assessment team who represent various services and partners are part of discussions and meetings throughout the process. - School employees and trade unions will be met during the consultation stage. - Parents and members of the community will be consulted via a public meeting.

8c. Summary of Potential barriers:		
Type of barrier/Issue	Action needed	Impact

Built environment	DDA guidelines adhered to.	Ensure accessibility for all
Information and Communication	A consultation document and public meeting will be used to convey the aims of the proposal to the wider community.	All relevant parties are able to express their views verbally and in written format.
Consultation and Involvement	Consultation documents available on request in other languages	All communities are consulted and are able to express their views on the proposal.

9. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes No

Please provide detail:
 Creation of a 2fe primary in this area will mean that children’s nearest school polygons will change potentially bringing different communities in contact with each other.

Action required:
 None

10. Could this activity be perceived as benefiting one group at the expense of another?

Yes No

Please provide detail:
 The nearest school boundaries would mean that children who are nearest to the primary school site would automatically get a place into secondary if they attended the primary school. The make up of the area around the primary school site is 50% white British and 50% BME. There is an area between Hovingham and Bankside where some of the children have been able to get a place at Roundhay High school in the past. However, the new primary site will not be their nearest primary school and therefore will find it difficult to get a place at Roundhay for secondary provision due to 60 places automatically allocated. The makeup of this area is 85% BME, 15% white British.

Action required:

11. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person

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: Planning & Learning Environments	Service area: School Access Service
Lead person: Darren Crawley	Contact number: 0113 2243867

1. Title: Carr Manor through school
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 establish a through school as part of the current Carr Manor High school which will provide provision for 4 to 19 year olds. It is intended that Key stage 1 and 2 will be established in a new modular building on land near to Carr Manor High school.
- Purpose**
 To create an additional 2 forms of entry (60 places) primary provision within the Meanwood area to help manage the shortage of primary school places within this area and surrounding areas.

3. Relevance to equality, diversity, cohesion and integration
please tick the appropriate boxes

Question	Your answer
----------	-------------

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

<p>4. Considering equality, diversity, cohesion and integration</p>	
<p>Are you including equality, diversity, cohesion and integration as part of considerations within your future planning.</p> <p>(you need to consider age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics)</p>	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
<p>If yes please provide details</p>	

<p>5. Screening decision</p>	
<p>Decision 1 – need to complete an equality, diversity, cohesion and integration impact assessment...</p> <p>...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.</p>	
<p>When will you complete the impact assessment?</p>	<p>Date:</p>

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** 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 either or both questions in 3

Please provide details

Date screening completed	27 th October 2010
---------------------------------	-------------------------------

CARR MANOR THROUGH SCHOOL

Service Area: School Access Service	Team: School Organisation
Assessment prepared by: Darren Crawley	Contact number: 0113 2243867
Date of assessment: 8 th November 2010	

1. Summary of project that was assessed:

To create a through school providing community school provision for 4-18 year olds operating from 2 sites. The current Carr Manor High school will house key stage 3 and 4 pupils with key stage 1 and 2 pupils being located in a new modular building on land next to Carr Manor High school. The modular building will offer primary provision for 60 children in reception class, this will be in addition to the 60 places currently be offered at Carr Manor Primary. This school will not be linked to this proposal.

2. Summary of people/services involved with assessment:

An operational group has been setup to develop and work through proposals to expand school provision across the city as part of the School Places Strategy – Planning Learning Places in Leeds 2010-2013. This group consists of officers from various services within Education Leeds. These include: *School Organisation – Lesley Savage and Darren Crawley, PMIT – Heather Ross and Nev Smith, Estates Management – Steve Hoggart and Alex Macleod, Inclusion – Liz Lowes, School Improvement – Helen Kirwin, Extended Services – Dave Foxtton, Early Years – Julia Manning.*

3. Research:

As part of the process to develop options, various research work is undertaken including:

- Analysis of birth data, looking at past trends
- Projections based on births and take-up, to determine whether there are enough school places within a particular area.
- Parental preference patterns.
- The types of schools within the area, does this offer choice and diversity?
- Research around BME to ensure these groups are not adversely affected.
- Ensure that we adhere to our legal duty of promoting choice and diversity.
- Communicating with schools and local members to gain a better understanding of the wider community
- Communicating with the community at a later stage of the process to obtain views.

7. Who may be affected by this project?

Equality characteristics

- | | | |
|---|---|--|
| <input checked="" type="checkbox"/> Age | <input checked="" type="checkbox"/> Carers | <input checked="" type="checkbox"/> Disability |
| <input type="checkbox"/> Gender reassignment | <input checked="" type="checkbox"/> Race | <input type="checkbox"/> Religion or Belief |
| <input type="checkbox"/> Sex (male or female) | <input type="checkbox"/> Sexual orientation | |
| <input type="checkbox"/> Other | | |

Stakeholders

- | | | |
|--|---|--|
| <input checked="" type="checkbox"/> Services users | <input checked="" type="checkbox"/> Employees | <input checked="" type="checkbox"/> Trade Unions |
| <input checked="" type="checkbox"/> Partners | <input checked="" type="checkbox"/> Members | <input type="checkbox"/> Suppliers |
| <input checked="" type="checkbox"/> Other please specify: <i>Diocese, Neighbouring authorities</i> | | |

Potential barriers.

- | | |
|---|--|
| <input checked="" type="checkbox"/> Built environment | <input type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information and communication | <input type="checkbox"/> Customer care |
| <input type="checkbox"/> Timing | <input type="checkbox"/> Stereotypes and assumptions |
| <input type="checkbox"/> Cost | <input checked="" type="checkbox"/> Consultation and involvement |
| <input type="checkbox"/> Other, please specify | |

8a. Summary of Impacts:				
Equality Characteristic	Positive Impact	Negative Impact	Neutral Impact	Description
AGE	X			Parents with children in the school at key stage 2, will not have to apply for a place into key stage 3 as their place will be automatic.
AGE	X			An additional 60 places will be made available for children aged between 4-11 within the Meanwood area.
AGE	X			Younger children will have access to a wide range of additional educational facilities by being able to access the site of the secondary provision.
AGE			X	Younger children's safety & wellbeing will be protected by locating primary provision on a satellite site.
DISABILITY			X	School will be built to DDA guidelines to ensure accessibility in and around the building for all.

8b. Summary of stakeholders involvement:
<ul style="list-style-type: none"> - Initial briefing sessions with Headteacher, governing body and ward members. - Members of the assessment team who represent various services and partners are part of discussions and meetings throughout the process. - School employees and trade unions will be met during the consultation stage. - Parents and members of the community will be consulted via a public meeting.

8c. Summary of Potential barriers:		
Type of barrier/Issue	Action needed	Impact
Built environment	DDA guidelines adhered to.	Ensure accessibility for all
Information and Communication	A consultation document and public meeting will be used to convey the aims of the proposal to the wider community.	All relevant parties are able to express their views verbally and in written format.

Consultation and Involvement	Consultation documents available on request in other languages	All communities are consulted and are able to express their views on the proposal.
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9. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes
 No

Please provide detail:
 Creation of a 2fe primary in this area will mean that children's nearest school polygons will change potentially bringing different communities in contact with each other.

Action required:
 None

10. Could this activity be perceived as benefiting one group at the expense of another?

Yes
 No

Please provide detail:

Action required:

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person

12. Governance, ownership and approval State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment		
Name	Job Title	Date

13. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)	
<input type="checkbox"/>	As part of Service Planning performance monitoring
<input type="checkbox"/>	As part of Project monitoring
<input type="checkbox"/>	Update report will be agreed and provided to the appropriate board Please specify which board
<input type="checkbox"/>	Other (please specify)

14. Publishing	
Date sent to Equality Team	
Date published	

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Report of: Director of Adult Social Services and Director of Public Health

Report to: Executive Board

Date: January 9th 2013

Subject: Dementia-friendly Leeds

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. This report gives an overview of work to date and future plans for dementia-friendly Leeds. The scope of this report covers important developments in health and social care; and steps towards local “dementia-friendly communities”, which are intended to improve the everyday experience of living with dementia.
2. A dementia-friendly Leeds can only be achieved by the Council working with partner organisations. During 2012, this has included:
 - The Council announcing the commitment to dementia-friendly Leeds (March 2012); and our event for dementia awareness week, “Better lives for people with dementia in Leeds”, hosted by West Yorkshire Fire and Rescue.
 - Support from the three Clinical Commissioning Groups in Leeds to allocate £400K of service transformation monies to projects to develop early diagnosis, post-diagnosis support, integrated care, and a skilled workforce. A further £45K has been attracted from NHS regional innovation fund, for collaborative work to reduce inappropriate use of anti-psychotic medication.

Recommendations

That Executive Board:

- notes the progress made on local strategy and actions to improve the experience of living with dementia in Leeds, including significant investment from local NHS transformation funds.
- affirms the commitment to dementia-friendly Leeds, and requests local strategic partners to support the formation of a Leeds Dementia Action Alliance .
- leads and prioritises this commitment within all areas of Executive responsibility.
- requests all Strategic Directors to develop a proposal which identifies appropriate front-line staff to have dementia-awareness training, and the associated costs.

Purpose of this report

- 1.1 This report gives an overview of work to date and future plans for dementia-friendly Leeds. The scope of this report covers important developments in health and social care; and steps towards local “dementia-friendly communities”, which benefit the everyday experience of living with dementia. It is an opportunity to develop the Council’s leadership of dementia-friendly Leeds.

2 Background information

- 2.1 It is estimated that there are 8,400 people with dementia in Leeds, of whom 4,000 have a diagnosis recorded. Dementia is a term used to describe:
- a set of symptoms that include loss of memory, mood changes, and problems with communication and reasoning. There are many types of dementia. The most common are Alzheimer's disease and vascular dementia. Dementia is progressive, which means the symptoms will gradually get worse*¹.
- 2.2 *Living Well With Dementia: a National Dementia Strategy* (Department of Health, 2009) is a strong statement of dementia being seen as a national priority. It set out a model to transform health and social care, prioritising early diagnosis and support; improving quality of care and the training of the workforce; and thereby reducing the high costs associated with the condition.
- 2.3 The Department of Health and the Alzheimer’s Society issued the call for dementia-friendly communities in March 2012. Six cities - Bradford, Leeds, Liverpool, Plymouth, Sheffield and York - responded to this call and were announced at the Alzheimer’s Society’s *Dementia 2012* event on 26th March².
- 2.4 The Alzheimer’s Society has led the formation of the Dementia Action Alliance (DAA) as a national organisation which brings together “organisations from across the charity, public and private sector to radically improve the lives of people with dementia”³. Leeds City Council has joined the DAA, and the Council’s Director of Adult Social Services addressed the launch of the Yorkshire and Humberside Dementia Action Alliance on November 16th.

3 Main issues

- 3.1 The Council and local NHS organisations, working with a broad range of stakeholders, have produced a draft strategy, *Living Well With Dementia in Leeds*, to be finalised with a published action plan early in 2013. It recognises that:
- Dementia is a long-term condition, which can be managed to maintain well-being; and usually co-exists with other long-term conditions;
 - Support must be co-ordinated throughout the “dementia journey”, from awareness of early signs and symptoms, through diagnosis and early intervention, to care through the advanced stages and end of life care.
 - Family members and carers are often the most important support that a person with dementia has, and have specific needs arising from the impact of dementia on relationships, decision-making, and daily living.

¹ <http://www.alzheimers.org.uk/site/scripts/documents.php?categoryID=200120>

² <http://mediacentre.dh.gov.uk/2012/03/26/becoming-world-leader-for-dementia-friendly-society-care-research/>

³ <http://www.dementiaaction.org.uk/>

- 3.2 The three Clinical Commissioning Groups (CCGs) in Leeds have all engaged positively with the development of the local dementia strategy, and the approach of including dementia as part of integrated health and social care developments. Leeds North CCG leads on dementia on behalf of the collaborative arrangements between the three CCGs. As Clinical Director of Leeds North CCG, Dr Manjit Purewal has lead responsibility for dementia.
- 3.3 The three CCGs in Leeds will be required to set a quantified ambition for diagnosis rates. This is the percentage of people estimated to have dementia in the population, who are actually recorded on GP registers as having a diagnosis of dementia. In Leeds, the current figure is 47%, compared to a national average of 43%⁴. The NHS will not set a single national target, because of the wide variation in diagnosis rates. Instead, the Department of Health will *support clinical commissioning groups to set a local ambition to improve their dementia diagnosis rate, commission sufficient memory services to deliver their ambition, and to track and demonstrate their progress; anduse the NHS Outcomes Framework 2013/14 to measure progress on diagnosis rates*⁵.
- 3.4 The following priorities have been identified for improving health and social care in Leeds, the first four of which will be supported by one-off investment of local service transformation funds:
- Increasing early detection and diagnosis, by support and training for GPs, and improvements to memory clinic services.
 - Ensuring that after diagnosis, there is a clear offer of support and treatment to maintain well-being and independence as far as the condition allows.
 - Improving integrated care for people with more complex needs and risks, which arise from a combination of dementia, long-term conditions, and frailty.
 - Achieving the standard for workforce quality, for health and social care, set by the National Institute for Clinical Excellence – that people with dementia are cared for by appropriately-trained staff.
 - Better support with emotional and psychological needs, and reduced use of anti-psychotic medication; supported by investment of £45K NHS regional innovation fund.
 - A local campaign to improve public awareness, and promoting positive attitudes towards people living with dementia.
 - Leeds Teaching Hospitals Trust to improve ward environments, in line with the NHS Call To Action *The Right Care – developing dementia-friendly hospitals*⁶.
 - A dementia needs assessment for the Leeds population, to improve our understanding of local needs, as part of the Joint Strategic Needs Assessment.
- 3.5 Alongside these priorities, Leeds is committed to developing dementia-friendly communities and involving people living with dementia in this process. This requires the greatest degree of engagement from a wide range of businesses and organisations outside health and social care, most of whom never have considered their role in enabling people to live well with dementia.

⁴ <http://www.alzheimers.org.uk/dementiamap>

⁵ <https://www.wp.dh.gov.uk/dementiachallenge/files/2012/11/The-Prime-Ministers-Challenge-on-Dementia-Delivering-major-improvements-in-dementia-care-and-research-by-2015-A-report-of-progress.pdf>

⁶ www.dementiaaction.org.uk/info/2/action_plans/165/the_right_care_creating_dementia_friendly_hospitals

- 3.6 The Alzheimer's Society has produced a consultation paper (October 2012) on the recognition process for dementia friendly communities⁷. It proposes that a dementia-friendly community should:
- a. Have a Dementia Action Alliance or similar effective network;
 - b. support from recognised local leaders championing the work, including from the statutory and commercial sectors;
 - c. have analysed the key issues that need to be adapted / changed;
 - d. involve people living with dementia, taking account of lived experiences and needs.
 - e. identified businesses and organisations which are priority for awareness / training, with publicly-accessible records of those who have completed it.
 - f. organisations providing information about dementia and local services, with a range of outlets and formats.
- 3.7 We have made progress on each these specific criteria:
- a. We have set up a "Dementia-Friendly Leeds Forum", chaired by the Deputy Executive Member for Adult Social Care. Membership is on an informal basis and mainly representatives of neighbourhood networks and other voluntary and community groups.
 - b. Leeds Initiative Board, representing statutory and business sectors, has supported dementia as a priority at its February 2012 meeting.
 - c. Our "Better Lives For People With Dementia In Leeds" event in May 2012, included a workshop on dementia-friendly communities. This suggested that priorities should include awareness-raising with supermarkets and transport providers; promoting intergenerational work; and exploring whether a 'self-identification' scheme would be helpful. This would enable a person to show a 'passport'-type document to explain one's condition and needs, in case of difficulties.
 - d. We have started to involve people with dementia via the above event and the Dementia-Friendly Leeds Forum. We will develop and support this by working with Leeds Involving People.
 - e. The Leeds Alzheimer's Society has delivered awareness-raising talks at two meetings of supermarket managers and staff; and the Chief Executive has written to the bus operating companies to offer the opportunity of awareness-raising for drivers.
 - f. Information is available via the Leeds branch of the Alzheimer's Society, health and social care organisations, and by telephone and online from the Leeds Directory. Leeds Library Services has set up information sessions about dementia, making use of its meeting spaces and information resources.
- 3.8 Leeds Neighbourhood Networks and other community groups have been developing services for people with dementia, and supporting people with dementia to take part in groups and activities. Leeds currently has: 17 dementia cafes; 2 dementia advisers; 2 carer support workers; 3 carer support groups; 5 "singing for the brain" groups; a peer support network with links to libraries and art gallery; reminiscence and other creative activities / projects.
- 3.9 The "Good Ideas for Dementia" small grants programme is supporting 18 groups to run projects offering community awareness, creative and therapeutic activities, and

⁷ www.alzheimers.org.uk/site/scripts/download_info.php?fileID=1500

support groups. In January and February there will be training courses for staff and volunteers on dementia awareness, how to include and involve people with dementia, and reminiscence.

- 3.10 Success in working across Council Directorates has been demonstrated by the Dementia Peer Support Service, provided by Adult Social Care has working in partnership with other Council directorates. A cultural partnership with Leeds Museums, Galleries and Libraries and West Yorkshire Playhouse enables people with dementia structured, safe and supported access to learning, reminiscence, history, arts and drama; and to resources and venues in our City of Leeds that may otherwise be difficult for some individuals to access. The partnership increases opportunities for people which are often restricted or lost during the experience of dementia. For example:
- *Thinking Art* - this group produced an art installation which went on display in Leeds Art Gallery and The Discovery Centre.
 - *Playing the part* - a creative arts project working with masks. Each participant went on to design and produce their own mask which was then displayed in The Discovery Centre.
 - *Musical Memories* - a support group based around the history of musicals, modern musicals and art, leading to the group writing and recording a song.
 - *Puppeteers* - an opportunity to explore the theatre, production, history, reminiscence and make puppets. The group has made a short film to create and tell a story.
- 3.11 There is a range of intergenerational work in Leeds, including an initiative between Bramley Elderly Action and Raynville Primary School which involves people with dementia meeting weekly with a group of children, which has been sustained since 2009⁸. A dementia-friendly Leeds would see such initiatives becoming widespread across the city, towns and villages. Leeds Older People's Forum has held an event to disseminate the learning from this project, and identified that the main challenge is to engage more schools and young people's organisations.
- 3.12 It is envisaged that Leeds should have at least one innovative project to develop a dementia-friendly environment outside health and social care. This would introduce eg. clear signage and good lighting, which would help many people, regardless of dementia. Signage is already used in a range of health and care settings, provided by a Leeds-based company. Opportunities are being explored to pilot a dementia-friendly environment in a local supermarket or other setting.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 This has taken place with individuals who are living with dementia, third sector organisations including the local dementia advocacy provider, NHS and social care providers and clinicians. Leeds Alzheimer's Society and the Council's Peer Support Service in particular enable us to access views from people living with dementia. Leeds Involving People has agreed to provide support for people with dementia to become involved in dementia-friendly Leeds.

⁸ <http://www.olderpeopleleeds.info/clients/infostore/files/NAA%20Newsletter%203rd%20Edition.pdf>

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Dementia is itself a condition which causes cognitive and other impairment, and affects a diverse range of local people. It is suggested by community groups and professionals that poor understanding of the condition, and stigma attached to it, may be a particular concern in some minority ethnic communities. It is estimated that there are 100-200 older people living with dementia in Leeds Caribbean, Irish, Jewish, and south Asian communities.
- 4.2.2 Age is the main risk factor linked to dementia, and thus dementia is most prevalent in the more affluent and rural areas within the Council boundary, where life expectancy is longest. However, at any given age, the risk of developing dementia is highest in the more deprived, inner-city areas of Leeds.

4.3 Council policies and City Priorities

- 4.3.1 Dementia-friendly Leeds is linked to the aspiration to become “Best City...”, not only for health and well-being, but all five themes in the City Priority Plan. The Chief Executive of the Council spoke to this theme when addressing the event “Better Lives For People With Dementia In Leeds” during dementia awareness week in May 2012.
- 4.3.2 It is proposed that Leeds City Council should demonstrate its commitment to dementia-friendly Leeds, by ensuring that customer-facing staff have dementia awareness training. This training is already available for adult social care staff, and for staff and volunteers in Neighbourhood Networks and other local organisations.

4.4 Resources and value for money

- 4.4.1 The National Dementia Strategy emphasises the high cost of dementia to health, social care and wider society. It is based on supporting people to live well with dementia from the earliest stages, to maintain well-being and reduce costs associated with eg. avoidable admissions to hospital and care homes.
- 4.4.2 The resources required to support dementia-friendly Leeds are, in the main, to be found from people and organisations acknowledging that dementia is “everybody’s business”, and contributing time and effort accordingly. The formation of a Leeds Dementia Action Alliance is proposed as a means to involve partner organisations, develop the programme of work, co-ordinate local action and make best use of others’ time and effort. This will require resource to work effectively.
- 4.4.3 The delivery of half-day dementia awareness training for customer-facing staff in the Council would cost c. £45 per person (not including any costs of staff cover during training). Further work would be required to assess numbers of staff and costs.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no direct legal implications of this report. There is no confidential information or implications regarding access to information. It is subject to call-in.

4.6 Risk Management

- 4.6.1 “Dementia-friendly communities” is a simple idea, but in practice it is a complex task which requires the commitment of many businesses and other organisations beyond the direct authority of the Council. This gives rise to the risk of negative public perceptions of the aim. The approach outlined in section 3 above is proposed to manage this risk, by including both simple and achievable actions, alongside winning the commitment of other organisations, and exploring innovations.

5 Conclusions

- 5.1 In 2013, Leeds will see investment in improvements to health and social care for people living with dementia. Our commitment to dementia-friendly communities complements this with wider social action to improve experience of everyday life with dementia. Initial steps have been taken in line with the framework set by the national Alzheimer’s Society, but there is much to do. Potential next steps in Leeds are:
- Supporting stronger involvement of people living with dementia, families and carers.
 - Supporting the formation of a Leeds Dementia Action Alliance, with wider membership across business, community and statutory organisations, and supporting local towns and villages to sign up and identify their own leaders and ‘champions’ for dementia.
 - Leeds City Council to take a lead in ensuring a dementia-friendly approach, including dementia-awareness training for customer-facing staff.
 - Developing awareness-raising work with supermarkets and transport providers.
 - A “flagship” project to pilot a dementia-friendly environment in a supermarket or other well-used building.
 - Supporting the development of intergenerational work, including steps to involve more schools.

6 Recommendations

- 6.1 That Executive Board:
- notes the progress made on local strategy and actions to improve the experience of living with dementia in Leeds, including significant investment from local NHS transformation funds.
 - affirms the commitment to dementia-friendly Leeds, and requests local strategic partners to support the formation of a Leeds Dementia Action Alliance .
 - leads and prioritises this commitment within all areas of Executive responsibility.
 - requests all Strategic Directors to develop a proposal which identifies appropriate front-line staff to have dementia-awareness training, and the associated costs.

7 Background documents⁹

- 7.1 None.

⁹ The background documents listed in this section are available to download from the Council’s website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report author: S Cameron-Strickland
 Tel: 43342

Report of Director of Adult Social Services

Report to Leeds City Council Executive Board

Date: 9th January 2013

Subject: Reform of Adult Social Care and Support

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The Government recently set out its plans for social care in England in its White Paper 'Caring for our future: reforming care and support'. This was accompanied by further reports and notices, including a progress report on funding reform, a draft Care and Support bill and a response to the Law Commission's May 2010 report recommending changes in adult social care law. The plans will, once enacted, serve to accelerate the implementation of social care legislation and national social policy which has been introduced over the last five years.
2. Local policy for the development of care and support for people with social care needs is substantially aligned to the requirements of the new national policy direction.
3. The Council has articulated its strategy to make Leeds the best city in the UK for people with social care needs to live, under the title 'Better Lives for Leeds'. This sets out how the Council intends to make Leeds a city which offers its citizens the best support in maintaining their health and wellbeing and helps citizens with care and support needs enjoy better lives. 'Better Lives for Leeds', was launched at an event chaired by Cllr Yeadon held on the 14 December 2012

Recommendations

1. The Executive Board is asked to note the contents of this report, particularly the requirements that will be made of adult social care services in the future consequent to the passage of this legislation.

1 Purpose of this report

- 1.1 This report provides Members with a summary of the Government's plans for the development of social care and support in England. It offers Members of the Executive Board a highlighted summary of Leeds current position in relation to the proposals.

2 Background information

- 2.1 Recent national government policy and sector led guidance are transforming the way that adult social care is being delivered. The "Our Health, Our Care, Our Say" (2006) White Paper outlined the key elements of a reformed adult social care system in England.
- 2.2 The cross government concordat "Putting People First" was published in December 2007 and gave shape to the overall policy. This agreement was developed in conjunction with the Local Government Association, the Association of Directors of Adult Social Services, the Commission for Social Care Inspection and adult social care provider organisations. This set out a timetable for implementation which included an expectation that from October 2010, all service users with assessed need for ongoing support, are offered a budget either at the point of their assessment or at a review of their care plan. This agreement was subsequently supported by the Department of Health circular, "Transforming Social Care" (LAC2008/01) which established expectations for local authorities in implementing the changes.
- 2.3 In November 2010, the Department of Health published "A vision for adult social care: Capable communities and active citizens". The Vision sets out how the Government wishes to see services delivered for people; a new direction for adult social care setting putting personalised services and outcomes centre stage.
- 2.4 The document lays out a vision for a modern system of social care which is built on seven key principles:
- Personalisation: individuals not institutions take control of their care. Personal budgets, preferably as direct payments, are provided to all eligible people. Information about care and support is available for all local people, regardless of whether or not they fund their own care.
 - Partnership: care and support delivered in a partnership between individuals, communities, the voluntary and private sectors, the NHS and councils - including wider support services, such as housing.
 - Plurality: the variety of people's needs is matched by diverse service provision, with a broad market of high quality service providers.
 - Protection: there are sensible safeguards against the risk of abuse or neglect. Risk is no longer an excuse to limit people's freedom.
 - Productivity: greater local accountability will drive improvements and innovation to deliver higher productivity and high quality care and support

services. A focus on publishing information about agreed quality outcomes will support transparency and accountability.

- People: communities can draw on a workforce who can provide care and support with skill, compassion and imagination, and who are given the freedom and support to do so.

2.5 At that time the Government undertook to bring forward legislative proposals to turn the vision set out into a reality.

3. Main issues

3.1 In July 2012, therefore national government published its plans for social care in England in its White Paper 'Caring for our future: reforming care and support' and in a number of accompanying reports and notices, including a progress report on funding reform, a draft Care and Support Bill and a response to the Law Commission's May 2010 report recommending changes in adult social care law.

Draft Care and Support Bill

3.2 The draft Care and Support Bill, once enacted, will create a single statute for adult care and support in England. Existing legislation is deemed to be in need of significant reform. It is very difficult for the people who need care, carers and even those who manage the system to understand the current statutory framework. There are currently around 30 related Acts of Parliament dealing with adult social care. The base statute is still the 1948 National Assistance Act. Since that time the law has been added to piece by piece, with few attempts made to update, reform or consolidate. Existing statute is therefore full of anomalies, where people are treated differently without any clear rationale.

3.3 The draft Bill is intended remedy this, offering a focus on needs and outcomes, with clarity for the role of Local Authorities. It incorporates a vision for social care which:

- promotes people's independence and wellbeing by enabling them to prevent and to postpone the need for care and support.
- transforms people's experience of care and support, putting them in control and ensuring that services respond to what they want.

As a result, the government expect people to be able to say:

1. "I am supported to maintain my independence for as long as possible"
2. "I understand how care and support works, and what my entitlements are"
3. "I am happy with the quality of my care and support"
4. "I know that the person giving me care and support will treat me with dignity and respect"
5. "I am in control of my care and support"

3.4 The draft Bill includes a number of key provisions:

- A new statutory principle which embeds individual well-being as the driving force underpinning the provision of care and support.

- Population-level duties on local authorities to provide information and advice, to make available prevention services, and to shape the market for care and support services.
- Duties to promote cooperation and integration to improve the way public authorities work together.
- The legislation clarifies people's rights and entitlements. It will create a national eligibility framework of entitlement to care and support; create new rights to request local authority support; for carers to have needs met and for plans and personal budgets.
- The bill contains provisions on portability for care plans, to ensure care needs are met when a person moves areas.
- The bill will generate a first statutory framework for adult safeguarding, setting out the key responsibilities of local authorities and their partners, and creating Safeguarding Adults Boards in every area.
- It includes provisions to support better transition from children's services for young people, young carers and parent carers, including protections to ensure no gap in services over transition.
- Other legislative provisions contained within the bill include powers to recover debts and a new power for local authorities to delegate social care functions to a third party.

3.5 The national consultation about the Care and Support Bill ended on the 19th October 2012. Responses were fed directly into the process of parliamentary scrutiny.

Caring for our future: reforming care and support' White Paper

3.6 The White Paper set out a lot of context for what the Government wants to achieve in social care in the next ten years through legislation and other means. The main recommendations of the paper are included in the draft Bill and are outlined above. Additional recommendations include:

- Establishing a new capital fund, worth £200 million over five years, to support the development of specialised housing for older and disabled people. Although the £200 million fund will look mainly at providing specialised housing for older people as the population ages, the White Paper contains a plan for the Government to set out duties for local authorities to ensure that adult social care and housing departments work together. The Leeds approach to this is incorporated into the Housing Care Futures programme with a report on proposals for Leeds due to the Executive Board in January 2013.
- Introducing a national minimum eligibility threshold to ensure greater national consistency in access to care and support, and ensuring that no-one's care is interrupted if they move. The national threshold will be introduced from 2015 but there is no indication of where this threshold would be set. The Government expects that by 2015 the significant majority of local authorities will have eligibility thresholds set at the "substantial" level. The minimum threshold will be supported by the development of a potential new assessment and eligibility framework. In Leeds the threshold has been set at 'substantial' for the last 6 years.

- The government's goal remains that everyone possible who is eligible for non-residential care should have a personal budget, preferably as a direct payment, by 2013. A duty will be introduced on local authorities to inform people about care needs that could be met through a direct payment. Leeds is currently in the middle of a major programme developing a 'personalised' approach to service delivery. This is creating and encouraging new options for people in Leeds with social care needs. These actions will move public funding away from directly-provided services and towards individuals who will be able to pay for the care they want.
- The White Paper also suggests that new models of advice and support such as peer networks and user-led organisations could also help to bring people together to purchase care and support collectively. Leeds is well placed to promote this having established the Centre for Integrated Living.
- Improving access to independent advice to help people eligible for financial support from their local authority to develop their care and support plan. Leeds is well placed to promote this having supported the development of local services such as the neighbourhood networks and the Leeds Directory.
- Investing a further £100 million in 2013/14 and £200 million in 2014/15 in joint funding between the NHS and social care to support better integrated care and support. This money will be transferred from the health system to local authorities to promote better joined up working. This builds on the £2.4 billion already transferred up to 2014/15. Local authorities and clinical commissioning groups will work together on health and wellbeing boards to determine how this investment is best used to support and promote innovation and integrated working between health and care. Integrated care in Leeds has been the subject of previous reports to the Executive Board (October 2012) and Scrutiny Board (November 12).

3.7 The White Paper also sets out the following actions:

- Placing dignity and respect at the heart of a new code of conduct and minimum training standards for care workers.
- Developing and implementing, in a number of trailblazer areas, new ways of investing in and supporting people to stay active and independent, such as Social Impact Bonds.
- Establishing a new national information website, to provide a clear and reliable source of information on care and support, and investing £32.5 million in better local online services.
- Extending the right to an assessment to more carers and introducing a clear entitlement to support to help them maintain their own health and wellbeing.
- Working with a range of organisations to develop comparison websites that make it easy for people to give feedback and compare the quality of care providers.
- Ruling out crude 'contracting by the minute', which can undermine dignity and choice for those who use care and support.

- Consulting on further steps to ensure service continuity for people using care and support, should a provider go out of business.
- Training more care workers to deliver high-quality care, including an ambition to double the number of care apprenticeships to 100,000 by 2017.
- Appointing a Chief Social Worker by the end of 2012.

3.8 One of the accompanying reports is 'Caring for our future: progress report on funding reform'. This outlines the government's support for the principle of capping lifetime costs of adult social care on which Andrew Dilnot's 'capped cost model' is based. It recognises that protecting people against very high care costs would provide peace of mind and enable people to plan and prepare for their future care needs. The Government states that,

"the principles of the (Dilnot) Commission's model would be the right basis for any new funding model - financial protection through capped costs and an extended means test".

3.9 Although the Government states its intention is to base a new funding model on the principles of capping an individual's lifetime care costs,

"...there remain a number of important questions and trade-offs to be considered about how those principles could be applied to any reformed system... Given the size of the structural deficit and the economic situation we face, we are unable to commit to introducing the new system at this stage". This outlines the government's support for the principle of capping lifetime costs of adult social care although it is unable to commit to a timetable for introducing the new system given the current economic climate.

The Government have identified a number of key questions which it has still to resolve and has stated its intention undertake further consultation about these. In particular these include:

- the level at which a financial cap for services should be set;
- the scope of what is counted in the cap;
- the ongoing contribution to general living costs individuals are expected to make;
- whether to choose a universal system for pooling the risk or establishing a voluntary or opt-in funding system;
- and the level to which the means-test could be extended to address the concerns of people with modest savings or housing wealth.

The financial impact on councils will be difficult to assess accurately and there is a concern that additional government funding will not be sufficient to compensate for the loss of income from client contributions. The government has clarified that any cap will apply to an individual's lifetime care costs, not their care contributions, so they will reach the cap much more quickly on this basis, increasing the additional costs to be borne by councils.

The ageing population and growing care costs for people with learning disabilities are increasing the financial pressures on councils across the country. At the same time local government is facing very significant funding reductions that are likely to

continue until 2018. In this difficult context it is very important that a sustainable long term funding model for Adult Social Care services is introduced as soon as possible. Without this, the growing costs for councils in meeting statutory social care obligations will compound the already significant impact on other council services of government funding reductions.

- 3.10 The Government has committed to a universal system of deferred payments for residential care. This will mean that no-one would be forced to sell their house in their lifetime to pay for care. The Commission on the future funding of care and support had recommended that councils could recoup these costs through charging interest and the Government has accepted this recommendation. As the council already provides a system of deferred payments for residential care it is unlikely that the national commitment will have significant financial implications in Leeds.

Leeds in relationship to the proposals

- 3.11 The Council has articulated its local policy for the development of care and support for people with social care needs under the title 'Better Lives for Leeds'. This strategy is substantially aligned to the new national policy direction. Outlined below are some examples of Leeds current position in relationship to the proposals.

"I am supported to maintain my independence for as long as possible"

- 3.12 Leeds is already amongst the highest investors in preventative direct access social care services in the country. Its Neighbourhood Networks have received national attention for their innovative support for older people. Recent developments include pilot work to enable older people with care and support needs to more effectively access support from local volunteers and other community assets as part of their personal support programme.
- 3.13 The Council is developing effective mechanisms for involving communities in decisions around health and care services through its commissioning of the local Healthwatch and in the developments of the Leeds Health and Wellbeing Board.
- 3.14 The Council is supporting social workers to connect people at risk of isolation to community groups and networks through strengthening its involvement with Neighbourhood Networks and other community organisations and is supporting front line social care workers to identify and respond to individuals at risk.
- 3.15 Leeds is part of the 'My Home Life' programme and is working with national care provider organisations to develop 'open care homes' that build links with their local community. It has established a small number of time banks to help people share their time, talent and skills in communities. It has also, with two other local authority partners, made a substantial application to the Big Society Bank to generate start-up capital to fund a programme to enhance capacity in local communities to support people with social care needs.

"I understand how care and support works, and what my entitlements are"

- 3.16 Leeds has established a Leeds Directory to help people with social care needs to access information about local care and support options and is working in a regional consortium to establish new online services which will enable people to purchase care and support through an internet based 'e.market place'. This will provide improved opportunities for people seeking to fund their own services to access care and support.
- 3.17 Leeds has an established carers' strategy which has been agreed by NHS, local authorities and local carers' organisations. The Leeds Carers Expert Advisory Group has strong connections with Employment Support Agencies to support carers to remain in the workforce and Leeds has located a social worker in the Leeds Carers' Centre to help people access care and support more easily.

"I am happy with the quality of my care and support"

- 3.18 The Council has established and agreed with core providers, local quality frameworks for domiciliary, residential and nursing care which set out for service users what good quality care and support looks like and what people should expect from their care providers. It is taking steps to enable people to access clear information about the quality of individual care providers. This work is at an early stage and further progress will take place over the coming year. The Local Account for Leeds 2012/13, "Better Lives Explained" provides another way for citizens to be informed of the overall quality of social care and support services in Leeds. The Local Account is being reported at the January 2013 Executive Board.
- 3.19 Leeds has recently produced a draft Dementia strategy and has a Framework and Principles for Ageing Well. Leeds is currently commissioning a health needs assessment for dementia for 2012/13.

"I know that the person giving me care and support will treat me with dignity and respect"

- 3.20 Leeds has a strong history of supporting the 'Dignity in Care' campaign and dignity and respect are embedded within all staff training modules and induction programmes.
- 3.21 A key component of the Adult Social Care human resources strategy includes support for independent sector provision. Personal Assistants and their employers are therefore getting more support and training to improve recruitment and the quality of care and support delivered. The Council is involved in the national Care Ambassadors scheme to promote positive image of care in schools, colleges, careers and job services.

"I am in control of my care and support"

- 3.22 The Council has commissioned the Centre for Integrated Living to improve access to independent advice for people with care and support needs who choose local

authority support. It is also implementing a pilot looking at community groups providing direct support for people to develop care plans.

- 3.23 Leeds has established a significant programme for the integration of some health and social care services so that people with health and social care needs can have their treatment, care and support combined in a single integrated package, which they will be able to control. This will provide more effective coordination of services and give a better experience of support.

'Better Lives for Leeds' Strategy

- 3.24 The Council has articulated a 'Better Lives for Leeds' strategy to make Leeds the best city in the UK for people with social care needs to live. This sets out how the Council intends to make Leeds a city which offers its citizens the best support in maintaining their health and wellbeing and helps citizens with care and support needs enjoy better lives. The Council has been working with a broad range of organisations to deliver wider care and support choices and create better ways for people to gain access to them.

- 3.25 During the next 12 months, priorities for delivering better lives will focus on:

- Better lives through integrated services

by delivering the new city-wide Health and Wellbeing strategy, through which we will provide easier access to joined-up health and social care services, which will recognise the whole person, not a medical condition or a care and support need.

People with social care needs will receive co-ordinated, effective, personalised support from a range of agencies in the health, social care, independent and third sectors, all working together. These same services will, where possible, help people with poor physical or mental health to learn or re-learn the skills they need for independent daily living.

- Better lives through housing care and support

by extending the use of personal budgets, which are being used successfully by a growing number of people who are improving their own lives through taking control of their housing, care and support needs.

We will improve the range of daytime activities for people with eligible needs, providing them with the day-to-day support they need to stay living at home, or close to home, for longer. People whose circumstances make them vulnerable in living safely and independently will be given the safeguarding and support they need to stay in control of their lives.

- Better lives through enterprise

by ensuring resources are efficiently matched and directed towards those with the greatest need.

Existing and new kinds of enterprise will be developed in the Leeds care market which will provide a variety of services that are geared to respond to people with all levels of support and care need.

- 3.26 'Better Lives for Leeds', was launched at an event chaired by Cllr Yeadon held on the 14 December 2012 before a group of service users, carers and local health and social care providers.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 At present no consultation has been undertaken by Leeds City Council, however central government have undertaken a formal consultation of their proposals and this will be taken into account when undertaking any local transformation of services engendered by this legislation.

- 4.1.2 Social care and support strategies in the city are being developed and monitored through an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. The Council and local communities are thereby making better use of each other's assets and resources to achieve better outcomes and improve efficiency. The Better Lives strategy is being developed by people with social care needs; carers of people who need care and support and council officers working together. The Council intend to establish this approach as a clear foundation for future developments for adult social care and support in the city by launching a Leeds 'Better Lives Board which would provide community leadership for the local development of personalised adult social care services by actively involving people, carers, families and communities in the design, development, delivery and review of social care arrangements and by securing greater cooperation and better use of resources across public services.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The Adult Social Care Directorate seeks to ensure that services are provided on the basis of identified need only and no other criteria is taken into account. Routes to access these services are expected to be fair and equitable and that social care support meets those needs in a manner that is appropriate to individual culture and ethnic requirements.

- 4.2.2 Adult Social Care assures that it meets these requirements through the Equality Impact process, ensuring that all changes and developments within the Directorate's remit are appropriately and proportionately assessed, and an equality screening tool has been undertaken. Such assessment seeks to identify whether barriers to the service for any specific equality group exist or may be created by changes to policy or services and where appropriate identifies what can be done to mitigate or remove those barriers prior to the decision making process. Such assessments are freely available on the internet for any member of the public to access. The proposals contained within this report are unlikely to have a differential impact for the different equality characteristics.

4.3 Council policies and City Priorities

- 4.3.1 This report refers to national policy for social care and support. It provides a context within which the drivers for changes to current arrangements for adult social care can be understood by citizens of Leeds. Although Leeds is well placed to respond to the significant changes in national policy and legislation proposed for adult social care, the Council will need to move swiftly and with agility to respond to the challenges set out in this paper, against a backdrop of increasing financial difficulty.
- 4.3.2 In June 2012, the shadow Health and Wellbeing Board approved an 'in principal' proposal to establish a forum which would provide community leadership for the local development of adult social care services. Linking in with the transformation of care programme entitled 'Better Lives for Leeds', its suggested title may be the 'Leeds Better Lives Board'. Although the detailed arrangements for this board are yet to be fully established, it is proposed that the forum should link with the Executive Board over Adult Social Care policy and strategic issues and to the Health and Wellbeing Board in relation to integrated care services and overall wellbeing of adults in the city. Membership of the Leeds Better Lives Board will include Council Members, community leaders, service users, service providers and senior officers within the council and its partners.

4.4 Resources and value for money

- 4.4.1 This report highlights legislative and national policy plans for the development of adult social care and support in England. Although Leeds is well placed to implement the proposals, the increasing financial challenges faced by the council and uncertainty about the future national funding mechanisms for social care raise issues about the sustainability of the actions currently being taken in Leeds.
- 4.4.2 The proposals emphasis early low level support for people with developing support needs which, if enacted, will prevent or delay the need for intensive care. This is an approach which is fully aligned with the Better Lives for Leeds strategy and the Council budget strategy for adult social care.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This report highlights national government plans for social care in England contained in its White Paper 'Caring for our future: reforming care and support' and in a number of accompanying reports and notices, including a progress report on funding reform, a draft Care and Support bill and a response to the Law Commission's May 2010. If enacted, the legal requirements will require changes in the way the Council currently undertakes support for people with social care needs, and to the way this activity is recorded. It will require further changes to the way social care is organised in the Council and to the structure of its business.
- 4.5.2 The report is subject to call in

4.6 Risk Management

- 4.6.1 There is a risk that achieving the transformation of social care outlined in the national proposals may place additional pressure on the current budget

assumptions although the council is taking actions to mitigate against this possibility.

5. Conclusions

- 5.1 The Government has recently set out its plans for social care in England in its White Paper 'Caring for our future: reforming care and support' and in a number of accompanying reports and notices, including a progress report on funding reform, a draft Care and Support bill and a response to the Law Commission's May 2010 report recommending changes in adult social care law. These will create a comprehensive overhaul of social care.
- 5.2 The proposals describe a radical new relationship between the council and the public and will create a fundamental transformation in the way that services are delivered. There is strong local support for the direction of travel outlined by the national government and proposals are in line with the strategic direction of the council. However, there remain concerns that national and local expectations for social care may exceed the capacity for delivery. Current budget assumptions could place developments at risk, although the council is taking actions which will reduce this possibility.
- 5.3 The Local Authority has a strategy for care and support and has established transformation programmes which place Leeds in a strong position to meet the new national government proposals. Existing local policies are substantially aligned to the national plans. Leeds is on the road to delivering modernised care and support which fulfil the rising expectations of Leeds people, who want efficient services, offering good value for money and delivering the best social care and support.

6. Recommendations

- 6.1 The Executive Board is asked to note the contents of this report.
- 6.2 Members of the Executive Board note and provide cross party support for the introduction of a new funding model for Adult Social Care Services which is adequately resourced and able to provide long term sustainability for the sector.

7 Background documents ¹

- 7.1 None

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

Equality, Diversity, Cohesion and Integration Screening



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

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: <i>Adult Social Care</i>	Service area: <i>Performance and Quality Assurance</i>
Lead person: <i>Stuart Cameron-Strickland</i>	Contact number: <i>22 43342</i>

1. Title: Reform of Adult Social Care and Support.

Is this a:

Strategy / Policy

 Service / Function

 Other

2. Please provide a brief description of what you are screening

The attached report is to inform members of Central Government’s future policy direction for Adult Social Care in England outlined in its White Paper 'Caring for our future: reforming care and support' and in a number of accompanying reports and notices, including a progress report on funding reform, a draft Care and Support bill and a response to the Law Commission’s May 2010 report recommending changes in adult social care law. The plans will generate a comprehensive overhaul of social care legislation and further develops national social policy which has been in operation for the last five years.

The local policy for the development of care and support for people with social care needs is substantially aligned to the new national policy direction and it is the transformation associated with these changes that will have potential equality impacts .

At present this report is for information and to inform early outline planning.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	x	
Could the proposal affect our workforce or employment practices?	x	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	x	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?**
(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The documents consulted on by Central Government introduced the requirements for changes in the way care services will be provided to the people of Leeds. For example, placing dignity and respect at the heart of a new code of conduct and minimum training standards for care workers.

Central Government have considered a range impact supported by wide ranging consultations, details available on <http://careandsupportbill.dh.gov.uk/home/> and at this stage it is not clear how these will impact in Leeds, this will only become clear when we begin the process of aligning service provision to the new policy direction.

When the actual transformation work is undertaken the equality impact assessment process will be employed to ensure that any impacts are identified monitored and mitigated against wherever possible

• **Key findings**
(**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Some of the key requirements of these proposed changes are around giving individuals much greater control over how when where and by whom their care is provided. In implementing any future changes these factors will form the core of any equality impact assessment process.

The potential changes are very wide ranging and cover almost all aspects of care provision and thus will require a number of separate and discreet assessments that will be carried out.

• **Actions**
(**think about** how you will promote positive impact and remove/ reduce negative impact)

The release of the policy documents will not require any major actions at this time, however planning for such changes will be implemented. To ensure we mitigate any untoward impacts during the planning and implementation of the transformation the Equality impact assessment process will be used.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:

EDCI Screening

Updated February 2011

3

Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Stuart Cameron-Strickland	Head of Quality Performance & Improvement (Adult Social Care)	30 th November 2012

7. Publishing	
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.	
Please send a copy to the Equality Team for publishing	
Date screening completed	30 th November 2012
If relates to a Key Decision send to Corporate Governance	18 th December 2012
Any other decision please send to Equality Team (equalityteam@leeds.gov.uk)	18 th December 2012