



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 18th March, 2015 at 10.00 am*

*(*Please note the earlier than usual start time for this meeting)*

MEMBERSHIP

Councillors

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

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 15.2 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 15.2, 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 within the meaning of Section 100I of the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If the recommendation is accepted, to formally pass the following resolution:-</p> <p>RESOLVED – That, in accordance with Regulation 4 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of those parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information.</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 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 13-16 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 11th February 2015</p> <p><u>FINANCE AND INEQUALITY</u></p>	1 - 18
6			<p>BEST COUNCIL PLAN 2015 - 2020: UPDATE 2015/2016</p> <p>To consider the report of the Deputy Chief Executive presenting for approval a new Best Council Plan. Specifically, the report sets out the context for the Council's strategic priorities for the period 2015-20, presents key areas of work for 2015/16 and identifies the linkages to supporting plans.</p>	19 - 30

Item No K=Key Decision	Ward	Item Not Open		Page No
7			<p>DISCRETIONARY HOUSING PAYMENT POLICY</p> <p>To consider the report of the Assistant Chief Executive (Citizens and Communities) providing an update on the use of Discretionary Housing Payments (DHPs) to help vulnerable tenants deal with welfare changes which came into effect in 2013/14. The report also outlines the challenges for 2015/16 anticipated as a result of the reduction in the Governments contribution towards DHPs and in response, sets out proposals to change the way DHPs are used to support tenants affected by welfare reform</p>	31 - 38
8 K			<p>LEEDS CITY REGION GOVERNANCE ARRANGEMENTS</p> <p>To consider the report of the City Solicitor seeking approval for the dissolution of the Leeds City Region (LCR) Leaders' Board on 31st March 2015. The report also requests that authority be delegated to the Deputy Chief Executive and to the City Solicitor in relation to associated matters.</p>	39 - 48
9 K			<p>GOVERNANCE OF THE LEEDS CITY REGION BUSINESS RATES POOL</p> <p>To consider the report of the Deputy Chief Executive which seeks approval to appoint the Leader of Council to a new joint committee in relation to the Leeds City Region Business Rates Pool, with such a joint committee consisting of the Leader of each Pool authority. In addition, the report seeks approval of the revised governance agreement for the Business Rates Pool and to also provide the City Solicitor with the necessary delegated authority to seek the agreement of the other six members of the Pool to the new arrangements.</p>	49 - 60

Item No K=Key Decision	Ward	Item Not Open		Page No
10			<p><u>HEALTH AND WELLBEING</u></p> <p>PROPOSAL FOR A LEEDS ACADEMIC HEALTH PARTNERSHIP</p> <p>To consider the joint report of the Director of Public Health and the Director of City Development presenting details regarding the proposed creation of a Leeds Academic Health Partnership. The report summarises the proposal and places it in a wider context of similar partnerships established in other cities and the City's wider economic agenda to create wealth and jobs. Furthermore, the report describes the framework within which the proposed Leeds Academic Health Partnership could begin to operate, and makes recommendations for its establishment initially as an informal partnership structure covering its funding and business plan development following further consultations with partners.</p>	61 - 70
11 K	Temple Newsam	10.4(3) (Appendix A only)	<p><u>TRANSPORT AND THE ECONOMY</u></p> <p>FORWARD FUNDING INVESTMENT OPPORTUNITY IN THE AIRE VALLEY ENTERPRISE ZONE</p> <p>To consider the report of the Director of City Development which seeks to obtain approval for the potential acquisition of a new proposed distribution centre investment to be built and let to an occupier, as identified on the attached plan in the confidential appendix, by way of a full forward funding commitment to the developer.</p> <p>(Appendix A and the associated plan to this report is designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3))</p>	71 - 90

Item No K=Key Decision	Ward	Item Not Open		Page No
12 K	City and Hunslet	10.4(3) (Appendix 1 only)	<p>HS2 REGENERATION DELIVERY VEHICLE</p> <p>To consider the report of the Director of City Development seeking approval to agree to the Council's preferred option for a HS2 regeneration delivery vehicle in order to take forward regeneration activities associated with HS2 in the short term. In addition, the report also seeks the relevant approvals to the principles which will underpin the longer term function of a delivery vehicle.</p> <p>(Appendix 1 to this report is designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4 (3))</p>	91 - 116
13 K	City and Hunslet		<p>LEEDS SOUTHERN STATION ENTRANCE: LITTLE NEVILLE STREET: HIGHWAY IMPROVEMENT WORKS</p> <p>To consider the report of the Director of City Development which seeks approval to undertake conditioned highway improvement works on Little Neville Street associated with the high level of anticipated increase in pedestrian usage from the new station southern entrance. In addition, the report also seeks approval to inject £498,132 into the Capital Programme and to incur such expenditure to implement the highway enhancement and refurbishment works of Little Neville Street.</p>	117 - 136
14 K			<p>SUPPORTING HOUSING GROWTH</p> <p>To consider the joint report of the Director of Environment and Housing and the Director of City Development which sets out the overarching and strategic approach which is being taken towards the delivery of housing growth and job opportunities for young people across the city, in line with the objectives of the 'Breakthrough Project' in the same field.</p>	137 - 162

Item No K=Key Decision	Ward	Item Not Open		Page No
15 K	Ardsley and Robin Hood; Farnley and Wortley		<p><u>ADULT SOCIAL CARE</u></p> <p>DEVELOPING THE RANGE OF CHOICES IN THE OLDER PEOPLE'S HOUSING MARKET</p> <p>To consider the joint report from the Director of Environment & Housing, the Director of City Development and the Director of Adult Social Services which sets out the range of housing options currently available for older people. The report also provides a summary of provision delivered to date and presents the Council's strategy towards accelerating growth, for meeting gaps in current and proposed provision for older people and to expand the options in response to diverse needs.</p> <p><u>NEIGHBOURHOODS, PLANNING AND PERSONNEL</u></p>	163 - 182
16			<p>IMPROVING THE COUNCIL'S HOUSING STOCK - THE HOUSING REVENUE ACCOUNT INVESTMENT PLAN</p> <p>To consider the report of the Director of Environment and Housing providing an update on the latest position regarding capital investment requirements for the existing Council housing stock, as set out in the investment strategy and also to propose how to align investment need with income levels in years 1-4 of the strategy (2015/16 – 2018/19).</p>	183 - 198

Item No K=Key Decision	Ward	Item Not Open		Page No
17 K			<p><u>CHILDREN AND FAMILIES</u></p> <p>DETERMINATION OF SCHOOL ADMISSION ARRANGEMENTS 2016</p> <p>To consider the report of the Director of Children's Services which seeks approval of local authority admissions policy and admissions arrangements for entry to school in 2016. The report describes changes to the Leeds Admissions policy and seeks approval for the policy. In addition, the report also describes changes to the published admission number for three community primary schools and sets out the 6th form admission number for four community high schools and asks the Board to note the co-ordination arrangements published on 1st January.</p> <p><u>CLEANER, STRONGER AND SAFER COMMUNITIES</u></p>	199 - 216
18			<p>LEEDS CHILDREN'S MAYOR: "HAVE FUN, PLAY SAFE"</p> <p>To consider the joint report of the Director of Environment and Housing and the Director of Children's Services which responds to the ideas presented by Amy Eckworth-Jones in her deputation to Council on 14th January 2015 as part of her winning manifesto for the Leeds Children's Mayor. The report highlights what is available for children and young people in Leeds along with some activities and events that take place. Specifically, the report considers the suggestion to have more people to keep an eye on ensuring that play areas are safe, and also to find ways to raise more money in order to improve facilities in parks.</p>	217 - 230

Item No K=Key Decision	Ward	Item Not Open		Page No
19			<p>PARKS AND COUNTRYSIDE AREA DELEGATION</p> <p>To consider the report of the Director of Environment and Housing on proposals to delegate the development and horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space to Community Committees.</p>	231 - 252
20 K	<p>Armley; Beeston and Holbeck; Bramley and Stanningley; Burmantofts and Richmond Hill; Chapel Allerton; City and Hunslet; Farnley and Wortley; Garforth and Swillington; Guiseley and Rawdon; Harewood; Killingbeck and Seacroft; Kirkstall; Middleton Park; Moortown; Morley North; Morley South; Otley and Yeadon; Pudsey; Rothwell; Roundhay; Weetwood</p>		<p>SOLAR PV INSTALLATIONS FOR COUNCIL HOUSING</p> <p>To consider the report of the Director of Environment and Housing seeking approval to install solar PV on approximately 1000 council homes, which will be delivered via the Better Homes Yorkshire call off contract. In addition, the report also seeks endorsement of a second tranche of 1000 properties, subject to availability of funding and the business case remaining viable.</p>	253 - 264

Item No K=Key Decision	Ward	Item Not Open		Page No
21 K		10.4(3) (Appendices 4 & 5 only)	<p data-bbox="675 472 1286 544"><u>DIGITAL & CREATIVE TECHNOLOGIES, CULTURE AND SKILLS</u></p> <p data-bbox="675 613 1326 685">EUROPEAN CAPITAL OF CULTURE 2023 - SHOULD LEEDS BID?</p> <p data-bbox="675 725 1406 1014">To consider the report of the Director of City Development providing a brief on the city-wide discussions which have taken place to date with a view to a decision to formally proceed with a bid for European Capital of Culture 2023. The report summarises the consultation held on whether Leeds should bid and the main issues for consideration.</p> <p data-bbox="675 1055 1398 1162">(Appendices 4 and 5 to this report are designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4 (3))</p>	265 - 312

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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EXECUTIVE BOARD

WEDNESDAY, 11TH FEBRUARY, 2015

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

140 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of 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 A and Appendix F to the report entitled, 'Approval to Proceed with Proposal to Develop a Social Enterprise in the form of a Staff led Mutual to Deliver the Learning Disability Community Support Service', referred to in Minute No. 145 are designated as exempt from publication, with Appendix A being exempted in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 and Appendix F being exempted in accordance with paragraph 10.4(5) of the same schedule. Such resolutions are on the grounds that they contain commercially sensitive financial information and information about business affairs, and (in relation to Appendix F) information relating to consultations or negotiations in connection with labour relations matters arising between the Council and its employees. It is suggested that the publication of this information would or would be likely to prejudice the commercial interests of the Social Enterprise, and of the Council. It is acknowledged that there is always a strong public interest in transparency and accountability in relation to contracts entered into by the Council, and also that there is a strong public interest in the public understanding the new arrangements for the Learning Disability Community Support Service. However, there is also a strong public interest in the new Social Enterprise being placed on a "level playing field" with potential competitors. In addition, the new Social Enterprise and its subsidiary will be subject to statutory requirements for the publication of certain financial and business information in the same way as all other Community Benefit Societies, and private companies. It is therefore deemed that in all circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

- (b) Appendix 1 to the report entitled, 'East Leeds Leisure Centre, Neville Road, Halton, Leeds 15', referred to in Minute No. 154 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendix relates to the financial or business affairs of a particular person or organisation, and of the Council. This information is not publicly available from the statutory registers of information kept in respect of certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the disposal of the property/land then it is not in the public interest to disclose this information at this point in time. Also it is considered that the release of such information would or would be likely to prejudice the Council's commercial interests in relation to other similar transactions in that prospective purchasers of other similar properties would have access to information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of this transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time.
- (c) Appendix 6 to the report entitled, 'Site Allocations Plan and Aire Valley Leeds Area Action Plan: Site Allocation Proposals', referred to in Minute No. 144 is designated as exempt from publication in accordance with paragraph 10.4(5) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that it contains information in respect of which a claim to legal professional privilege could be maintained in legal proceedings. It is considered that the public interest in maintaining the content of Appendix 6 as exempt outweighs the public interest in disclosing the information.
- (d) Appendix B to the report entitled, 'Grand Theatre and Opera House Ltd. – Future Operation and Governance Options Appraisal' referred to in Minute No. 159 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of Appendix B as exempt from publication outweighs the public interest in disclosing the information as this appendix contains soft-market testing.

141 Late Items

With the agreement of the Chair, a late item of business was admitted to the agenda entitled, 'Final Local Government Finance Settlement 2015/16'. This report had been submitted as a late item of business, as there was not the opportunity to include this latest information within the related report, as detailed elsewhere on the agenda papers for this meeting, given that the final

local government settlement was not published until 3rd February 2015. However, given that the Board was scheduled to consider the proposals for the Council's 2015/16 Revenue Budget at this meeting, it was deemed essential for the Board to be informed of the final settlement figures at the earliest opportunity (Minute No. 149 refers).

In addition, Appendix 2 to item 17 entitled, 'The Leeds Community Infrastructure Levy: Strategic and Neighbourhood Spending' which detailed the related comments and recommendations of the Scrutiny Board (Sustainable Economy and Culture) had been circulated to Board Members for their consideration prior to the meeting. This information was not circulated with the agenda agenda papers due to the fact that the Scrutiny Board did not meet to consider such matters until 3rd February 2015 (Minute No. 156 refers).

142 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting, however in relation to the agenda item entitled, 'Grand Theatre and Opera House Ltd. – Future Operation and Governance Options Appraisal Outcomes', Councillor Yeadon drew the Board's attention to her position as Chair of the Leeds Grand Theatre and Opera House Board of Management and clarified that her participation in the above report at today's meeting was in her capacity as Executive Member for Digital and Creative Technologies, Culture and Skills (Minute No. 159 refers).

143 Minutes

RESOLVED – That the minutes of the meeting held on 17th December 2014 be approved as a correct record.

NEIGHBOURHOODS, PLANNING AND PERSONNEL

144 Site Allocations Plan and Aire Valley Leeds Area Action Plan: Site Allocation Proposals

The Chief Planning Officer submitted a report which sought the Board's agreement to the site allocations proposals, as presented, as the basis on which to prepare the Site Allocations Plan and the Aire Valley Leeds Area Action Plan Publication Draft Plans, for consideration by the Development Plan Panel and approval of the Executive Board prior to deposit for the purposes of public consultation in 2015. The report also sought agreement to the areas identified for further work, whilst noting that further refinement to the proposed allocations may be necessary in the light of the work on plan preparation and further evidence coming forward. Finally, the report also invited the Board to agree to withdraw the Council's Interim Protected Areas of Search (PAS) Policy with immediate effect.

In introducing the report, the Executive Member for Neighbourhoods, Planning and Personnel outlined the extent of the work and consultation which had been undertaken to date in the development of the draft plans. In addition, he highlighted the key areas of infrastructure, employment, green space, retail and housing to which the proposed allocations related, identified those matters as detailed within the report which remained outstanding as they

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required further deliberation, and in making reference to the range of correspondence on the proposals which had been received to date, emphasised that such correspondence would be taken into consideration as appropriate.

In considering the submitted report and appendices, the following key points were raised:-

- Whilst acknowledging the key importance of ensuring a thorough and robust consultation process continued, a Member highlighted the need to ensure that any period of uncertainty for residents of Leeds was minimised;
- Members discussed the population forecasting data which had been used as a basis for the submitted proposals and it was highlighted that related Government statistics would be taken into consideration once they had been released;
- The Board considered the approach which had been proposed regarding the phasing of sites allocated for housing, and also the proposed approach regarding the development of brownfield land, and the factors which affected such respective approaches;
- Discussion took place on specific matters relating to several individual sites, as detailed within the draft proposals;
- Clarification was provided around the proposed scheduling of the matter being re-submitted to the Board for further consideration, and also in relation to the proposed next steps, with emphasis being placed upon the opportunity that remained for members of the public to submit their views on such matters;
- The Board's attention was drawn to the fact that over 70 items of correspondence had been received since Development Plan Panel met to consider such matters on 13th January 2015, and it was noted that this correspondence largely related to sites in Aireborough, Weetwood and Scarcroft.

For the purposes of clarification, the Board was advised of several corrections which were to be made to the published documentation on this item. Also, in a proposed amendment to the published report, in respect of site 1143B (Old Thorpe Lane, Tingley), it was proposed that no decision be taken in respect of this site until further work had been undertaken.

Following consideration of Appendix 6 to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(5), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That subject to the corrections to be made as reported at the meeting and also subject to the inclusion of site 1143B (Old Thorpe Lane, Tingley) in the 'Outstanding Matters' category, the site allocations proposals, as set out in the submitted report and its appendices, be agreed as the basis on which to prepare the Site Allocations Plan and the Aire Valley Leeds Area Action Plan Publication Draft Plans, for

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consideration by the Development Plan Panel and also for approval by Executive Board prior to being placed upon deposit for the purposes of public consultation in 2015;

- (b) That the areas identified within the submitted report for further work be agreed, subject to the inclusion of site 1143B (Old Thorpe Lane, Tingley) in this category, and that it be noted that further refinement to the proposed allocations may be necessary in the light of the work on plan preparation and further evidence coming forward;
- (c) That approval be given to withdraw the Council's Interim PAS Policy with immediate effect.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he voted against the matters referred to within this minute, whilst under the same provisions, Councillor Golton required it to be recorded that he abstained from voting on resolutions (a) and (b) above)

(In accordance with the Council's Executive and Decision Making Procedure Rules, the matters referred to within this minute were not eligible for Call In as the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules, which includes the resolutions above)

ADULT SOCIAL CARE

145 Approval to Proceed with proposal to develop a Social Enterprise in the form of a staff led mutual to deliver the Learning Disability Community Support Service

Further to Minute No. 176, 14th February 2014, the Director of Adult Social Services submitted a report which sought approval to complete all outstanding work including specifications and supporting documentation in order to enable the creation of an independent Social Enterprise in the form of a staff-led public service mutual, from the Council's current in house Learning Disability Community Support Service; the transfer of business to that Social Enterprise and the awarding of a contract for the delivery of services for a 5 year period, subject to the value of the contract in the first year not exceeding £21.454m per annum.

The Board welcomed the proposals detailed within the submitted report, specifically the innovative and creative approach which was being taken towards meeting the increased demand for such services at a time of limited resource.

Following consideration of Appendices A and F to the submitted report, being designated as exempt from publication under the provisions of Access to Information Procedure Rules 10.4(3) and 10.4(5) respectively, which were considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the following be noted:-
- (i) The significant progress which has been made to date (including obtaining staff support), in relation to the creation of a Social Enterprise for the Learning Disability Community Support Service;
 - (ii) The creation of Aspire Community Benefit Society Limited as a separate legal entity as the Social Enterprise;
 - (iii) The revised social enterprise organisational structure and contractual arrangements as detailed in section 3.6 of this report;
 - (iv) The requirement to complete all outstanding work required to:
 - finalise all necessary supporting agreements required for the enterprise to function, including those relating to the transfer of the business including staff and non-buildings based assets, provision of support services by the Council and those relating to the occupation / use of property by the Social Enterprise;
 - award a contract for the delivery of services to the newly formed Community Benefit Society or its subsidiary, as detailed in paragraph 3.6 of the submitted report;
 - complete formal consultation with staff and trade unions in relation to the TUPE transfer of all staff defined as 'in scope' for this service.
- (b) That approval be given to the Council's participation in Aspire via the nomination of 3 Elected Members, as approved by Member Management Committee, to join the board of directors of Aspire, and (if so nominated by the Aspire board), the board of directors of Aspire Services (Leeds) Ltd.
- (c) That subject to the satisfactory completion of the tasks identified in the resolutions above, it be noted that the (Interim) Director of Adult Social Services will:
- (i) approve the award of the contract for services to the newly formed Social Enterprise;
 - (ii) approve the detail of any necessary documentation to complete the transfer of business and contract for services to the Social Enterprise, subject to the value of the contract in the first year not exceeding £21.454M per annum (which in turn is less than the cost of provision had the service remained within the Council);
 - (iii) In relation to pensions, agree that the Council will act as a guarantor to the Social Enterprise's admitted body status to the West Yorkshire Pension Fund, as detailed in sections 3.5.7 to 3.5.9 of the submitted report.
- (d) That approval be given for the Director of City Development to enter into negotiations with the Social Enterprise in order to agree the necessary leases/licences (co-terminus with the Services Agreement) to document the occupation of premises to be utilised for the provision of the service and to agree details of rent/service charges to be paid;

- (e) That the following key next steps be noted:-
 - (i) February/March 2015 - Finalise and award contract;
 - (ii) February - May 2015 – Mobilisation;
 - (iii) 1 June 2015 - Full service commencement.
- (f) That it be noted that the Interim Director, Adult Social Care is the lead officer on such matters.

146 Even Better Lives Lived - Leeds Local Account of Adult Social Care 2014/15

The Director of Adult Social Services submitted a report which introduced the 2014/2015 Leeds Local Account of Adult Social Care Services for its citizens. The report provided an explanation of the new responsibilities placed upon Councils and the Local Account's contribution towards enhancing local accountability to the public, whilst also acting as a tool to support sector led service improvement. Finally, the report presented a summary of the key areas of achievement of Adult Social Care and indicated those areas of service identified within the Leeds Local Account as requiring further development in order to sustain or improve performance.

The Board welcomed the contents of the Local Account for Leeds, and noted the co-ordinated work which was being undertaken with the Health and Wellbeing Board in a number of areas.

RESOLVED –

- (a) That the contents of the submitted report, together with the appended Local Account for Leeds, entitled "Even Better Lives Lived", be noted;
- (b) That those areas for improvement, as identified within the submitted Local Account, be referred to the Scrutiny Board (Health and Wellbeing and Adult Social Care) for the purposes of overseeing performance in those specified areas.

FINANCE AND INEQUALITY

147 Financial Health Monitoring 2014/15 - Month 10

The Deputy Chief Executive submitted a report presenting the Council's projected financial position for 2014/15 after ten months of the financial year. In addition, the report also highlighted the key issues impacting upon the overall achievement of the budget for the current year.

The Board noted the improved position with regard to the Council's financial health projection, given that at month 10 of the financial year, an underspend of £0.2m was projected.

Responding to an enquiry, the Board received an update on the work being undertaken to address the level of disrepair claims being made against the Council and also received further information on the Council's programme of annual tenancy visits.

RESOLVED – That the projected financial position of the authority after ten months of 2014/2015 be noted.

148 Revenue Budget Proposals and Capital Programme

(A) Leeds City Council Revenue Budget and Council Tax 2015/2016

Further to Minute No. 128, 17th December 2014, the Deputy Chief Executive submitted a report regarding the proposals for the City Council's Revenue Budget for 2015/2016 and the Leeds element of the Council Tax to be levied in 2015/2016.

The Board was advised that the budget proposals which would be submitted to Council for determination would include details of the recently announced final local government finance settlement and also the £4.85m which had been awarded to the Council from the Department for Education's (DFE) Innovation Fund. In noting this information, the Chair outlined details, which would be submitted to Council for determination, of proposals regarding the allocation of the £1.151m which had been received by Leeds as part of the final local government finance settlement.

Emphasis was placed upon the unprecedented financial challenges that the Council continued to face, and the pressures which were being placed upon Local Authorities with regard to ensuring the delivery of key public services.

In response to an enquiry, the Board was provided with details of how much money the Council had received from New Homes Bonus to date and how much it expected to receive over the coming year. Also, officers undertook to provide specific figures to the Member in question on this matter in due course.

RESOLVED –

- (a) That Council be recommended to approve the Revenue Budget for 2015/2016, totalling £522.632m, as detailed and explained in the submitted report and accompanying papers, with a 1.99% increase in the Leeds' element of the Council Tax for 2015/2016, subject to the following increases: £300k in respect of local welfare support; £250k in respect of Children's Services and £601k in respect of Adult Social Care, together with the inclusion of associated expenditure and income in respect of £4.85m grant which has been awarded from the DFE's Innovation Fund;
- (b) That Council be recommended to approve the allocation of grants totalling £92k to Parishes, as detailed in paragraph 6.18.3 of the submitted report;
- (c) That in respect of the Housing Revenue Account, Council be recommended to:
 - (i) approve the budget, with an average rent increase figure of 2.88%;
 - (ii) approve that the charge for garage rents be increased to £7.39 per week (based on 52 rent weeks);

- (iii) approve that service charges of £1 per week be introduced for low/medium rise properties in receipt of additional services;
 - (iv) approve that service charges for multi-storey flats are increased by £1 per week to £1.86p;
 - (v) approve that the earmarked reserve for Welfare Change is reduced by £1,303k.
- (d) That Executive Board approval be given to transitional relief for business properties with rateable values up to and including £50,000 being added to the Local Scheme of Reliefs approved by Executive Board on 14th February 2014.

(B) Capital Programme Update 2015-2018

The Deputy Chief Executive submitted a report setting out the proposed Capital Programme for the period 2015-2018, which included details of forecast resources for that period. In addition, the report also provided a review of 2014/2015 scheme spend.

Members discussed in detail the importance of fiscal devolution, and the key benefits which could be realised by such freedoms. Specific examples were provided of how fiscal devolution could assist the city and city region, with Members highlighting the need to continue to raise such matters with the Government.

RESOLVED –

- (a) That the following be recommended to Council:-
- (i) That the capital programme, as presented in Appendix G to the submitted report, be approved;
 - (ii) That the revised Minimum Revenue Provision (MRP) policy for 2014/2015, as set out in Appendix D to the submitted report be approved;
 - (iii) That the proposed MRP policies for 2015/2016, as set out in Appendix E to the submitted report, be approved.
- (b) That Executive Board approval be given to the list of land and property sites, as shown in Appendix B to the submitted report, being disposed of in order to generate capital receipts for use in accordance with the MRP policy.

(C) Treasury Management Strategy 2015/2016

The Deputy Chief Executive submitted a report setting out the Treasury Management Policy and Strategy for 2015/2016, together with the revised affordable borrowing limits under the prudential framework. In addition, the report also provided a review of strategy and operations in 2014/15.

Responding to an enquiry, the Board received further detail regarding the Council's borrowing strategy.

RESOLVED –

- (a) That Executive Board approval be given to the initial treasury strategy for 2015/2016, as set out within Section 3.3 of the submitted report, and that the review of the 2014/2015 strategy and operations, as set out in Sections 3.1 and 3.2 of the submitted report, be noted;
- (b) That Council be recommended to set the borrowing limits for 2014/15, 2015/16, 2016/17 and 2017/18, as detailed in section 3.4 of the submitted report, and to note the changes to both the Operational Boundary and the Authorised limits (both have been reduced for borrowing, whilst both have been increased for other long term liabilities reflecting new PFI schemes);
- (c) That Council be recommended to set the treasury management indicators for 2014/15, 2015/16, 2016/17 and 2017/18 as detailed in section 3.5 of the submitted report;
- (d) That Council be recommended to set the investment limits for 2014/15, 2015/16, 2016/17 and 2017/18 as detailed in section 3.6 of the submitted report;
- (e) That Council be recommended to adopt the revised Treasury Management Policy Statement.

(The matters referred to in Minute Nos. 148(A)(a)-148(A)(c)(v), 148(B)(a)(i) – 148(B)(a)(iii) and 148(C)(b) - 148(C)(e) being matters reserved to Council, were not eligible for Call In)

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

149 Final Local Government Finance Settlement

The Deputy Chief Executive submitted a report which provided details of the final local government finance settlement which was announced on 3rd February 2015.

The submitted report was circulated to Board Members prior to the meeting for their consideration. There was not the opportunity to include this latest information within the overarching revenue budget proposals report, found elsewhere within the agenda papers for this meeting, due to the publication timeframe of the final local government settlement.

RESOLVED –

- (a) That the outcome of the final local government settlement, as announced on 3rd February 2015, particularly that £1.151 million of extra funding is to be allocated to Leeds for 2015-16, be noted;

- (b) That it be noted that the Referendum Principles which would require a referendum to be held for a Council Tax increase of 2.0% or greater remain unchanged for 2015/16.

150 Covenant between Religion or Belief Organisations and Leeds City Council

The Assistant Chief Executive (Citizens and Communities) submitted a report which set out the background and context to the proposal to sign a covenant for engagement between the Council and Religion or Belief organisations in Leeds. The report informed of the work that had been undertaken with Leeds University over the last three years to give due regard to religion or belief equality in terms of the delivery of the Council's services. It also presented proposals for ongoing support to, and engagement with the Religion or Belief Third Sector via the Third Sector Partnership.

RESOLVED –

- (a) That the work being undertaken to deliver the recommendations from the report entitled, 'Leeds City Council – Taking Religion or Belief Seriously', be noted;
- (b) That approval be given for the Assistant Chief Executive (Citizens and Communities) to make arrangements for the City Council to formally sign the covenant, as appended to the submitted report, between the Council and Religion or Belief organisations in the city.

HEALTH AND WELLBEING

151 Best Start Programme

The Director of Public Health and the Director of Children's Services submitted a joint report highlighting the Leeds Best Start Programme, in order to emphasise the importance of this priority in relation to longer-term outcomes for children, families and future generations in the city. In addition, the report also provided details of the innovative work which was already being driven forward under this priority, including the essential work done by the integrated Early Start Service (Health Visiting working with Children's Centres).

Members welcomed the contents of the submitted report and the benefits to children and families which were being realised by the work of the Best Start programme.

RESOLVED –

- (a) That the Best Start Priority and Plan be noted, and that support be given to the important and exciting programme of work to be developed by the Best Start Strategy Group, co-chaired by the Consultant in Public Health (Children and Maternity) and the Chief Officer Children's Services (Partnership Development and Business Support);
- (b) That the transfer of commissioning responsibility for 0-5 Children's Public Health Services to the Council from 1st October 2015 which will

be led by the Office of the Director of Public Health, be noted, together with the importance of the integrated Early Start Service (Health Visiting integrated with Children's Centres) to this agenda;

- (c) That the evidence which illustrates that investing in the early years yields the highest return on investment, be noted.

152 Contract Award for Drug and Alcohol Treatment and Recovery Service

Further to Minute No. 120, 6th November 2013, the Directors of Public Health, Children's Services, Environment and Housing and Adult Social Services submitted a joint report regarding the recent decision to award the contract for drug and alcohol treatment and recovery services. In addition, the report highlighted the anticipated contribution that the service would make towards meeting key strategic priorities for the Council, and the benefits that would be realised as a consequence of this contract award.

Members welcomed the contents of the submitted report, together with the joined up and inclusive approach which had been taken towards the re-procurement of the service. The Board conveyed its thanks to all of those who had been involved in this process.

RESOLVED –

- (a) That the recent contract award for drug and alcohol treatment and recovery services, be noted;
- (b) That the inclusive way in which service users have been involved in the re-procurement of the service, be noted;
- (c) That the contribution that the service will make towards meeting key strategic priorities for the Council and the benefits that will be realised as a consequence of this contract, be noted.

153 Contract Award on Integrated Sexual Health Services

The Director of Public Health submitted a report which provided details on the recent decision to award the contract for the provision of Integrated Sexual Health services. In addition, the report highlighted the anticipated contribution that the service would make towards meeting key public health priorities for the Council.

The Board welcomed the contents of the submitted report and conveyed its thanks to all of those who had been involved in this process.

RESOLVED –

- (a) That the recent contract award for integrated sexual health services be noted;
- (b) That the inclusive way in which service users have been involved in the re-procurement of this service, be noted;

- (c) That the contribution that the service will make towards meeting strategic public health priorities, be noted.

TRANSPORT AND THE ECONOMY

154 East Leeds Leisure Centre, Neville Road, Halton, Leeds 15

The Director of City Development and the Director of Children's Services submitted a joint report which sought approval of the sale of the subject site on the terms as detailed within the exempt appendix to the submitted report.

The Board noted a point of clarification that the proposal was to sell the site to the Temple Learning Foundation, and not the Temple Newsam Partnership, as detailed within the submitted report.

Following consideration of Appendix 1 to the submitted report, designated as exempt from publication under the provisions of 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 sale of the subject site to the Temple Learning Foundation for development as a new school and on the terms as detailed within the exempt appendix to the submitted report, be approved;
- (b) That it be noted that the Head of Land and Property will be responsible for the implementation of such matters, as outlined within the submitted report.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public's interests. As such, it was determined that the resolutions relating to this report were exempt from the Call In process as timetabling for the proposed opening of the first phase of the school is September 2015, creating a very tight deadline in which to finalise legal work associated with the sale, obtaining planning consent, works procurement and completion of the conversion of the leisure centre)

CHILDREN AND FAMILIES

155 Transforming Children's Social Work in Leeds: Progress and Further Developments

The Director of Children's Services submitted a report providing an update on the progress made in services for children, young people and families in Leeds with a particular focus placed upon the ongoing transformation of children's social work services. The report highlighted Leeds' success in being awarded £4.85 million from the Department for Education's (DfE) Innovation Fund and the work taking place as a result of this. Also, the report outlined further improvements planned across the service that would sit alongside the innovation fund to create system-change throughout the city.

The Board welcomed the contents of the submitted report, specifically the fact that the Council had successfully been awarded £4.85m from the Department for Education's Innovation Fund. Further to this, it was proposed that cross-group support was obtained in order to seek greater flexibility around the timescales by which such funding needed to be spent.

RESOLVED –

- (a) That the success of the Leeds Innovation Fund bid be noted, and that the activity as a result of the fund which will signal a step-change in the use of restorative approaches for working with vulnerable families in Leeds be supported;
- (b) That the wider work planned to develop children's social work in Leeds as part of our ambitions to make Leeds the best city for children and young people to grow up in, be endorsed, and that in particular, the proposals to enhance the role of the corporate carers group, be noted.

NEIGHBOURHOODS, PLANNING AND PERSONNEL

156 The Leeds Community Infrastructure Levy - Strategic and Neighbourhood Spending

Further to Minute No. 66, 17th September 2014, the Director of City Development and the Deputy Chief Executive submitted a joint report which proposed the key parameters for the spending of the Community Infrastructure Levy (CIL) income across Leeds, including the proportion given to local communities, governance and engagement arrangements for that proportion, together with strategic spending principles.

Appendix 2 to the submitted report which contained the comments and recommendations of the Scrutiny Board (Sustainable Economy and Culture) was circulated to Executive Board Members prior to the meeting. The Scrutiny Board met on 3rd February 2015 to consider such matters. In considering Appendix 2, the Scrutiny Board was thanked for its work on this subject, and it was noted that such recommendations would be taken into consideration.

Responding to enquiries, the Board received further information on the following:-

- The consultation and engagement procedures which would be undertaken by the Council with Parish and Town Councils and those community organisations with Neighbourhood Plans throughout the CIL process;
- The proposed timeframes by which neighbourhood funding would be allocated;
- The respective roles envisaged for Ward Members and for Community Committees when considering the allocation of the neighbourhood fund;
- The ways in which the retained element of the CIL would be utilised by the Council.

In acknowledging the complex nature of the arrangements for spending local CIL funds, it was requested that a further report be submitted to Executive Board providing further detail on such matters.

RESOLVED –

- (a) That the following be agreed:-
- (i) The Council will retain 5% of the CIL to cover administration and implementation costs;
 - (ii) 15% of CIL income to be the neighbourhood fund, subject to the cap set in national Regulations, or 25% in areas with an adopted neighbourhood plan;
 - (iii) To retain the default timetable in the CIL Regulations for transferring the neighbourhood fund: 1st October to 31st March transferred by 28th April, and 1st April to 30th September transferred by 28th October each year.
 - (iv) To continue to work closely with Parish Councils and other community groups and infrastructure providers, including through the Site Allocations Plan and maximising use of CIL resources;
 - (v) To use existing Community Committee structures to direct spending of the neighbourhood fund;
 - (vi) For guidance/protocols to be established to ensure a consistent approach to defining the locality for spending and consultation purposes. Community Committees may then publish their own parameters for the spending of the neighbourhood fund in their area. This will need to include consultation and joint working with adjoining Committees to determine the approach to CIL spending from development that may occur on or near Committee boundaries, and with Parish Councils in recognising the control parishes have over the neighbourhood fund for their own parish;
 - (vii) That priorities for strategic CIL spend are decided on an annual basis as part of the Council's budget setting process, in line with the Regulation 123 List, and taking into account the impact of specific and cumulative infrastructure needs arising from new development.
- (b) That it be noted that the following steps will be undertaken in order to deliver the resolutions of the Board:-
- (i) The appropriate internal procedures will be put in place to set the necessary systems for collection, distribution, and monitoring of the CIL Income;
 - (ii) The timescales for the implementation of the decisions are that Leeds City Council will start charging the CIL from 6th April 2015 and so the necessary procedures will be in place from that date and ongoing;
 - (iii) The Chief Planning Officer will be the officer responsible for the implementation of such matters.
- (c) That a further report be submitted to Executive Board providing further detail on the arrangements for spending the local CIL funds (15% or 25%), particularly in those areas without a parish or town council.

157 Changing The Workplace: progress report to end of 2014

Further to Minute No. 38, 17th July 2013, the Deputy Chief Executive and the Director of City Development submitted a joint report providing an overview of Phase 1 of the Changing the Workplace (CTW) scheme, presenting the benefits delivered to date and the opportunities available for further savings to be delivered. In addition, the report also looked to consider moving forward on phase 2 in the localities, linking in with the community hubs and asset rationalisation agendas.

In receiving the update, Members noted the financial savings which were being realised by the initiative and the ways in which CTW was promoting new and innovative ways of working across the Council.

RESOLVED –

- (a) That the progress made to date, together with the anticipated additional benefits including potential to release further buildings on completion of phase 1 of the CTW programme, be noted;
- (b) That the linkages to ‘How We Work’ and other cross-Council activities, such as those recently considered by Executive Board namely; asset rationalisation and community hubs, be noted;
- (c) That a further report be submitted to the Board by the Deputy Chief Executive and the Director of City Development in mid-2015 showing the refreshed financial costs and savings to be delivered in Phase 1, together with costs and opportunities for a phase 2 business case.

158 City-wide Housing Repairs and Maintenance Procurement Strategy 2016

The Director of Environment and Housing submitted a report providing an overview of the proposed strategy for key strategic procurement exercises that Housing Leeds would conduct between 2015 and 2020. In addition, the report also outlined the approach proposed to be taken in respect of future contracts or internal arrangements regarding the delivery of a number of key services.

RESOLVED –

- (a) That the overall strategy and direction of travel, as set out within the submitted report, be approved;
- (b) That the proposed extensions to the Mears Contracts be noted;
- (c) That the Director of Environment and Housing be authorised to implement the strategy following Executive Board approval under existing powers within the Director’s scheme of delegation.

DIGITAL AND CREATIVE TECHNOLOGIES, CULTURE AND SKILLS

159 Grand Theatre and Opera House Ltd. - Future Operation and Governance Options Appraisal Outcomes

Further to Minute No. 44, 16th July 2014, the Director of City Development submitted a report which sought approval for the next phase in the development of the Leeds Grand Theatre and Opera House (LGTOH).

In receiving the report, the Board emphasised the vital contribution that all three venues made to the city's cultural offer. As such, it was highlighted that the key objective of the submitted report was to ensure that the venues remained sustainable and were allowed to prosper in the future.

The Board paid tribute to the work which had been undertaken by the staff of the venues, Trustees of the Leeds Grand Theatre and Opera House, Scrutiny Board (Sustainable Economy and Culture), Council officers and the consultants, who had undertaken a piece of work as part of the review, all of whom had made valued contributions towards the progress which had been achieved to date.

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

RESOLVED –

- (a) That it be recommended to the LGTOH Board that it restructures to become a fully independent charitable trust;
- (b) That it be noted, that once established, the fully independent charitable trust may decide to contract a commercial operator to run Leeds Grand Theatre and/or City Varieties, (subject to agreement to any requirements imposed upon it by Arts Council England, The National Heritage Memorial Fund or the Charity Commission) or may decide to retain this function in-house;
- (c) That the reduction of Member representation on the new board to a maximum of 3 be approved, which would be a condition of any future grants to the new trust, and/or a condition of any other financial contribution to the operation of LGTOH that the Council may make;
- (d) That support be given to the principle that the Board of LGTOH moves immediately to appoint an interim full-time Chief Executive to lead the process of change and development that will flow from the changes to governance, including the responsibility for managing the recruitment of an independent chair, to continue the progress made in turning around the current deficit-generating business model and developing a capital refurbishment plan with other stakeholders as per paragraph 3.7.3 of the submitted report;

- (e) That approval be given for any rental income, net of costs, from The Swan public house from 1 April 2015 is formally hypothecated from City Development to the benefit of City Varieties in recognition that the existence of The Swan significantly limits City Varieties capacity to raise income from secondary spend;
- (f) That it be agreed that any decision to separate governance arrangements for the Hyde Park Picture House be held in abeyance for further consideration by the independent trust in consultation with the Council, the local community and 'friends' groups;
- (g) That the Board convey its thanks to the staff, Trustees of LGTOH and the council officers involved for their work in improving the financial performance of the company, and that the Director of City Development and the Deputy Chief Executive be authorised to take the lead on behalf of the Council in the implementation of these changes under their respective schemes of delegation;
- (h) That the Director of City Development, on behalf of the Council, be authorised to enter into discussions and agree necessary documentation with Arts Council England and the National Heritage Memorial Fund with regard to necessary changes to the existing arrangements which would enable LGTOH to become a fully independent charitable trust.

DATE OF PUBLICATION: FRIDAY, 13TH FEBRUARY 2015

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00PM, FRIDAY, 20TH FEBRUARY 2015

(Scrutiny Support will notify Directors of any items called in by 12.00noon on Monday, 23rd February 2015)

Report of the Deputy Chief Executive

Report to Executive Board

Date: 18 March 2015

Subject: Best Council Plan 2015-20 – update 2015/16

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

Summary of main issues

1. This report presents a new Best Council Plan for Executive Board’s approval. It sets out the context for the Council’s strategic priorities for the period 2015-20, key areas of work for 2015/16 aligned with the 15/16 budget and linkages to supporting plans. It builds on the previous Best Council Plan 2013-17, with the six objectives in that document remaining in the new proposed Plan.
2. Since the Best Council Plan 2013-17 was written, the financial environment in which the Council operates continues to tighten and, with an upcoming general election, there remain uncertainties around future policy and the pace and scale of further funding cuts. The organisation itself has also developed in recent years, with a greater emphasis on cross-Council and wider partnership-working that replaces much of the traditional directorate-based service delivery. There is therefore a need for a new Best Council Plan that clearly sets out the longer-term strategic priorities for the organisation - *what* we will focus on in the coming years - but that allows for flexibility in the way we deliver them.
3. This 2015-20 timescale recognises that outcomes take time to achieve, usually longer than one year. It also provides a realistic framework and period within which the authority can shape its services, financial plans and workplace planning arrangements, resulting in a Council that will look very different by 2019/20.

Recommendations

Executive Board is recommended to approve the new Best Council Plan 2015-20 and note that at the time of writing, further drafting and design work will take place.

1 Purpose of this report

- 1.1 This report presents a new Best Council Plan for Executive Board's approval. It sets out the context for the Council's strategic priorities for the period 2015-20, key areas of work for 2015/16 and linkages to supporting plans.

2 Background information

- 2.1 On 1st July 2013, Full Council approved a new strategic Best Council Plan that drew on the findings of the Commission on the Future of Local Government to further shape our Best Council ambition and civic enterprise approach. The Best Council Plan set out the Council's six key objectives for the period 2013-17 with a number of long-term priorities. Annual success measures for the period 2013/14 were included to help monitor in-year progress. Council also authorised Executive Board to make 'in-year amendments to the plan as may be required'.
- 2.2 To ensure the Plan remained up to date and aligned with the 2014/15 budget, the Best Council Plan objectives and priorities were reviewed by members and officers last year, culminating in a revised 'Best Council Plan – Plan on a Page' approved by Executive Board on 5 March 2014. The Plan on a Page was then further developed into an 'objective on a page' for each of the six objectives and approved by this Board on 25 June 2014.
- 2.3 In preparation for the new financial year, officers have reviewed the Best Council Plan and present at Appendix 1 a revised version for Executive Board's consideration. The new Plan outlines the context for the Council's priorities for the period 2015-20 and builds on the previous 2013-17 Best Council Plan. The new Plan aligns with the 2015/16 budget approved by Full Council on 25th February with both documents emphasising our firm focus on tackling disadvantages and inequalities in Leeds.
- 2.4 At the time of writing, further drafting and design work is taking place on the new Best Council Plan. An early illustration is shown at Appendix 2.

3 Main issues

Changes to the Best Council Plan

- 3.1 Since the previous refresh of the Best Council Plan, the financial environment in which the Council operates continues to tighten and, with an upcoming general election, there remain uncertainties around future policy and the pace and scale of further funding cuts. The organisation itself has also developed in recent years, with a greater emphasis on cross-Council and wider partnership-working that replaces much of the traditional directorate-based service delivery. There is therefore a need for a new Best Council Plan that clearly sets out the longer-term strategic priorities for the organisation - *what* we will focus on in the coming years - but that allows for flexibility in the *way* we deliver them.
- 3.2 The new Plan reflects these changes:
- A new strategic narrative explains the need for us to work differently if the Council and the City are to thrive in such challenging times. This builds on the propositions developed by the Leeds-led *Commission on the Future of Local Government* (2012) which brought a fresh perspective to the role of

local government based on the concept of civic enterprise: where councils become more enterprising, businesses and other partners become more civic and citizens become more engaged. It includes the 6 Best Council objectives that featured in last year's updated Plan, incorporates the seven 'breakthrough projects' established to provide focus on a set of cross-council priorities in 2015/16 and sets this all within a longer-term 2015-20 context.

- This 2015-20 timescale recognises that outcomes take time to achieve, usually longer than one year. It also provides a realistic framework and period within which the authority can shape its services, financial plans and workplace planning arrangements, resulting in a Council that will look very different by 2019/20.
- The previous Best Council Plan set out very specific annual deliverables and key performance indicators for each of the six objectives, most drawn from the range of supporting partnership plans (e.g. Children & Young People's Plan; Health & Wellbeing Strategy) and other strategies (e.g. Core Strategy; Citizens@Leeds). The new format makes explicit the linkages between the Best Council Plan and these other supporting plans and will include hyperlinks that will be updated as the supporting plans are updated. This will ensure the Best Council Plan remains up to date, becomes a much shorter, more focused document than before, removes duplication with other plans and facilitates stakeholders in drilling down for more detail as required.

Governance

- 3.3 Detailed delivery plans and key performance indicators (KPIs) are in place for the range of supporting plans and strategies that sit beneath the Best Council Plan. Accountability for monitoring and managing these falls within existing governance arrangements - for example, with partnership boards and project boards – with escalation processes as required to members and the Corporate Leadership Team already established through monthly Best Council Plan reporting.
- 3.4 In September 2014, the Corporate Leadership Team approved a Best Council Plan 'basket of measures': a set of KPIs that collectively would be reported and published each quarter to help monitor and manage progress against the 2013-17 objectives. Nearly all are still applicable and so will be rolled forward for the period of the new Best Council Plan, with work currently underway to consider if there are any gaps. The current set of indicators is included as an appendix in the new 2015-20 Plan.
- 3.5 Following approval of the 2015-20 Best Council Plan, the 2013-17 Plan will be closed down with an annual report this summer detailing progress in delivering the 2014/15 objectives.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.2 The proposed revisions to the Best Council Plan have been subject to consultation with the Corporate Leadership Team, Best Council Leadership Team of senior officers, Equalities Board and portfolio holders. The priorities are drawn from existing plans and strategies (themselves subject to stakeholder consultation), including the 2015/16 budget which went through an extensive consultation process with the public, elected members and Council officers.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 Tackling inequalities is at the heart of the new Best Council Plan. Since the Best Council Plan draws on a range of supporting plans – for which individual equality impact assessments have been carried out on specific initiatives and decisions – there is no need for a separate assessment on the Best Council Plan itself.
- 4.2.2 Equality impact assessments will continue to be undertaken on particular initiatives and decisions within these supporting plans as required. This will help ensure compliance with the Council's decision-making processes that require due regard to be clearly set out within the cover report with any screening or impact assessments published as routine.

4.3 Council policies and City Priorities

- 4.3.1 This report brings to Executive Board a set of Council priorities for the period 2015-20 with a 15/16 focus aligned with the 15/16 budget. This falls within the authority's budget and policy framework.

4.4 Resources and value for money

- 4.4.1 The new Best Council Plan sets out the Council's objectives aligned with the 2015/16 budget and consideration of future funding changes. The priorities will continue to inform – and be informed by - the authority's budget and workforce planning arrangements.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The provisions of Executive and Decision Making Procedure Rule 5.1.2 state that the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules. As the Best Council Plan forms part of the Budgetary and Policy Framework, it is therefore exempt from call in. There are also no specific legal implications and all information within this report is available to the public.

4.6 Risk Management

- 4.6.1 The Council's strategic and directorate risk registers will be reviewed in light of the changes to the Best Council Plan to ensure that the key risks that could impact upon the priorities are appropriately identified, assessed and managed. An assurance report on the authority's strategic risk management arrangements will be presented to Corporate Governance and Audit Committee later in the year.

5 Conclusions

- 5.1 At a time when local government is under greater pressure than ever before and facing significant uncertainties, the Council is changing the way it works building on the concept of civic enterprise. This requires a new Best Council Plan which sets out the context for the authority's priorities for 2015-20 and key areas of work for 2015/16 aligned with the 15/16 budget.

6 Recommendations

- 6.1 Executive Board is requested to approve the Best Council Plan 2015-20 and note that, at the time of writing, further drafting and design will be taking place.

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.

Appendix 1: DRAFT Best Council Plan 2015-20 - Update 2015-16

[Section 1] Foreword from Leader of the Council, Councillor Keith Wakefield and Chief Executive, Tom Riordan

We have a positive and distinctive vision for the future of Leeds City Council: where the council becomes more enterprising; businesses and partners more civic; and the public more engaged to help Leeds become the best city in the UK.

The last five years have seen major changes across local government and the public sector, with increased demand for services and a significantly decreased central budget. Leeds is no different. What has set us apart is the way we have faced these challenges and continued to deliver real progress for people in the city.

Over the coming years, the projected growth and changes in the Leeds population continue to present a complex range of challenges, from ensuring enough school places are available to meeting the needs of an ageing population. Inequalities persist: for example, although overall life expectancy has been increasing for all Leeds residents, the life expectancy for a man living in a deprived Leeds neighbourhood is 12 years lower than a man living in an affluent part of Leeds. Local employers have evolving skills, in particular in the projected growth areas of innovative manufacturing and financial and professional services. We must meet our responsibilities in these areas within the context of a continued reduction in budget.

For Leeds, funding from government was reduced by £129m between 2010/11 and 2014/15, but in addition, the Council has also faced significant cost pressures particularly within adult and children's social care, as well as reductions in income due to the economic climate. This has meant that savings of around £250m have had to have been found over the last 4 years.

For 2015/16, our net budget has been reduced by £44m, with less core funding from the government being the main element of that. Further reductions in government grant of the scale suggested by the Chancellor's December 2014 Autumn Statement will fundamentally challenge the services provided by the Council and change the way we work.

This is the context for this Best Council Plan to take us to 2020. The impact of these cuts cannot be underestimated but our 2015/16 budget demonstrates our firm focus on countering disadvantage and inequality in Leeds. This will remain central to all our work in the next five years. What will help us rise to these challenges is the way we work together, with our partners and with the public. We will adapt to survive – and we want to do more than survive. We intend to continue to play our part in making Leeds thrive.

We know that local government and public services remain vital to communities in helping them shape their health and wellbeing. We have clear plans with our partners, such as the children and young people's plan, the housing strategy, and the health and wellbeing strategy. We will meet our responsibilities in a way that serves our communities even better, reducing inequalities and achieving our ambitions of being the UK's best council and best city.

At a time when the public consistently trusts local government much more than central government, we will continue to make the case for greater freedoms from Whitehall. Real and meaningful devolution is the key to transforming Leeds, opening up opportunities and improving the lives of people in the city.

These are big ambitions and we need big changes to make them a reality. We have set out here what our focus will be for the next twelve months; and how we will work differently over the next five years. Our five Council Values continue to underpin everything we do: Working as a team for Leeds; Being open, honest and trusted; Working with communities; Treating people fairly; Spending money wisely.

We are again asking our colleagues to do more with less, and continue to find new ways of delivering the very best for Leeds. We value their commitment and would like to share our sincere thanks for all that's been achieved so far, and the continuous hard work that is going to be needed over the coming months and years.

Councillor Keith Wakefield

Tom Riordan

[Text box#1: illustrative facts about Leeds and Leeds City Council, including:

- *Leeds is the second largest local authority in England with a population of 751,500 people*
- *Leeds is increasingly diverse with over 140 ethnic groups, representing almost 19% of the total population*
- *Leeds is by far the largest centre of economic activity in the region, with the total value of the economy estimated at £18bn per annum (GVA)*
- *The council employs around 13,500 people and spends almost £2 billion each year delivering hundreds of different services]*

[Text box#2: key Council achievements including:

- *The Grand Depart of the Tour de France in Leeds in 2014 boosted the city's economy by £xm*
- *Majority of educational standards, including school attendance, the highest ever recorded in the city*
- *Alternative weekly bin collections and improving recycling rates continue to reduce the cost of landfill tax]*

[Section 2] The next twelve months: 2015/16

In the Best Council Plan for 2013-17, we shared our priorities and objectives. We outlined our continued focus on a values-based approach to deliver change, investing significantly in our workforce. We described the difference that a civic enterprise approach is making. The objectives will continue to be important for the next year, with our budget showing how our spending will help to achieve them. The objectives will continue to be supported by a set of plans, each with detailed key performance indicators. The most significant of these indicators form a set to help measure progress on the Best Council Plan as a whole. These are set out in the Appendix.

The six objectives for 2015/16 remain as:

1. Supporting communities and tackling poverty
2. Promoting sustainable and economic growth
3. Building a child-friendly city
4. Delivering the better lives programme
5. Dealing effectively with the city's waste
6. Becoming a more efficient and effective council

With a General Election in 2015, we know there will be changes. These objectives give us a clear focus for the year ahead against this uncertain backdrop.

To accelerate pace, we have established a new way of working that will break through traditional boundaries and silo working and engage partners and communities differently. The council's role in making the Tour de France Grand Départ in 2014 such a success for the city shows how well we can work in this way – and what happens when communities and partners take up a civic role too.

The seven 'breakthrough projects' are:

- Making Leeds the best place to grow old
- Hosting world class events on a global stage as a smart city
- Putting children and families first: tackling domestic violence
- Rethinking the city centre
- Housing growth, and jobs for young people
- Reducing fuel bills and setting a revised 2050 carbon target
- Reducing health inequalities through healthy lifestyles

[Text box #3: illustrative examples of things the Council will do in 15/16, including:

- *Further joining up health and social care services and meeting new Care Act 2014 duties*
- *Continuing focus on helping to keep children safe from harm, healthy and doing well in learning*
- *Providing £4.8m to expand the service to families facing problems such as domestic violence or child protection proceedings*
- *Achieving the housing growth target*

[Section 3] Looking ahead to 2020

We want Leeds to be the best city in the UK – one that is earning, learning, safe, healthy and engaged. A city that is great for people of all ages. To make this happen, we will continue to use our thinking from the Leeds-led *Commission on the Future of Local Government*. This report, published in 2012, set out a new direction for councils that we have adopted and so we already have good examples of this new style of leadership making a positive difference in the city – but we want to do more.

Civic enterprise

We want to invest in the social infrastructure that makes Leeds a success – our communities, our schools and the many incredible community leaders in the city. These leaders are valuable resources - civic entrepreneurs with passion to make things happen. The council will work to create the right environment to harness this power and potential.

We are already seeing great results from social and civic enterprise initiatives. Leaders for Leeds is a cross-sector leadership network that connects civic entrepreneurs around the city. The Leeds Empties Project unites public, private and third sector organisations to bring empty properties up to standard and back into use. Neighbourhood Networks see over 40 social enterprises support more than 25,000 elderly people each year in the city.

Strong local democracy is essential for successful civic enterprise. The council has changed in recent years to become more enterprising and engaging. Our elected members are forging closer relationships with other key community leaders to build capacity, share expertise and develop mutual trust. We will build on these strong foundations to make the council as a whole more enabling and facilitating, and a catalyst for positive change.

Social contract

Our relationship with the people of Leeds has changed and will continue to change. Our ten community committees reflect the shift to a more collaborative way of working, empowering people to influence decisions where they live. We are becoming better connected with the citizens of Leeds, and tackling the challenges of poverty, deprivation and inequality through our community hubs – integrating essential services for those who need them most.

We will build on this approach, and create the conditions that encourage people to make positive decisions about their own lives. This includes extending our use of Family Group Conferencing that uses families' own skills, strengths and personal knowledge to resolve difficulties and also restorative practice to improve the way we communicate and engage with each other and with children, young people and families.

The council will continue to offer services that support citizens with a particular focus on our most vulnerable residents. Where the budget pressures mean changes have to be made, we will listen and respond with collaborative solutions. Again, partnerships with all key sectors have a vital role to play to remove inequalities and increase opportunities.

21st century infrastructure

With the dual challenge of increased demand for services and severe financial constraints, we must still make the big decisions that will benefit the city now and for many years to come. Almost two centuries ago, our predecessors transformed Leeds and improved the quality of life for residents by providing clean water, lighting, sewers and public health.

The infrastructure needed for the 21st century is very different but no less important in changing lives. We have a vital role to play in improving the city's physical and digital connection networks.

We will work with partners in both the public and private sectors to enable affordable ultra-fast broadband; low carbon and low cost energy; affordable housing for families, first time buyers and the elderly; and transport that connects communities, cities and regions. We will work with communities to ensure that neighbourhoods are clean, safe and meet local needs, with green spaces, cultural opportunities and places that everyone can enjoy.

Good growth

Creating the right environment for economic growth is a vital part of this picture. For Leeds, good growth means more jobs and homes; improved skills and educational attainment for all; helping people out of financial hardship and into work; and increased inward investment. We need to continue working with and learning from our business community to allow enterprise to thrive and to create sustainable jobs and careers.

Our Core Strategy sets the ambitious target of building 70,000 homes by 2028. We are planning ways to get the best deal for Leeds from high speed rail and to make it easier to cycle in Leeds. We are committed to delivering key developments like Victoria Gate, South Bank, Kirkstall Forge and Thorpe Park.

Devolution and local freedoms

Bringing local business leaders and other partners together to work on jobs and skills has identified solutions that work for Leeds. The value of local knowledge and intelligence is an incredible resource for the city. We need the freedom from central government to allow more decisions to be taken at the right level, using this knowledge and insight.

We are already working collaboratively across the city region to make the most of any devolved powers, and have demonstrated that we are deserving of more powers to make a difference locally. The City Deal brought in a £1 billion investment in transport through a combined transport authority, and a further £400 million for infrastructure modernisation. The Local Enterprise Partnership was the first in the country to establish a coherent economic plan, and has helped SMEs to access £70 million funding through the Regional Growth Fund.

Leeds will continue to be an enthusiastic and committed partner in the region, a loud voice for increased devolved power to cities, and a strong advocate for sharing power at a local level.

Organisational changes

To bring about these changes for the city, we must also change the council significantly. This is already happening – by March 2016 we will have lost 2500 employees in five years – and we will continue to get smaller as an organisation. We plan to make significant savings by changing the way we work: £5.5m through new ways of delivering internal support services; £5.5m through managing our suppliers and contracts differently; and £2.1m through reducing the number of office buildings we have.

To support a more adaptable way of working, we are redefining roles and by 2020, will expect to see council employees working in strong, more flexible teams. This flexibility will extend to our other assets. Council buildings will be multi-use, giving customers quicker and easier access to the things that are important to them. We will work with communities and partners to make decisions and spend money wisely based on effective use of data and tailored information for an accurate picture of needs, demands and impact.

[Text box #4: 5 Council values]

[Section 4] Appendix: Best Council Plan KPIs - set of indicators

These include (sample of full set included here for illustrative purposes):

City KPIs

- Number of people supported into jobs
- Repeat incidence rate of domestic violence and abuse
- Number of delayed hospital discharges per 100,000 population
- Achieve the housing growth target
- Number of children looked after
- Percentage of waste recycled

Organisational KPIs

- Projected over/(under) spend for this financial year
- Council's energy consumption (carbon emissions)
- Number of complaints received about Council services
- Number of compliments received about Council services
- Level of employee engagement

[Section 5] Best Council Plans and supporting plans

For more information, please refer to supporting plans which include:

- Health & Wellbeing Strategy
- Adult Social Care Market Position Statement
- Drug & Alcohol Strategy
- Children & Young People's Plan
- Citizens @ Leeds Strategy
- Leeds Growth Strategy
- Integrated Waste Management Strategy
- Leeds Strategy for Sport & Active Lives
- Core Strategy and Site Allocations Plan
- West Yorkshire Transport Plan
- Leeds Local Flood Risk Management Strategy
- Leeds Air Quality Strategy
- Carbon & Water Management Plan
- Leeds Museum & Galleries Strategic Plan

Appendix 2: Proposed new Best Council Plan design

Illustrative example of first part of Foreword with Text Box 1

FOREWORD

From Leader of the Council, Cllr Keith Wakefield
and Chief Executive, Tom Riordan

We have a positive and distinctive vision for the future of Leeds City Council, where the council becomes more enterprising; businesses and partners more civic; and the public more engaged to help Leeds become the best city in the UK.

The last five years have seen major changes across local government and the public sector, with increased demand for services and a significantly decreased central budget. Leeds is no different. What has set us apart is the way we have faced these challenges and continued to deliver real progress for people in the city.

Leeds is the **2nd largest** local authority in England covering an area of **552 km²**

Leeds has a population of **751,500 people** living in **320,600 households** representing a **5% growth** since the 2001 census

Leeds is increasingly diverse with over **140 ethnic groups** representing almost **19%** of the total population compared to 11% in 2001

Leeds is by far the largest centre of economic activity in the region, with the total value of the **economy** estimated at **£18bn** per annum (GVA)

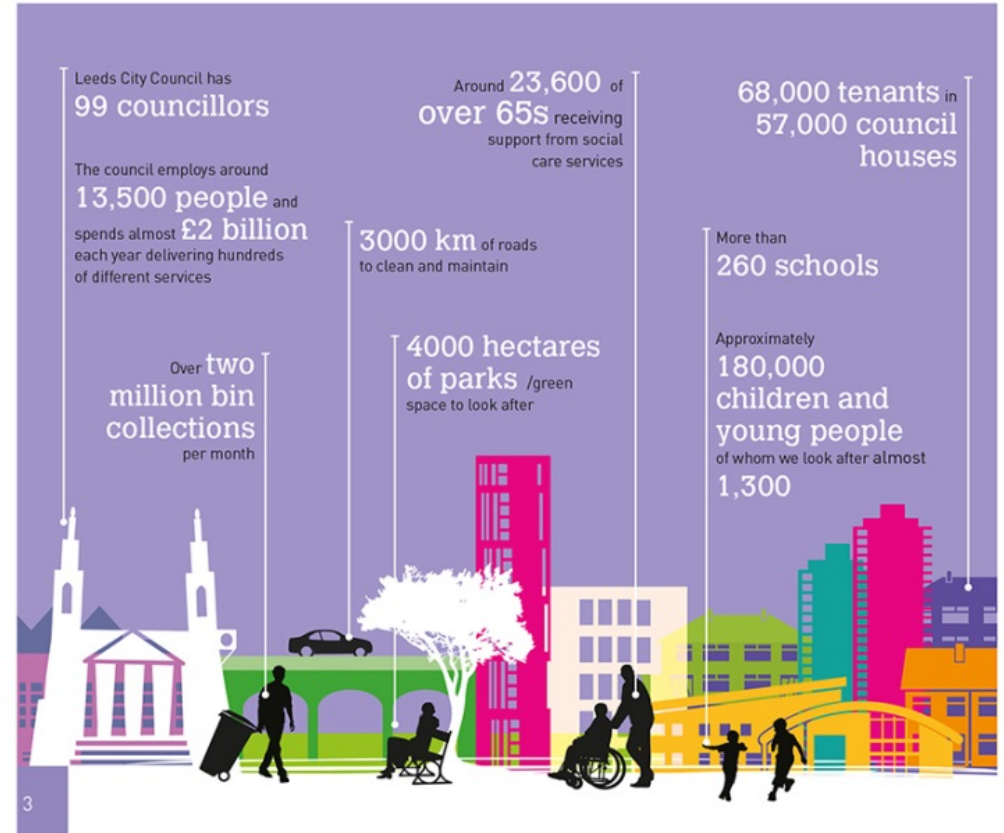
Leeds has over **24,000** VAT registered **businesses**

445,000 people working in the city, a workforce projected to grow by over **10%** in the next decade



Appendix 2 continued – Proposed new Best Council Plan design

Illustrative example of Text Box 1



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Report author: Diane Gill

Tel: x43001

Report of the Assistant Chief Executive (Citizens and Communities)

Report to Executive Board

Date: 18 March 2015

Subject: Discretionary Housing Payment policy

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. The reduction in DWP funding for Discretionary Housing Payments (DHP's) and the reduction in Local Welfare Support scheme funding means that, in total £650k has been cut from the DHP budget in 2015/16.

2. This reduction in funding means there will be insufficient resource to help people affected by welfare changes such as under occupancy that have been helped in previous years by this fund. It is proposed to increase the Housing Revenue Account contribution to the Discretionary Housing Payments scheme from £250k to £550k

3. Even with the additional funding from the HRA, there, is now a need to change the way Discretionary Housing Payments are awarded to try and ensure help is targeted to the most vulnerable and needy across the city and ensure spend does not exceed the reduced budget.

4. It is also now necessary to look beyond a scheme for 2015/16 and future proof it into 2016 and beyond, in order to enable a scheme to continue with the likelihood of further reductions in Government funding.

Recommendations

1. To note the expected impact of the reduction in funding from 1 April 2015.
2. To endorse the proposal to develop an amended policy within the parameters of the nationally reduced budget that aims to support those most disadvantaged by welfare reform changes.
3. To approve the changes to our Discretionary Housing Payment policy as set out in paragraph 3.9 of this report effective from 1st April 2015.
4. To authorise the Assistant Chief Executive (Citizens and Communities) to implement the revised policy.
5. To approve an approach to the Department for Communities and Local Government (DCLG) to use the agreed funding from HRA as set out in paragraph 3.1

1 Purpose of this report

- 1.1 This report updates Members of Executive Board on the use of Discretionary Housing Payments (DHPs) to help vulnerable tenants deal with the welfare changes that came into effect in 2013/14.
- 1.2 The report also sets out challenges for 2015/16 as a result of a significant reduction in the Government's contribution towards Discretionary Housing Payments. In response to this reduction, the report proposes changes to the way DHPs are used to support tenants affected by welfare reform.

2 Background information

- 2.1 The current Discretionary Housing Payments policy was approved by Executive Board in October 2012. The policy provided guidelines for the award of Discretionary Housing Payments and, in relation to the social sector size criteria changes (sometimes referred to as the 'bedroom tax'), set out priority groups for Discretionary Housing Payments. The priority groups are:
- those disabled and living in significantly adapted properties;
 - foster Carers
 - estranged parents who need an additional room for child access purposes;
 - pregnant women; and
 - tenants approaching pension credit age.
- 2.2 In 2013/14, Leeds received £1.9m in Government funding for Discretionary Housing Payments and spent almost £2.3m – the extra spend was covered by an application for additional funding from the Department for Work and Pensions (DWP) which was approved. The extra funding came from an additional £20m budget set up by DWP in recognition of the likely pressures on local councils.
- 2.3 This additional £20m was subsequently absorbed into mainstream DHP funding in 2014/15 by DWP and Leeds received £2.0m in total for 14/15. The ongoing pressures caused by the welfare changes led to a projected spend of £2.8m on DHPs for 14/15 and action was taken to reduce this spend. This involved putting a number of tenants on short-term awards of DHP and inviting tenants to re-apply for help. This action has reduced projected spend to around £2.4m with the additional £0.4m spend being covered by £250k contribution from the HRA, for which approval was required from the Department of Communities and Local Government (DCLG) and £150k contingency from within the Local Welfare Support scheme funding.

2.4 The table below provides a breakdown of DHP spend for both 13/14 and 14/15 (to date).

	2013/14 spend	2014/15 spend to 31/12/14
Sig. adapted	£270k (456 awards)	£242k (416 awards)
Child Access	£268k (548 awards)	£379k (699 awards)
Approaching pension credit age	£ 34k (69 awards)	£15k (44 awards)
Pregnant mothers	£ 8k (54 awards)	£28k (93 awards)
Foster carers	£ 22k (35 awards)	£23k (31 awards)
Exceptional circumstances	£692k (1483 awards)	£651k (1586 awards)
Private sector cases affected by welfare changes	£383k (620 awards)	£172k (307 awards)
Benefit Cap cases	£290k (74 awards)	£203k (147 awards)
Cases not in above categories	£305k (560 awards)	£203k (501 awards)
Total spend	£2.272m (3,899 awards)	£1.9m (3,824 awards)

2.5 DWP has now confirmed that the national funding for Discretionary Housing Payments is to reduce from £165m to £125m. As a result of this reduction, Leeds' allocation has been reduced from £2.0m in 14/15 to £1.5m in 15/16. DWP's rationale for the reduction is that DHP is intended only as a short-term measure to provide time for tenants to adjust to the welfare changes; however, in Leeds demand has remained high with social sector size criteria being the area of highest demand. This is unlikely to change. The number of tenants affected by social sector size criteria has remained steady at around 6,700 for the past 15 months – the majority of these, 64%, require 1-bed room accommodation which is scarce in the social rented sector.

2.6 Similarly, the number of benefit cap cases in Leeds remains stable at around 320 with no evidence that tenants affected are moving into work.

3 Main issues

3.1 The reduction in DWP funding for Discretionary Housing Payments and the Government reduction in Local Welfare Support scheme funding means that, in total £650k has been cut from the DHP budget in 2015/16. The situation would have been worse but for the Housing Revenue Account (HRA) continuing to contribute £250k towards DHPs in 2015/16. Agreement has now been made for additional HRA funding of £250k to that already approved, making a total HRA contribution of £500k and this will be to assist Council Tenants primarily those affected by the under occupancy changes. If approved by Executive Board, it will also need approval by DCLG and would provide a total budget of £2m in 15/16 against a projected spend of £2.4m in 14/15.

3.2 Even with this additional funding there is still a need to change the way DHPs are awarded to ensure spend does not exceed the funding allocated and to ensure that the scheme remains affordable in future years.

3.3 Discussions have taken place with social landlords to highlight the potential impacts of this reduced funding especially around increases in rent arrears and the need to engage with tenants to mitigate the issues this will bring. The comments and issues from this engagement are attached at appendix 1

- 3.4 A number of potential options have been considered to try and ensure support is still given to those most in need, however, it has been acknowledged that there will inevitably be groups of people that can no longer be supported, some of whom might be in serious need of financial support.
- 3.5 As a result of the DHP policy changes as highlighted in this report, tenants will be required to make up the shortfall in their rent that would otherwise have been covered by Housing Benefit. Advice will continue to be available to ensure tenants are supported and in particular partnership working with social landlords will continue to ensure that tenants affected by the under occupancy changes are able to discuss the options available to them and offer advice and support on paying their rent with less Housing Benefit.
- 3.6 **Core Cities considerations**
- 3.7 Feedback from other core cities has been obtained as to the type of scheme they will be considering for 15/16. Areas being considered are:
- Overall % reduction in awards
 - Shorter term awards to reduce dependency on DHP
 - Only pay for 1 bedroom shortfall if 2 or more bedrooms under occupied
 - Only awarding for a maximum of 2 year time span
 - Purposely paying less than 100% to ensure tenant engages with landlord
 - Only considering DHP for Benefit Cap cases if tenant engages to improve work prospects via training / voluntary
- 3.8 In light of the review, the following proposals are made in order to bring spend in line with the currently confirmed funding from April 2015:
- 3.9 **Proposals**
- 3.10 Benefit Cap cases – There is an expectation that tenants affected by the Benefit Cap pay the first £50 of any reduction before a DHP award is made. A number of exceptions have been made to this principle and it is now intended to enforce this requirement more rigorously for current and new awards
- 3.11 All awards will be limited to a maximum of 6 months (or a further 6 months for cases already getting DHPs) and then reviewed with the expectation that cases will not normally be extended beyond the initial 6 months. This approach happens to a degree now but would be applied more strictly from 15/16. This approach will not apply to tenants in the priority groups where awards will last for longer periods and in some cases will be indefinite (see para 2.1.)
- 3.12 A further award of DHP will only be considered if a tenants circumstances have deteriorated since the last award. If a tenants circumstances remain the same then no further DHP will be awarded.
- 3.13 Continue to award the priority groups, as highlighted in 2.1 of this report, full DHP with no reduction. This demonstrates the councils commitment to continue to

support those affected by the under occupation rules, whose options to move to alternative accommodation continue to be limited.

- 3.14 By undertaking the above proposals it is anticipated that the required savings within the allocated funding can be achieved whilst still ensuring awards are directed to the most vulnerable.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Consultation has taken place with Advice Agencies and Third Sector colleagues as part of the Welfare Reform Strategy Board. A meeting has also taken place with Social Sector Landlords, Housing Leeds and representatives from Housing Associations, who will be involved in supporting those tenants most affected by this change.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The proposed changes are aimed at directing support to the most vulnerable. Within the different equality characteristics there are certain groups that may be affected. However, the policy continues to recognise this and addresses the needs of these particular groups. The Equality, Diversity, cohesion and integration screening for the Discretionary Housing Payments policy which was presented at Executive Board on 7th November 2012 remains unchanged and is available to Executive Members on request.

4.3 Council policies and City Priorities

- 4.3.1 Addressing poverty and deprivation is a key priority for the Council. The changes as set out in this report continue to support the Best Council Plan, which has a strong focus on Supporting communities and tackling poverty with a key priority of helping people out of financial hardship and into work by reducing dependency on discretionary financial support. .

4.4 Resources and value for money

- 4.4.1 There will be resource requirements relating to the changes in the administration of the scheme, however, these will be contained within the existing operational processes and budget allocations.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal implications arising from this report

4.6 Risk Management

- 4.6.1 The pressure of the expected demand on the scheme carries the risk that expenditure may exceed budget. Regular monitoring of spend will take place.

5 Conclusions

- 5.1 There is a need to change the way DHP's are awarded to ensure help is targeted to the most vulnerable and needy across the city and to ensure spend does not exceed the reduced Government funding.
- 5.2 The impact of the reduction in DHP funding, will impact mainly on social sector tenants and large families which will mean that many tenants will struggle to pay their rent.

6 Recommendations

- 6.1 To note the expected impact of the reduction in funding from 1 April 2015.
- 6.2 To endorse the proposal to develop an amended policy within the parameters of the nationally reduced budget that aims to support those most disadvantaged by welfare reform changes.
- 6.3 To approve the changes to our Discretionary Housing Payment policy as set out in paragraph 3.9 of this report effective from 1st April 2015.
- 6.4 To authorise the Assistant Chief Executive (Citizens and Communities) to implement the revised policy.
- 6.5 To approve an approach to the Department for Communities and Local Government (DCLG) to use the agreed funding from HRA as set out in paragraph 3.1

7 Background documents

- 7.1 None

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 with Social Landlords regarding the options has taken place and a number of comments /issues were raised as follows:

- A. All landlords felt that the fairest way of introducing a percentage reduction was to apply this across ALL claims for DHP and not to continue to protect the priority groups. The idea being that people need to get used to paying something which will be beneficial in the longer term if cuts to future DHP funding continue.
- B. Concern was expressed over why priority groups should continue to be protected. However, there is evidence that a proportion of people specifically in relation to significantly adapted properties can afford to make up the shortfall in their rent. It is likely that those in the significantly adapted property group are not affected by the Council Tax Support reductions of 26%. Those claimants in the Exceptional Circumstances group will potentially have a 26% reduction in their Council Tax Support and then also be affected by a 10% reduction in DHP as well. This was felt disproportionate when other groups may not see any reductions in support.
- C. A large proportion of claimants in the exceptional circumstances groups have been identified as having mental health issues. Landlords have undertaken substantial work with this client group and there is a large proportion who would be unable to move but potentially might be able to manage a reduction in the DHP award.
- D. If single / couples were reviewed in the exceptional circumstances group, perhaps some conditionality around taking steps to improving their circumstances could be introduced. This would be similar to an existing initiative around DHP and debt that is currently being piloted.



Report author: C Witham

Tel: 2474537

Report of the City Solicitor

Report to the Executive Board

Date: 18 March 2015

Subject: LCR Governance arrangements

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 type="checkbox"/> Yes <input checked="" 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 West Yorkshire Combined Authority (WYCA) is not currently represented on the Leeds City Region (LCR) Leaders' Board, a joint committee appointed by authorities within the LCR to discharge economic development and regeneration functions. This will pose operational difficulties from 1 April 2015, when the WYCA will begin to act as the principal accountable body for funding relating to LCR economic development and regeneration activities.
- 2 In its current capacity as the accountable body Leeds City Council has entered into agreements with third parties. Some of these agreements run beyond 31 March 2015.
- 3 The LCR Leaders' Board at its meeting on 12 December 2014 considered a report setting out options relating to LCR governance arrangements, and endorsed a proposal to dissolve the LCR Leaders' Board on 31 March 2015, and for the WYCA to establish an advisory LCR Partnership Committee.
- 4 The WYCA at its meeting on 29 January 2015 resolved to appoint a LCR Partnership Committee to be established from 1 April 2015, with the terms of reference set out in the attached appendix A to this report. Its functions include acting as a consultative forum and advising the WYCA on its role as accountable body for funding received for the Leeds City Region.
- 5 In view of the operational difficulties referred to above, and given that the WYCA have resolved to appoint a LCR Partnership Committee, this report proposes that

the Executive Board resolves to dissolve the LCR Leaders' Board with effect from 31 March 2015. It is also proposed that the Deputy Chief Executive is given authority to determine which contracts and other assets should transfer to the WYCA, and the City Solicitor is given authority to take the further necessary steps to dissolve the Leaders' Board, including the transfer of related assets and agreements.

Recommendations

- 6 The Executive Board are asked to:
 - 6.1 note that the LCR Leaders' Board endorsed the proposal to dissolve the LCR Leaders' Board on 31 March 2015, and that the WYCA has resolved to appoint a LCR Partnership Committee to be established on 1 April 2015
 - 6.2 agree to dissolve the LCR Leaders' Board on 31 March 2015
 - 6.3 delegate authority to
 - the Deputy Chief Executive in his capacity as S151 Chief Finance Officer, to determine which contracts and other assets should transfer to the WYCA, and which should remain with Leeds City Council, and
 - the City Solicitor to take all necessary steps to dissolve the LCR Leaders' Board, including such steps as may be required to implement the decision of the Deputy Chief Executive in relation to any such transfer, novation or assignment.

1 Purpose of this report

1.1 To seek approval to

- dissolve the Leeds City Region (LCR) Leaders' Board on 31 March 2015, and
- delegate authority to the Deputy Chief Executive and to the City Solicitor in relation to associated matters.

2 Background information

2.1 The LCR Leaders' Board was established in 2007 as a joint committee to carry out economic development and regeneration wellbeing functions across the LCR.

2.2 Eleven authorities are represented on the LCR Leaders' Board. These are Barnsley Metropolitan Borough Council, City of Bradford Metropolitan City Council, Borough Council of Calderdale, Craven District Council, Harrogate Borough Council, Kirklees Metropolitan Council, Leeds City Council, North Yorkshire County Council, Selby District Council, City of Wakefield Metropolitan District Council and City of York Council.

2.3 Leeds City Council is the support services authority for the LCR Leaders' Board, and acts as the accountable body for grants and loans made through the Leaders' Board.

2.4 The West Yorkshire Combined Authority (WYCA) was established on 1 April 2014, with concurrent economic development and regeneration functions to those of the West Yorkshire authorities.

3 Main issues

3.1 The WYCA is not represented on the LCR Leaders' Board. Therefore, there is no direct mechanism for the LCR Leaders' Board to delegate to WYCA officers, nor for the WYCA to act as the support services authority for the LCR Leaders' Board. This will present major operational difficulties from 1 April 2015 when

- officers currently employed by Leeds City Council and sitting within the LCR team will be transferring to the WYCA and
- the WYCA will become the principal accountable body for relevant LCR funding streams to be received from central government.

3.2 In addition, central government have issued consultation about a Legislative Reform Order (LRO), which may prompt a review of the WYCA geographical area.

3.3 On 12 December 2014, the LCR Leaders' Board received a report outlining the following options for developing LCR governance arrangements for the financial year 15/6 :

- Option 1: to expand the LCR Leaders Board to include the WYCA, with the WYCA being represented by the LEP Chair.
- Option 2: to dissolve the Leaders' Board, and for the WYCA to appoint an LCR Partnership Committee.

3.4 The LCR Leaders' Board endorsed option 2, and (subject to each authority resolving to dissolve the LCR Leaders' Board), delegated authority for approving the joint committee's accounts for 2014/5 to Leeds City Council, as its support services authority.

The LCR Partnership Committee

3.5 The WYCA at its meeting on 29 January 2015, resolved to appoint a LCR Partnership Committee to be established from 1 April 2015. The LCR Partnership Committee is an advisory committee to the WYCA, not a joint committee (although its membership reflects the whole LCR). The LCR Partnership Committee will provide a forum for bringing together representatives from LCR authorities, and facilitate direct collective engagement with the WYCA, the key local authority supporting the LCR Enterprise Partnership, (the LCR LEP), as its accountable body.

3.6 The governance arrangements for the new committee are set out in the report considered by the WYCA. The terms of reference for this committee are attached for information to this report as Appendix A.

3.7 That report also sets out the appointments to the LCR Partnership Committee by the WYCA. Members should note that Councillor Wakefield has been appointed to the LCR Partnership Committee (in his capacity as WYCA Member).

3.8 Recommendations made by the LCR Partnership Committee (for example, to approve funding for specific projects) may be referred to the WYCA, or implemented under WYCA officer delegated authority. Such decisions of the WYCA will not generally need to be subsequently endorsed by all LCR authorities, since such decisions will be made by the WYCA in its capacity as accountable body for the LCR LEP.

3.9 However, an individual LCR authority receiving funding for an approved project may also need to resolve to enter into the specific funding agreement with the WYCA. For efficiency, it is anticipated that an appropriate Director will approve any such matter, (that is, further to any recommendation of the Leeds City Region Partnership Committee), under their existing delegated authority.

Transfer of Leaders' Board assets/accountable body responsibilities

3.10 The LCR Leaders' Board agreement may be determined or varied on 31 March in any year. Any agreement to dissolve or vary the LCR Leaders' Board must set out the terms for doing so, including how its assets, liabilities and obligations will be dealt with.

- 3.11 Leeds City Council, as support services authority to the LCR Leaders' Board, is currently the accountable body for LCR funding, both in terms of grant agreements received from central government, and delivery, grant or loan agreements entered into behalf of LCR authorities with third parties. Some of these agreements will run beyond 31 March 2015.
- 3.12 If the LCR Leaders' Board is dissolved, given that the WYCA will be taking over the role as accountable body for LCR funding, it is proposed that (subject to the agreement of any necessary parties, and due diligence enquiries), most of these agreements (and the assets to which they relate, such as loans) should be novated or assigned to WYCA so that Leeds City Council's responsibilities are transferred to the WYCA. Any other outstanding assets held by the LCR Leaders' Board at 31 March 2015 will need to be allocated between Leeds City Council (to support LCR commitments for which it retains responsibility) and the WYCA in respect of LCR activities.
- 3.13 It is therefore proposed that
- the Deputy Chief Executive in his capacity as S151 Chief Finance Officer, has delegated authority to determine which contracts and other assets should transfer to the WYCA, and which should remain with Leeds City Council, and
 - the City Solicitor be authorised to take all necessary steps to dissolve the LCR Leaders' Board, including such steps as may be required to implement the decision of the Deputy Chief Executive in relation to any such transfer, novation or assignment.

4 Consultation and Engagement

- 4.14 The LCR Leaders' Board have endorsed the proposal for the LCR Leaders' Board to be dissolved.

4.15 Equality and Diversity / Cohesion and Integration

- 4.15.1 There are no implications arising.

4.16 Council policies and City Priorities

- 4.17 Ensuring that LCR governance arrangements are fit for purpose will help Leeds City Council deliver its Best Council Plan objective to promote sustainable and inclusive economic growth.

4.18 Resources and value for money

- 4.18.2 The LCR Leaders' Board agreement sets out the basis for calculating contributions from each LCR authority towards LCR economic development and regeneration revenue costs. If the LCR Leaders' Board is dissolved, contributions will be made directly to the WYCA, to support its LCR economic development and regeneration activity, as provided for by the WYCA Order.

4.19 Legal Implications, Access to Information and Call In

- 4.19.1 Each authority represented on the LCR Leaders' Board must resolve to dissolve or vary the LCR Leaders' Board arrangements in accordance with its own constitutional arrangements.
- 4.19.2 If the LCR Leaders' Board is dissolved, for technical reasons, the current Business Rates sub-committee of the LCR Leaders' Board would have to be re-appointed as a joint committee by the authorities in the business rates pool, including Leeds City Council. Leeds City Council would remain as the lead authority. See next item on this agenda.
- 4.19.3 Similarly, the partnership agreement relating to the LCR Revolving Investment Fund (RIF) currently requires the LCR Leaders' Board to authorise applications to proceed to the detailed due diligence stage. If the LCR Leaders' Board is dissolved, the partners to the agreement would need to amend the agreement to provide for alternate provisions. This aspect of the RIF arrangements would therefore be subject to review in due course.
- 4.19.4 The proposals do not affect the governance arrangements of the LCR LEP itself, nor how the authority is represented on the LCR LEP Board.
- 4.19.5 This decision is not open for call-in, since the proposal is for the Leaders' Board to be dissolved on 31 March 2015, so that the new arrangements are in place for the new financial year.

4.20 Risk Management

- 4.21 The proposals ensure that LCR governance arrangements continue to be fit for purpose, in evolving circumstances.

5 Conclusions

- 5.1 For the reasons set out in paragraph 3 above, it is not tenable to retain current LCR Leaders' Board arrangements as they are.
- 5.2 It is important that there is a framework for decision making across the LCR. However, resources invested in re-establishing joint committee arrangements may be disproportionate to the length of time such arrangements may be in place, given the likelihood of a LRO in the near future.
- 5.3 Dissolving the LCR Leaders' Board would streamline LCR decision making, and the proposal to do so should be considered in the context of the new LCR Partnership Committee which brings together representatives from LCR authorities, and will facilitate direct collective engagement with LCR issues.

6 Recommendations

- 6.4 The Executive Board are asked to:
 - 6.4.1 note that the LCR Leaders' Board endorsed the proposal to dissolve the LCR Leaders' Board on 31 March 2015, and that the WYCA has resolved to appoint a LCR Partnership Committee to be established on 1 April 2015

6.4.2 agree to dissolve the LCR Leaders' Board on 31 March 2015

6.4.3 delegate authority to

- the Deputy Chief Executive in his capacity as S151 Chief Finance Officer, to determine which contracts and other assets should transfer to the WYCA, and which should remain with Leeds City Council, and
- the City Solicitor to take all necessary steps to dissolve the LCR Leaders' Board, including such steps as may be required to implement the decision of the Deputy Chief Executive in relation to any such transfer, novation or assignment.

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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Leeds City Region Partnership Committee

The Leeds City Region Partnership Committee is authorised to

- 1) act as a consultative forum in relation to any matter referred to it by the Authority¹; and
- 2) advise the Authority in relation to:
 - any function of the Authority relating to its role as accountable body for funding received for the Leeds City Region²;
 - the Authority's duty to co-operate in relation to the planning of sustainable development; and
 - appointments to the Leeds City Region Enterprise Partnership (the LCR LEP)³.

¹This may include a matter raised (through the Chair of this committee) by any LCR authority or the LCR LEP Board.

² The Leeds City Region consists of the areas of those local authorities in the LCR LEP

³ including any of the LCR LEP's supporting Boards and Panels

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Report author: Mike Woods
Tel: 395 1373

Report of the Deputy Chief Executive

Report to Executive Board

Date: 18th March 2015

Subject: Governance of the 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 type="checkbox"/> Yes <input checked="" 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 Leeds City Region Business Rates Pool was officially designated by the Department for Communities and Local Government on 14th December 2012 and came into being on 1st April 2013. The LCR Pool is made up of seven authorities: the City of Bradford Metropolitan District Council, Calderdale Council, Harrogate Borough Council, Kirklees Council, Leeds City Council, Wakefield Council and the City of York Council.

2. The Pool exists to further economic development activities within the region and allows Business Rates “levies” that would otherwise be paid over to central government to be retained locally.

3. The governance arrangements for the LCR Pool are set out in a “Final Proposal” which was agreed by each member authority in November 2012 and which forms part of the DCLG designation. Under the Proposal, the Pool is led by a sub-committee of the Leeds City Region Leaders’ Board which comprises the leaders of the seven member authorities. Leeds acts as lead authority for the Pool.

4. With the establishment of the West Yorkshire Combined Authority, the Leaders’ Board, a joint committee appointed by the LCR authorities to discharge economic

development functions, is being wound up, and therefore the Business Rates Pool sub-committee, which was appointed as a sub-committee of that joint committee, cannot continue in its present form. It is therefore proposed that the sub-committee is replaced by a new joint committee of the seven Pool authorities.

5. It is also proposed that the terms of reference of the new joint committee should be broadened to make explicit that pool receipts can be used to further economic growth and regeneration across the Pool area. This supports the Best Council Plan objective of “promoting sustainable and inclusive economic growth”.
6. This report seeks Executive Board’s approval to the new arrangements. Similar approvals are to be sought from the executives/cabinets of the other six Pool authorities.

Recommendations

Members are requested to:

- agree to appoint the Leader of the Council to a new joint committee in relation to the Leeds City Region Business Rates Pool from 1st April 2015 until the 2016 Annual Meeting; such joint committee to consist of the Leader of each Pool authority, and to have the terms of reference set out in Appendix 1;
- approve the revised governance agreement for the Business Rates Pool as set out in Appendix 2; and
- give the City Solicitor delegated authority to seek the formal agreement of the other six members of the Pool to the new arrangements.

1. BACKGROUND

- 1.1 The current Business Rates Retention scheme was introduced in April 2013. Under the scheme business rates receipts are shared equally between central and local government. However, receipts of business rates in each individual local authority area may or may not match the amount the government believes the authority needs to spend, so, at the outset of the scheme, amounts were equalised through a system of “tariffs” and “top-ups”. Authorities that collect more than the government believes they need to spend pay over a “tariff” to government and those that collect less receive a “top-up” to make up the difference.
- 1.2 Tariff authorities that are successful in growing their rates are also liable for “levies” which scale back the rewards of growth – by as much as 50% in some cases. Levies are used to help fund “safety-nets” to other authorities that would otherwise see reductions in their retained rates income of more than 7.5%.
- 1.3 The Business Rates Retention scheme allows groups of authorities to join together to form business rates pools. Pooling is seen by government as a useful tool to encourage collaborative working, but for a group made up of “tariff” and “top-up” authorities there can be direct financial advantages in that levy payments can be

retained locally rather than paid over to government. This is the case for the LCR Pool which has three “tariff” authorities (Harrogate, Leeds & York) and four “top-ups” (Bradford, Calderdale, Kirklees and Wakefield).

- 1.4 Thus far, the LCR Pool has operated successfully, with £1.532m being retained locally for 2013/14, of which Leeds contributed £1,264m. The projected totals for 2014/15 and 2015/16 are £4.0m and £3.5m respectively, for of which Leeds is expected to contribute around £2.0m in 2014/15 and £2.5m in 2015/16. If the Pool had not been created these sums would have been paid to central government as “levies”.
- 1.5 The Leaders’ Board Business Rates Pool sub-committee has to date agreed to use £1m of retained levies to support the Grande Départ and in 2015/16 funds are being allocated to support economic development and promotional activities across the region, including the Tour of Yorkshire.

2. **GOVERNANCE ARRANGEMENTS FOR THE LCR POOL**

- 2.1 The governance agreement for the LCR Pool was comprised in the Final Proposal that was agreed by each member authority in November 2012 and formed part of the DCLG official designation of the Pool. The Proposal provided that the Pool should be led by a sub-committee of the Leeds City Region Leaders’ Board comprising the leaders of the seven Pool members.
- 2.2 With the formation of the West Yorkshire Combined Authority, the Leaders’ Board (joint committee) is being wound-up and will be formally dissolved on 31st March 2015 (see item elsewhere on this Agenda). It follows, therefore, that the sub-committee which was appointed as a sub-committee of the joint committee, will also be dissolved and can no longer provide leadership for the LCR Pool. In order to ensure continuity, it is proposed that the seven Pool authorities agree to set up a new, single-purpose joint committee that will have specific responsibilities for decision-making in respect of the LCR Pool as specified in the proposed terms of reference set out in Appendix 1. The new joint committee will comprise the leaders of the seven Pool authorities.
- 2.3 The existing designation of the Pool by the Secretary of State will not be affected. However, the change of arrangements will require amendments to be made to the governance agreement. In essence, this means deleting the references to the “sub-committee of the Leaders’ Board” and replacing them with the “Leeds City Region Business Rates Pool Joint-Committee” plus minor consequential changes to the wording.
- 2.4 Section 4.2 of the current governance agreement states that “*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*”. However, section 5.1 allows the sub-committee to make “*changes to the purposes for which the income received by the Pool should be used...*” and the sub-committee has used this provision to provide support for the Grande Départ, and for a range of

planned economic development and regeneration activities including the Tour of Yorkshire.

- 2.5 The use of funding to support economic growth and regeneration is entirely consistent with Government guidance which states:

“Under the business rates retention scheme local authorities are able to come together, on a voluntary basis, to pool their business rates, giving them scope to generate additional growth through collaborative effort and to smooth the impact of volatility in rates income across a wider economic area.”¹

and

“Moreover, pooling the rates income from growth across a wider and economically coherent area ensures that all authorities can benefit from economic growth across the wider area.”²

- 2.6 It is therefore proposed that the governance agreement be amended to make the use of Pool receipts to fund activities that support economic growth or regeneration more explicit.
- 2.7 The revised agreement will need to be approved by each member authority individually, including Leeds. Under Regulation 11(6) of The Local Authorities (Arrangements for the Discharge of Functions) (England) Regulations 2012, where functions are all the responsibility of the executive of the authority, the appointment of the joint committee is to be made under Section 102(1)(b) of the Local Government Act 1972, and the number of members to be appointed, their term of office, and the area (if restricted) within which the committee is to exercise its authority, are to be fixed, under Section 102(2) of the 1972 Act. These matters must all be dealt with, in the case of an authority having a leader and cabinet executive, by the executive leader, or unless the executive leader otherwise directs, by the executive, another member of the executive, or a committee of the executive, of the authority. As matters relating to the Pool are all executive functions, each member authority will therefore need to resolve, as specified above, to appoint the new joint committee on the terms set out in this Report, consistently with the terms of the existing designation.
- 2.8 The revised governance agreement (with the proposed amendments highlighted and underlined), is attached as Appendix 2.
- 2.8 As the governance agreement formed part of the DCLG designation, DCLG have been consulted about the proposed changes. Although they have asked to be kept informed, they take the view that the governance agreement and how funding is used are internal matters for the Pool members and that once a Pool is established no further DCLG approvals need be sought unless or until a re-designation is required to accommodate a change in membership.

¹ Pooling Prospectus 2015-16, DCLG, July 2014; Page 4.

² Ibid; Page 5.

3 CORPORATE CONSIDERATIONS

3.1 Consultation and Engagement

3.1.1 This report sets out proposed changes to the governance agreement, and proposes a new joint committee for the LCR Pool made necessary by the winding-up of the Leaders' Board. Similar reports are being considered by the six other Pool members. No further consultation or engagement is considered appropriate.

3.2 Equality and Diversity / Cohesion and Integration

3.2.1 This report has no implications for equality and diversity or cohesion and integration.

3.3 Council Policies and City Priorities

3.3.1 The report supports the Best Council Plan objective 2: "Promoting sustainable and inclusive economic growth".

3.4 Resources and Value for Money

3.4 There are no resource or value for money implications in this report.

3.5 Legal Implications, Access to Information and Call In

3.5.1 Under Schedule 7B of the Local Government Finance Act 1988, the Secretary of State may designate two or more relevant authorities as a pool, subject to conditions requiring the authorities to appoint a lead authority to exercise those functions specified in such conditions, and subject to such other conditions as the Secretary of State thinks fit. This report makes recommendations with regard to the governance agreement for the LCR Pool, and proposes a new joint committee following the dissolution of the Leaders' Board and the consequent dissolution of the LCR Leaders' Board Business Rates Pool Sub-Committee. Each Pool member is being requested to approve the revised governance agreement and to appoint a new joint committee of the authorities in the LCR Pool, including Leeds City Council. Leeds City Council would remain as lead authority for the Pool in accordance with the existing designation. The proposals would not affect the operation of the Pool itself.

3.5.2 This decision is not open for call-in, since the new Joint Committee needs to be in place to ensure the continuation of the Pool for the start of new financial year.

3.6 Risks

3.6.1 The report makes recommendations about the Pool that are essentially administrative in nature. The membership will be unchanged and there are no specific risk implications.

4. **RECOMMENDATIONS**

4.1 Members are requested to:

- agree to appoint the Leader of the Council to a new joint committee in relation to the Leeds City Region Business Rates Pool from 1st April 2015 until the 2016 Annual Meeting; such joint committee to consist of the Leader of each Pool authority, and to have the terms of reference set out in Appendix 1;
- approve the revised governance agreement for the Business Rates Pool as set out in Appendix 2; and
- give the City Solicitor delegated authority to seek the formal agreement of the other six members of the Pool to the new arrangements.

5. **BACKGROUND DOCUMENTS**³

5.1 None.

³ 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 – Terms of Reference

Leeds City Region Business Rates Pool Joint Committee

The Leeds City Region Business Rates Pool Joint Committee is authorised to:

- Allocate any excess income arising from reductions in levy payments in accordance with the Leeds City Region Business Rates Pool governance agreement;
- Determine any changes to the purposes for which any such excess income should be applied, subject to the principle that no authority should receive less than they would if treated individually;
- Determine the expenses to be deducted by the lead authority administering the Pool;
- Consider any applications for other authorities to join the Pool;
- Determine any variations to the membership of the joint committee; and
- Determine any other matters relating to the administration and governance of the Pool including replacement of the lead authority.

The Joint Committee will elect a chairperson.

The Joint Committee will meet as and when required but no less than twice each year. The quorum for meetings of the Joint Committee will be no less than 5 members. Members will be able to nominate substitutes.

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.

LEEDS CITY REGION BUSINESS RATES POOL – REVISED GOVERNANCE AGREEMENT JANUARY 2015

1 Title

- 1.1 The Leeds City Region Business Rates Pool.

2 Membership

- 2.1 **City of Bradford Metropolitan District Council**, Calderdale Council, Harrogate Borough Council, Kirklees Council, Leeds City Council, Wakefield Council and City of York Council.

3. Commencement

- 3.1 This governance **agreement came** 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 activities that support economic growth and regeneration across the Pool area.**
- 4.3 Any variation to the arrangements set out in 4.2, above, will require the formal agreement **of the Leeds City Region Business Rates Joint Committee.**

5. Leadership and Accountability

5.1 The Pool will be led by a **joint committee**. The **joint committee** will comprise of the leaders of the councils making up the Pool. The **joint committee** shall be responsible for:

- Allocating any excess income arising from reductions in levy payments as set out in 4.2 above
- 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 **joint committee**; and
- any other matters relating to the administration and governance of the Pool including replacement of the lead authority.

5.2 **The members of the joint committee will elect a chairperson .**

5.3 The **joint committee** will meet as and when required but no less than twice each year.

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 **joint committee** will be supported by officers drawn from the lead authority.

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

5.8 Minutes of **joint committee** meetings will be published **as required by law.**

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%) 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.

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Report of: Report of the Director of Public Health and Director of City Development

Report to: Executive Board

Date: 18th March 2015

Subject: Proposal for a Leeds Academic Health Partnership

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 Vision for Leeds 2011 to 2030 sets an ambition for the city become the best city in the UK and more specifically the best city to live in with the best health and well-being, best businesses and communities. The success of our city depends on our partners and communities working together to deliver our Vision. The health and wellbeing of our community delivered through growing prosperity and a strong economy provides a key foundation upon which this work must be built

2. The focus of this partnership opportunity would be to accelerate the translation of leading edge research to improve health outcomes, reduce health inequalities and drive the growth of our health economy. This draft proposal would draw the City's academic, health and science assets into a new partnership, the Leeds Academic Health Partnership (LAHP), would bring the City's universities into our programme of partnership driven, citizen centred transformation to deliver funding, investment, education, skills and technology against targets needed to drive economic growth and deliver its ambition to be the best for health in the UK.

3. Moreover this partnership would potentially, play a key part of the solution to the tight financial climate in which the transformation of our health system is taking place by increasing the city's effectiveness in attracting funding and investment and generating innovation and jobs across the health economy. It is expected that , subject to approval, the partnership would deliver projects covering inequalities, integrated care, better services, wealth and jobs, in its first year of operation

Recommendations

Executive Board is requested to:

- Support in principle Leeds City Council's work with the City's universities and local NHS partners to explore the establishment of a Leeds Academic Health Partnership
- Support the development of a formal programme of work leading to a business plan, a proposed structure, sources of funding, metrics and targets to drive investment and create jobs in the City's health economy which would sit within the City's agreed Joint Health and Well-being Strategy and be brought back following a wider consultation with other potential partners, for approval to the Council's Executive Board by March 2016.
- Support the leadership arrangements proposed to cover this preparatory stage of the partnership's work including the seconding of a Director (who would be a qualified clinician) seconded from within local networks in Leeds. The City Council's contribution of resources provided 'in kind' would be led and co-ordinated by the Chief Officer Leeds Health Partnerships.

1.0 Purpose of this report

- 1.1 This report explains why Leeds City Council should support the creation of a Leeds Academic Health Partnership, summarises the proposal and places it in a wider context of similar partnerships established in other cities and the City's wider economic agenda to create wealth and jobs . It describes the framework within which the proposed Leeds Academic Health Partnership will begin to operate including initial exploratory work to establish its functions, governance, resourcing and fit with other partnership structures. It makes recommendations for its establishment initially as an informal partnership structure covering its funding and business plan development following further consultations with partners.

2.0 Background information

The Vision for Leeds 2011 to 2030 sets an ambition for the city to become the best city in the UK and more specifically the best city to live in with the best health and well-being, best businesses and communities. The success of our city depends on our partners and communities working together to deliver our Vision. We need the best partnerships and partnership working therefore to build on our assets and realise our potential.

- 2.1 Leeds is widely recognised for the quality of its health assets and also, as a major urban centre and economy, for the scale of both its opportunities and challenges, particularly its priority of reducing health inequality. It is in this context that the city's ambition to be the 'Best for Health and Well Being' can be best understood together with the potential value of deploying those assets to deliver this priority.
- 2.2 The fragmentation of our health system and its growing budget deficit are critical barriers to realising these opportunities. Pooling talent and resources will help to tackle

this challenge and to realise opportunities through a new approach to partnership in Health and Social Care Innovation.

- 2.3 Leeds is not alone in seeking to realise the benefits of closer collaboration between leading local academic partners in Health and Social Care. In London UCL Partners, combines health trusts, and community providers, Clinical Commissioning Groups (CCGs), higher education institutes and research networks and 26 local councils in one partnership with the aim of translate cutting-edge research and innovation into measurable health and wealth gain for patients and populations in London. Its top headline achievements include
- Saving lives: Supported projects to reduce mortality from cardiac arrests (of those admitted to hospitals) by up to 50%
 - Reducing strokes; introducing a preventative strategy across the whole partnership could prevent 700 strokes each year and save over 200 lives
 - Building capability among staff: led the partners to train over 13,000 staff to improve care for patients with dementia
- 2.4 Similarly Bristol Health Partners is a collaboration between six NHS organisations serving the area, the city's two universities and its local authority. Their mission is to generate significant health gain and improvements in service delivery in Bristol measured by reduction in the discrepancy in life expectancy between adjacent wards in the city by integrating, promoting and developing Bristol's strengths in health services, research, innovation and education.
- 2.5 This approach is typical of similar partnerships in place in many other English cities including Birmingham and Manchester.
- 2.6 The emergence of these new partnerships to accelerate innovation and focus impact on local population health outcomes has a bearing on the potential for collaboration in Leeds. In addition to demonstrating the positive benefits available from bringing Universities into the wider health partnership of the city these partnerships are also gaining competitive advantage in bidding for funding and attracting investment which through time could, if unchecked, reduce the availability of funds from these pots for Leeds.
- 2.7 Leeds is already recognised as an exemplar for its strong partnerships, led by the Health and Well Being Board through its Joint Health and Wellbeing Strategy. The Strategy has an overarching ambition to 'improve the health of the poorest fastest' and seeks to achieve this in a structured approach to produce key health outcomes for our population, delivered through fifteen priorities with progress measured by twenty two indicators.

2.8 The City also has an agreed agenda for Economic Growth which was approved by Executive Board in November 2011. This strategy included a statement of intent about the opportunities and priorities the City would pursue to deliver growth and get Leeds working to its fullest capacity. It recognised that Health is already a major contributor to the city's economy but has the potential to make a much larger impact. The concentration of expertise and jobs in health sector has the potential to translate into wider wealth and well being for our population by attracting investment and jobs to the city

2.9 Following discussions between partners including all three of the City's Universities, NHS Trusts, CCG's and City Council there is an emerging consensus and agreement that a new partnership should be established to accelerate the translation of leading edge research into measurable health and wealth gain with and for patients and our population to reduce health inequalities in Leeds.

3.0 Main issues

3.1 ***Drawing together a fragmented system.*** This draft proposal for a Leeds Academic Health Partnership would (in the context of the Joint Health and Well Being Strategy) connect both assets and talent in the Leeds Health System and bring them under a single umbrella to deliver a coherent co-ordinated set of priorities. It would for example bring our universities into the wider health partnership in Leeds and link their strength with other initiatives such as the Leeds Innovation Health Hub, Leeds Institute of Quality in Health Management and the Leeds Health and Social Care Transformation PMO to deliver funding, investment, skills and technology needed to really propel the city towards its ambition of being the best for health in the UK.

3.2 ***Draft Vision for the Leeds Academic Health Partnership;*** It is proposed that the partnership vision could be a coherent joined-up strategy (sitting within the Health and Well Being Strategy) for research-based health improvement by creating a world leading hub for proven, healthcare and education that will be applied to deliver solutions to successfully address the most pressing healthcare challenges for our local population and progressively make this available for others.

The strength of our Vision will be based on the premise that it represents the city speaking with one voice and that it's easy to see what Leeds stands for.

Moreover it will make Leeds the leading location for people who want to live and work together in health and health-related activities to make things better for the entire population. Taken together the partnership has the potential to have a significant role and impact in the city, not only as service providers but also as employers, community hubs and purchasers of supplies and commissioners of locally-sourced services.

3.3 ***Potential Areas of Focus;*** The starting point for the new partnership is our Vision to be the 'best city' and in particular the best city for health and for business with a focus on key components of this including wealth generation and distribution so as to reduce health inequalities. In short - Improved health, better services, more jobs and lives saved.

3.4 The Leeds Academic Health Partnership would focus on a limited number of thematic programmes supported by cross cutting education, clinical quality and research and development programmes to deliver both 'health and wealth' outcomes. Examples of integrated programmes that will directly deliver better health outcomes might include

- the creation of new knowledge about health and social care, by ensuring we are carrying out research in those subject areas which will make the most difference to the public and patients – for example, health inequalities, inequalities, integrated care and better services,
- the translation of the new knowledge into training for academic and healthcare professionals.
- The application and spread of the new knowledge as widely and as quickly as possible to effect improvements in population health in Leeds and beyond
- the development of innovation projects through technology or better ways to deliver services, that are world-leading in their boldness and impact,
- the use of that knowledge to create jobs (including apprenticeships) and wealth for the region.
- the promotion of the City's strengths as a Health Systems Leader by setting the context for debate nationally and internationally including the leading of global conferences on Health Innovation

The partnership will make a critical contribution to the growth of the City's health and wider economy through wealth creation based on maximising the strength of relationships between for example the City's Universities and LTHT. In this respect there is real potential to create

- a portal for SME engagement providing rapid NHS access and evaluation including research offices, a clinical trials engine, more health economic analysis.
- a co-ordinated approach to providing "Hotel" accommodation for incubation, proof of concept studies and delivery innovation with SME's
- strengthening our Regional/ National hub for informatics development, innovation and outcome driven studies –driving a digital economy in health.
- strengthening and improving access to existing assets such as the City's Bio Imaging facilities, Clinical Simulation Facilities, Information Knowledge Centres, medical engineering, and other technology hubs

In addition to these benefits the partnership will help to deliver partners' ambitions for the city to be a centre of excellence for training and education.

There is also an opportunity to develop through its programme of work a strategy that strengthens connections between economic growth and deprived neighbourhoods and which ensures jobs growth in the health economy and directly contributes to the Cities

joint Health and Wellbeing Vision ‘where people who are the poorest will improve their health fastest’

All of these activities will drive job creation and economic growth. This will include a requirement to ensure that jobs and wealth created will bring benefit to those neighbourhoods experiencing the greatest need

3.5 The formal priorities for the partnership would be included as part of a formal business plan and presented to Executive Board by March 2016

3.6 **Activities in LAHP’s first year of operation;** Clearly the focus (above) will require an early launch of projects across a number inequalities, integrated care, better services, wealth and jobs, to inform and shape the development of the formal business plan. It’s expected that these will include mapping studies and engagement events to scope opportunities and identify and agree priorities for the partnership. This will include early engagement with the Leeds Health and Wellbeing Board and involvement in the revision of the Joint Health and Wellbeing Strategy under the Board’s lead.

3.7 **Potential Governance Structure and membership:** this type of Partnership would usually be a forum attended by the most senior level leader from each of the participating organisations. Without further consultation it’s too early to say with certainty what the best structure of the partnership will be except that it should begin as an informal partnership This is expected to evolve into a more formal structure with the consent of its partners including the Leeds Health and Wellbeing Board. Details of a formal structure would be included as part of a formal business plan and presented to Executive Board by March 2016.

3.8 Early conversations with other partners indicate that in the initial period there will be a need for a transition steering group to be appointed to establish the LAHP whilst each Partner determines its own level of commitment and progresses through its own approval procedures. This group will initially represent the “founding partners” who are committed to providing the senior leadership required, particularly during the early stage of LAHP development, to ensure its success. All the steering group members will ensure that the LAHP operate as an inclusive network and that it is not perceived as the preserve of the founding partners. It will be initially chaired on a rotating basis.

The proposed membership of the partnership remains subject to confirmation via the ongoing programme of consultations with partners but the primary criteria for eligibility would be for partners to have altruistic aims, be based in Leeds and willing to contribute to the costs of running the partnership. The following partners have, in addition to the City Council, been invited to consider participation;

- Leeds Teaching Hospitals NHS Trust
- University of Leeds
- Leeds Beckett University
- Leeds Trinity University
- Leeds Community Healthcare NHS Trust

- Leeds North CCG
- Leeds South and East CCG
- Leeds West CCG
- Leeds and York Partnership NHS Foundation Trust

It's expected there may be further representation from the third sector. Initially the partnership will be led by a Director seconded from within local networks in Leeds and will be a clinician

3.9 **Potential Funding:** A primary aim of the partnership will be to enable the city to secure significantly more success in generating income, attracting funding and investment across the health spectrum from research through to the delivery of transformational programmes. However to be effective the delivery arm of the partnership will require priming with funding from each active partner.

Both the UCLP and Bristol Partnership Models are funded through a combination of funding support from successful research grant applications and subscriptions from local partners. It is likely that the business plan to support a formal partnership arrangement in Leeds will also include a similar mix of funding sources including subscriptions from participating partners.

It's too early to state without further work (to be included as part of the business plan) what the cost for a partnership in Leeds would be. However as an indicative benchmark of the possible scale of partnership ; The Bristol Health Partnership costs £600k pa and includes subscriptions from nine partners in addition to other regional or national funding streams. UCLP (London) started its activities with £500k per annum funded through subscriptions from 5 partners but now has running costs of £1.5m funded in part from subscriptions from over 40 subscribing members. This, in turn, also attracts £14m in additional funds pa). In Leeds, it is expected that, similarly, the cost of running the partnership will be met through subscriptions from each of the 10 partners listed above. The business plan will include the priority projects to be delivered, the size of team and budget to support this together with the mix of funding required.

Where subscriptions are required it is expected that these would be tied to the delivery of specific measurable targets including the reduction of inequality, the attraction of investment and creation of jobs and would be set out in the business plan which would be presented to the Council's Executive Board by March 2016.

Resources required to support the inception and launch of the partnership and preparation of the business plan will be provided 'in kind' through officer time and be based on existing arrangements in place to support liaison and engagement with Partners co-ordinated through Leeds City Council's Health Partnership's Team in addition to its responsibilities for supporting the Leeds Health and Well-being Board

3.10 **How it will fit with other Partnership Structures** The Health and Well Being Board is the statutory committee that provides city wide leadership for those involved with reducing health inequalities and improving health and wellbeing. It does not include

representation from the Universities. The work of the Leeds Academic Health Partnership will sit within the city's agreed Joint Health and Well Being Strategy and will provide progress updates to the Health and Wellbeing Board. This relationship will be further developed as part of the business plan and will be presented to the City Council's Executive Board for approval. This will also take account of the wider opportunities which may become available through the emerging devolution agenda in the city.

The Leeds Innovation Health Hub (LIHH) has been established, locally, over the last two years to begin the task of aligning and co-ordinating opportunities for introducing innovation into the Health and Social Care sector in the City. The LIHH (Chaired by Leeds and Partners) has promoted greater co-ordination of Partnership activities but, following the decision (approved by Executive Board) 17th December 2014 to discontinue Leeds and Partners, this role is under review offering an opportunity to include some of the functions of the LIHH with those of a Leeds Academic Health Partnership.

Similarly, a Yorkshire and Humber Academic Health Science Network has been created by NHS England as one of 15 innovative health networks set up to create and harness a strong, purposeful partnership between patients, health services, industry, and academia to achieve a significant improvement in the health and wealth of the population. However this Network, with its regional remit, is fulfilling an enabling role and serving to support the deeper reach which would be delivered on the ground through local partnership arrangements. There will be links between the Y&H Ahsn and the LAHP but the LAHP will primarily provide a local focus in Leeds.

- 3.11 The Leeds Academic Health Partnership itself could potentially help us to simplify the existing landscape by becoming the place where a number of existing initiatives might sit under a single umbrella which would be created and led locally, thus saving time and resources

4 Conclusions

- 4.1 The difference made by the Leeds Academic Health Partnership on the ground would be to ensure that some of the best UK and world leading research capabilities are aligned with the City's priorities to deliver improved health, better more integrated services, more jobs and lives saved in Leeds.

The means by which this will be achieved will be through

- Building on existing expertise, targeting research, spreading new knowledge and making sure that this is available to support population health and wealth
- More partnership based bidding and endorsement of each other's bids to create a larger number of successful bids
- Ensuring the completion of the 'discovery' to implementation pathway and feedback is accelerated to attract investment and create jobs in our economy

5 Corporate Considerations

5.1 Consultation and Engagement

This report is based on meetings held individually with all NHS Trusts and Universities based in the city.

5.2 Equality and Diversity / Cohesion and Integration

The work laid out here would necessitate further analysis with regard to the setting of potential targets in respect of reducing health inequality in Leeds. The business plan for the partnership will provide details as to what could be achieved within given time-scales and the programme of work will indicate the steps and activities planned to achieve these targets.

5.3 Council policies and City Priorities

This report relates directly to the commitment within the Joint Health and Wellbeing Strategy to improve health and wellbeing in Leeds including jobs creation and skills development, and the fifth outcome in the strategy that people will live in health and sustainable communities.

5.4 Resources and value for money

At this stage the Council is required only to support the establishment of the Leeds Academic Health Partnership to cover its initial set up period up to and including the completion of a detailed business plan which will be presented to the Council's Executive Board for approval in March 2016.

Resources required to support the inception and launch of the partnership and preparation of the business plan will be provided 'in kind' through officer time and be based on existing arrangements in place to support liaison and engagement with Partners co-ordinated through Leeds City Council's Health Partnership's Team in addition to its responsibilities for supporting the Leeds Health and Well-being Board.

Further investment by the Council beyond this stage would be tied to the delivery of specific measurable targets including the reduction of inequality, the attraction of investment and creation of jobs.

5.5 Legal Implications, Access to Information and Call In

This proposal is based on establishing a partnership which will be initially based on an informal partnership structure and therefore without significant legal implications. Any proposed change in the status of the partnership would be reported on a timely basis back the Executive Board.

5.6 Risk Management

As with all partnerships there are risks associated with the creation of any new partnership which requires direct funding and which will be tasked with the delivery of improvements at pre-set targets. These would include the non-achievement or non-completion of tasks set for the informal partnership within the time frames set. However these risks will be shared with at least three other partners in the city, with time limited to mitigate and reduce any wider impact on the Council's budget. These risks should also be understood in the context of opportunities to achieve greater returns arising from a pooled approach to increase the probability of success in bidding for funds and investment.

Recommendations

Executive Board is requested to:

- Support in principle Leeds City Council's work with the City's universities and local NHS partners to explore the establishment of a Leeds Academic Health Partnership
- Support the development of a formal programme of work leading to a business plan, a proposed structure, sources of funding, metrics and targets to drive investment and create jobs in the City's health economy which would sit within the City's agreed Joint Health and Well-being Strategy and be brought back following a wider consultation with other potential partners, for approval to the Council's Executive Board by March 2016.
- Support the leadership arrangements proposed to cover this preparatory stage of the partnership's work including the seconding of a Director (who would be a qualified clinician) seconded from within local networks in Leeds. The City Council's contribution of resources provided 'in kind' would be led and co-ordinated by the Chief Officer Leeds Health Partnerships.

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.

Report of Director of City Development

Report to Executive Board

Date: 18th March 2015

Subject: Forward funding investment opportunity in the Aire Valley Enterprise Zone

Capital Scheme Number: 32264/000/000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Temple Newsam	<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 type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: 10.4 (3)	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Appendix number: A	

Summary of main issues

1. The Leeds Enterprise Zone is a major expansion area for employment related development which is currently experiencing significant amounts of new build, with construction activity taking place across six sites delivering more than 500,000 square feet of new commercial and industrial facilities.

2. The Council's proactive stance and its work with developers and occupiers has been critical to the significant progress that has been made. To maintain the momentum underway, the Council has been working closely with a developer and provisional occupier identified in the confidential appendix to attract them to the Leeds Enterprise Zone, in which to locate their Distribution Centre.

3. In order to ensure that the developer can meet the tight timeframe required by the tenant and attract the particular occupier identified within the confidential appendix, it is proposed that if necessary, the Council will acquire the investment created by way of a full forward funding commitment. The key benefits that this opportunity will secure include:
 - A new flagship employer into the Enterprise Zone
 - At least 70 new jobs into Leeds

- £130,000+ of additional business rates per annum that will go to the LEP to fund further economic activity in the city region
 - Generate a financial surplus to the Council as a new addition to its investment portfolio
4. The Best Council Plan 2013-2017 sets a Council objective of promoting sustainable and inclusive economic growth, through improving the economic wellbeing of local people and businesses with a focus on boosting the local economy. It is in this context that the importance of stimulating and accelerating growth within the Enterprise Zone should be viewed with the need to support the Leeds & Leeds City Region manufacturing sector and attract investment so as to stimulate growth, jobs and generate business rates for the LEP.
5. In view of the significant development proposed and underway in the immediate vicinity, along with the Council's ambition for Leeds to become the best city in the UK, with an economy that is both prosperous and sustainable, that there is now a unique opportunity to acquire this investment. This would ensure that the occupier locates their facility within the Enterprise Zone which would underline the quality of the location, to attract other occupiers to the Enterprise Zone and also allow the Council to receive a substantial rental income. This would align with the recently approved Asset Management Plan which promotes using its assets to support regeneration and enhancing the value and quality of the Council's investment portfolio. This particular acquisition would produce an immediate and growing revenue surplus for the Council.

Recommendations

6. Executive Board is recommended to:
- i) approve the acquisition of the investment let to the occupier identified in the confidential appendix on the terms outlined within the confidential appendix;
 - ii) approve the principle of prudentially borrowing the money required to fund the investment set out in confidential appendix A of this report.
 - iii) approve the injection of, and give authority to spend, the sums detailed in the confidential appendix into the capital programme.
 - iv) note that the Director of City Development under his delegated powers will negotiate the detailed terms for the acquisition in line with the Heads of Terms outlined in the confidential appendix.

1.0 Purpose of this report

- 1.1 The purpose of this report is to obtain Executive Board's approval to the potential acquisition of a new proposed distribution centre investment to be built and let to an occupier, as identified on the attached plan in the confidential appendix, by way of a full forward funding commitment to the developer.
- 1.2 This acquisition in the Enterprise Zone would be in addition to the three 'Put Options' entered into by the Council as approved by Executive Board, in March 2014, to incentivise the construction of speculative manufacturing/distribution units in the Enterprise Zone, the three 'Put Option' units are now all under construction, occupiers expressing interest in all of them.
- 1.3 The funding of this investment will help meet the city's current shortage of good quality industrial, manufacturing and logistic space and critically help build further momentum within the Enterprise Zone.

2.0 Background information

- 2.1 This potential acquisition should be read in the context of its location within the Enterprise Zone and clearly sits within the Council's ambition for Leeds to become the best city in the UK. Members will be aware that the Aire Valley Enterprise Zone was established in April 2012. Providing up to 142 hectares of prime employment land, the Zone represents a significant opportunity to provide key growth opportunities and enhance the economy of the Leeds City Region. Since its launch in 2012, from a standing start, the Zone has seen a number of significant developments commence. These include amongst others:
 - the Energy from Waste Centre, due to open later this year;
 - new premises for Watershed Packaging;
 - the development of 80,000 sq ft, in two buildings of new employment space by Wilton Developments at Connex 45;
 - the development of 120,000 sq ft by Marshalls at the Thorne's Farm site;
 - the construction of a new spine road and 80,000 sq ft of new employment space at Logic Leeds and;
 - the remediation of 10 acres of land at Temple Green in preparation for a new 1000 space Park and Ride facility.
- 2.2 This level of activity has enabled the Enterprise Zone to achieve real momentum, with construction on 6 separate sites now currently underway.
- 2.3 At the same time, the Council is taking a proactive stance to deliver environmental improvements to the Enterprise Zone. This has included;
 - 147 standard & semi-mature trees
 - Over 50,000 bulbs
 - 2,850 m² to be sown with wild flower seed mix
 - 2,000 saplings to create new woodland will be planted during March 2015

- 2.4 In order to ensure that the Zone continues to grow with this level of activity and develop a critical mass to become a compelling location for business, the Council has continued to support land owners and developers in the Zone to ensure that it is attractive to inward investment opportunities to Leeds and the City Region. One of these opportunities is the development of a new 50,000 sq ft distribution centre which will further enhance the Zone's attractiveness for logistic and distribution activity given its proximity to the to the M1/M62 motorways.

3 Main Issues

- 3.1 The proposal is seen as a further opportunity to increase and improve the quality and diversity of the council's property investment portfolio. This principle is one of the 10 key proposed actions in the Asset Management Plan, adopted by Executive Board October 2014, to support the council's revenues. If acquired, it would sit well alongside other major key investments such as the Arena, the re-developed Merrion House and the other potential warehouse investments in the Aire Valley.
- 3.2 The occupier is seeking to open a new 50,000 sq ft distribution centre, in the Leeds Enterprise Zone, by no later than April 2016. This occupier will be creating 70-90 new jobs in this building.
- 3.3 The proposed transaction is currently at an extremely sensitive stage and therefore the detailed heads of terms and potential Council involvement are contained within the confidential appendix.

4.0 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Executive Member for Transport and the Economy was briefed on 06/02/2015 and is supportive of this acquisition proposal.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality Impact Assessment (EIA) screening exercise has taken place to ensure due regard to Equality, Diversity, Cohesion and Integration was effectively considered. The outcome of the screening exercise was that a full EIA is not required at this point and there are no likely impacts on any of the protected equality characteristics. The screening form is attached as an appendix.

4.3 Council policies and City Priorities

- 4.3.1 Investment in the Aire Valley Leeds Enterprise Zone is central to achieving one of the Best Council Plan's objectives of promoting sustainable and inclusive economic growth by helping people into jobs and boosting the local economy. The enterprise zone, as a major driver for economic growth within the city region will sit firmly in the area-based investment priorities for the Leeds City Region Strategic Economic Plan which will see the potential of investment from the Local Growth Fund.

- 4.3.2 Working with both Central Government and the private sector in the next development phase of the enterprise zone will support the delivery of up to 630 jobs by 2015/16, which will be accessible to the local community and will also boost the local economy by providing high quality new-build facilities for the business community. This will deliver against a number of city priorities which have been identified.
- 4.3.3 The proposed acquisition supports the Best Council Plan objective of 'Becoming a more efficient and enterprising Council', and underpins a number of priorities including: 'improve how we're organised and making the best use of our assets' by seeking to optimise the Council's investment portfolio; and 'generating income for the Council' providing an annually increasing income to support the Council's revenue budget.
- 4.3.4 The recently approved Asset Management Plan 2013-17 has, as one of its ten areas of focus, 'making the Council's portfolio work better', undertaking to improve the scale and quality of the investment portfolio to assist and support the Council's revenue budget, including strategic acquisition where there is a strong financial case to do so.

4.4 Resources and value for money

- 4.4.1 An independent valuation will be obtained to confirm the agreed price is 'Open Market Value' and this is contained in the confidential appendix.
- 4.4.3 The proposed acquisition would provide the Council with a net surplus annual income as outlined in the confidential appendix after allowing for borrowing costs.
- 4.4.4 The capital funding and cash flow are outlined in the confidential appendix.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are a number of legal implications that have to be considered in this acquisition; these relate mainly to State Aid and Procurement issues and as the acquisition is at 'Open Market Value', there is no 'State Aid' provided. In respect of procurement, this will be addressed by the issue of a Voluntary Transparency Notice (VTN).
- 4.5.2 In respect of the borrowing requirements highlighted in the confidential appendix A, Section 1 of the Local Government Act 2003 enables the Council to borrow money for any purpose relevant to its functions. Section 3 of the Local Government Act 2003 provides that the Council shall determine and keep under review how much it can afford to borrow. The Deputy Chief Executive is satisfied that the Council can afford to borrow the money necessary to provide the assistance referred to in this report.
- 4.5.3 The Council has a common law duty of care to the taxpayers of Leeds to act in a business-like manner, with reasonable care, skill and caution, and with a due and alert regard to their interests. This means that the Council must act prudently and in good faith and comply with its statutory duties and exercise its statutory powers for the benefit of the community; have regard to the possible financial

consequences of its actions; and strike a fair balance between the interests of the taxpayers on the one hand and the community's interest in adequate and efficient services on the other hand. As set out in this report, the Council will need to undertake borrowing to fund the investments as set out in the confidential appendix A. Those works will have a benefit to the community as a whole on the basis that the borrowing will facilitate and create new employment locations within the Enterprise Zone and it is considered that it would be reasonable for Members to conclude that the proposals as a whole are compliant with the Council's fiduciary duty to council tax payers.

- 4.5.4 Under Part 3 Section 3E Paragraph 2(a) of the Council's Constitution (Officer Delegation Scheme (Executive Functions)) the Director of City Development has authority to discharge any function of Executive Board in relation to the management of land (including valuation, acquisition, appropriation, disposal and any other dealings with land or any interest in land) and Asset Management.
- 4.5.5 The proposal constitutes a Key decision however this decision is not subject to 'call in'. A key decision may be Exempt from Call In if the decision taker considers that the decision is urgent (i.e. that any delay would seriously damage the Council's or the public's interests). This decision is exempt from call-in due to the occupier requiring to be under contract to occupy the building with the funding of the investment secured by April 2015.
- 4.5.6 The information contained in the Appendix to this report relates to the financial or business affairs of a particular person, and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information was obtained through one to one negotiations for the purchase of the land/property referred to then it is not in the public interest to disclose this information at this point in time. Also the release of such information would or would be likely to prejudice the Council's commercial interests in relation to and undermine its attempts to acquire by agreement similar properties in the locality in that owners of other similar properties would be aware about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the purchase and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under rule 10.4(3) of the Access to Information Procedure Rules.

4.6 Risk Management

- 4.6.1 The risks are contained within the confidential appendix.

5.0 Conclusion

- 5.1 In conclusion, this is an attractive investment proposition for the Council to acquire as not only of minimal financial risk, but also places the Council in control of an important asset in an improving area of the city.

6.0 Recommendations

6.1 Executive Board is recommended to:

- i) approve the acquisition of the investment let to the occupier identified in the confidential appendix on the terms outlined within the confidential appendix;
- ii) approve the principle of prudentially borrowing the money required to fund the investment package as set out in confidential appendix A of this report.
- iii) approve the injection of, and give authority to spend, the sums detailed in the confidential appendix into the capital programme.
- iv) note that the Director of City Development under his delegated powers will negotiate the detailed terms for the acquisition in line with the Heads of Terms outlined in the confidential appendix.

7.0 Background documents¹

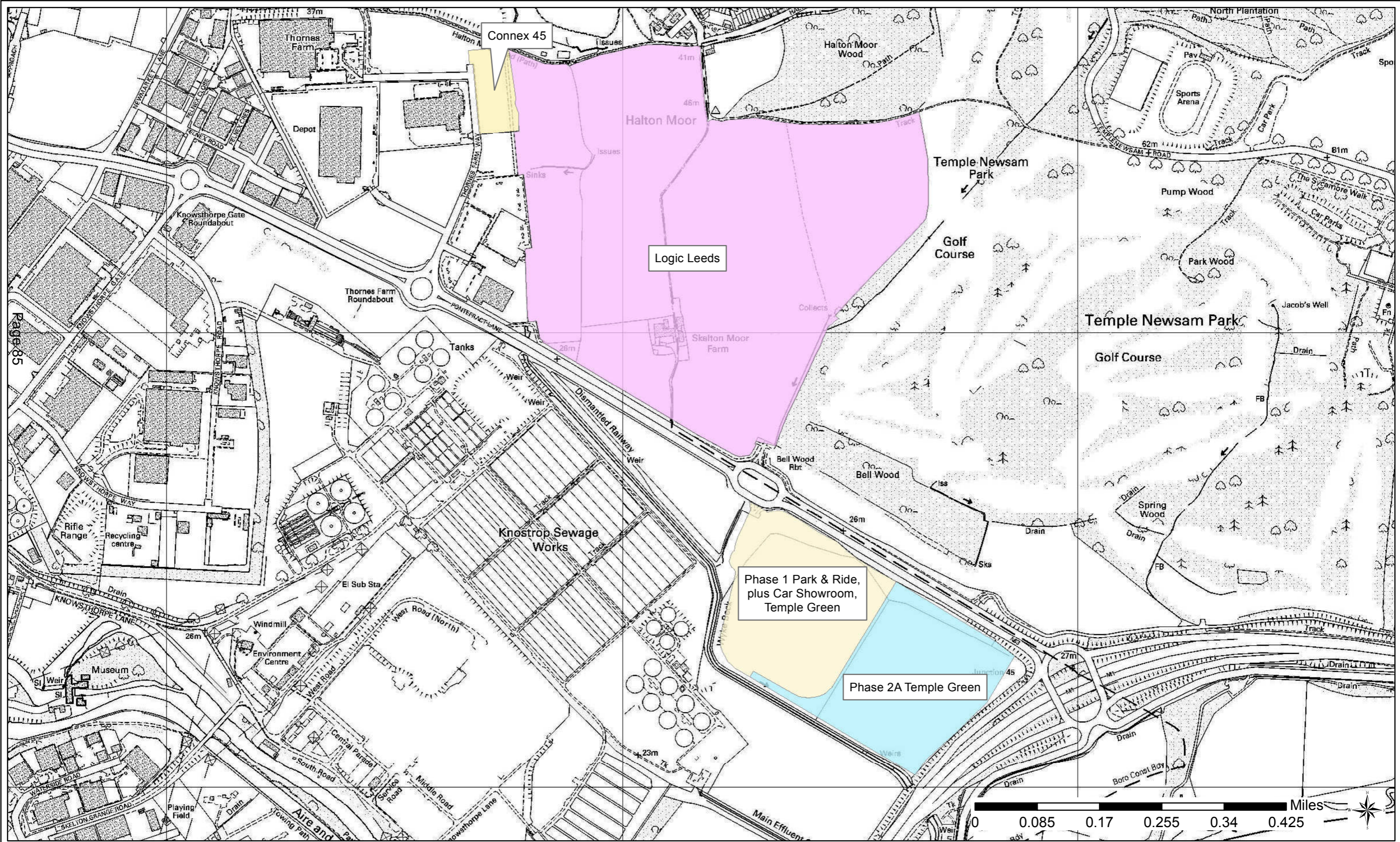
7.1 None.

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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Page 85



AIRE VALLEY ENTERPRISE ZONE PARK AND RIDE / POTENTIAL OPTION SITES

PREP BY M CORDINGLEY
 DATE SAVED: 06/02/2014
 OS No SE3431NW
 SCALE 1:7,500
 PLAN No 17544

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Path: G:\PLANS AND PROJECTS\Land Records Plans\17500 - 17599\17544 Thornes Farm Acq.mxd

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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: Asset Management
Lead person: Ben Middleton	Contact number: 0113 247 7817

1. Title: Forward funding investment opportunity in the Aire Valley Enterprise Zone

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

The proposed forward funding investment opportunity as outlined in the confidential appendix. The opportunity would allow the Council to receive direct a substantial rental income from the tenant. The EIA screening is in respect of the proposal to acquire this interest.

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)

- **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:	
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Date to complete your impact assessment	
---	--

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
Martin Farrington	Director of City Development	20/02/2015

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.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	
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	09/02/2015
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If relates to a Key Decision - date sent to Corporate Governance	
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	12/02/2015
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Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	
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Report of Director of City Development

Report to Executive Board

Date: 18th March 2015

Subject: HS2 Regeneration Delivery Vehicle

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet	<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: 10.4 (3) Appendix number: 1	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

Summary of main issues

- 1) HS2 has a significant role to play in delivering our Best Council objectives of sustainable and inclusive economic growth as well as ensuring that we have an economic and transport hub that not only serves the city region and the North but is a key part of the national infrastructure.
- 2) In March 2014 the HS2 Growth Task Force, set up by the Government to maximise growth and the job opportunities from HS2, published an independent report authored by Lord Deighton on maximising the benefits of HS2. The report highlighted the importance and scale of regeneration associated with HS2.
- 3) The Council is making good progress across the recommendations made by the Growth Taskforce as set out in the Executive Board report published in December 2014. This report deals specifically with the Deighton report recommendation that *“local authorities need to establish a locally led delivery body and government should support them in bringing forward regeneration”*.
- 4) Executive Board, at its December meeting, requested that officers work collaboratively with HS2 Ltd and Central Government to develop proposals for a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city’s vision for HS2.
- 5) This paper makes recommendations about the Council’s preferred option for a delivery vehicle. If agreed, this will provide a direction of travel for further dialogue with HS2 and Government. This is with the view of reaching agreement with HS2

Ltd on the Council's plans for the delivery of regeneration around the station. Doing so would see Leeds be one of the first authorities in the country to develop its preferred option for a HS2 regeneration delivery vehicle for short term activities. This will help add further momentum to the city's HS2 proposals and help to drive forward activity to secure city wide benefit.

- 6) In Leeds, the area around Leeds Station and within the South Bank provides a major regeneration opportunity to regenerate over 136 ha of land and to impact positively on the city centre and surrounding neighbourhoods. There are already a number of examples of successful regeneration in the South Bank. Members of Executive Board are advised that regeneration of the South Bank is broader than that associated with HS2 and the Council will progress its work by continuing to engage closely with stakeholders, within South Bank above and beyond the vehicle identified in this report.
- 7) Notwithstanding this approach, given the importance of regeneration associated with HS2 as driving forward local and national economic growth, it is considered critical to ensure that the city council has flexible and agile proposals for resourcing and facilitating the delivery of regeneration directly associated with HS2 in a timely manner.
- 8) Accordingly, in order to deliver specific regeneration around the Leeds HS2 station, Leeds will require a delivery vehicle to focus on Leeds based regeneration matters and this paper considers our short and long term proposals for such a delivery vehicle.
- 9) There have been proactive discussions with HS2 Ltd and London and Continental Railways on how Leeds may bring forwards its proposals for a delivery vehicle. London and Continental Railways is a UK Government-owned company which specialises in railway led regeneration. London and Continental Railways played a leading role in facilitating the exemplar transformation around Kings Cross station and, as a publicly owned body, has national and international expertise in delivering complex regeneration associated with major infrastructure. London and Continental Railways has a skill set that is not available in house but that is complementary to the Council's expertise and leadership role in driving forward regeneration.
- 10) In this context, and further to these discussions, it is proposed that the Council's preferred solution is to combine the Council's local knowledge and leadership role in regeneration and economic growth with London and Continental Railway's knowledge, national HS2 regeneration remit and expertise in rail led regeneration and develop mechanisms for formal partnership working to help to drive forward regeneration associated with HS2 in Leeds. Combining these skills bases at an early stage is considered to be a positive way to maximise the regenerative impacts to the city.
- 11) As London and Continental Railways is wholly owned by Government, the approach recommended in this paper will further demonstrate the Council's collaborative working with Government on facilitating growth of national importance. The approach can also ensure that Leeds' local ambitions combine with and influence national regeneration agendas and that Leeds continues to work closely with government in a positive and open way.

- 12) This paper therefore seeks approval for the Council's preferred solution for a regeneration delivery vehicle. Specifically, this is for formal joint working between the Council and London and Continental Railways on HS2 regeneration based activities in the short term. This will see the Council retain all of its planning and regeneration powers and local leadership role, but secure the benefit of access to a wider skill base from London and Continental Railways. The arrangements are shown visually in appendix 2.
- 13) In addition, this paper also seeks approval for the Council to formalise a discussion about a Joint Venture with London and Continental Railways. This could be a legal basis by which land can be jointly acquired, funding can be jointly secured and as a legal mechanism for specific joint activities should the Council wish to commission the Joint Venture to deliver work on its behalf. Initially, it is proposed that the joint working with London and Continental Railways will seek to identify what work a Joint Venture company may need to undertake to deliver regeneration.
- 14) In the short term, the Council's preferred solution is that the collaboration with London and Continental Railways will seek to consider land assembly challenges, with wider collaboration on Council led activities such as the HS2 master plan, growth strategy and funding strategy. Further work will take place to formalise the precise function and remit of a Joint Venture body. The partnership will seek to engage with stakeholders but there will be a number of mechanisms above and beyond this vehicle for stakeholders to engage on broader South Bank work not associated with HS2.
- 15) The proposals for joint working with London and Continental Railways contained in this report will require the formal approval of HS2 Limited and the relevant Government departments. Should Executive Board agree to these proposals, further dialogue will take place with London and Continental Railways and HS2 with view of securing formal agreement with them to the Council's preferred option.
- 16) Lastly, the paper also sets out at paragraph 3.30, for Executive Board approval, the proposed principles to underpin the longer term role of a delivery vehicle as detailed discussions commence on its future function once a masterplan and growth strategy is finalised.

Recommendations

- 17) Executive Board is asked to:
 - i) Agree to enter into an agreement with London and Continental Railways for collaborative working on regeneration based activities associated with HS2 in accordance with the Heads of Terms set out in exempt appendix 1.
 - ii) Agree to the heads of terms set out in Exempt appendix 1 for a joint venture regeneration delivery vehicle between the Council and London and Continental Railways, with both parties owning 50% of the vehicle.
 - iii) Agree to the policy principles for the formation of a HS2 regeneration delivery vehicle as set out in paragraph 3.30 of this report.

- iv) Authorise the Director of City Development, in consultation with the Executive Member for Transport and the Economy, to negotiate and finalise agreements with HS2 Ltd and London and Continental Railways to establish a Joint Venture and enter into a formal partnership arrangement.
- v) Note that agreement to the proposals for joint working with London and Continental Railways contained in this report will be subject to the approval of HS2 Ltd and the relevant Government departments.
- vi) Note that the Head of Regeneration will be responsible for the implementation of these actions.

1 Purpose of this report

- 1.1 This report seeks Executive Board approval to agree to the Council's preferred option for a HS2 regeneration delivery vehicle to take forward regeneration activities associated with HS2 in the short term. It also seeks approvals to the principles that will underpin the longer term function of a delivery vehicle.

2 Background information

- 2.1 Leeds' economic recovery is entering a considerable period of growth. Leeds has a strong track record in facilitating the successful delivery of major and complex regeneration programmes through managing, enabling and co-ordinating work with partners and investors both in the public and private sectors. Through and since the recession, the Council has played a leading role in facilitating the award winning development of the Leeds Arena and the subsequent regeneration of the 'Northern Quarter', retail developments at Victoria Gate and Trinity Leeds, whilst the Leeds City Enterprise Zone in the Aire Valley has gained huge momentum in the last eighteen months. Combined, these schemes are helping to further transform the regional economy and are successes on a national and international level.
- 2.2 In the area around the existing station and proposed HS2 station in Leeds South Bank, there is successful regeneration that has been completed and also a momentum to a number of schemes on site or due to commence on site in the short term– for example at Tower Works, Leeds College of Building, Leeds City College and Leeds Dock. There is, however, capacity for redevelopment of a further 80 acres of land that is cleared or under-utilised.
- 2.3 This will present a regeneration initiative of national and international significance. The proposals for the South Bank are fully complementary with the proposals for a HS2 in Leeds. Subject to the decision on the precise location of the HS2 station, the South Bank is likely to be the area whereby regeneration associated with HS2 takes place.
- 2.4 In March 2014 the HS2 Growth Task Force, set up by the Government to maximise growth and the job opportunities from HS2, published an independent report to Government on maximising the benefits of HS2. This focused on the themes of 'Getting our cities ready, Getting transport network ready, Getting our people ready and Getting our businesses ready'. The report recommends for each HS2 station to establish an 'HS2 Growth Strategy' to explain how High Speed Rail will generate local jobs, growth and regeneration.
- 2.5 A key recommendation from this is that "*local authorities need to establish a locally led delivery body and government should support them in bringing forward regeneration*". This did not prescribe the role, function and method of a delivery body, with a requirement for authorities to determine and bring forward arrangements that best suit their requirements.

2.6 In response to this report, Executive Board agreed to the following actions at its December meeting to maximise the regeneration opportunities associated with HS2:

- Request that officers work collaboratively with HS2 Ltd and Central Government to develop proposals for a Council led regeneration delivery vehicle that has the appropriate funding powers and flexibilities to deliver the city's vision for HS2.
- Request that officers continue to develop a masterplan for the area surrounding the HS2 station location, to inform the development of the Council's policy position that will maximise both the social, physical and economic benefits from the arrival of HS2.
- Agree to the Council taking a leading role in the Sir David Higgins Leeds station working group to find the optimum solution for the arrival and integration of, HS2 and HS3 into Leeds City Centre, which supports both the growth of rail through the creation of a major rail interchange in Leeds City Centre, and meets our local connectivity, place making and regeneration ambitions.

2.7 Good progress has been made on these areas. A primary focus is on the Leeds Station working group which is considering in detail the questions posed by the Higgins review.

2.8 Once this work is at a satisfactory stage and a preferred station location identified, the masterplanning work can then commence in much greater detail, including sustained and inclusive community and stakeholder engagement to ensure that this work encapsulates as many views as possible and helps achieve a world class vision for the city.

2.9 This report deals specifically with the proposals of a regeneration delivery vehicle, and the Council's approach to this.

3 Main issues

3.1 The need for a delivery vehicle

3.2 Key regeneration objectives and priorities for the city associated with HS2 will, amongst other areas, be to ensure the delivery of a world class vision to drive forward city region and national growth; ensuring that neighbouring communities benefit from the economic benefits of HS2; addressing the major pedestrian severance to the city centre through the transformation of the highway system; world class placemaking; and ensuring that the areas around the station are not blighted but with development proposals being delivered in a timely manner.

3.3 As highlighted above, Leeds has a strong track record in leading regeneration initiatives, and there are already major successes associated with the regeneration of the South Bank. This local expertise and knowledge can help to facilitate major regeneration associated with HS2. This Local Authority leadership is considered critical, as acknowledged by the Deighton report, to lead

regeneration proposals and also the delivery vehicle propositions. Proposals for HS2 will be complementary to regeneration aspirations for the wider South Bank area and will complement existing or proposed regeneration.

- 3.4 Notwithstanding this, and accepting that regeneration associated with HS2 is complementary to the wider South Bank work, the scale and extent of regeneration associated with HS2 is significant. The Growth Taskforce concluded that *“even the very best authorities will be stretched to manage a project as complex and large as HS2, particularly when there are other infrastructure plans being proposed (such as the Northern Hub³) that will also have local impacts.”* It also details how *“regeneration and development around HS2 stations need to be accelerated and delivered well before HS2 arrives, to ensure stations are designed to facilitate the flow of people and transport links”*.
- 3.5 Further, whilst the city has a strong track record in facilitating major regeneration initiatives, there is not in house-expertise of rail led regeneration or of transport interchanges of the scale of HS2 and the bespoke opportunities and challenges infrastructure of this scale will bring. A delivery approach that draws on a broader skill set and additional capacity is considered necessary. There are also risks of ‘blight’ in the short term at key sites near to the HS2 station should the city not have a robust approach to the delivery of its HS2 vision.
- 3.6 Given the scale of regeneration opportunity and challenges, following Deighton’s report, the Government is also establishing mechanisms to support the delivery of growth strategies and regeneration by establishing a national HS2 regeneration delivery vehicle to develop a nationwide approach and provide support to each station location on their regeneration proposals. It has been announced previously that HS2 Ltd are being advised by London and Continental Railways on regeneration based initiatives and that HS2 and London and Continental Railways were to develop proposals for a national regeneration company to help guide regeneration associated with HS2.
- 3.7 London and Continental Railways is a wholly UK Government-owned company which specialise in railway led regeneration. LCR delivered schemes for HS1 at St Pancras and Ebbsfleet. The company was a lead regeneration partner for Kings Cross and played a leading role in the exemplary transformation of the surrounding area. It is understood that the HS2 regeneration company will seek to provide national intelligence, land assembly, funding opportunities and a broader inward investment support. It will have specialists of international rail led regeneration and draw together a national approach to regeneration at station locations.
- 3.8 London and Continental Railways is already providing commercial and property advice to HS2 Ltd. Other Local Authorities such as Birmingham City Council and Manchester City Council are working with London and Continental Railways and HS2 Ltd, and drawing upon this expertise.
- 3.9 Regeneration impacts will not be specific to locations with a dedicated HS2 station. It is recognised that HS2 will bring benefits across the city region – particularly those around other stations such as Bradford’s development zone. Our wider HS2 programme will continue to be developed on the basis that we

maximise these benefits through improved connectivity. The positive impact HS2 could have for our young people through enhanced skills and jobs and for our supply chain through being part of the delivery of the scheme are also benefits that should be felt city region wide.

- 3.10 Notwithstanding this, HS2 must deliver specific physical, social and economic regeneration around the Leeds HS2 station that benefits the entire city and in a way that is complementary with wider proposals for the South Bank. To achieve this, Leeds requires short and long term proposals for a Leeds regeneration delivery vehicle to help to deliver detailed and Leeds specific regeneration activities and deliver local benefits. Key to this is ensuring that arrangements have the right skills resources to facilitate the delivery of regeneration associated with HS2 in a timely manner.
- 3.11 Further to Executive Board previously approving collaborative working with HS2 Ltd and Central Government to develop proposals for a Council led regeneration delivery vehicle, the Council has been in dialogue with HS2 Ltd and London and Continental Railways.
- 3.12 It is proposed that the city is now in a position to agree its preferred option for a regeneration delivery vehicle and also to the principles that will underpin the longer term role of a delivery vehicle.
- 3.13 **Leeds Proposals**
- 3.14 **Short Term Delivery Vehicle Proposals**
- 3.15 In the short term, there is significant activity to be developed over the next 12-18 months to support regeneration and enabling work in relation to HS2. This includes:
- The ongoing station review work to finalise the location of the HS2 station and the review of the role of Leeds Station given future rail demand, HS2 and HS3.
 - The development and completion of the HS2 Masterplan for the area around the station. This will include infrastructure requirements proposals for a world class station and its environment. The detailed work will commence, working closely with stakeholders, once the review of station location options is concluded.
 - Development and finalisation of the Leeds HS2 Growth Strategy, and specific recommendations to maximise regeneration opportunities, such as funding mechanisms and enabling interventions where these are required to deliver the masterplan vision.
 - Minimising and eliminating risks of physical blight HS2 may bring and assembling land to help accelerate the delivery of the regeneration visions.
- 3.16 These are activities that are being and will continue to be led by the Council and are complementary to wider South Bank initiatives. However, in undertaking these HS2 related activities it is proposed that the Council's preferred option would be to enter into a collaboration agreement with London and Continental Railways in

order to benefit from a broader expertise and skill set for this type of rail led regeneration. This is with view of combining Council's local knowledge and leadership role in regeneration and economic growth with London and Continental Railways's national knowledge, HS2 remit and expertise in rail led regeneration. Combining these skills bases at an early stage is considered to be a positive way to maximise the regenerative impacts to the city and formulate a robust growth strategy and ensure the masterplan learns lessons from other locations with infrastructure of this type.

- 3.17 Because they are wholly owned by the Government, working collaboratively with London and Continental Railways can also ensure that Leeds' local ambitions combine with and influence national regeneration agendas and further demonstrate the city's collaborative approach in delivering growth.
- 3.18 Accordingly, it is proposed that the Council takes steps to formalise joint working between London and Continental Railways on regeneration around the HS2 station. To do so it is proposed that the Council enters into a Memorandum of Understanding with London and Continental Railways. The proposed draft heads of terms are set out in Exempt Appendix 1 and a visual representation of the proposed arrangements are shown in appendix 2.
- 3.19 In summary, the approach will see the Council and London and Continental Railways collaborate on the areas identified at 3.15 – with the Council retaining its local leadership role and responsibilities. London and Continental Railways will attend key meetings and be a proactive part of the city's HS2 regeneration planning. It is envisaged that an action plan of deliverables will be agreed between the parties.
- 3.20 Over and above this, it is also proposed that the Council's preferred option is for the Council and London and Continental Railways to formalise discussions for a joint venture regeneration delivery body as a legal mechanism for more formal joint working. This could be a basis by which land could be jointly acquired or funding jointly secured. To do so would see a company limited by guarantee formed – jointly owned by LCC and London and Continental Railways. The Heads of Terms for such a body are set out in Exempt Appendix 1.
- 3.21 Until decisions are made between parties to acquire land or seek funding, it is proposed that the vehicle will remain as a legal entity that can be called upon should it be needed. Much of the early work with London and Continental would be to establish the specific remit and function of this Joint Venture, informed by the outcomes of the joint working of items shown at 3.15.
- 3.22 Accordingly, any decisions by the Council to invest funds, human resources or land into the Joint Venture Vehicle would be subject to the Council's decision making procedures and Financial Procedure Rules. Initially, it is proposed that no human resources from the Council would be seconded to the vehicle and the primary and initial focus of the vehicle will be a means by which to look to jointly acquire land and as a legal mechanism that provides a means for more formal joint working should either party wish to commission the Joint Venture vehicle to do so.

- 3.23 In terms of the day to day governance of the Joint Venture, initially the Joint Venture would have 4 directors (comprising of 2 Directors from LCC and London and Continental Railways). The Board will be chaired by the Council. Initially, based on the initial role of the Joint Venture, it is proposed that the Executive Member for Transport and the Economy and Director of City Development act as the Council's directors. An annual business plan would be produced setting out the remit and role of the Joint Venture. Any proposals to commission the vehicle for activities would be subject to the Council's decision making procedures. Should the remit of the vehicle expand, there will be ongoing reviews of LCC representation to ensure the most suitable attendees.
- 3.24 In summary, agreeing to the proposals will allow a basis for formal collaboration between LCC, HS2 Ltd and London and Continental Railways and draw together wide ranging expertise to help steer forward the major regeneration opportunities associated with HS2. They will also provide a legal mechanism for the joint acquisition of land and further joint working.
- 3.25 Executive Board is advised that the Council's proposed preferred solution as set out in this report would be subject to the formal agreement of London and Continental and HS2 Ltd. Executive Board agreeing to the Council's preferred solution will allow a decision to be taken by HS2 Ltd and London and Continental Railways on their agreement to the proposals. It is currently anticipated that a final decision could be taken by June 2015 and any proposals implemented from this point onwards.
- 3.26 **Longer Term Proposals**
- 3.27 It is considered that the proposals above will allow for positive progress to be made on the priority short term activities. Once the masterplan and growth strategy for HS2 are completed, there will be further clarity on the extent of intervention required including site assembly, infrastructure and funding requirements to deliver the city's vision for regeneration associated with HS2.
- 3.28 This will inform the longer term shape, remit and role of a regeneration delivery vehicle as the Deighton report envisaged. Once these exercises are completed, it would be intention to seek Executive Board approval to the longer term role and responsibilities of a vehicle, and re-evaluate the role and function of the Joint Venture proposed above. For example, the remit of the Joint Venture proposed above may evolve and change to reflect circumstances at a future point in time. This may involve it being commissioned to deliver more activities, staff recruited and seconded into the vehicle and renewed governance arrangements.
- 3.29 The longer term role of a delivery vehicle is likely to be subject to negotiations and ongoing dialogues with HS2 Ltd and Central Government. Given the importance of the delivery vehicle, it is considered important that the Council agrees at an early stage the key principles by which it will support the longer term role of a delivery vehicle to deliver regeneration to help inform dialogue with government.
- 3.30 It is therefore proposed that Executive Board provide its endorsement to the following principles that will underpin the Council's approach moving forward.

- **Role** – It is proposed to form a vehicle that forms with a small role or responsibility in the first instance, and its remit and responsibilities would evolve and grow over time depending on the context of regeneration intervention required and the performance and effectiveness of the vehicle. The activities the vehicle could deliver could vary from land assembly, master-planning, and the delivery of infrastructure. It would not be the intention to start ‘big’ but gradually build up the capacity of a vehicle.
- **Local Authority Led Leadership** – The Growth Taskforce recommends that the vehicles should be local authority led. It is considered important that vehicle should ultimately be led by and accountable to the Council: with clear accountability and involvement of elected members in any governance arrangements, and forums such as Plans Panel, Executive Board and Scrutiny Board continuing to provide decision making, challenge and guidance on regeneration and growth associated with HS2.
- **Agile and Efficient** – It is considered important that any delivery mechanisms are efficient and do not add a financial burden to the local authorities for their management and delivery. To deliver the required regeneration, it is important that the delivery mechanisms, including governance and decision making, are agile and able to respond quickly and efficiently to emerging opportunities and challenges. Where possible, existing human resources from the Council, HS2 Ltd and LCR will deliver regeneration activities.
- **Planning Powers** – The Council has a range of statutory powers that are used to facilitate regeneration – particularly through its role as the Local Planning Authority. It is proposed that no statutory Planning powers will be legally delegated to a delivery vehicle. However, the delivery vehicle may benefit from the Council’s planning powers, planning policies and other statutory powers. For example, LCC would retain CPO powers, but the delivery vehicle may acquire land through the Council exercising its CPO powers, and deliver development in accordance with local planning policy.
- **Boundary** – The actual boundary of activity of the vehicle will depend on a) the location of the station, b) the type of activity being commissioned. The vehicle’s remit may have different boundaries depending on the nature of activity and what is approved by the Council. A land assembly boundary may vary to a delivery of highways infrastructure to initiatives for employment and training.
- **Inclusive** – Any delivery vehicle will have a focussed remit on delivery of regeneration and it is considered important that any vehicle is open and transparent, and positively builds relationships with stakeholders, landowners, communities and Members in delivering its activities. This will include city region working with the West Yorkshire Combined Authority and the LEP. Ensuring a transparent and inclusive approach that allows residents to engage and shape proposals is a priority.
- **Powers and Funding** – It is considered to be of major importance that the Council, City Region and Vehicle has the appropriate powers and funding flexibilities to deliver the scale of regeneration required. This may include, for

example, powers to retain all business rate up-lift associated with new developments nearby to HS2 that can be captured and invested in the area or Enterprise Zone style incentives to incentivise private sector growth in the surrounding area. The current flexibilities may not be sufficient and additional powers held locally that benefit the delivery vehicle could have a major impact on regeneration for the benefit of the entire City Region.

- 3.31 Should Executive Board approve these principles, they will form the basis of the city's longer term planning for the delivery vehicle and ongoing joint working with HS2. Agreeing these principles does not commit the Council to any course of action or fetter any future decisions, but provides a foundation for more detailed planning to take place on the longer term role of a vehicle.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 These proposals have been subject to consultation with the Executive Member for Transport and the Economy and the Executive Member for Neighbourhoods, Planning and Personnel. There has been close liaison on these emerging proposals with HS2 Ltd. It is envisaged that there will further engagement with a broader range of consultation if and when there are longer term proposals for the delivery vehicle.

- 4.1.2 Executive Board is advised that the partnership arrangement, and Joint Venture, will focus primarily on regeneration directly associated with HS2. The partnership will seek to engage with stakeholders. Further, there will continue to be a number of mechanisms above and beyond this vehicle for stakeholders to engage on broader South Bank work and the many aspirations and initiatives for the area. Members of Executive Board are advised that regeneration of the South Bank is broader than that associated with HS2 and the Council will progress its work by continuing to engage closely with stakeholders, within South Bank above and beyond the vehicle identified in this report.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality and diversity, cohesion and integration screening assessment has taken place and is attached as an appendix. This has highlighted that an equality and diversity, cohesion and integration impact assessment is not required. Notwithstanding this, as an outcome from the screening exercise, there will be ongoing monitoring of any equality impacts of the proposals for the delivery vehicle, and any decisions made by the partnership will be subjected to further monitoring.

4.3 Council policies and City Priorities

- 4.3.1 The Best Council Plan sets a best Council objective of promoting sustainable and inclusive economic growth – improving the economic wellbeing of local people and businesses with a focus on boosting the local economy, providing housing as the City grows and helping people into jobs. The Commission on the Future for Local Government outlines a proposition for local government to stimulate jobs,

homes and good growth, with local government creating conditions for enterprise to thrive.

- 4.3.2 Ensuring that there are robust delivery arrangements and having the necessary expertise, agility and flexibility will be key in ensuring that regeneration proposals associated with HS2 achieve these relevant Council Policies and City Priorities. The recommendations in this report will help ensure that the Council is collaborating effectively in order to help achieve the objectives above.

4.4 **Resources and value for money**

- 4.4.1 By agreeing to the recommendations, there is an opportunity to secure expertise and additional resources from HS2 and London and Continental Railways to support the regeneration planning associated with HS2. This will combine with the skills and expertise of existing resources from the Council, and agreeing a partnership arrangement will not see any expenditure incurred.

- 4.4.2 If the Council ultimately establishes a Joint Venture, this will not see costs incurred, aside from small administrative costs that are budgeted for within the HS2 programme. As the Joint Venture owns no assets or staff seconded initially, it would be relatively straightforward to cease the arrangement if necessary. Any proposals from the Council to incur expenditure through the Joint Venture would be subject to the Council's decision making procedures and any proposals for the Joint Venture to incur expenditure would be subject to Value for Money checks on a case by case basis, in line with Financial Procedure Rules. This will include careful consideration of any VAT implications, particularly if the vehicle secures funding directly or acquires land on a case by case basis.

4.5 **Legal Implications, Access to Information and Call In**

- 4.5.1 The Council's general power of competence, to do anything that individuals generally may do, in Section 1 of the Localism Act 2011, will enable the Council to participate in the collaboration agreement, and in the joint venture agreement as described in this report. In addition, insofar as the Joint Venture will provide services to the Council and/or London and Continental Railways, the "in-house" ("Teckal") exception, now contained in Regulation 12 of the Public Contracts Regulations 2015 can be relied upon as long as the contracting authorities exercise over the delivery vehicle a control which is similar to that which it exercises over its own departments and second, at the same time, the delivery vehicle carries out more than 80% of its activities with the controlling authorities. In relation to control, this means the Council and London and Continental Railways will need to retain collective control over strategic objectives and significant decisions, and there must be no private investment in the company with the exception of non-controlling and non-blocking forms of private capital participation required by legislation, which do not exert a decisive influence over the company. Investments made to and by the company would be subject to ongoing reviews to ensure compliance with the Teckal principle and the Council and London and Continental Railways maintaining control over significant decisions.

4.5.2 The information contained in Appendix 1 is exempt under Access to Information Rule 10.4 (3) as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of appendices as exempt outweighs the public interest in disclosing the information.

4.6 Risk Management

4.6.1 HS2 provides a unique opportunity to deliver major regeneration and secure substantial physical, social and economic benefits for the city. Should the delivery arrangements not be sufficient, there is a risk that the city may not effectively exploit the opportunities to secure this growth. Forming suitable delivery vehicle arrangements will help to minimise this risk. There is a risk that agreement is not reached on the Council's preferred solution with the relevant Government departments. This is mitigated by the Council's close dialogue to date with HS2 and London and Continental on the proposals. Gaining Executive Board approval can provide more certainty to the proposals.

4.6.2 There will be regular reviews of risk to identify both the risks associated with the partnership arrangements and the regeneration proposals for the city. This will seek to ensure that the partnership is as robust as possible, with risks shared, eliminated or mitigated wherever possible.

5 Conclusions

5.1 The Lord Deighton authored Growth Taskforce report made clear recommendations for the establishment of local authority led delivery vehicles to steer forward regeneration around the HS2 stations. The proposed area around the Leeds HS2 Station presents one of the largest and most substantial city centre regeneration opportunities in the country.

5.2 It is important for the city to develop robust proposals for the delivery of regeneration activities associated with HS2 in the short and long term. Accordingly, there is an opportunity for the Council to proactively take early steps to form delivery vehicle arrangements to help achieve multiple objectives. The Council's preferred solution is to combine Leeds' local expertise and knowledge of regeneration with the national knowledge and rail led regeneration expertise of London and Continental Railways through a formal collaboration agreement. Over and above this, it is the Council's preference to formalise a Joint Venture with London and Continental Railways as a means by which land can be jointly acquired, funding secured and as a mechanism for more formal joint working. This would see the Council retain its leadership role and powers for regeneration but benefit from a wider pool of expertise.

5.3 By agreeing to the Council's preferred solution, Leeds will be one of the first authorities to develop its proposals for delivery vehicle arrangements for HS2 associated regeneration. This will help to maximise the regeneration benefits for the city and further strengthen relationships between the city and key public sector agencies responsible for facilitating HS2 regeneration activities.

5.4 In the short term, the preferred option of collaboration with London and Continental Railways will seek to consider land assembly challenges, with wider collaboration on Council led activities such as the HS2 masterplan, growth strategy and funding strategy. Longer term, it is proposed that the role of a delivery vehicle will be shaped by the outcomes of the HS2 masterplan and Growth Strategy. Should Executive Board agree to the recommendations set out in this report, the principles that will underpin the longer term function of a delivery vehicle will be agreed and provide a strong basis and clarity for the future role of a vehicle.

6 Recommendations

6.1 Executive Board is asked to:

- i) Agree to enter into an agreement with London and Continental Railways for collaborative working on regeneration based activities associated with HS2 in accordance with the Heads of Terms set out in exempt appendix 1.
- ii) Agree to the heads of terms set out in Exempt appendix 1 for a joint venture regeneration delivery vehicle between the Council and London and Continental Railways, with both parties owning 50% of the vehicle.
- iii) Agree to the policy principles for the formation of a HS2 regeneration delivery vehicle as set out in paragraph 3.30 of this report.
- iv) Authorise the Director of City Development, in consultation with the Executive Member for Transport and the Economy, to negotiate and finalise agreements with HS2 Ltd and London and Continental Railways to establish a Joint Venture and enter into a formal partnership arrangement.
- v) Note that agreement to the proposals for joint working with London and Continental Railways contained in this report will be subject to the approval of HS2 Ltd and the relevant Government departments.
- vi) Note that the Head of Regeneration will be responsible for the implementation of these actions.

7 Background documents¹

7.1 None.

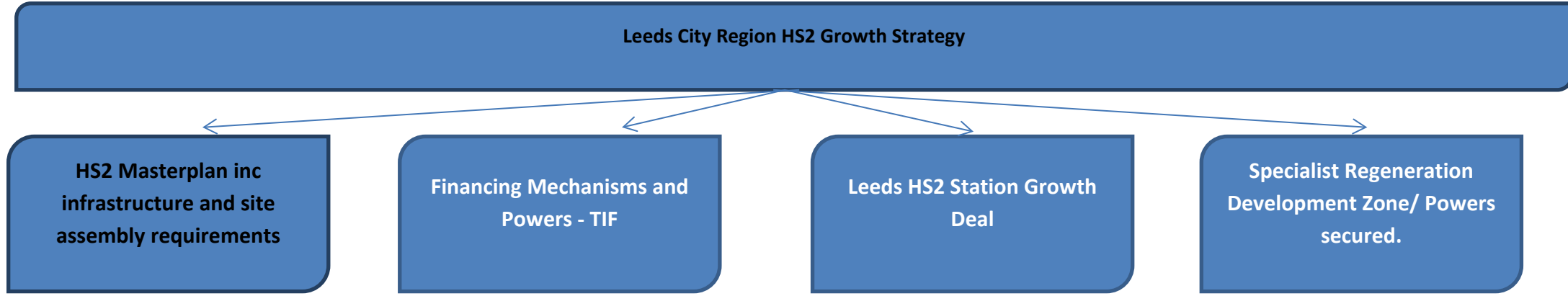
¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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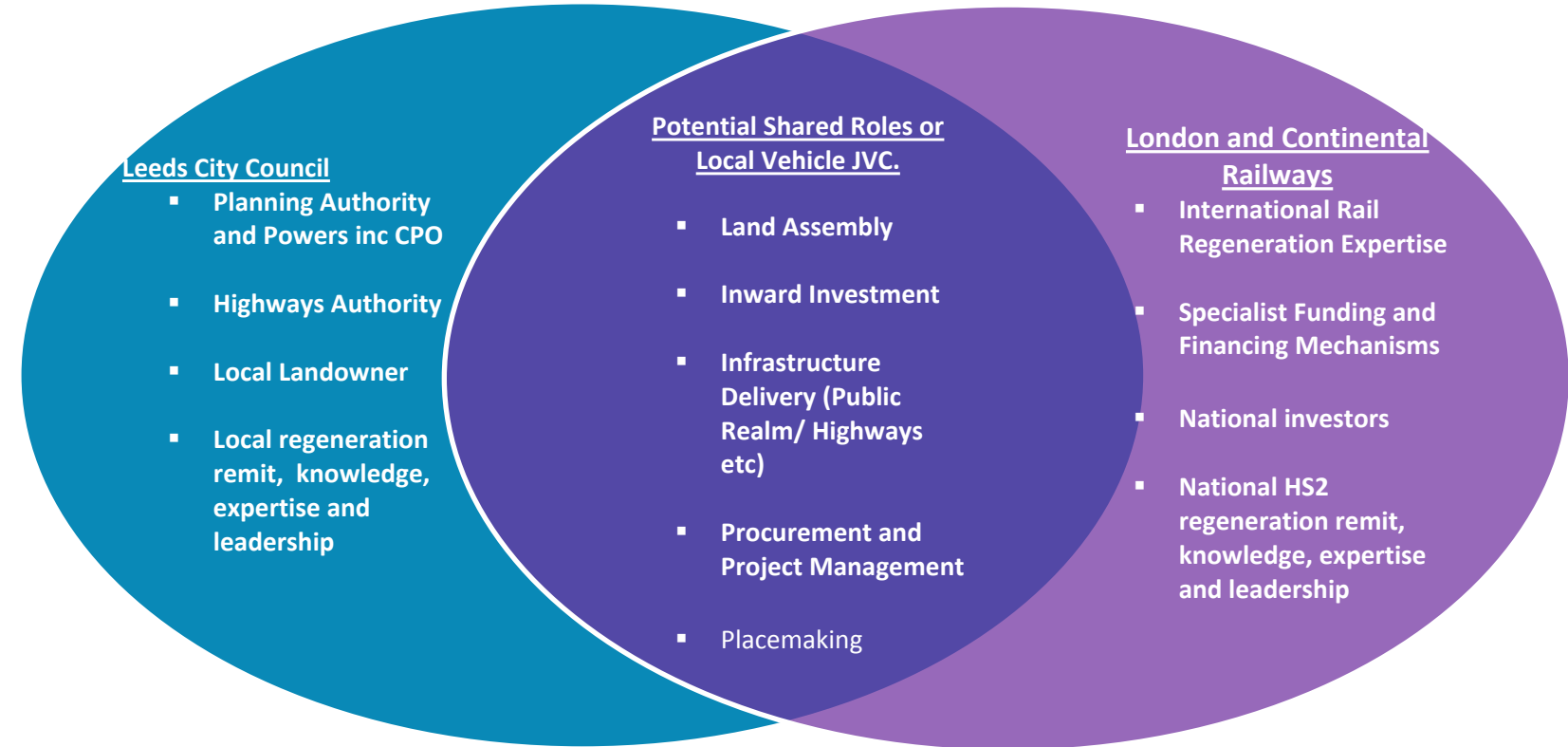
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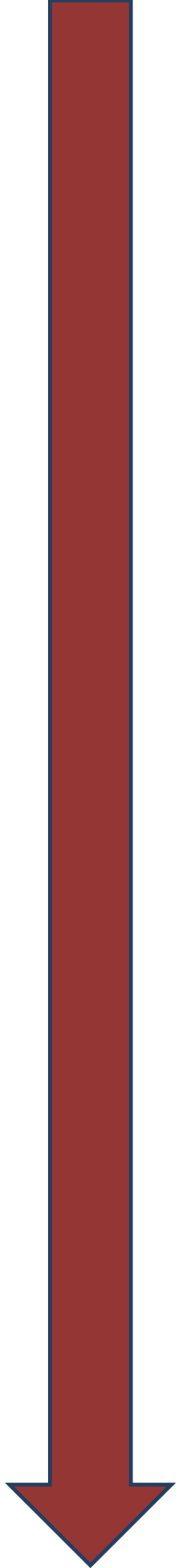
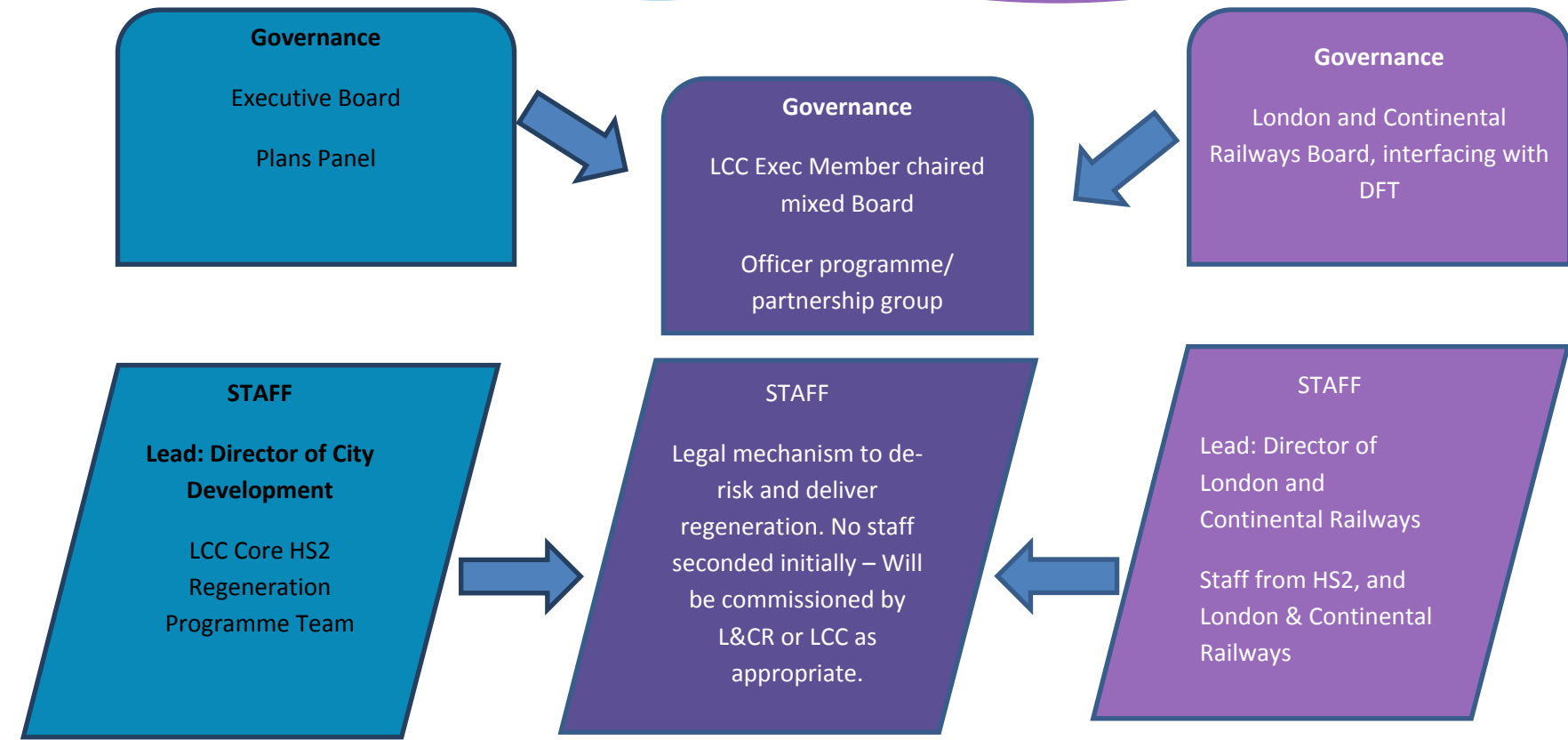
Regeneration Strategy:
 Agreeing the vision, and securing the tools to enable successful delivery of regeneration of the vision



Delivery Mechanisms: Roles and Remit
 The role and remit of LCC, national delivery vehicle and local delivery vehicle to deliver the regeneration strategy.



Governance and Human Resources
 Governance of each party, and of the delivery vehicle.
 Human resources for delivery.



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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: Asset Management and Regeneration
Lead person: Lee Arnell	Contact number: 75408

1. Title: *HS2 Regeneration Delivery Vehicle*

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

This screening relates to recommendations to be made to the Council's Executive Board on the 18th March 2015. Specifically, it considers proposals for the Council to agree to enter into a collaboration agreement with the government owned London and Continental Railways on regeneration orientated activities associated with the delivery of a High Speed Rail 2 railway interchange in Leeds. It also seeks approval to Heads of Terms for the formation of a Joint Venture vehicle between the Council and London and Continental Railways to facilitate regeneration activities around the HS2 station.

3. Relevance to equality, diversity, cohesion and integration

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

relevance to equality, diversity, cohesion and integration.

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?		X
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	X	
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <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)

By agreeing to a collaboration and formation of a Joint Venture with London and Continental Railways on regeneration activities, this could see the way the Council facilitates regeneration are organised. For example, land could be acquired through the Joint Venture, whilst the joint working with Government will see London and Continental attend meetings. Consideration was given as to whether this approach could have any

equality related impacts, looking at impacts on staff or end users that may benefit or impact from this arrangement. This considered each of the equality, diversity, cohesion and integration characteristics.

- **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 review demonstrated that the proposals and recommendations would not have a negative impact on equality characteristics. The outputs from the partnership and Joint Venture could have positive impacts – e.g by facilitating activity that delivers economic growth, and breaks down economic exclusion to the city centre. Should the Joint Venture be commissioned to have a wider remit, this may have equality impacts but the precise nature of these would need to be evaluated at that point in time.

- **Actions**

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

There will be ongoing monitoring of the partnership and Joint Venture to identify if they are any equality impacts arising, and mitigate where the impact could be negative and exploit the opportunities should there be a positive impact.

Any decisions to commission the vehicle to deliver work on the Council's behalf will be subject to the Council's decision making procedures and thus equality screenings will take place on any such decision.

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

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
Liz Hunter	Strategic Transport Manager	25 th February 2015
Date screening completed		25 th February 2015

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only**

publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent: 26 th February 2015
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent: 26 th February 2015
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: 26 th February 2015



Report author: Sabby Khaira
Tel: 0113 247 5381

Report of Director of City Development

Report to Executive Board

Date: 18 March 2015

Subject: Leeds Southern Station Entrance - Little Neville Street - Highway Improvement Works

Scheme Number: 32265/000/000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City & Hunslet	<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. Leeds City Council is a funding partner in the new Leeds Station Southern Entrance (LSSE) scheme. The new entrance facility led by the West Yorkshire Combined Authority and Network Rail is currently under construction and scheduled to be open by November of 2015.
2. The scheme provides a new station entrance that it is anticipated will attract up to 20,000 pedestrian movements per day. A significant proportion of these people who will access the LSSE are expected to use Little Neville Street, a crucial integrated element of the new station access/egress improvements as a whole.
3. The current environment of Little Neville Street is not suitably attractive or in keeping of an area that is to become an important pedestrian gateway to the City. As such an associated scheme led by the City Council will provide the highway works that are required to support safe and increasing pedestrian access, whilst uplifting the surrounding setting and image for people on arrival or departure from the City by rail.
4. The LSSE will ensure that the current station faces both northwards of the city centre and southwards. It will provide a gateway entrance facing the South Bank of the city centre. Combined with investments in the Flood Alleviation Scheme, it is anticipated to be a major catalyst for further physical regeneration and housing and economic growth

in the South Bank. In close proximity to the Station Southern Entrance, the Homes and Communities Agency, working in partnership with the Council, has selected a development partner for a major mixed use housing and office development at the Tower Works site that is anticipated to start construction soon after the LSSE opens. Further, developments and businesses at Sovereign Square, Leeds Dock, the new college campuses and the wider South Bank will benefit from the entrance. Ensuring that the treatment of Little Neville Street is appropriate is considered to be critical in further unlocking the growth associated with LSSE in providing enhanced connectivity.

5. The proposed improvements are in line with the Council's Best City ambitions, ensuring the support, regeneration and further growth of the Leeds economy, with particular focus towards Holbeck and the wider south bank area.

Recommendations

Executive Board is recommended to:

1. Approve the scheme shown on drawing number HDC/297032/MIS/15 and as described in this report.
2. Authorise the injection of £498,132 into the Capital Programme from developer (Section 106 Town & Country Planning Act) contributions.
3. Authorise expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works outlined on drawing number HDC/297032/MIS/15 and described in this report.
4. To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 4.6.3.

1 Purpose of this report

- 1.1 This report seeks approval to conditioned highway improvement works of Little Neville Street associated with the high level of anticipated increase in pedestrian usage from the new station southern entrance.
- 1.2 This report seeks approval to inject £498,132 into the Capital Programme and to incur such expenditure to implement the highway enhancement and refurbishment works of Little Neville Street.

2 Background information

- 2.1 The Leeds Station Southern Entrance will deliver a new pedestrian only entrance and facilities for Leeds Station which is expected to attract up to 20,000 people movements per day. A significant proportion of these people are expected to use Dark Neville Street (Network Rail owned) and Little Neville Street (adopted highway). This entrance will be a secondary entrance to the station and is designed to support the high footfall of passengers with destinations in the South Bank of the city centre and Holbeck. Facilities for motorised traffic will remain at the primary entrances off New Station Street and Aire Street.
- 2.2 The constrained nature of the new station access means that it is not practical to cater formally for general or unrestricted drop-off and pick-up facilities, as there are no suitable locations at which to physically deliver a fit-for-purpose general-use facility of any scale close to the entrance. Any attempt to formally provide a general pick-up and drop-off point which does not satisfy demand is more likely to lead to congestion and associated problems. As such it is considered more appropriate to discourage demand through managed prevention and not undertake any measures which could have the effect of inducing or stimulating such a demand which is fully catered for by the facilities at the primary station entrances.
- 2.3 Network Rail are investigating the options for making improvements to the general public station drop-off and short stay parking facilities at the Aire Street entrance as part of their ongoing wider site planning. City Council officers are being engaged in discussions on this matter, and the City Council is also actively encouraging Network Rail to engage with the Equality Hub Network to ensure relevant equality and access issues are fully considered. It is expected that any such improvements will provide enhancements to ensure more suitable and attractive general facilities remain or are increased which are impractical at the southern entrance.
- 2.4 As shown on the proposed station floorplan, drawing (20) 002, there are three station access points:-
 - Onto Dark Neville Street;
 - Footbridge ('wing') eastwards to Little Neville Street; and
 - Footbridge ('wing') westwards towards Granary Wharf.

- 2.5 Little Neville Street is a narrow adopted cul-de-sac which joins Neville Street at Sovereign Street. At its other end is Dark Neville Street, a private street which is owned by Network Rail. From there is a gated access into Little Neville Street although current practice is to leave the gates open to traffic. Dark Neville Street runs parallel within and underneath the station in the 'dark arches.' Thus a loop comprising Dark Neville Street and Little Neville Street is available for traffic from Neville Street.
- 2.6 It is proposed to restrict these existing vehicular options to provide a suitable, safe environment for pedestrians whilst maintaining servicing and access for disabled travellers and offering a more appropriate improved street environment.

3 Main issues

- 3.1 In order to construct, operate and maintain the southern entrance, the former Passenger Transport Executive (Metro) and Network Rail jointly submitted a Transport and Works Act Order application in May 2012 to cover all necessary approvals, land acquisition and powers associated with the project. The scheme was subject to a Public Inquiry in 2012 with a full approval received in July 2013.
- 3.2 One of the conditions of the deemed consent was a scheme to improve the quality and functioning of the main pedestrian access route to the new entrance via Little Neville Street. These works therefore form part of the overall public transport scheme.
- 3.3 Without changes to the current highway layout and improvements to the function it is expected that Little Neville Street would become congested with vehicle drop-off and pick-up activity including taxis and general members of the public. Such potentially busy traffic activity would be detrimental for pedestrian safety, amenity, noise and air pollution.
- 3.4 Observations and formal surveying conducted on Aire Street, the existing drop-off and pick-up point for the main station concourse, suggest that such vehicle activity can be significant during evenings and weekends and is popular with leisure travellers with high pedestrian flows during the morning and evening peaks and the steady demand for vehicle drop-off and pick-up.
- 3.5 To counter such concerns of Little Neville Street befalling congestion with vehicular pick-up/drop-off traffic and thus becoming dangerous for intended increased in pedestrian use, the proposed scheme introduces a Pedestrian Zone restriction to operate all day and during the evening from 7am to 10pm including weekends.
- 3.6 Exemptions to the restriction allow the following activities at any time:
- Access to off-street property, to maintain access to the UKI underground car park.
 - Egress only from the proposed Hilton Hotel ground floor car park.

- Disabled access to two drop off /pick up points (restricted to 30 minutes waiting and no return within 60 minutes).
- Loading by goods vehicles, to maintain servicing for the Hilton and deliveries for residents of the Blue Apartments. It should be noted that displacing this particular activity onto Neville Street is not favoured due to the heavy traffic flow on Neville Street and the disruption which loading vehicles would cause on this route.
- Cyclists may wish to use the new station entrance so the Pedestrian Zone will allow non-motorized vehicles, although the main provision for cycle parking will remain on New Station Street.

3.7 Loading to and from general traffic is to be prohibited as part of the Pedestrian Zone. However, the ability to receive goods vehicle deliveries at any time provides a means for most activity to be catered for.

3.8 Appropriate Orders for the proposal have been prepared either integrally within the original Transport and Works Act Order for the station southern improvements as a whole or by individual specific Traffic Regulation Order.

3.9 Construction materials being proposed are of a high quality natural stone palate enhancing visual amenity on arrival and departure from the new station entrance. The material choice complements works ongoing to create Sovereign Square and is in keeping with the wider high quality York stone products suitably used elsewhere in the City Centre.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.3 The current proposals satisfy Leeds City Council and the many local stakeholders that have been engaged.

4.1.4 The West Yorkshire Combined Authority has been fully engaged with the scheme design development work, and is supportive of the proposals.

4.1.5 All Emergency Services and affected Ward Members have been consulted and no adverse comments have been received.

4.1.6 To assess an acceptable proposal for all users of the new southern entrance extensive dialogue and engagement with a significant number of interested groups and individuals representing people with mobility barriers and disabilities have been held. Part of this strategy has been a specific design workshop and site visit/exercise to Little Neville Street with representatives of LCC's Equality Hub. When the LSSE proposals were agreed it is recognised that concern was expressed about the absence of vehicular drop-off and pick-up facilities for people with mobility impairments. Accordingly, officers have sought to address this in the design proposal which has now been developed.

- 4.1.7 The proposals have been presented to, and supported by, Network Rail's countrywide "Built Environment Accessibility Panel" (BEAP) whose role is to input on accessibility and appropriateness of rail station provision measures.
- 4.1.8 The Traffic Regulation Order permitting disabled drop-off and pick-up in the pedestrian zone of Little Neville Street did not receive any objections.
- 4.1.9 In separate correspondence Ward Members in City and Hunslet Ward have been notified of the intended spend of Section 106 (Town & Country Planning Act) monies in their Ward. No adverse comments have been received.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The West Yorkshire Combined Authority have undertaken an Environmental Impact Assessment as part of the Leeds Southern Station Entrance scheme and in May 2013 produced a full Equalities Review.
- 4.2.2 The LSSE and associated works on Little Neville Street will significantly improve access to the station from the south of the city and be fully accessible with the inclusion of lifts, escalators and level surface access
- 4.2.3 An Equality and Diversity / Cohesion and Integration screening document has separately been prepared for the Little Neville Street project and is attached as Appendix B. The screening process identified the following impacts on the equality characteristics:

Positive Impacts:

- The introduction of the proposals will restrict traffic flow to this area, thus providing a safer environment for all pedestrians/commuters, however, it will be of significant benefit to carers supporting pushchairs and wheelchairs, the young and elderly plus people with mobility issues.
- The proposed layout has provision for 2 disabled parking spaces, which will allow blue badge holders to have greater access to the station's southern entrance.

Negative Impacts:

- There may be a conflict between the large number of pedestrians forecasted to use the new station entrance and vehicles being used by disabled people, however, this will need to be monitored on implementation and opening.
- The number of disabled parking spaces is limited to 2 spaces.

4.3 Council policies and City Priorities

- 4.3.1 The proposals accord with the Leeds City Priority Plan 2011 to 2015 which sets out a shared set of strategic outcomes and improvement priorities for the city. LSSE fits within 'Best City... for business' in helping the economic growth of Leeds and in particular regeneration areas to the south of the city centre, and

improving public transport reliability and journey times.. This plan also supports the delivery of the longer term objectives in the Vision for Leeds 2011 to 2030.

- 4.3.2 The Little Neville Street scheme is an enabling element to the regeneration of the South Bank and is complementary to the Council's work to support the development of Tower Works, Sovereign Square and to improve greater connectivity. The proposed improvements are in line with the Council's Best City ambitions, ensuring the support, regeneration and further growth of the Leeds economy, with particular focus towards Holbeck and the wider south bank area. The project positively meets the Best Council Plan Objective of 'Promoting sustainable and inclusive economic growth' and in particular the priority 'providing a good and efficient transport infrastructure'.
- 4.3.3 The scheme supports the objectives of the West Yorkshire Local Transport Plan 2011-26. The proposals fit within the connectivity theme 'to deliver an integrated, reliable transport system that enables people and goods to move around efficiently and safely' and supports the proposal 'to define and develop a core, high quality, financially sustainable network of transport services that will provide attractive alternatives to car travel'.
- 4.3.4 Environmental Policy; the proposals contained within this report are in accordance with aims 4 and 7 of the Policy in that the proposals will reduce the environmental impact of transport and travel and promote sustainable alternatives. UDP policies T9, T12, T13, and T14 support the implementation of new public transport schemes. Core Strategy policies SP3, SP4, SP8, SP11, CC3, T1 and T2 support the improvement of public transport and city centre connectivity. Policy T2ii sets out that developer contributions may be required towards, amongst other highways and transport infrastructure, public transport provision.
- 4.3.5 The LSSE is considered to be a vital aspect in the redevelopment of Holbeck Urban Village and providing pedestrian links from the station to the existing residential areas of Holbeck and beyond.

4.4 Resources and value for money

- 4.4.1 The Leeds Southern Station Entrance scheme is being promoted by the West Yorkshire Combined Authority and Network Rail.
- 4.4.2 The design and implementation of the Little Neville Street works is being managed by Leeds City Council. Funding of the approximate £100,000 in fees for the design, consultation and supervision of the works is being provided by the West Yorkshire Combined Authority.
- 4.4.3 The estimate of the proposed highway works to Little Neville Street is £498,132. In January 2015 the Chief Planning Officer approved £498,132 of Section 106 contributions to fund the works.
- 4.4.4 The works shall be undertaken by Highways and Transportation term contractor, the award is currently programmed to be in place by early summer 2015 offering the contractor the opportunity of suitable lead-in times for materials.

4.4.5 Construction is programmed to start on removal of the temporary tower crane currently erected in Little Neville Street and being used by the main southern entrance building contractor.

4.4.6 Capital Funding and Cashflow

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2014 £000's	FORECAST				
			2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	498.1		498.1				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0		0.0				
OTHER COSTS (7)	0.0						
TOTALS	498.1	0.0	498.1	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2014 £000's	FORECAST				
			2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019 on £000's
Section 106	498.1		498.1				
	0.0						
Total Funding	498.1	0.0	498.1	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.5 Legal Implications, Access to Information and Call In

4.5.1 The various s106 agreements have been considered and the use of developer s106 monies towards this scheme is entirely reasonable and justified based on the improvements to access and movement within the city centre that are provided by the scheme.

4.5.2 Those contributions secured prior to April 2010 are subject to policy tests, whereas those secured after this date are subject to the CIL legal tests (the principle of which are the same as those earlier policy tests). Further detail is given in Appendix A of this report.

4.6 Risk Management

4.6.1 Due to the nature and restrictive scale of Little Neville Street, safe access cannot be made available to the highway works contractor to undertake his works, until such times as the main railway station works tower crane is disassembled and removed from its Little Neville Street site. This lack of immediate accessibility creates a complication in attempting to programme and interface the two construction elements concurrently.

4.6.2 When considering the programme in addition to access a further practical aspect in terms of the materials proposed needs to be given consideration. Lead-in times for receipt of natural paving products is currently in the order of sixteen weeks it is crucial therefore that this is considered when programming the contract award,

offering as much possible opportunity for product delivery to correspond with removal of the tower crane.

- 4.6.3 The current programme for the main works shows removal of the tower crane by September 2015 and the site made available to the highway works contractor in October 2015 for the works to commence on Little Neville Street. To make the best advantage of a seamless transition the highway works contract should ideally be awarded no later than May 2015.
- 4.6.4 The risk in delaying the contract award beyond May 2015 increases the time scale between the main works contract completion and the highway works potentially prolonging the opening of the new southern station entrances in their entirety.

5 Conclusions

- 5.1 The Leeds Southern Station Entrance project provides a significant improvement to the accessibility of the rail station and the long term planning for high growth in rail usage. Construction is ongoing with an expected opening date of late 2015. One of the conditions associated with the planning consent relates to urban realm and pedestrian connectivity improvements on Little Neville Street.
- 5.2 The purpose of this report is to seek approval to highway improvement works of Little Neville Street and to authorise the expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works shown on Drawing. HDC/297032/MIS/15 towards the pedestrian connectivity improvements on Little Neville Street associated with the Leeds Station Southern Entrance (LSSE).

6 Recommendations

- 6.1 Executive Board is recommended to:
1. Approve the scheme as described in the report and shown on drawing number HDC/297032/MIS/15
 2. Authorise the injection of £498,132 into the Capital Programme from developer (Section 106 Town & Country Planning Act) contributions.
 3. Authorise expenditure from the Capital Programme of £498,132 for the implementation of the southern entrances' associated highway enhancement works outlined on drawing number HDC/297032/MIS/15 and described in this report.
 4. To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 4.6.3.

7 Background documents¹

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.

7.1 None

8 Appendices


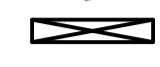

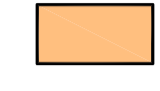

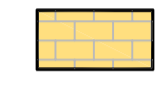


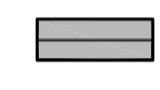
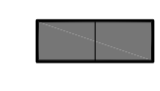
8.1 Proposed General Arrangement Layout of Little Neville Street -
HDC/297032/MIS/15

8.2 Proposed Southern Station Entrance Floorplan - Drawing (20) 002

8.3 S106 contributions

8.4 Equality and Diversity / Cohesion and Integration screening

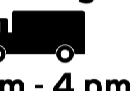
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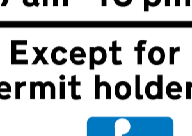

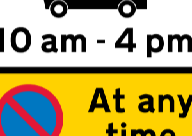
-  SEMI-MATURE TREE – See Note 1
-  GRANITE BENCH – See Note 2
-  PROPOSED LITTER BIN
-  UNCONTROLLED CROSSING, BUFF TACTILE PAVING OR HAZARD WARNING PAVING AT STEPS
-  CARRIAGEWAY REFURBISHMENT
-  SANDSTONE SETT PAVING – See Note 3
-  SANDSTONE SETT PAVING AS DRAINAGE CHANNEL – See Note 3
-  SANDSTONE SETT PAVING AS DELINEATION TRIM – See Note 3
-  GRANITE SETT PAVING AS DELINEATION TRIM – See Note 3
-  GRANITE KERBS – See Note 4

Notes:

1. Trees to be 30–35cm rootballed in 3 x 2 x 1m deep tree pit.
2. Granite benches 4000 x 750 x 500mm high, to be Polished Black Granite GRA910 (exact locations to be determined on site).
3. Sandstone paving, and sandstone drainage channel to match Sovereign Square Public Realm.
Granite paving to be GRA910 (Black Flamed) all 200 x 150 x 75mm thick, on Instarmac or similar approved laying course and jointing material.
4. Granite kerbs to be GRA910 (Black Flamed) 300 wide, 200 high, 915mm long.

PEDESTRIAN ZONE

7 am - 10 pm
Except for permit holders
and 
7 am - 10 pm
and for loading by 
10 am - 4 pm

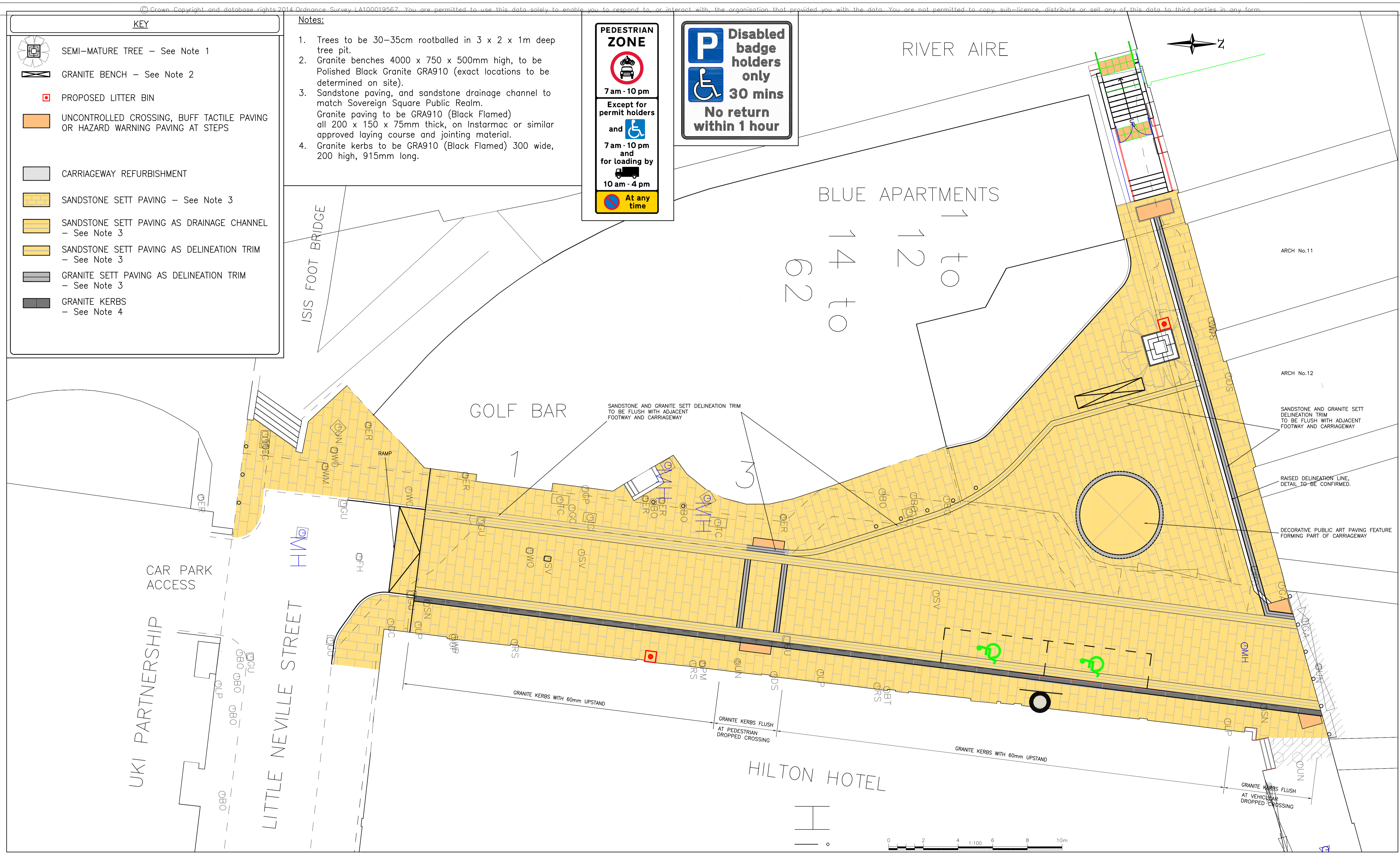
At any time

P Disabled badge holders only 30 mins No return within 1 hour





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**LEEDS STATION SOUTHERN ENTRANCE
LITTLE NEVILLE STREET/DARK NEVILLE STREET
PUBLIC REALM PROPOSALS
GENERAL ARRANGEMENT**

AMENDMENTS	DRAWN	CHECK	DATE	DRAWN BY	SCALE
FIRST APPROVED	RGS	SK	12/14	INITIALS DATE RGS 12/14 AutoCAD BY INITIALS DATE RGS 12/14 CHECKED BY INITIALS DATE SK 12/14	1:100 ORIGINAL SHEET SIZE A1

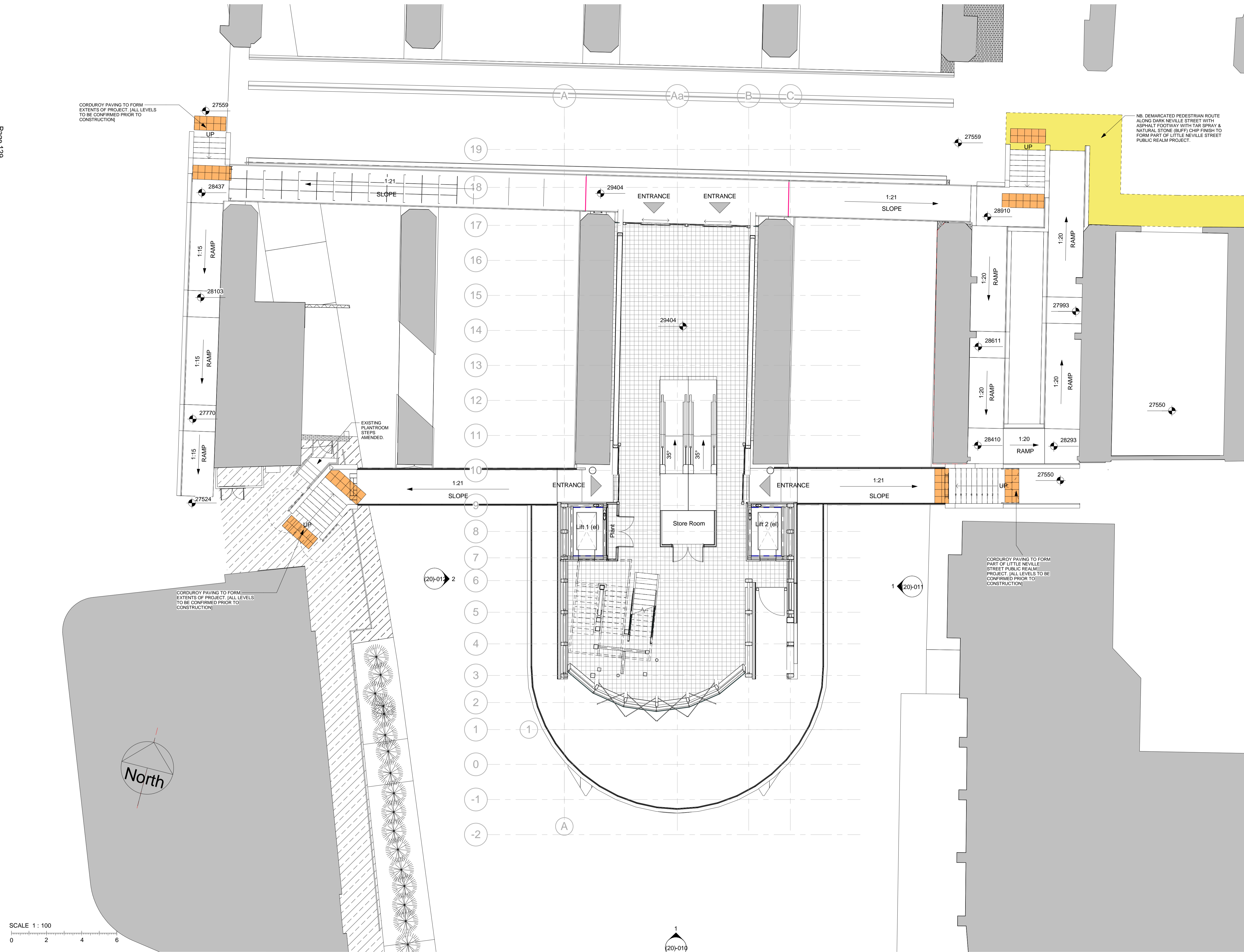


Leeds
CITY COUNCIL
HIGHWAYS AND TRANSPORTATION

DRAWING NUMBER:
HDC/297032/MIS/15

DATE: **December 2014**

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SCALE 1 : 100
1 GA Site Plan
 1 : 100

H	Drawing issued for comment	23.01.14	MB	MB
G	GA Drawing issued showing amended floor levels and proposed access platforms.	22.01.14	MB	MB
F	Drawing issued for information purposes for preliminary IDC	09.12.13	MB	MB
E	Drawing issued to form part of contractors proposals following V.E. exercise.	27.09.13	MB	MB
D	External ramps and stairs amended following V.E. exercise.	12.09.13	MB	MB
C	PRELIMINARY Drawing issued to form part of Form 2 submission	26.07.13	MB	MB
B	Location plan underlay added to drawing	24.07.13	MB	MB
A	ISSUED FOR INFORMATION PURPOSES ONLY	09.07.13	DMB	MB
Rev	Description	Date	Dr by	App by
DMB		07/01/13		MB

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client name	Network Rail
project	Leeds Station Southern Entrance
drawing	GA Site Plan
computer file	C:\Users\matt.beaumont\Documents\01102-AED-XX-XXX48-AR-Central_2_matt.beaumont.rvt
project number	2012.01102
drawing number	(20) 002
scale	1 : 100 @A1
rev	H
issue status	FOR COMMENT

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Development s106 pots to be used towards the LSSE Little Neville Street works

Development address	Application number	Clawback date	Available	Policy	S106 comments
36 Call Lane	20/88/97	None	£10,395	SPG5	Standard ST wording. No further requirements
11-15 Hirsts Yard	20/443/97	None	£10,581	SPG5	No s106 on system
10 York Place	20/580/97	None	£11,221	SPG5	S106 requires payment of £10k - no details on use of money
6-7 South Parade	20/79/98	None	£18,000	SPG5	Standard ST wording. No further requirements
24-32 Bridge End	20/635/98	None	£18,678	SPG5	Standard ST wording. No further requirements
68-72 Wellington Street	20/728/98	None	£43,695	SPG5	Standard ST wording. No further requirements
Royal Exchange House, Boar Lane	20/229/99	None	£127,184	SPG5	Standard ST wording. No further requirements
6-24 Albion Street	20/515/99	None	£24,687	SPG5	Standard ST wording. No further requirements
Butterley Street	20/58/00	None	£7,500	SPG5	Standard ST wording. No further requirements
Cloth Hall Street, Crown Street	20/213/00	Aug 2015	£111,830	SPG5	Standard ST wording. No further requirements
Land at Champion Hire, Neptune St, Fearn's Island	20/154/04	Dec 2015	£8,750	SPG5	Standard ST wording. No further requirements
Granary Wharf	20/190/05	None	£31,263	SPG5	Site specific wording. No further requirements
Atlas House	06/03486	None	£7,867	SPG5	Secured by condition with reference to SPG5
Sovereign Street	12/04018	June 2023	£66,481	SPD	Standard SPD wording
			£498,132		

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Equality, Diversity, Cohesion and Integration Screening

Appendix B

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: H&T Engineering Projects
Lead person: Sabby Khaira	Contact number: 24 75381

1. Title: Design & Cost Report for Leeds Station Southern Entrance (Little Neville Street) - Associated Traffic Regulation Order			
Is this a:			
<input type="checkbox"/>	Strategy / Policy	<input checked="" type="checkbox"/>	Service / Function
<input type="checkbox"/>		<input type="checkbox"/>	Other
If other, please specify			

2. Please provide a brief description of what you are screening
The screening focuses on requesting authority from the Chief Officer (Highways and Transportation) is requested to give authority to the City Solicitor to advertise a draft Traffic Regulation Order to provide disabled parking provision on Little Neville Street and subject to no valid objections being received, to make, seal and implement the Order as advertised.

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
<p>If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.</p> <p>Please provide specific details for all three areas below (use the prompts for guidance).</p> <ul style="list-style-type: none"> • 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) <p>Endeavouring to assess an acceptable proposal for all users of the new southern entrance, suitable efforts have been made to directly converse and engage with a significant number of interested groups and individuals representing people with mobility barriers and disabilities</p> <p>Numerous meetings and a design workshop with representatives of LCC's Equality Hub</p>

have been held, findings of which have been incorporated into the street design. As well characteristics such as the material colours/textures and features to provide delineation and guidance, the request for disabled parking provision was made through this forum.

To ensure efficient use and turnover of vehicles using the proposed disabled parking bays, consideration for a suitable time limit was discussed, and subsequently agreed to be increased from the standard 20 minutes to 30 minutes to allow adequate time for boarding and alighting.

The proposals were also presented to, and supported by, Network Rail's countrywide "Built Environment Accessibility Panel" (BEAP) who input on accessibility and appropriateness of measures.

- **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 highway works for the scheme, and their impact on equality characteristics, are as follows:

Positive Impacts:

- The proposed layout has provision for 2 disabled parking spaces, which will allow blue badge holders to have greater access to the station's southern entrance
- The introduction of the proposals will restrict traffic flow to this area, thus providing a safer environment for all pedestrians/commuters, however, it will be of significant benefit to carers supporting pushchairs and wheelchairs, the young and elderly plus people with mobility issues.

Negative Impacts:

- The number of disabled parking spaces is limited to 2 spaces
- There may be a conflict between the large number of pedestrians forecasted to use the new station entrance and vehicles being used by disabled people, however, this will need to be monitored.

Overall, the scheme provides a design that has balanced local needs with due regard to the needs of vulnerable road users and disability groups.

- **Actions**

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

The new layout will need to be monitored once implemented, in particular regard to the demand for the disabled parking provision. To ensure the correct use of the provision, enforcement will also need to be incorporated.

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:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Oliver Priestley	Manager of Engineering Projects	November 2014

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. If this screening relates to a Key Delegated Decision, Executive Board, full Council or a Significant Operational Decision a copy should be emailed to Corporate Governance and will be published along with the relevant report. A copy of all other screening's should be sent to equalityteam@leeds.gov.uk . For record keeping purposes it will be kept on file (but not published).	
Date screening completed	24 th November 2014
If relates to a Key Decision - date sent to Corporate Governance	
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	



Report author: Maggie Gjessing/
Mark Mills
39 50502 / 24 76241

Report of the Directors of Environment & Housing and City Development

Report to Executive Board

Date: 18th March 2015

Subject: Supporting Housing Growth

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 This report provides Executive Board with details of the pro-active work being undertaken by the Council to accelerate housing growth in line with the objectives of the Best Council Plan. In establishing Housing Growth and Jobs for Young People as a Council “Breakthrough Project”, the Council is leading the drive towards growth including championing housing quality and enabling sustainable delivery through the planning framework in addition to the Council’s direct investment in new homes and the reconfiguration of resources to co-ordinate delivery.
- 2 Housing growth which meets the needs of all residents is a critical component of sustainable economic growth. Not only is the Council leading the drive to meet the overarching housing requirements set out in the Core Strategy, it is also seeking to ensure growth which meets needs and provides choice particularly for people on low incomes and for older residents.
- 3 The Council will meet this objective by working with the private sector, housing associations and through its own investment. It will also ask government to make some specific changes to the financial framework to allow the Council to increase its investment in new homes in the context of the wider devolution discussions being held with the West Yorkshire Combined Authority/ Leeds City Region LEP.

- 4 The report details progress against the investment routes for housing growth: the Council Housing Growth Programme, affordable and specialist housing delivery and private sector led growth co-ordinated by the newly established Housing Growth Team.
- 5 It outlines how, through the Housing Investment Land Strategy, the Council is making use of its assets to support growth through the use of its brownfield land. It also, as requested by Executive Board at its meeting in November 2014, outlines how the Council has engaged with some of the government's funding initiatives to support the delivery of new homes on brownfield sites.
- 6 It describes how employment opportunities for young people as a result of investment in housing growth are being secured.
- 7 It also invites all participants in the delivery of new homes to support the Council's ambition in the delivery of high quality new homes that meet the needs of people and neighbourhoods across the city.

Recommendations

The Executive Board is recommended to:

- 1 Note the approach to supporting the acceleration of housing growth including through the use of Council owned brownfield land.
- 2 Approve the approach to government in respect of Housing Revenue Account borrowing and the use of the Right to Buy receipts via the letter attached at the appendix.
- 3 Approve the approach to working with partners locally to support the Breakthrough Project beginning with an event to be led by the housing growth team in the summer.

1. Purpose of this report

- 1.1. Leeds has an ambitious economic growth agenda which housing growth supports and forms part of. To deliver the Best Council Plan, the Council has identified a number of cross departmental "Breakthrough Projects", one of which is "Housing Growth and Jobs for Young People". Bringing these connected objectives into a single project allows resources to be focussed on outcomes and demonstrate the benefits to communities.
- 1.2. The purpose of this report is to show how the Council is supporting this through its role as an enabler and driver of growth using its position as a landowner and procurer of services as well as that of Local Planning Authority. Moreover the Council takes a leadership role in ensuring the needs of the city are met and the report outlines how the Council is doing this: through dialogue with stakeholders including housebuilders, housing providers, land owners, lenders and funders; through putting the planning tools in place via the adopted Core Strategy and emerging Site Allocations Plan and using its own investment and staff resources.

- 1.3. The report sets out the overarching and strategic approach to housing growth and opportunities for jobs for young people, It links to two related reports on this agenda – "Developing the range of choices in the older people's housing market" which describes the success to date in the delivery of specialist accommodation for older people and a strategic approach for future growth; and the Council's investment in its own stock through the Housing Revenue Account.
- 1.4. Through this report to Executive Board, the Council invites its partners to work alongside it on an ongoing basis to identify and overcome barriers and to deliver a range of good quality products that meet the needs of all the city's residents. It also proposes a number of requests of government, measures which in a national context could deliver a step change in growth and which the authority would welcome to help achieve its ambitions.
- 1.5. The report also outlines the way in which the Council is proactively bringing its brownfield land forward by determining the most appropriate delivery route for its surplus residential land.

2. Background information

The Core Strategy

- 2.1. In aspiring to be the 'best city in the UK', the Core Strategy takes forward the spatial and land use aspects of the Vision for Leeds, City Priority Plans and the Best Council Plan (in particular, Objective 2: to 'Promote sustainable and inclusive economic growth'). Integral to this approach, is the need to plan for the homes and jobs needed across the District in a sustainable manner.
- 2.2. These principles are reflected in the Leeds Core Strategy which was adopted by Full Council on 12th November 2014. The Core Strategy provides the spatial and land use planning framework for Leeds to 2028. Integral to it is an overall approach to housing growth, which has been determined through an objective assessment of all housing needs for the plan period and aligns with wider local and sub-regional plans and programmes for economic growth.
- 2.3. The Core Strategy is not however advocating housing growth at any cost and sets out a clear approach to housing mix and within this is a requirement for applications for large schemes to produce Housing Market Assessments so that the needs of communities can be identified. It is recognised that the approach to housing supply needs to reflect a wide range of needs and incomes and that the new housing which is developed supports a housing market which has choice and affordability as key components.
- 2.4. Following the most severe recession in a generation Leeds has started to see signs of recovery in its housing market. Whilst there is an expectation that Core Strategy targets will be achieved within the next two years there remains a shortfall particularly of affordable housing provision against requirements and a need for more homes with planning permission if requirements are to be

sustained. The Council is ensuring that a five year housing land supply is in place to provide land to meet housing needs but this in itself is no guarantee that the most appropriate mix of housing will be delivered. In recent years it has been completions by non-volume house builders (including via the actions of the Council) which have bolstered the housing requirements. Whilst the volume house building industry maintains a focus of targeting high value market areas and building slowly targets are unlikely to be met.

Housing targets and housing needs

- 2.5. The quantum of new housing required is set by the Core Strategy at 70,000 (net) new dwellings by 2028. Following the Planning Inspector's consideration of the Core Strategy, it is proposed that this should be achieved at a rate of at least 3,660 until 2017 per annum increasing to 4375 per annum to 2028. The requirement for affordable housing is further defined as 1150 per annum.
- 2.6 The housing requirement is based on independent Strategic Housing Market Assessments (SHMA) which use employment led approaches to population and household change in Leeds up to 2028. A range of alternative scenarios were put before the Core Strategy Inspector. He considered that the delivery of 70,000 homes (net) was sound on the basis that despite potential for slower household growth from recent projections, these were balanced by two factors: a) the prospective needs arising from the latest economic growth forecasts in Leeds and b) the impacts of the recession which the Government were advising local authorities not to project forward. As part of the Inspector's modifications to the Core Strategy the Council highlighted intent to monitor the evidence base and delivery; and through allocations plans, manage the release of sites through phasing so as to ensure that there is not an over-provision of housing in relation to local needs.
- 2.7 This monitoring is on-going and Members will be aware of the recent Office for National Statistics (ONS) figures released by the Department for Communities and Local Government on projected housing need in the city. These state that the projected rise in the number of households will be 44,500 for the period 2012 – 2028 and is less than the net figure of 70,000 new homes for the same period which forms part of the Core Strategy. However, it is important to note that the ONS figures are a starting point for projections of housing need and as a minimum, do not take into account factors such as the demand generated by economic growth and job creation. Given the strength of the Leeds economy at the heart of the City Region, the city expects to attract a considerable number of people to live and work in the coming years. The figures also assume a continuation of trends for the period 2007-12 which was a period of recession. In the light of the economic recovery and expected growth in Leeds, the housing industry is expected to operate at a higher level of productivity. The figure of 70,000 new homes was endorsed by the Planning Inspector after a thorough public examination. However, notwithstanding this position, officers are looking fully at these latest figures and evaluating the implications on the basis of the evidence and will consider the need for any actions which may arise from this analysis. The Core Strategy remains in place and officers will continue to work on preparing the draft Site Allocations Plan for new housing around the city.

- 2.8 The SHMA also provided evidence on the need for specific types of homes. By 2026 there is expected to be 45,800 additional single person households and almost 19,500 couple households in Leeds. Families are forecast to only grow by approximately 4,500 households. The Core Strategy seeks to ensure that 63% of all new homes are 2 bed or smaller whilst only 37% are 3 bed or more. This ensures that the needs of cohorts such as university graduates and older people are addressed.
- 2.9 Within the overarching targets, there is a requirement for a mix of housing types and tenures to meet needs, particularly the need to deliver affordable housing. In terms of demand for Council stock, whilst Housing Leeds continues to carry out approximately 5000 new lets each year to, there are over 24,000 applicants on the Leeds Homes Register, and there were over 13,000 new applications made during 2013/14. The spatial distribution of demand varies across the city and between different property types, and is strongly influenced by the current supply of council housing in areas. Comparing applications for council housing with the availability of stock and lettings over 2012/13 shows that there are particularly high levels of demand in the outer and suburban wards in addition to some of the inner urban wards which have relatively low stocks of council housing.
- 2.10 Whilst the housing market in Leeds is improving, the issues of affordability and access have become starker. Average asking prices are continuing to rise (an increase of 3% over the last year following a 5% increase the year before) and market rent levels increasing. This has the effect of “dragging up” the Affordable Rent level (set at 80% market) which is the focus of central government policy for new affordable supply.
- 2.11 A major demographic trend within Leeds is that of an increasing older population, in particular the growing numbers of people with care requirements. A report setting out a strategic approach to accelerating the delivery of housing for older people is elsewhere on this agenda.
- 2.12 The Housing Investment Land Strategy (HILS) was presented to Executive Board in July 2013. The purpose of the strategy is to ensure that land is made available for a range of housing types, tenures and delivery routes to deliver housing growth and meet housing needs. Work has progressed to refine and develop this strategy to ensure that consideration is given in a proactive way to the residential development potential of all Council sites as they become surplus to operational requirements. The HILS has been the subject of extensive discussions at the Housing and Regeneration Scrutiny Board which has helped shaped the strategy.

3. Main Issues

- 3.1. The Council has put in place a number of building blocks to support, co-ordinate and accelerate housing growth which are considered further in the following section:
- The Planning Framework;
 - Achieving Quality Housing Growth
 - The way in which the Council's Brownfield assets are used; and
 - Establishing a dedicated Housing Growth Team.

Putting the Planning Framework in Place

- 3.2 Alongside the adoption of the Core Strategy, the Community Infrastructure Levy is now in place and the publication draft of the Site Allocations Plan has been presented to Executive Board in February 2015. This means that the policy framework is in place to determine the appropriate locations for housing development and to secure necessary mix of housing and provision of infrastructure such as schools and green space. The Site Allocations Plan is nearing the stage where a wide range of types and sizes of site distributed throughout Leeds will be put forward in the Publication Plan (expected late summer/early autumn 2015) increasing the availability of opportunities to develop housing in a managed way.

Quality Housing Growth

- 3.3 Executive Board in September 2014, approved the introduction of the Leeds Standard to ensure excellent quality in the delivery of new homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. The Leeds Standard is a comprehensive approach to the design of new housing across all tenures, working with partners including Public Health and sets a benchmark for housing quality and quality of place.
- 3.4 It comprises the clarification and application of the principles held within the Neighbourhoods for Living document (existing adopted guidance) which has been updated in addition to a clear set of standards and specification for the Council's new build programme.
- 3.5 The adoption of the Leeds Standard has been a result of ongoing dialogue with the housebuilding industry and housing providers. A consultation event was held in January with a cross section of developers and providers to further develop the consensus on quality and consider how the objectives of the Leeds Standard can be embedded within delivery.
- 3.6 The Standard includes best practice approaches to deliver affordable warmth and the construction of accessible properties. The Neighbourhoods for Living document has been updated via a Memorandum which seeks to prompt, steer and assess design quality throughout the development process from an early stage.

The Brownfield Land Programme and use of Council owned sites

- 3.7 The Council has consistently achieved an average brownfield land target of over 80% over the past 10 years assisted by the promotion of the City Centre

as a housing location of choice. Whilst the Core Strategy maintains the re-use of brownfield land as a priority there is recognition that such levels cannot be sustained and a brownfield target across the city rests at 65% for 5 years then 55% thereafter. The phasing of housing allocations helps ensure that these targets are maintained so as to achieve wider regeneration objectives of the Core Strategy and a focus on the main urban area and key regeneration areas to benefit from new housing and the investment and improvements to local neighbourhoods it brings.

- 3.8 The Council is supporting delivery through the Housing Investment Land Strategy process to use its' own land to develop market and affordable housing including self-build and specialist housing for older people. This includes exploring the potential for sites within the Brownfield Land Programme which seek to identify market-led mixed tenure housing development solutions for several regeneration area sites.

Establishment of the Housing Growth Team

- 3.9 To enable the Council to effectively co-ordinate and provide leadership for growth, the resources engaged in delivering housing growth have been drawn together as a single, multi-disciplinary team. This builds on the lessons of delivering the Tour De France and applies them to this Breakthrough Project, wherein a dedicated multi-skilled team is established to ensure effective and efficient delivery. This experience is being utilised across the Council, the establishment of the Growth Team being one of the first examples.
- 3.10 The delivery and maximisation of housing growth is via a range of linked activities and these form the work programme for the team:
- delivery of market housing via the planning system and the release of deliverable sites, use of the council's land and resources and pro-active dialogue with developers;
 - affordable housing delivered through Registered Providers including via the Homes and Communities Agency's Affordable Homes Programme, s106 provision through market led schemes and through the council's own grant funding programme using Right to Buy receipts;
 - delivery of the Council Housing Growth Programme
- 3.11 The establishment of a dedicated team facilitates and co-ordinates the delivery of housing, having very practical focuses on the identification of opportunities to unlock specific sites and drive forward strategic schemes.
- 3.12 The growth team brings together knowledge and expertise in housing delivery and act as a main point of contact for investors and providers. It consists of staff from Asset Management and Regeneration, Housing Leeds, Planning, Urban and Landscape Design, Highways and Legal Services.
- 3.13 The team manages and enables the delivery of new homes and progress against each of the workstreams is set out below. It also takes a strategic

approach to delivery, making the connections to wider strategies including those of the City Region and Homes and Communities Agency, agreeing priorities and drawing on the funding and investment managed by them.

- 3.14 The Housing Growth programme is overseen by the Housing Growth Board which is made up of the Director of City Development, the Director of Environment and Housing, the Chief Procurement Officer and the Chief Planning Officer. Progress is monitored by the respective Executive Members. It is the intention to report a minimum of annually to Executive Board.

Delivery and Progress

- 3.15 This section sets out actions to support delivery through:
- supporting private sector delivery including a pro-active approach to working with developers and use of Council land;
 - utilising government funding mechanisms;
 - supporting the delivery of affordable homes
 - activity to secure skills training and employment opportunities for young people through the construction sector of which housing growth is a key contributor;

a) Supporting private sector delivery

- 3.16 Delivery of the new homes needed by the city as established by the Core Strategy will be through the private sector's investment in Leeds. In the context of a more buoyant market overall, there will be opportunities to accelerate delivery on key strategic sites. The team is taking a pro-active approach to analysing those opportunities and identifying where and how it can effectively intervene to speed up delivery. In discussion with land owners and developers and working with lenders and funders, ways to address barriers to delivery will be identified and pursued. This can range from support for infrastructure or remediation through sources such as the Local Growth Fund or looking at opportunities for co-investment through the councils own new build programme or those of its partners.

- 3.17 Over the course of the last financial year 15 Council owned sites (below) have been sold and a further 33 are under offer with legal contracts being progressed; 13 properties currently have offers received with a further 36 being prepared for marketing; 9 sites are being progressed for council housing. A total of 106 Council owned sites are therefore being made available, demonstrating the positive and proactive way in which the Council has supported the disposal of sites for new housing and how land has been made available to support specific forms of residential development.

- 3.18 The table below summarises the sales made by the Council for residential development in the 2014/15 financial year

SITE ADDRESS		WARD	FINANCIAL QUARTER SOLD
Brooksbank Brooksbank	HOP, Drive,	Temple Newsam	Q1 2014/2015

Halton		
Burley Hall, Kirkstall Lane	Kirkstall	Q1 2014/2015
Lodge, Lidgett Lane, Allerton Grange High School	Roundhay	Q1 2014/2015
89 Cross Green Lane	Burmantofts and Richmond Hill	Q1 2014/2015
12 Bellbrooke Place	Gipton and Harehills	Q1 2014/2015
152 Burley Road	Hyde Park and Woodhouse	Q1 2014/2015
172 Burley Road	Hyde Park and Woodhouse	Q1 2014/2015
Home Lea former Garage Site, Rothwell	Rothwell	Q2 2014/2015
2 Autumn Terrace	Hyde Park and Woodhouse	Q2 2014/2015
South Accommodation Road	City and Hunslet	Q3 2014/2015
Seven Hills Primary Caretaker's House, Morley	Morley South	Q3 2014/2015
Park Road Farm, Colton	Temple Newsam	Q3 2014/2015
Wood Lane Children's Home, Headingley	Headingley	Q3 2014/2015
Land at Beeston Hill	Beeston and Holbeck	Q3 2014/2015
Park House, Stanningley	Bramley and Stanningley	Q3 2014/2015

b) Use of government funding mechanisms

Local Growth Fund

- 3.19 The Local Growth Fund was announced as part of Local Growth Deals to Local Enterprise Partnerships for projects that benefit the local area and economy. The Leeds City Region has secured £573m from the Government's Local Growth Fund to support economic growth in the area between 2015 and 2021.
- 3.20 The Council has been successful in securing funding through the Local Growth Fund round 1 to support both the delivery of brownfield sites in East Leeds and wider Housing Growth on the site of the Council's nursery at Red Hall.
- 3.21 £1.1m of loan funding has been secured to undertake works to nine sites included within the brownfield land programme in east Leeds to enhance their attractiveness and viability and work will commence on site in the autumn. To support the Brownfield Land Programme, Executive Board agreed in January 2013 to establish ring fence arrangements to allow receipts achieved from the sale of land to be reinvested into future development sites as part of the

programme. This will allow additional works to be undertaken to further improve the attractiveness and viability of the programme as a whole.

£2m of funding has also been secured to support the Council in bringing the Red Hall nursery site forward for development once the nursery facility is relocated to a new site at Whinmoor Grange.

- 3.22 As part of Round 2 of the Local Growth Fund, an Outline Business Case has been submitted to support the remediation of land at Bath Road. This is crucial to the further regeneration and development of the Holbeck Urban Village which includes landmark buildings such as Temple Works and Tower Works, with the land at Bath Road providing the opportunity to create conventional housing within the wider city centre area.
- 3.23 The funding provided through the Local Growth Fund is on the basis of a repayable loan. It is anticipated that a similar structure will be used for funding awarded as part of Round 2 of the programme.

Estate Regeneration Fund

- 3.24 In September 2014, the Council submitted an Expression of Interest to the Government's Estate Regeneration Fund for the Beckhills area. The fund aims to kickstart and accelerate the regeneration of large estates through fully recoverable loans which are made available to private developers. The Expression of Interest drew on the ideas included within the Neighbourhood Framework for estate wide improvements as well as the development potential which could be realised through the redevelopment of land on Beckhill Approach and Beckhill Grove.
- 3.25 Although the Expression of Interest did not meet the funding requirements at the time, in that a private sector partner was not engaged, the HCA have encouraged the Council to develop a bid. Following further discussion with Members, in order to progress there is the potential to seek a development partner using the HCA's Development Partner Panel via a procurement process run in parallel to that for the Brownfield Land Programme sites as agreed by Executive Board in November 2014. This procurement will commence in April with the aim of securing a developer capable of delivering new homes on the cleared land whilst also progressing wider estate improvements supported by the potential use of funds through the Estate Regeneration.

Housing Zones and Large Sites Infrastructure Fund

- 3.26 In August 2014, the Government released its Housing Zone prospectus which set out a vision to create 30 Housing Zones as a means of unlocking brownfield sites for housing development. The Government has made available £200m of loan funding to the private sector for Housing Zones outside of London which will support the delivery of 200,000 homes nationally.
- 3.27 In addition, the Large Sites Infrastructure Fund seeks to unlock housing developments of at least 1,500 new homes through loan funding support to private developers. Leeds considered a number of opportunities for schemes

in the South Bank, Holbeck Urban Village, East Leeds Brownfield Sites, Belle Isle and Middleton, Kirkstall Forge and the Aire Valley.

- 3.28 Discussions took place with developers who were actively progressing schemes in these areas, but it quickly became apparent that there was a lack of appetite from the private sector to enter into loan arrangements with the HCA at that time. In addition through further assessment of the various opportunities it was concluded that there would be limited additionality achieved through Housing Zone designation, and that the schemes were of insufficient scale and would fail to meet the programme's requirements. In most areas, bids would have been premature most notably because private sector development partners were not in place, something which was a prerequisite of any bid.

c) The delivery of Affordable Homes

- 3.29 Registered Providers (RPs) have a significant growth programme and it is anticipated that around new 600 units will be delivered by the sector in the period to 2018. The Housing Growth Team works with RP and third sector providers to assist delivery by co-coordinating the input of services and by providing land to help maximise the amount of grant and investment the city can attract for affordable housing.
- 3.30 The Council is utilising the receipts generated by the sale of houses under the Right to Buy to support affordable housing delivery. The Right to Buy Replacement Programme of approximately £14m is being promoted in part to housing associations and third sector providers as a grant funding opportunity. The funding which, in line with government guidance, can provide up to a maximum of 30% scheme costs is funding the delivery of social or affordable rented housing. The delivery of accommodation for older people, including extra care, through this route is being encouraged.
- 3.31 The first projects which will produce c60 units of accommodation (new build and empty homes refurbishments) are being developed and funding to Leeds and Yorkshire and Guinness Northern Counties housing associations and LATCH, Canopy, and GIPSIL who are third sector providers. There are 2 more applications currently being worked up and further applications for funding are welcomed on an ongoing basis.

The Council House Growth Programme

- 3.32 Some £134m of investment in new council housing has been made available through the Housing Revenue Account (which, including the Right to Buy receipts programme referred to above, is a total programme of £148m) and will provide energy efficient and sustainable homes for a range of needs. The delivery of the programme is underway, showing how almost 1000 new units are being delivered and progress against individual sites is set out below.

The opportunity for co-investment through the Brownfield Land Programme also forms part of the programme and specific locations and property types to be determined as the development partner(s) are procured.

Site and mix	Ward	Progress	2014/15	2015/16	2016/17	2017/18
BH & H PFI	Beeston Hill & Holbeck	handover and letting commenced	68	240		
Thorn Walk acquisitions	Harehills & Gipton	hand over and letting commenced	13	10		
East Park Road 32 (1 & 2 bed apartments)	Burmantofts and Richmond Hill	- LCC awarded the contract to Geo Houlton and Sons Ltd.		32		
Haworth Court 45 (1 & 2 bed extra care apartments)	Otley and Yeadon	Out to tender and working towards contract award April 2015			45	
Squinting Cat Public House 18 (1 & 2 bed apartments for older people)	Crossgates and Whinmoor	Planning application submitted - aiming for start on site spring 2015			18	
Broadlea 24 (2 & 3 bed houses)	Bramley	Planning application submission February 2015 - Expected start on site summer 2015			24	
The Garnets 25 (2 & 3 bed houses)	City and Hunslet	Planning application submission March 2015 - Expected start on site summer 2015			25	
Whinmoor Public House 22 units	Crossgates and Whinmoor	At feasibility stage			22	
Beech Walk, & Mount 27 units	Gipton and Harehills	At feasibility stage			27	

Yeadon Town Street 4 units	Otley and Yeadon	At feasibility stage			4	
Brownfield Land Programme	Various/to be determined	At partnership procurement stage				108
Empty Homes 120 units	various	16 Acquired and at letting stage	16		20	100
Unallocated					100	100
Totals			97	282	285	308

- 3.33 As the table above shows, there remains scope within the programme to identify further sites with funding for approx.200 units uncommitted. The identification of additional sites is currently underway both through the consideration of Council owned sites and exploring the option of acquiring privately owned land where it is located in areas which meet the strategic requirements of provision.
- 3.34 To ensure that properties are built to the highest standard and reflect best practice on an on-going basis, a new approach to procurement has been developed. This will be a quality led process wherein partner(s) will be selected to develop schemes in liaison with the Council to identify cost effective technical solutions and deliver the Leeds Standard on the basis of continual improvement. The approach will engage Ward Members on an early and ongoing basis to allow them to shape and influence development of new housing within their wards. The identification of a partner will be via the Yortender portal and the first projects will be released shortly.
- 3.35 The programme also seeks to increase stock in areas which have limited development opportunity by purchasing new properties from developers which can be an effective way of accelerating growth and delivery. The process of selecting sites and commencing negotiations with developers is underway.
- 3.36 The Council has taken extensive advantage of the ability to fund new homes through the Housing Revenue Account (HRA) and opportunities to grow the programme are being identified. An example of this is the successful bid to central government to increase the level of borrowing undertaken through the HRA by a further £4m via a bid to the Local Growth Fund. The Fund is administered by the Leeds City Region Local Enterprise Partnership who, in supporting the bid, endorsed the growth strategy for Leeds and in particular the need for more council owned homes.

d) Delivering employment opportunities for young people through housing growth

- 3.37 The Housing Growth programme provides opportunities for skills training and employment for local people through both planning and procurement frameworks. It offers the opportunity to further develop established approaches to securing employment opportunities, particularly for young people, in the construction sector. The scale and the planned nature of the programme will enable the delivery of a more attractive sector focused offer that can be tailored and sequenced to better meet the needs of the construction sector and house-builders in particular. Employer input to the design and delivery of provision will be invited to realise an increased number of opportunities for local residents.
- 3.38 The Council has established the use of employment and skills obligations through S106 Planning Agreements on private sector led development which is helping to support local people to access the increasing number of construction jobs in the city.
- 3.39 In 2014, the Council introduced new provision to support local people, including young people under 25 years, to take full advantage of emerging jobs in the construction industry. Delivered in partnership with Construction & Housing Yorkshire (a subsidiary of re'new Leeds Limited), the Construction Skills Project focuses on working closely with employers in the sector to encourage the recruitment of new entrants and support higher levels of investment by employers in skills training of the existing workforce .
- 3.40 Working with Registered Providers, the Affordable Homes Programme will enable the planning and delivery of aligned skills provision to provide a pool of apprentices that work across sites within the programme and will support a greater number of apprenticeship opportunities than a site by site approach. This will follow a similar model to the contract for the Little London, Beeston Hill and Holbeck PFI programme which has delivered a significant number of opportunities to date wherein the contractor has supported 41 apprenticeships (35 new and 6 existing).
- 3.41 The Council Housing Growth Programme will be procured through the Yorbuild framework which includes employment and skills contract obligations. .

4 Working with partners to help delivery

- 4.1 The Council has effective relationships with partners at local, national and regional level and this collaboration remains at the heart of delivery.
- 4.2 Despite an extensive period of growth there will still be insufficient new affordable homes to meet needs in Leeds. In order for the Council to develop and deliver new Council homes as part of its overall growth strategy, there are measures which government will be requested to put in place which would

further allow the Council to invest and support economic growth through direct investment in housing.

- 4.3 These requests are in the context of the devolution discussions currently being held with the West Yorkshire Combined Authority/ Leeds City Region LEP, which propose a joint work programme with government to accelerate housing growth and the provision of affordable housing. This includes an approach to public sector land and assets, a joint asset management plan with the Homes and Communities Agency and the pooling of funding by partners to accelerate delivery and enable sites to be brought forward for development
- 4.4 Significant changes to the funding framework could be requested of government which can support this growth. These are twofold – a request to remove the current restriction on the level of borrowing that can be undertaken through the HRA and secondly to relax the restrictions on the use of Right to Buy receipts which means that not all of the receipt is used for replacement housing and there is a possibility that Council tenants are left with overhanging debt on sold properties.
- 4.5 In relation to removal of the restrictions on borrowing through the HRA, government will be requested to allow the Council to borrow in line with its borrowing capacity which would contained within a set of prudential indicators that would be agreed annually by Council. This makes it consistent with what currently happens for General Fund services. In the context of on-going dialogue about increasing freedoms and flexibilities to the city, the case for increasing or removing the cap on borrowing on the basis of a business case can be agreed with government.
- 4.6 The main elements of the business case will be that the Council is able to demonstrate that: the cost of borrowing does not restrict the ability of the authority to maintain its existing stock; there is demand, supported by an endorsed Core Strategy, which the new build is designed to fulfil and that that the borrowing, over the lifetime of a home, more than recovers the debt. Associated with the last two points in particular, it is proposed that the representations are made to exclude housing sector debt from Public Sector Borrowing Requirement (PSBR) calculation. Implementation of this request would bring the UK into line with the other EEC countries which exclude housing debt from their PSBR calculation because it is seen as a traded activity.
- 4.7 As regards relaxation of the restrictions relating to the use of Right to Buy receipts, the main issues that government will be asked to address are: that Councils are able to retain the receipt from the house sales in its entirety; the legislation is changed so that the sale of a property cannot result in the Local Authority being left with overhanging debt and the removal of restrictions on match funding with other investment streams, such as the HCA's Affordable Homes Programme, to enable the Council to mix and stretch resources.

- 4.8 Executive Board is asked to approve this approach and attached at Appendix 1 is a draft letter to the Secretary of State setting out these requests.
- 4.9 Working locally, the Council will hold an event in the spring with developers and providers to develop consensus and gain support for the Breakthrough Project to deliver homes and generate job opportunities through this investment.
- 4.10 The Council already has a strong track record of working with developers and investors as notably demonstrated through work with the developers of Kirkstall Forge to bring forward the redevelopment of 23 hectares of brownfield land which will deliver more than 1000 new homes and 300,000 sq ft of new office space. Crucial to unlocking the site is the development of a new rail halt on the Leeds- Bradford Forster Square Line providing a six minute link to Leeds City Centre from the site. The Council and the West Yorkshire Combined Authority has worked closely with the developer and the Department for Transport to facilitate the station development.

5 Corporate Considerations

5.1 Consultation and Engagement

- 5.1.1 Consultation with the Executive Member Neighbourhoods, Planning and Personnel has taken place and consultation with the Ward Members in respect of any specific aspects of the programme will be undertaken before proposals are progressed.

5.2 Equality and Diversity / Cohesion and Integration

- 5.2.1 The Equality and Diversity/Cohesion and Integration screening tool has been used to ensure due regard to equality issues. The screening process found that it is a positive opportunity to promote the delivery of significant investment in improved, sustainable new homes.

5.3 Council Policies and City Priorities

- 5.3.1 The proposals in this report are consistent with the Best Council Plan 2013-2017 by providing housing as the city grows.

5.4 Resources and Value for Money

- 5.4.1 There are no direct resource implications arising out of this report.

5.5 Legal Implications, Access to Information

- 5.5.1 There are no legal implications resulting from this report

5.6 Risk Management

- 5.6.1 There are no specific risks associated with this report

6 Summary and Conclusions

- 6.1 The Council is taking a lead role in enabling and delivering housing growth for the benefit of Leeds' residents through: progressing the Planning framework to provide clarity and certainty for development; established a new standard for quality developed in dialogue with housebuilders and the wider development industry; configured staff resources to manage, co-ordinate and accelerate growth and established a large programme of direct investment in new homes.
- 6.2 Partners locally and within government are invited to support the Council is its ambition to become Best City through sustainable growth.

7 Recommendations

- 7.1 The Executive Board is recommended to:
- 1 Note the approach to supporting the acceleration of housing growth including through the use of Council owned brownfield land..
 - 2 Approve the approach to government in respect of Housing Revenue Account borrowing and the use of the Right to Buy receipts via the letter attached at the appendix.
 - 3 Approve the approach to working with partners locally to support the Breakthrough Project beginning with an event to be led by the housing growth team in the summer.

8 Background documents¹

- 8.1 None

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

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Leeds
CITY COUNCIL

**Director of Environment and
Housing**

2nd Floor South,
Thoresby House
Rossington Street
Leeds LS2 8BB

Contact: Neil Evans
Tel: 0113 247 4721
Minicom:
Fax: 0113

Email: Neil.evans @leeds.gov.uk

Your Ref:
Our reference:

18th March 2015

Secretary of State for Communities
and Local
2 Marsham Street,
London,
SW1P 4DF

Dear sir/madam,

Freedoms and Flexibilities to support the delivery of new homes

Leeds City Council has fully embraced the freedoms and flexibilities offered by the government's reform of the Housing Revenue Account (HRA). A £148m programme has been developed which will see 1,100 new homes built by 2018. However under the current borrowing rules it is likely that further programmes of this scale will not be able to be funded.

Despite an extensive period of growth there will still be insufficient new affordable homes to meet needs in Leeds. In order for the Council to develop and deliver new Council homes as part of its overall growth strategy, there are measures which Government could take which would further allow the Council to invest and support economic growth through direct investment in housing.

Significant changes to the funding framework are requested which can support this growth. These are twofold – removal of the restriction on borrowing through the HRA and relaxation of the restrictions on the use of Right to Buy receipts to make the replacement of homes sold easier, quicker and more cost effective to the Council to achieve.

These requests are in the context of the devolution discussions currently being held with the West Yorkshire Combined Authority/ Leeds City Region LEP, which propose a joint work programme with government to accelerate housing growth and the provision of affordable housing. This includes an approach to public sector land and assets, a joint asset management plan with the Homes and Communities Agency and the pooling of funding by partners to accelerate delivery and enable sites to be brought forward for development.

Removing the restrictions on borrowing

This Council believes that if the current restrictions on borrowing through the HRA were removed further new build programmes could be delivered. The government should allow Councils to borrow in line with their borrowing capacity. Any relaxation of the current borrowing should be on the basis of an agreed business case of which the main elements would be:



INVESTOR IN PEOPLE

- the Council is able to demonstrate that: the cost of borrowing does not restrict the ability of the authority to maintain its existing stock;
- demand is demonstrated, supported by an endorsed Core Strategy, which the new build is designed to fulfil
- that that the borrowing, over the lifetime of a home, more than recovers the debt.

Where it is demonstrated that the borrowing meets these tests and can be serviced from rental income, it should be regarded as prudential and able to sit outside Public Sector Borrowing Requirement.

Replacement of homes through the use of Right to Buy Receipts

Government is requested to allow Councils to retain the receipt from sales through RTB in its entirety and without the need to return a proportion of the sales receipt to Government.

The Council is also concerned that the current RTB legislation, which allows tenants to buy new build properties at a discount after the 15 year cost floor ceiling ceases, not only acts as a disincentive for the Council to build new homes but it will also leave Council tenants having to pick up the outstanding debt associated with the properties that have been sold.

Whilst under the current RTB pooling arrangements a notional allowable debt figure can be deducted from the receipt and this can be used to reduce the level of debt attributable to the HRA, this notional debt figure does not equate to the amount of debt outstanding on a property that can be sold just 15 years after it was built.

The current legislation allows Local Authorities to apply to the Secretary of State for Communities and Local Government to exempt properties from pooling arrangements. However whilst this means that the Local Authority will retain a greater share of the RTB receipt realised, this will not address the issue of financing the outstanding build cost of the properties that have been sold through RTB.

The concern of Leeds City Council is that whilst significant resources are being used to support an increase in the housing stock, £148m, the RTB legislation could result in these properties being sold with other tenants' money having to finance the outstanding costs such as the residual/overhanging debt on a property.. Therefore in order to address the anomaly of RTB legislation upon both the Council's and Government's ambition to increase the number of homes available, Leeds City Council would like to see the RTB legislation changed so that there is a permanent floor below which the sales price cannot fall. This would not only replace the current legislation that allows for the notional allowable debt figure to be deducted from the RTB receipt but there would no longer be a requirement to have a cost floor ceiling of 15 years on property that has been financed through borrowing since the outstanding debt will be covered by the capital receipt.

This proposal in respect of offsetting actual debt against the RTB receipt would apply to new build properties only and it would recognise that this is clearly a different situation to a tenant buying a property that was built many decades ago where there are no overhanging borrowing costs.

The likelihood of overhanging borrowing costs arising from the current Right to Buy legislation may not be what the Government intended when the level of discount was extended.

The Council also requests the removal of restrictions on match funding the receipts with other investment streams, for example the HCA's Affordable Homes Programme, to enable the Council to mix and stretch resources. Given that the use RTB receipts are limited to 30% of scheme costs, this is a significant barrier to delivery and prevents the strategic use of investment resources to meet the need for the replacement of stock.

We believe that these actions would have the impact of incentivising Local Authorities to actively direct resources to increase the number of new homes and enable Leeds to continue to take a direct role in promoting housing growth in the city and support the growth objectives of the wider city region.

Yours sincerely

Cllr Andrew Carter
Leader of the Conservative Group
Leeds City Council

Cllr Stewart Golton
Leader of the Liberal
Democrat Group
Leeds City Council

Cllr Keith Wakefield
Leader of the Labour Group
Leeds City Council

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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 & Environment and Housing	Service area: : Housing Growth,
Lead person: Maggie Gjessing	Contact number: 39 50502

<p>1. Title: Supporting Housing Growth</p>
<p>Is this a:</p> <p> <input checked="" type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other </p> <p>If other, please specify:</p>

<p>2. Please provide a brief description of what you are screening</p> <p>This screening is intended to support the Leeds City Council Executive Board report of 18th March 2015 which sets out the Councils strategic approach towards housing growth which meets the needs of the community including for affordable housing.</p> <p>The report identifies a range of actions including the use of council owned assets to support growth and proposes a range of requests to government to accelerate housebuilding particularly of social and affordable housing.</p>

<p>3. Relevance to equality, diversity, cohesion and integration</p> <p>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.</p> <p>The following questions will help you to identify how relevant your proposals are.</p>
--

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?		X
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <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 report describes the actions taken by the council to deliver and accelerate housing growth and has a focus on the provision of social and affordable housing for people on low incomes to support sustainable growth. By providing a mix of tenures, provision for people on different incomes, needs and aspirations can be accommodated.

- **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 proposals reflect the requirement to provide housing to meet the range of need and demand across the city.

• **Actions**

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

Positive impact will be promoted particularly in the social housing sector where the provision of a range of housing options facilitates individual choice. This will include a positive impact on provision for families gained by releasing larger council and housing association homes for general family use as accommodation for smaller, sometimes older households, forms part of the strategic approach to provision.

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
Maggie Gjessing	Executive Regeneration Manager	24.2.15
Date screening completed		24.2.15

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:



Report authors: Sue Morse

Tel: 24 74111

Report of the Director of Environments & Housing, Director of City Development and Director of Adult Social Services

Report to Executive Board

Date: 18th March, 2015

Subject: Developing the range of choices in the older people's housing market

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Ardsley and Robin Hood; Farnley and Wortley		
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 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 sets out for Executive Board the range housing options currently available for older people. The report also provides a summary of delivery to date and sets out the Council's strategy to accelerate growth and for meeting gaps in current and proposed provision for older people to expand the options in response to diverse needs.

2. It is essential that older people have access to a range of housing options appropriate to their stage in life and level of dependency. The strategic approach set out in this report and proposed prospectus will seek to widen the number of housing options available to ensure that the choices and aspirations of individual older people may be met at each stage of life as age and as dependency advances. The publication of a prospectus will seek to encourage investment to maximise delivery across the city and across all tenures.

3. This approach will support the objectives of the Best Council Plan: through providing quality housing growth to meet the needs of residents and through the delivery of the Better Lives programme with a focus on helping people with care and support needs to live independent lives. It also contributes to the delivery of two of the Council's "Breakthrough Projects"- 'Housing Growth & Jobs' and 'Best City to Grow Old'.

Recommendations

The Executive Board is recommended to:

1. Support the strategic approach towards the growth of Older People's Housing provision set out within this report which will aim to ensure that sufficient specialist housing is available to meet the individual and changing needs of the city's older population now and in the future.
2. Note the proposals for the publication of a prospectus to be led by the Director of City Development for delivery in the summer to stimulate the commencement of a dialogue between developers and the Council as part of the wider housing growth programme with the aim of encouraging investment to meet the varying housing needs of older people in the city
3. Support the use of sites identified at paragraph 3.6.9 for the delivery of specialist older people's provision.

1. Purpose of this report

- 1.1 The expectation of current and future generations of a growing number of older and very old people is to live in accommodation that is accessible, affordable and safe. Any support or care they may need should be something they are in control of and focused on their individual need.
- 1.2 The purpose of this report is to set out the range of housing options for older people and to provide Executive Board with details of how supply will be increased to meet individual needs.
- 1.3 The report will also provide details of work on the development of a Prospectus which will set out the city's requirements in terms of increasing the supply of new housing for older people.
- 1.4 The availability of sites of an appropriate size and location are key to the delivery of appropriate housing for older people and this report identifies a number of Council owned sites to be progressed for this purpose. However, it should be noted that there are locations in the city where the Council does not have land and hence the prospectus aims to encourage and facilitate the private sector to assist in filling the gaps.

2. Background information

- 2.1 In February 2013 Executive Board approval was secured for the implementation of a holistic, city-wide, approach to increase and improve the accommodation for older people available in Leeds. A co-ordinated programme of activity across the directorates of City Development, Adult Social Services and Environment and Housing was established towards this aim.

- 2.2 The context for this report is provided by the “Supporting Housing Growth” report elsewhere on this agenda. In delivery of the Council’s “Breakthrough Project”- ‘Housing Growth & Jobs’ and to effectively co-ordinate and provide leadership the resources engaged in delivering housing growth have been drawn together as a single, multi-disciplinary team. The focus of the team on maximising investment and delivery will support the aspirations for growth in the range of housing options for older people as part of the wider housing growth agenda.
- 2.3 The approach approved by Executive Board in 2013 has resulted in significant progress in delivering specialist accommodation for older people. In November 2014 Executive Board were provided with an update on progress towards an anticipated delivery pipeline of c850 units across all supply types by 2018. Of the 850 anticipated, 219 were either on site or had completed, whilst the remainder are either, at advanced position within the planning process or are resulting from council land disposals for agreed schemes.
- 2.4 In terms of extra care delivery there are 75 units currently under construction with a further 187 in the development pipeline which are expected to deliver or commence delivery by 2018. These are largely through the independent care sector and include 86 apartments in Otley, 56 in Weetwood, plus the Council’s extra care scheme at Yeadon which will deliver 45 units via the Council Housing Growth Programme.
- 2.5 In addition the Council has facilitated delivery through a number of routes:
1. The Council, through the disposal of its own land, has helped to facilitate the potential delivery of 300 units of specialist accommodation (both extra care and care home provision) via the independent sector.
 2. The delivery of 46 units of sheltered housing via Registered Providers (RPs) at:
 - Stratford Court, Chapel Allerton
 - Boggart Hill, Seacroft
 3. The Council Housing Growth programme is currently delivering the following schemes specifically for older people
 - Ingram Court, Beeston Hill – 23 Sheltered Housing units (via the Little London PFI Initiative)
 - Squinting Cat, Whinmoor, 18 older peoples apartments
- 2.6 However, there remains an unmet need for further provision of housing for older people with care needs. The strategic approach set out in this report alongside a prospectus to stimulate investment and delivery aims to establish an approach to correcting the imbalance between supply and demand within the city.
- 2.7 The number of older people in Leeds is growing and by 2020 it is anticipated that those most in need of care and support, mainly older people aged 75 plus will increase by around 13%. Leeds City Council has recognised that this demographic shift is likely to require a change in how services for older people are delivered with an emphasis on better lives through providing more

specialist housing with care and support, by integration of services and by encouraging local enterprise. As older people aspire to be independent for longer there is an emphasis on choice and control and services that are more responsive to individual need.

2.8 The proposals contained within this report support The Better Lives for Older People programme which drives changes to the way Leeds provides services to older people. In recent years promoting independence and providing people with more choice and control over their care and support has been a feature of health and social care legislation. It is in line with the Care Act (2014) which brings together previous legislation and places new duties and responsibilities on local authorities relating to care and support for adults and in particular improving (older) people's independence and wellbeing and preventing the need for increasing care and support.

2.9 The delivery of Extra care housing is a key element of this and seen both locally and nationally as a potential alternative to traditional residential care. In Leeds as elsewhere, it is viewed as one of a range of options for older people who are in need of accommodation in which care and support can be received. With older people's aspirations rising regarding the type and quality of housing with care and support, it is likely that demand for traditional residential care will decline. The development of additional extra care housing in Leeds is essential to ensuring that the needs of a growing older population are met.

3.0 Main Issues

3.1 Demand and Supply

The Strategic Housing Market Assessment (SHMA) 2011 anticipates that Leeds will have a significantly greater proportion of older people by 2026 than in 2010, with the greatest increase relating to households aged over 85 years. Slightly more recent data from the Sub National Population Projections 2012 notes that in Leeds over the period 2012 to 2028 the numbers of people aged 65+ as a proportion of the population are expected to increase from 15% to 17% and the number of people aged 80+ from 4% to 6%.

3.1.1 Table 1 below sets out the distribution of localised currently unmet demand which illustrates that in addition to an overall quantum of need particular neighbourhoods are highlighted as areas where we need to encourage investment.

Table 1 - Current Demand Forecast Requirements for Older People's Housing

Outer North East	Demand	Inner North East	Demand
Extra Care (Purchase/Shared Ownership/Rent)	-78	Extra Care (Shared ownership/Rent)	+48
Over 75's - Leeds Housing Register	-160	Over 75's - Leeds Housing Register	-144
Outer West		Inner South	
Extra Care – (Shared ownership/Rent in some areas)	-137	Extra Care – (Rent)	-27
Over 75's - Leeds Housing Register:	-231	Over 75's - Leeds Housing Register	-113
Inner North West		Inner East	
Extra Care – (Purchase/Shared Ownership Rent in some areas)	-26	Extra Care (Rent)	-62
Over 75's - Leeds Housing Register	-73	Over 75's - Leeds Housing Register	-79
Inner West		Outer East	
Extra Care – (Rent)	-32	Extra Care – (Shared ownership /Rent)	-86
Over 75's - Leeds Housing Register	-119	Over 75's - Leeds Housing Register	-262
Outer South		Outer North West	
Extra Care - Area Total Shared Equity / Rent	-153	Extra Care - Total Purchase /Shared Equity / Rent	-62
Over 75's - Leeds Housing Register	-268	Over 75's - Leeds Housing Register	-307
Extra Care - City Wide Demand			-615
Over 75's Leeds Housing Register – City Wide Demand			-1756*

* Information current at November, 2014

3.1.2 The table above illustrates that while significant progress has been made over the past two years towards increasing supply there remains unmet demand including a city wide shortfall of c600 Extra Care Housing Units. Leeds Housing Register waiting list data also suggests that there is a demand of c1750 for sheltered and general needs units for rent by people over 75. By 2020, even taking into account the additional units currently under construction, it is projected that the level of undersupply will have grown from c600 to c700units of Extra care Housing.

3.1.3 Actions to deliver more housing for older people form part of the overarching programme of housing growth in Leeds. To maximise delivery the Council will continue to support growth in older people's housing through a range of interventions to meet needs, aspirations and preferred housing options:

- through its role as the Local Planning Authority in facilitating delivery through the planning system;

- use of its own land to enable and encourage the development of specialist housing;
- direct delivery via the Council Housing Growth Programme;
- working with Registered Providers (housing associations primarily);
- working with the independent care sector to secure new accommodation

3.1.4 As part of Housing and Wellbeing Agenda work with health partners is ongoing, under the One Public Estate approach, to explore opportunities where assets can be used jointly, or for a wider public service benefit rather than being dealt with in organisational isolation.

3.2 **The Range of Housing Options**

3.2.1 In response to the varying grades of dependency of individuals the housing options currently available for older people range from:

- Accommodation for those able to live totally independently
- Provision for those with some support needs and requirement for communal facilities
- Assisted living with full care provision available.

The full spectrum also includes choices in relation to tenure. The selection of options will change with the levels of dependency and required support but also the ease of movement from one stage to the next will differ depending upon tenure.

3.2.2 The majority of the current generation of older people are home owners and many continue to live in unsatisfactory accommodation often with a low income and with their wealth tied up in their home. The Care Act, 2014 introduces a requirement that the Local Authority will be able to sign post people to independent financial advice to help people plan how they will pay for care and support in later life. The Council will work with Care and Repair (Leeds) in order to provide this and related support.

3.2.3 There remains, however an overall lack of new supply and the actions proposed focus on growing the Council's stock of accommodation appropriate for older people. As the demographics show, the number of active older people grows inexorably, creating an expanding market for both the social rented and private sectors.

3.2.4 The Council aims to encourage the development of a range of housing options to reflect the grades of dependency across all tenures. Ideally dwellings should be suitable for meeting the present and future needs of older people located with access to local facilities and grouped together for a sense of community. Such developments would have the ability to address the needs of individuals as their care and support requirements advance with age and facilitate opportunities for progression from active older people to those with requirements for assisted living without the need to move to another location. It is anticipated that such developments however, will require a certain critical mass to ensure access to facilities and hence the availability of sites of an appropriate size could create a barrier to delivery. It is important

however to ensure that attention is paid to the design and density of such developments to avoid an institutional atmosphere.

3.3 Low/Medium Care needs

- 3.3.1 Table 1 at paragraph 3.1.2 sets out the quantum of demand across the city and its distribution across localities for all tenures. It indicates that there are currently 1756 applicants aged over 75 on the Leeds Homes Register. In terms of Council housing less than 19% of tenants over 55 live in sheltered housing. The Leeds Homes Register indicates that 40% of bids for properties from applicants over 55 are for sheltered housing, but the majority of applications made are still for general needs housing. This reflects the desire of older people to remain in general needs housing for as long as possible. Housing Leeds will undertake further work towards understanding the housing and support aspirations of their older tenants with the aim of addressing these as well as ensuring the best use of existing housing stock.
- 3.3.2 Sheltered Housing provides an opportunity for those individuals who require additional support which is unavailable in general needs housing via self-contained living with a 24 hour emergency alarm system and in some cases communal facilities to encourage socialisation. Leeds City Council has a portfolio of approximately 4400 sheltered units with communal facilities in 150 schemes across the city, plus c300 units of RP stock
- 3.3.3 In response to a decline in popularity of some sheltered schemes and in recognition of the fact that many of the schemes, having been constructed in the 1960s and 1970s were beginning to lack appeal and failed to meet modern standards, a strategic option appraisal of Council housing provision for older people was initiated in 2014. The option appraisal, which set out to identify sustainable housing and support options for older people in Council housing, revealed that while 66 of the 150 schemes are sustainable in their present form and provide housing which is suitable meet current aspirations and needs there are a number of issues which affect the long term sustainability of others. The existence of bedsits, shared bathing facilities and first floor flats without lift access which failed to meet Lifetime Homes standard, resulted in the identification of the following set of actions:
- A programme of improvements to current sheltered housing schemes to ensure that they provide modern, secure and accessible housing for tenants. This will include a programme to remodel sheltered schemes which currently include bedsit accommodation into fully self-contained apartments. Already conversion work has commenced on the existing sheltered scheme at Farrar Lane, (Adel and Wharfedale) to provide self-contained flats with integral bathing from the former bedsit units with shared bathing facilities. The work, which will also include the installation of lifts to all floors, is expected to complete in August, 2015. Work to remodel the existing bedsit units at the annex Wharfedale Court, Pool is due to commence in the summer. In addition feasibility work is currently underway in relation to proposed investment at Bennett Court and Union Court, Otley.

- A review of the sheltered category 1 (i.e. without communal facilities) sheltered model to ensure that it has a clear role in meeting housing and low support needs of older people within their own homes.
- Development of the current sheltered category 2 (i.e. with communal facilities) support model so that it provides more flexible support options to tenants to enable them to remain independent for as long as possible.
- Improving the marketing of sheltered schemes so that more information is more available to people who may be considering an alternative to general needs housing – promoting the high quality housing and support provided within schemes.

3.3.4 In addition the Council via its Council Housing Growth Programme will see the development of apartments for over 55s which offer low maintenance, energy efficient housing. 23 flats for older people were completed in January this year on the site of the former Ingram Court as part of The Beeston Hill and Holbeck PFI Project. A scheme to develop 18 apartments on the site of the former Squinting Cat Public House, in the Cross Gates and Whinmoor ward is due to start on site in the spring.

3.3.5 The Council continues to support and facilitate the work of Registered Housing Providers (RPs) in the provision of homes for older people. Connect Housing Association completed 18 bungalows for Affordable Rent at Boggart Hill in the Killingbeck and Seacroft Ward in 2014. In addition 28 apartments for older people at Stratford Court, Chapel Allerton on former Council land are due to be completed by Unity Housing Association in March, this year.

3.3.6 The ongoing and proposed schemes via RPs and the Council housing growth programme will see a total delivery of 87 new units for older people by the end of 2015/16. A regime of active asset management will explore further opportunities to utilise existing Council housing re-designated for the provision of retirement housing within a retirement community, potentially adjacent to a sheltered scheme. There would be no dedicated support to these schemes, and they would be aimed at tenants who wish to downsize from family housing but do not have a current support need. Housing Leeds will undertake further work towards understanding the housing and support aspirations of their older tenants with the aim of addressing these as well as ensuring the best use of existing housing stock.

3.4 Medium to High Care Needs

3.4.1 The quantum of need for Extra Care Housing is set out in Table 1 at paragraph 3.1.2 above and indicates a shortfall of over 600 units of accommodation.

3.4.2 For those with care needs beyond those generally met by sheltered housing Extra Care Housing is seen as the next step. Both locally and nationally Extra

Care Housing is recognised as a realistic alternative to traditional residential care; one which meets the aspirations of older people to continue living independently for as long as possible and which is likely to lead to a decline in demand for traditional residential care. It allows people to maintain their independence and receive a flexible range of support and care services that meet their individual needs. There are generally communal facilities within Extra Care, but these vary depending on what services are already available within the local community. Domestic support and personal care available, usually provided by on-site staff, though there are a number of different types of service model.

- 3.4.3 The Council is currently working on the development of its first Extra Care Scheme which will, when completed in 2016, be managed by Housing Leeds. The completed scheme will provide 45 extra care 1 and 2 bedroom apartments, 10 of which will be available for shared ownership. The scheme will include additional facilities such as treatment rooms and assisted bathing facilities, a dining room where residents can purchase a mid-day meal and multi-use community rooms. The new scheme will be developed to a very high quality standard and will be compliant with Homes and Communities Agency standards and the best practice standards set by the Housing our Ageing Population: Panel for Innovation (usually referred to as the HAPPI standard), which seeks to reduce the institutional feel of buildings and emphasises light, space and adaptability.
- 3.4.4 The report considered by Executive Board in November advised of 75 units of extra care provision which is currently under construction with a further 187 in the development pipeline which are expected to deliver or commence delivery by 2018. This figure comprises of 45 units to be delivered via the Council's Extra Care scheme at Yeadon plus a further 86 apartments in Otley, and 56 in Weetwood to be delivered by the private sector.
- 3.4.5 Currently resources are available from the Council Housing Growth Programme for the development of one further Extra Care Scheme. The experience gathered from the design and development of the Haworth Court scheme will provide an invaluable blue print for further a further scheme.
- 3.4.6 To promote delivery via the planning mechanism The Council will seek to identify opportunities to promote the delivery of specialist housing in the form of s106 affordable housing on commercial developments in lieu of a pro rata mix of on-site provision as required by planning policy via Registered Providers.

3.5 High Care Needs

- 3.5.1 The analysis of data collected indicates that currently there is an over provision of residential care beds in Leeds. However the distribution of care beds is not geographically evenly distributed and in some wards the Council is keen to see the growth of new residential care homes by the independent sector. Overall, however, the demand for non-nursing residential care is

expected to continue to fall as the new generations of older people are supported to continue to live more independent lives.

- 3.5.2 As the number of older people living longer increases those that do require residential care will have more chronic health conditions and complex care needs. It is forecast that Leeds will require an increase in specialist dementia care and nursing care to meet this demand.
- 3.5.3 Adult Social Care has, as part of its commissioning function, assessed the known maintenance issues of independent care homes with which LCC contracts via its quality framework. The aim of this exercise is to broadly forecast the city's residential care landscape and where gaps in provision may arise in future years. The results of this preliminary exercise revealed that 16% of care homes have known maintenance concerns.

3.6 The Development of a Prospectus for older people's housing supply

- 3.6.1 The Leeds Core Strategy provides the spatial and land use planning framework for Leeds to 2028. Integral to the plan is an overall approach to housing growth, which has been determined through an objective assessment of all housing needs for the plan period. A range of policies support the need for older people's housing, including housing mix, affordability and homes for independent living. Within it is a requirement for applications for large schemes to produce Housing Market Assessments so that the needs of communities can be identified.
- 3.6.2 The Council faces an unprecedented challenge to modernise and improve housing choices for a growing number of older people at a time of diminishing resources and it is acknowledged that this challenge cannot be met by the Council alone.
- 3.6.3 It is proposed that as part of overarching activity to promote housing growth a prospectus for publication in the summer will be developed which will set out the requirements and contributions of the various sectors which will assist the Council in its efforts to stimulate investment and motivate collaborative energy to increase delivery and ultimately to shape rather than simply manage the market.
- 3.6.4 The objective of the proposed prospectus is to ensure that there is a mix of accommodation provided to meet needs and choice within tenures for provision for rent and owner occupation. It will aim to meet a wide range of aspirations and needs across a variety of tenures and localised housing markets by ensuring a mix of public and private delivery. It will take the form of a brochure setting out for potential developers the opportunities and support available from the Council in its enabling role. The document will provide details of how the Council proposes to work with other sectors to maximise investment across the range of tenures and in key locations, including the following actions:

- By taking a proactive approach to investment working with developers and providers to encourage supply including via the dedicated newly established Housing Growth Team to help accelerate delivery, identify areas of need, and promote a collaborative approach.
- Seeking to identify opportunities for developers and providers to work collaboratively and to explore co-investment opportunities including via the Council Housing Growth Programme or Right to Buy Replacement programme for social and affordable rent.
- Make Council land available specifically for this purpose via the Housing Investment Land Strategy and the Brownfield Land Programme of disposals.
- Explore potential for institutional investment for the provision of a range of options for older people including independent and assisted living.

3.6.5. The prospectus will also identify a number of key priority areas emerging from the demand information provided in Table 1 above at paragraph 3.1.2 in order to help target future investment.

3.6.6 The prospectus will set out the Council's aspirations in relation to the standard of accommodation to be delivered. In September 2014, Executive Board approved the introduction of the Leeds Standard to ensure excellent quality in the delivery of new homes under three themes: Design Quality, Space Standards (including accessibility) and Energy Efficiency Standards. The Leeds Standard is a comprehensive approach to the design of new housing across all tenures, working with partners including Public Health and sets a benchmark for housing quality and quality of place. Of specific relevance to the delivery of specialist accommodation for older people the Standard includes best practice approaches to deliver affordable warmth and the construction of accessible properties.

3.6.7 The Council's Core Strategy provides the current background for private and public sector housing provision with policies including H4, together with the Supplementary Planning Guide 'Neighbourhoods for Living' referencing access/adaptability principles associated with 'lifetime homes', older people and access for people with disability. In the context of the Government's Housing Standards Review the prospectus will aim to emphasise the importance of adaptability and accessibility of homes for older people.

3.6.8 The adoption of the Leeds Standard has been a result of ongoing dialogue with the housebuilding industry and housing providers and this prospectus will provide a further platform for its promotion.

3.6.9 The availability of suitable sites in an appropriate location is key to maximising delivery to meet localised gaps in provision. The following Council owned sites have been considered as having the potential to deliver additional specialist housing for older people,,: Westerton Walk, East Ardsley; and the

Ex Wortley High School site Whilst proposals are at a very early stage and no feasibility work has yet been undertaken both sites are considered to have the potential and capacity to deliver new housing which could include sheltered or Extra Care apartments, via the Council Housing Growth Programme or for disposal. Ward members have been consulted on the in principle proposals to develop specialist accommodation for older people on both of these sites and are supportive.

3.6.10 In addition, as reported to Executive Board in November, 2014 a package of sites identified within the Brownfield Land Programme, which is the subject of another report elsewhere on the agenda, is due to be marketed through the Homes and Communities Agency's Development Partner Panel in April. This package will include a site at Brooklands Avenue, Seacroft which can deliver around 100 units of which a c50 unit extra care scheme could form part.

3.6.11 Work will continue to identify appropriate sites via the Council's Housing Investment Land Strategy and for opportunities for collaboration with other sectors via the Brownfield Land Programme.

3.6.12 To facilitate private sector provision the report considered by Executive Board in November, 2014 sets out a number of Council owned sites for independent sector development which have the potential to deliver c300 units.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Consultation with the Executive Member for Neighbourhoods, Planning and Personnel has taken place and consultation with the Ward Members, where re-provision on LCC owned land is proposed, will be undertaken before proposals are progressed.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 It is the aim of the Better Lives strategy to provide older people the opportunity to access specialist housing with care within the area that they live, have family roots or currently have family living. The Equality and Diversity/Cohesion and Integration screening tool (see appendix) has been used to ensure due regard to equality issues. The screening process found that it is a positive opportunity to promote the delivery of significant investment in improved, sustainable, specifically designed homes for older people.

4.3 Council Policies and City Priorities

4.3.1 The proposals in this report are consistent with the Best Council Plan 2013-2017 by providing housing as the city grows and through supporting the delivery of the Better Lives programme - helping local people with care and support needs to enjoy better lives. With a focus on:

- helping people to stay living at home
- joining up health and social care services

- creating the right housing, care and support

4.3.2 The Better Lives strategy established in 2011 aims to improve the lives of older people through integration, enterprise and specialist housing with care. The programme has emerged through Better Lives to work with the market to balance the supply of independent residential care home places in wards affected by the Phase One and Two review of LCC owned and operated older people's residential care homes and increase the supply of specialist housing for older people who require care and support in those area where a deficit is predicted.

4.4 Resources and Value for Money

4.4.1 There are no direct resource implications arising out of the proposals in this report. Where there are proposals for Council owned sites to be used in some instances there will be a requirement for a ring fenced capital receipt which will be taken into account in determining the disposal or reinvestment routes of specific sites.

4.4.2 There may be opportunities to stimulate the construction of specialist housing for older people in areas of undersupply through the reinvestment of capital receipts realised from the future sale of assets related to the review of LCC owned and operated residential care homes.

4.4.3 Research on the effectiveness of extra care in reducing the amount of care or delaying an increase in care combined with an improvement in individual wellbeing has indicated that access to extra care housing has a positive impact on health and social care services costs, providing value for money benefits as well as an improvement in quality of life for the city's older people. The delivery of additional housing units specifically for older people can also assist in freeing up larger family homes by encouraging downsizing and facilitate a more effective use of the existing housing stock.

4.5 Legal Implications, Access to Information

4.5.1 There are no legal implications resulting from this report.

4.6 Risk Management

4.6.1 Delivery risks will be managed in association with specific sites.

5 Summary and Conclusions

5.1 It is essential that older people have access to a range of housing options appropriate to their stage in life and level of dependency. In order to maximise investment and delivery of the number of type of homes for older people it is proposed that a prospectus will be developed to encourage collaboration with other sectors to shape provision in order to meet identified gaps in the older peoples housing market.

6 Recommendations

6.1 The Executive Board is recommended to:

1. Support the strategic approach towards the growth of Older People's Housing provision set out within this report which will aim to ensure that sufficient specialist housing is available to meet the individual and changing needs of the city's older population now and in the future.
2. Note the proposals for the publication of a prospectus to be led by the Director of City Development for delivery in the summer to stimulate the commencement of a dialogue between developers and the Council as part of the wider housing growth programme with the aim of encouraging investment to meet the varying housing needs of older people in the city
3. Support the use of sites identified at paragraph 3.6.9 for the delivery of specialist older people's provision.

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.

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 Adult Social Care Environment and Neighbourhoods	Service area: : Housing Growth, specialised housing for older people
Lead person: Sue Morse	Contact number: 24 74111

1. Title: Developing the range of housing options for the older peoples housing market
Is this a:
<input type="checkbox"/> Strategy / Policy <input type="checkbox"/> Service / Function <input checked="" type="checkbox"/> Other
If other, please specify: Programme

2. Please provide a brief description of what you are screening
<p>This screening is intended to support the Leeds City Council Executive Board report of 18th March 2015 which sets out the Councils strategic approach towards its aim to maximise cross sector investment to increase the quantity and range of housing options for older people to meet demand from older people of varying degrees of ability and dependency.</p> <p>The corporate Specialist Older People’s Housing Programme sets out a holistic, city-wide approach to investment in older peoples’ housing, working in partnership across disciplines and departments (Leeds City Council’s Adult Social Care, Environment and Neighbourhoods and City Development), across public and commercial sector specialist housing providers and increasingly through integration with other services such as health. The aim of the report is to encourage and facilitate the delivery of a range of delivery mechanisms to provide new specialist</p>

housing both for older people and meet the identified shortfall of general needs accomodation specifically for older people.

3. Relevance to equality, diversity, cohesion and integration

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

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?		x
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	x	
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <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 focus of the report by definition prioritises older people and by implication their carers, families and service providers. It recognises the need to respond to evidence of existing gaps in supply of a range of housing options as the number of people over 75 increases over the coming years.

Approximately 600 units of extra care accommodation and c1750 units of general needs and sheltered housing units are required to meet the current needs of people over 75. The number of older people in Leeds is growing and by 2020 it is anticipated that those most in need of care and support, mainly older people aged 75 plus will increase by around 13%. Capacity to deliver sufficient units towards meeting this need is therefore being drawn out from a range of sources, including the independent sector, registered providers and the Council House Growth Programme.

As older people aspire to be independent for longer there is an emphasis on choice and control and services that are more responsive to individual need. The ambition to develop additional units of accommodation in areas of undersupply across the city, in a variety of tenures and by a range of providers will ensure that older people have a choice about where they live.

As an Older Peoples Housing Strategy is developed engagement with partners and service users is proposed for example with the following groups: Older Peoples Forum, Credit Union, Care and Repair.

- **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 proposals reflect differences in need in relation to existing and predicted supply across the city's neighbourhoods. The proposals seek to facilitate an increase in supply

to meet current and predicted localised gaps in provision across the city.

It is recognised that more work needs to be done to understand the needs of different BME communities. Consultation with BME communities may help explore traditional perceptions of communities looking after their own and whether future ECH provision should be specifically targeted to meet specific cultural needs within identified areas.

No diversion of resources from other equality provision is anticipated, since funding is likely either to come via dedicated, specialist routes, including that only available to housing associations, or benefit from commercial sector investment.

Of particular relevance for integration and cohesion, Better Lives for Older People is predicated on the principle that outcomes for older people improve when they are able to stay, for as long as possible, in familiar surroundings with services delivered to them. This means that families and carers are also able to remain in close contact with their elders, offering support but also deriving well-being from maintaining an integrated family life.

The provision of a range of housing options facilitates individual choice. This will have positive impact on the high incidence of poverty in many areas of the city gained by releasing larger council and housing association homes for general family use.

- **Actions**

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

Governance is provided by a Chief Officer-led Steering Group who will continue to monitor progress. Clearly programme managers will be looking for measurable positive impact on older people, their carers, families and neighbourhood well-being.

It is anticipated that EDCI screening reviews will be undertaken at agreed Programme milestones to ensure continued compliance.

As individual proposals come forward, managers will undertake project specific edci screening and action plans that will look in detail at potential edci 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
Sue Morse	Principle Regeneration Officer	24.2.15
Date screening completed		24.2.15

7. Publishing	
<p>Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision.</p> <p>A copy of this equality screening should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. <p>Complete the appropriate section below with the date the report and attached screening was sent:</p>	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

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Report author: Phillip Charlton
Tel: 3781060

Report of: Director of Environment and Housing

Report to: Executive Board

Date: 18 March 2015

Subject: Improving the Council's Housing Stock – The Housing Revenue Account Investment Plan

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

In other reports on the agenda, consideration is given to how the Council supports housing growth. The Authority, however, is also responsible for the maintenance and improvement of its own 57,000 council homes. This report sets out the resources available through the Housing Revenue Account to meet the investment need.

The latest version of the Housing Revenue Account (HRA) Investment Plan indicates that over the thirty year life of the plan there should be sufficient resources available to meet the known capital investment needs of the existing council housing stock. Detailed investment requirements are shown in Appendix 1.

Despite increases in the amounts of capital resources available against the projections set out in 2012, there are cash flow issues which mean that not all investment priorities can be met in the short term (2015/16 to 2018/19). As the Council has increased its ambition through the introduction of a new Housing Standard, there is an increased demand in resources. This report contains proposals to achieve a balanced position over a ten year period, which matches the investment plan against the resources available.

Recommendations

The Executive Board is requested to support the 10 year HRA Investment Plan, subject to annual review.

1 Purpose of this report

- 1.1 To update Executive Board on the latest position regarding capital investment requirements for the existing Council housing stock, as set out in the investment strategy and to propose how to align investment need with income levels in years 1-4 of the strategy (2015/16 – 2018/19).

2 Background information

- 2.1 The original thirty year HRA Investment Plan approved by Executive Board in February 2012 noted that there were affordability issues in meeting the predicted investment need for the housing stock, particularly in the early years of the plan. It was noted that those affordability issues could be overcome through the managed phasing of essential investment and the building up of reserves over the medium to long term.
- 2.2 Since 2012, the long term balance of resources against investment need has improved. The overall predicted investment need of the stock over 30 years has reduced by 17%. This is primarily due to updated information on stock condition and consequential investment need now being available. It is also due to increased RTB projections and lower inflation assumptions, all of which combine to reduce the estimate for the overall investment need of the housing stock in the longer term.
- 2.3 There have, however, been numerous changes affecting the original HRA Investment Plan since it was approved which increase the short term pressure upon it. These include:
- revised and updated information regarding investment need, including the new Leeds Homes Refurbishment Standard, approved by Executive Board in November 2014. This includes an ongoing commitment to investing in the wider environment, improving the estates within which properties are located;
 - newly arising schemes such as the solar PV and Heat from Waste schemes and updated needs for sheltered housing and multi-storey blocks;
 - changes to Right to Buy legislation and welfare reforms (affecting HRA income) and changes to potential funding streams, particularly those related to energy efficiency (Green Deal, ECO etc); and
 - the creation of the Council House Growth Programme.
- 2.4 Over recent months considerable work has gone into updating the detailed capital investment needs of the housing stock and the anticipated resources available to support this, taking into account the changes noted above. This indicates that the predicted investment needs of the stock over the next 10 years have increased by 12% since the original Plan was developed in 2012. This is primarily as a result of revised and updated information on investment need now being available (this includes additional investment requirements in respect of Fire Safety works, sheltered housing remodelling and multi-storey blocks) and the introduction of new investment requirements linked to the Leeds Standard/Refurbishment

Standard (works such as Solar PV, District Heating/Heat from Waste which are the subject of separate reports to Executive Board).

- 2.5 It should be noted that the projections for investment need and available resources are based on the current national policy position. Projections will undoubtedly change particularly beyond 10-years as they become increasingly problematic due to the unknown effects of future government policy, inflation rates, currently unknown investment needs etc. Changes to all of these will make significant differences to the overall need and available resources figures. For that reason this Report concentrates primarily on how to address the issues the Council face over the next 10 years and projections beyond that are indicative and for information only.
- 2.6 Taking all of the above into account it is considered that the HRA is healthy and the investment needs of the stock can be met in totality with sufficient resources likely to be available to meet total investment need. However there are cash-flow issues in the early years and in the absence of additional finance being available, some smoothing will be required to match spend to available funding over the next four years (2015/16 – 2018/19).

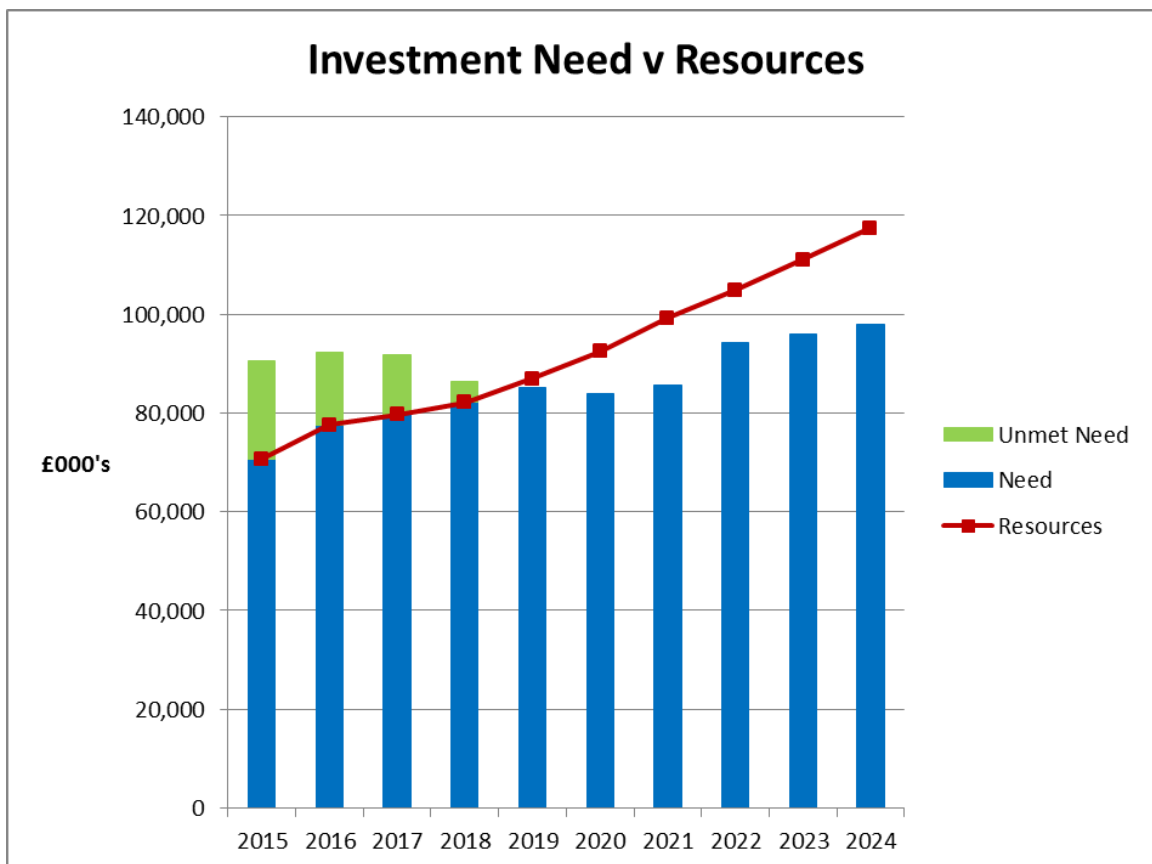
3 Main issues over the next ten years

- 3.1 Over the next ten years (2015/16 – 2024/25) there are a number of key areas of increased investment need when compared to the 2012 baseline, all of which can be funded. These include:
- £6m extra on energy efficiency works to multi-story blocks ;
 - £6m extra on heating and renewable energy measures;
 - £47m extra on communal facilities and equipment and lifts;
 - £5m extra on sheltered remodelling; and
 - £12m extra on fire safety works.
 - There are also new investment requirements which were not anticipated in 2012 but which can also be funded. These will contribute to reducing fuel poverty and carbon emissions in the city. This includes £3.8m on the solar PV scheme (see report elsewhere on the agenda)
- 3.2 Overall, significant resources will be spent on the stock, including:
- £375m on replacement kitchens, bathrooms, roofs, windows and doors, heating renewals and replacements and rewires;
 - £174m on adaptations, fire safety, asbestos, voids and capital repairs;
 - £136m on improvements to communal areas in blocks of flats, garages, and shops, lift replacements and environmental schemes.

- £52m on structural works to multi-storey blocks and low rise non-traditional housing and remodelling sheltered housing schemes with bedsits and shared bathing; and
- £75m on heating and renewable energy schemes (incl. solar PV and District Heating/Heat from Waste), energy efficiency work to multi-storey blocks and low rise 'hard-to-treat' properties and conversion/remodelling of low-demand stock.

3.3 It is proposed to continue to fund the Housing Advisory Panels (HAPs), putting over £10m of investment in the direct control of community representatives and Ward members over the next 10 years. The schemes funded by the HAPs have a focus on environmental improvements and they make a significant contribution to place-making and community cohesion.

3.4 However meeting the investment needs and aspirations over the next 10 years will mean there needs to be an aligning of spending to match the level of resources available in any given year. For the next four years indicative investment need exceeds resources likely to be available and then for the following six years resources exceed indicative investment. Current estimated investment need and available resources over the next ten years are illustrated in the graph below.



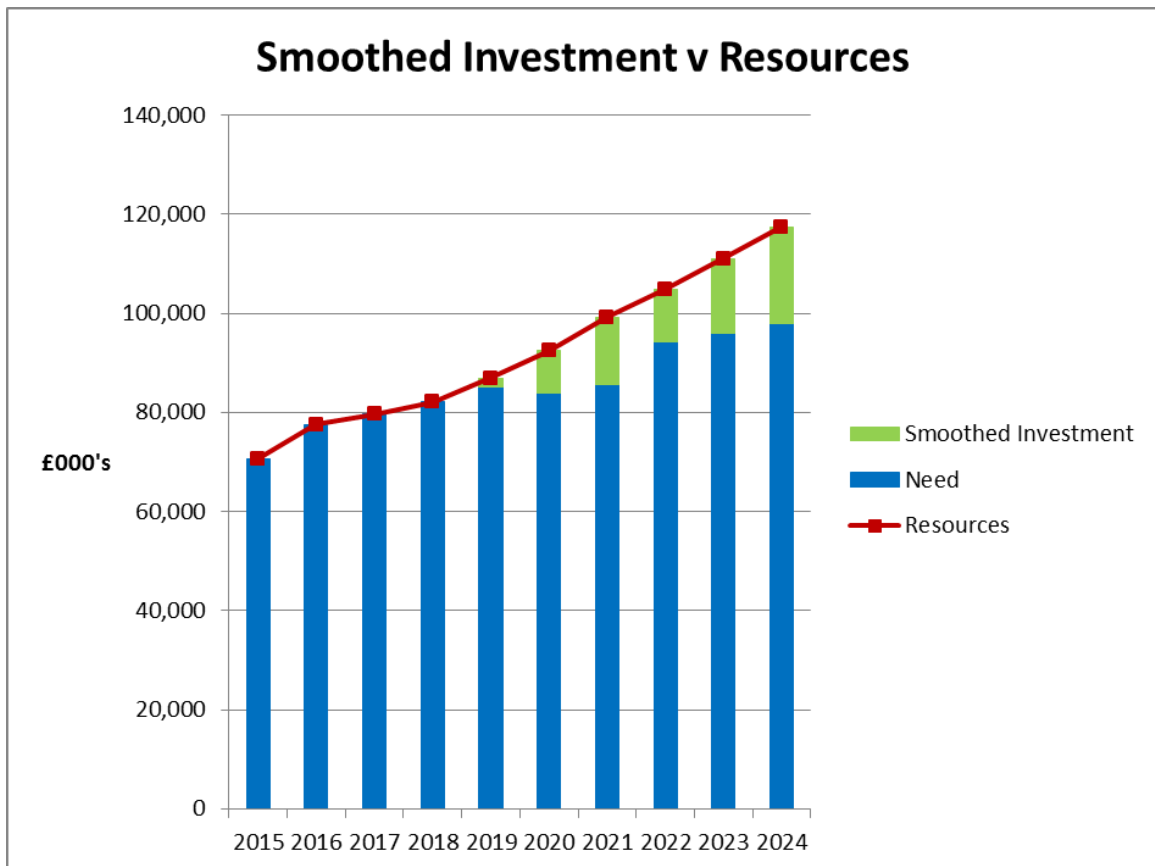
3.5 This graph shows the in-year mismatches which require some decisions to be taken in the short-term (years 1-4) as investment requirements exceed available

resources. As things stand, not all of the aspirations for the HRA investment programme can be met in this period.

3.6 Some potential additional funding has been identified but this is insufficient to bridge the gap. The Housing Advisory Board has considered a report on the issue and has established a short-life Working Group to consider options. The Scrutiny Board (Housing and Regeneration) has also received a Report. Various options have been proposed which it is suggested are considered in more detail:-

- Continue to support the old Decent Homes Standard work such as kitchen, bathroom, window, door and roof replacement programmes. The smoothed plan will deliver around 82% of estimated need in the next 4 years (2015/16 – 2018/19) and then delivery will be increased correspondingly in years 5 -10 (2019/20 – 2024/25) to catch up;
- A commitment to £17m of Environmental Improvements can be funded over 10 years and will ensure ongoing investment in the wider environment, however due to the smoothing requirements this will start in 2018/19. This will not affect the funds currently allocated for Environmental works – these schemes will be delivered over the next 18-24 months; and
- A commitment to increase funding in Heating and Renewable Energy Measures by £17m over 10 years, however due to the smoothing requirements this will also start in 2018/19. This represents additional aspirations over and above recent investment and the delivery timescales will allow time for strategic plans to be drawn up and consulted on. Boiler replacements and renewals, energy efficiency works to some multi-storey blocks, Heat from Waste project and solar PV scheme will still be funded.

3.7 The graph below shows the effect of these smoothing proposals, with unmet need from the first four years being met in years five to ten and expenditure balanced to available in year resources.



3.8 These proposals are not a definitive list and they have been proposed as it is suggested that their impact should be fairly limited as:-

- Key components in need of replacement/renewal will still be replaced as they fail and significant investment will still be made in renewing key building components such as kitchens, bathrooms, roofs, windows, doors, electrical and heating systems;
- The timescales for delivering the full extent of Heating and Renewable Energy Measures will allow time for a coherent strategy to be drawn up, detailing and prioritising different works to different property types based on the outcomes of pilot projects such as The Clydes biomass scheme, solar PV scheme and learning outcomes from projects being carried out in conjunction with the University of Leeds and Leeds Beckett University;
- There will be a pause in the delivery of further Environmental Improvements, although proposals received in 2014/15 will be considered and delivered in late 2014/15 and beyond. Housing Area Panel budgets will not be affected and can still be used to fund environmental works as they are now;
- The proposals protect investment in key areas, ensuring there are sufficient resources available for statutory requirements (adaptations, fire safety works, asbestos surveying and removal etc), multi-storey block improvements, sheltered housing remodelling, ongoing kitchen/bathroom/ window/door/roof replacement programmes and the solar PV scheme; and

- As noted earlier, there is a significant increase in resources committed over the ten years, and this smoothing constitutes only 5% of the total funding.

3.9 Executive Board are asked to agree the above strategy at this stage but also support further work being done to develop the most suitable and effective specific options through a broader consultation process with all stakeholders, particularly existing tenants. In all instances the objective would be to ensure minimum impact and that in as short a period of time as possible all of the Council's housing stock is brought up to the Leeds Homes Refurbishment Standard as approved by Executive Board in November 2014. It is proposed that the Director of Environment and Housing, in consultation with the Executive Member for Neighbourhoods, Planning and Personnel, brings forward the most suitable options for smoothing of the ten year Housing Investment Programme, which will be reflected in the annual capital programme, agreed by the Executive Board.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.6 Consultation has taken place amongst officers and the Executive Member for Neighbourhoods, Planning and Personnel.

4.1.7 An earlier version of this paper was presented to the Housing Advisory Board (HAB) in February 2015. A short-life Working Group of HAB has been established to look at options for addressing the resource gap in more detail.

4.1.8 An earlier version of this paper was also presented to Scrutiny Board (Housing and Regeneration) in February 2015. Comments and concerns expressed by the Board have been incorporated into this paper.

4.1.9 The Housing Capital Programme for 2015/16 was agreed in totality by Executive Board in February 2015 as part of the 2015/16 Budget proposals. The detailed Programme will be subject to a Delegated Decision in March 2015.

4.1.10 Detailed plans for communicating the approved capital programme for 2015/16 – 2017/18, and the longer term proposals in this report, to tenants and Ward members will be drawn up following approval of the proposed approach by Executive Board. It is intended to share details of proposed capital programmes with ward members and tenants in advance of the financial year in which they are to be carried out. Once proposals for dealing with the cash flow issues discussed in this paper are firmed up, it may also be possible to share draft programme proposals even further in advance, subject to the usual caveats regarding need, funding etc.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality and Diversity, Cohesion and Integration is attached as Appendix 2. This shows that the considerations in this report relate purely to the condition of

the stock and the resources available to invest in the stock and do not impact on any particular group.

4.2.2 The proposals ensure that there are still resources available for investment in work-streams that do impact on disabled and elderly tenants, such as adaptations and sheltered housing remodelling.

4.2.3 The proposals in this report will not impact on these workstreams.

4.3 Council policies and City Priorities

4.3.1 The ongoing housing investment programme supports a number of Best Council objectives and priorities including:

- Helping people out of financial hardship and into work – by reducing fuel bills via energy efficiency schemes and creating jobs and training opportunities via construction contracts.
- Strengthening local accountability – by funding Housing Advisory Panels.
- Boosting the local economy – by creating significant amounts of construction work in the city; increasing disposable incomes by reducing fuel bills via energy efficiency works.
- Developing a low carbon, resilient energy infrastructure for the city – by funding energy efficiency works, solar PV and Heat from Waste schemes.
- Reducing NEETs and raising educational standards – by providing training opportunities and apprenticeships via construction contracts.
- Housing Leeds activity currently supports c80 apprentices and it is planned to recruit a further 40.
- Helping people stay living at home – by providing adaptations and improving and remodelling sheltered housing provision.
- Providing choice by creating the right housing, care and support – by improving and remodelling sheltered housing provision.
- Generating income for the council – by funding schemes such as solar PV, which generate a long-term income to the council.

4.4 Resources and value for money

4.4.1 Over the next 30 years the level of capital investment resources has increased significantly. The capital investment needs of the existing stock can be met.

4.4.2 The works cannot be front-loaded, due to the resources available in the early years (2015/16 – 2018/19). This allows the opportunity for longer term aspirations to be planned out and for Housing Leeds to achieve greater value, and a more equitable balance for customers, in the delivery of these works.

4.4.3 The proposals contained in this report will ensure that Housing Leeds deliver a balanced capital budget over the next four years and ensure the ongoing delivery of many key schemes and projects. They also ensure the 'least worst' impact on tenants.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The proposals in this report ensure sufficient resources are allocated to all works that are legal or statutory requirements.

4.6 This report is subject to call-in.

4.7 The Housing Leeds capital programme will reflect the smoothing strategy discussed in this report. Agreement of the capital programme is a key decision and the programme will be agreed by Executive Board and Council annually, as part of the budget setting process, ensuring Members make the final decision on capital investment in council housing.

4.8 Risk Management

4.8.1 If the proposals in this report are not implemented then the primary risk is that the capital investment programme overspends, impacting negatively on other areas of HRA expenditure.

5 Conclusions

5.1 Current projections show that in the long term the Housing Revenue Account is healthy. The investment needs of the existing housing stock can be met. In order to deliver balanced annual budgets and programmes some smoothing of the programme is required over the next 4 years.

5.2 The smoothing proposals in this report protect investment in key areas (including statutory requirements) and also minimise the impact on tenants.

6 Recommendations

6.1 The Executive Board is requested to support the 10 year HRA Investment Plan, subject to annual review.

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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All figures in £000's

ESSENTIAL INVESTMENT STANDARD:

Statutory Standards	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Adaptations - New	36,428	125,885	4,600	4,000	3,800	3,600	3,400	3,200	3,330	3,415	3,499	3,584
Fire Safety	11,922	13,582	3,555	3,595	2,385	2,387	-	-	-	-	-	-
DDA and Accessibility	1,135	4,305	100	103	106	109	112	115	118	121	124	127
Planned Demolitions	500	-	500	-	-	-	-	-	-	-	-	-
Voids	59,452	214,370	6,000	6,180	6,042	5,902	5,761	5,620	5,767	5,913	6,060	6,206
Health & Safety - Asbestos Surveys	15,717	15,717	1,992	1,919	1,839	1,750	1,654	1,551	1,439	1,320	1,193	1,059
Health & Safety - Asbestos Removals	30,745	151,394	2,373	2,517	2,666	2,819	2,977	3,138	3,304	3,474	3,649	3,827
Capital Repairs	17,935	64,408	1,900	1,854	1,813	1,771	1,728	1,686	1,730	1,774	1,818	1,862
Sub Total for Statutory Standards	173,835	590,161	21,020	20,168	18,651	18,339	15,633	15,310	15,688	16,017	16,343	16,665

Target Standards	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Electrical Systems	13,620	51,660	1,200	1,236	1,272	1,308	1,344	1,380	1,416	1,452	1,488	1,524
Kitchen	115,701	438,850	10,194	10,500	10,806	11,111	11,417	11,723	12,029	12,335	12,641	12,946
Bathroom	24,826	94,163	2,187	2,253	2,319	2,384	2,450	2,515	2,581	2,647	2,712	2,778
Heating & Hot Water	81,720	309,960	7,200	7,416	7,632	7,848	8,064	8,280	8,496	8,712	8,928	9,144
Heating & Hot Water - Electricity	2,838	10,763	250	258	265	273	280	288	295	303	310	318
Doors	17,168	65,116	1,513	1,558	1,603	1,649	1,694	1,739	1,785	1,830	1,876	1,921
Windows	36,765	139,447	3,239	3,336	3,434	3,531	3,628	3,725	3,822	3,919	4,017	4,114
Roofs - dwellings	66,472	252,125	5,857	6,032	6,208	6,384	6,559	6,735	6,911	7,086	7,262	7,438
Roofs - MSFs	4,054	18,392	-	-	-	-	-	771	791	811	831	851
Walls	2,838	10,763	250	258	265	273	280	288	295	303	310	318
Misc Costs	9,225	34,856	797	846	896	869	893	936	961	985	1,009	1,034
Sub Total for Target Standards	375,226	1,426,095	32,687	33,692	34,699	35,629	36,609	38,380	39,381	40,382	41,383	42,384

Structural Works to Non Traditional Stock Types	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
High Rise Blocks	25,473	25,473	4,806	4,950	5,095	5,239	5,383	-	-	-	-	-
Non Trad Stock	15,125	32,125	-	-	-	-	-	2,875	2,950	3,025	3,100	3,175
Other housing	-	-	-	-	-	-	-	-	-	-	-	-
Sheltered Remodelling	10,600	10,600	2,000	2,060	2,120	2,180	2,240	-	-	-	-	-
Sub Total for Structural Works	51,198	68,198	6,806	7,010	7,215	7,419	7,623	2,875	2,950	3,025	3,100	3,175

Communal + Estate Assets	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Communal Facilities & Equipment	89,344	174,482	6,640	6,840	7,039	7,238	7,437	10,293	10,561	10,830	11,098	11,367
Lifts - MSFs	17,025	64,575	1,500	1,545	1,590	1,635	1,680	1,725	1,770	1,815	1,860	1,905
Lifts - low/med rise	1,804	7,013	320	330	339	349	466	-	-	-	-	-
Environmental Improvements	22,700	86,100	2,000	2,060	2,120	2,180	2,240	2,300	2,360	2,420	2,480	2,540
Estate Garages	2,777	10,532	245	252	259	267	274	281	289	296	303	311
ALMO/BITMO Offices	568	2,153	50	52	53	55	56	58	59	61	62	64
Estate Shops + Linked Dwellings	2,611	9,902	230	237	244	251	258	265	271	278	285	292
Sub Total for Communal + Estate Assets	136,828	354,755	10,985	11,315	11,644	11,974	12,411	14,921	15,311	15,700	16,089	16,478

Total Works	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Allowance for contract mgt. delivery fees	89,230	293,485	8,580	8,922	9,185	8,803	8,673	8,578	8,800	9,015	9,230	9,444
Heatlease termination fees	4,241	11,794	1,125	896	253	260	267	274	281	288	295	303
IT System Costs	1,018	2,603	500	52	53	55	56	58	59	61	62	64
Total Essential Investment	831,575	2,747,091	81,703	82,055	81,698	82,478	81,272	80,396	82,469	84,488	86,503	88,514

Adjustments	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Reduction in Investment for RTBs	(21,193)	(163,364)	(499)	(936)	(1,297)	(1,681)	(1,953)	(2,226)	(2,588)	(2,965)	(3,359)	(3,690)
Essential Investment Revised Total	810,382	2,583,727	81,204	81,119	80,401	80,797	79,319	78,169	79,881	81,523	83,144	84,824

SUSTAINABILITY STANDARD:

Sustainability Standards	10 yr Total	30 yr Total	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Conversions / Remodelling	6,050	37,750	-	-	-	-	-	1,150	1,180	1,210	1,240	1,270
Energy Efficiency Works to MSFs (EWI/Cladding)	6,307	42,461	1,190	1,226	1,261	1,297	1,333	-	-	-	-	-
Heating + Renewable Energy Measures	22,700	86,100	2,000	2,060	2,120	2,180	2,240	2,300	2,360	2,420	2,480	2,540
District Heating/Heat from Waste	10,450	10,450	-	5,150	5,300	-	-	-	-	-	-	-
Energy Efficiency Measures to Hard to Treat Properties	19,070	179,248	-	-	-	-	-	-	-	6,203	6,357	6,510
Solar PV	3,800	3,800	3,800	-	-	-	-	-	-	-	-	-
Sustainability Investment Works Sub Total	68,377	359,808	6,990	8,436	8,681	3,477	3,573	3,450	3,540	9,833	10,077	10,320
Allowance for contract mgt. delivery fees	8,205	43,177	839	1,012	1,042	417	429	414	425	1,180	1,209	1,238
Total Sustainability Investment	76,582	402,985	7,829	9,448	9,723	3,894	4,002	3,864	3,965	11,013	11,286	11,559

Reduction in Investment for RTBs	(2,023)	(11,589)	(48)	(108)	(154)	(79)	(96)	(107)	(124)	(386)	(438)	(482)
Sustainability Investment Revised Total	74,559	391,396	7,781	9,340	9,569	3,815	3,905	3,757	3,840	10,626	10,848	11,077

BITMO	18,955	71,894	1,670	1,720	1,770	1,820	1,870	1,921	1,971	2,021	2,071	2,121
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Overall Investment Need Total	903,895	3,047,017	90,655	92,179	91,740	86,432	85,095	83,847	85,692	94,170	96,062	98,022
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Average Annual Investment Need	90,389	101,567										
Average Investment per Property	16.5	55.8										
Annual Average Investment per Property	1.7	1.9										

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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: Environment & Housing	Service area: Housing Leeds, Property & Contracts
Lead person: Phillip Charlton	Contact number: 0113 378 1060

1. Title: Housing Revenue Account Investment Plan

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

The Housing Revenue Account Investment Plan provides details of investment into Council housing.

The latest version of the Housing Revenue Account (HRA) Investment Plan indicates that over the thirty year life of the plan there should be sufficient resources available to meet the known capital investment needs of the existing council housing stock. However in the early years there are cash-flow issues which balance out after ten years but leave a shortfall of funding from now until 2019/20.

The Housing Revenue Account Investment Plan relates purely to the condition of housing stock and the resources available to invest in the stock and does not impact on any particular equality group. If, in future, any investment does impact on a

particular equality group, a separate equality impact assessment will be undertaken on a project by project basis.

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).

A) 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 – see Ai below) with those likely to be affected)

Ai) Is the consultation /engagement listed on Talking Point?	Yes	<input type="checkbox"/>
	No	<input type="checkbox"/> n/a

B) 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)

C) 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

Type of Decision being assessed

Please tick as appropriate

Key (Incurring expenditure or making savings over £250,000 each year and or outcome will have significant effect on communities living in an area comprising two or more wards)**Major** (incurring expenditure or making savings over £100,000 per year)**Significant Other** (as Delegated Decision Making definition set out in Pt 3 of Constitution)**Administrative** (not in conflict with approved policies and do not raise new issues of policy)**Name****Job title****Date**

Neil Evans

Director of Environment &
Housing

February 2015

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.

Date screening completed**Date sent to Equality Team****Date published**

(To be completed by the Equality Team)

Report of: Director of Children's Services

Report to: Executive Board

Date: 18 March 2015

Subject: Determination of school admissions arrangements 2016



Are specific electoral Wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, name(s) of Ward(s):		
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

This report seeks approval for the local authority admission policy and coordinated admissions arrangements for September 2016

The School Standards Framework Act 1998 Section 84 and The School Admissions (Admissions Arrangements and Co-ordination of Admissions Arrangements) (England) Regulation 2012 require the local authority to consult on their proposed admissions arrangements, including the admissions policy and the coordinated scheme, as well as in year admissions arrangements, every seven years or whenever any changes are proposed. The admissions arrangements must be determined by 15 April 2015.

A number of proposals were consulted on. These included a change of wording of the policy to reflect the change from Statements of Special Education Needs to Education, Health and Care Plans, a change to sibling priority, changes to the wording in relation to waiting lists.

The paper also outlines changes to the Published Admissions Number for reception of three primary schools and a Published Admissions Number for community 6th forms who recruit externally.

Recommendations

Executive Board is asked determine the school admissions arrangement for 2016 by:

- a) approving the admissions policy noting the following:
 - the wording in relation to statements will be amended to reflect the introduction of Education, Health and Care Plans
 - there will be no change to the sibling criteria
 - the waiting list wording has been amended to reflect the instruction of the Office of the School Adjudicator
- b) noting the changes to the admission number for 3 primary schools and the publication of 6th form admission number for 4 community schools.
- c) Noting the Coordinated scheme for admissions arrangements for entry in September 2016.

The officer responsible for this work is the Capacity Planning and Sufficiency Lead, and the date for implementation (ie determination of any revised policy) is no later than 15 April 2015.

The officer responsible for publication of the determined arrangements is the Capacity Planning and Sufficiency Lead, and the date for implementation (ie publication) is no later than 1 May 2015.

1 Purpose of this report

- 1.1 This report seeks approval of local authority admissions policy and admissions arrangements for entry to school in 2016. The paper describes changes to the Leeds Admissions policy and seeks Executive Board approval for the policy. This also describes changes to the published admission number for three community primary schools and sets out the 6th form admission number for four community high schools and asks Executive Board to note the co-ordination arrangements published on 1st January.

2 Background information

- 2.1 The School Standards Framework Act 1998 Section 84 and The School Admissions (Admissions Arrangements and Co-ordination of Admissions Arrangements) (England) Regulation 2012 require the local authority to consult on their proposed admissions arrangements, including the admissions policy and the coordinated scheme, as well as in year admissions arrangements, every seven years or whenever any changes are proposed. Following consultation the admission arrangements must be determined by 15 April 2015.
- 2.2 Consultation was conducted between Friday 6 December 2014 and Friday 30 January 2015. In line with the regulations, information was sent to all local schools, neighbouring authorities, diocesan bodies, elected members, trade unions and early years' providers. It was also hosted on the Leeds.gov.uk web site for parents to comment.

3 Main issues

Changes to the admissions policy

Education Health and Care Plans

- 3.1 The first is a change of wording to reflect the change from Statements of Special Educational Need to Education, Health and Care Plans. Statements of Special Educational Needs which name a specific school that a child must attend have now been replaced by Education, Health and Care Plans. These are wider ranging multi agency statements that still name a school, and carry the same requirement for that school to admit the child, but also incorporate wider health and other agency support plans.
- 3.2 No comments were received. **It is recommended the wording of the admissions policy is amended to reflect the change from Statements of Special Educational Need to Education, Health and Care Plans.**

Sibling Priority

- 3.3 The second change related to the sibling priority. In 2014 a number of primary schools in Leeds admitted additional reception classes, 'bulge cohorts', in order to accommodate fluctuating numbers of children seeking school places. As these were largely temporary changes to the numbers admitted, and will not be repeated again on a permanent basis, this could lead to some short term changes

in the patterns of where children were admitted from, with an impact in later years on the number of siblings admitted. Whilst these 'bulge' cohorts were created for local children, it is possible that in a small number of cases, siblings from further away may gain places ahead of those living nearer to the school.

- 3.4 Each year we receive a small number of complaints from parents that they have been unable to access their local school but siblings are travelling in from further away. It was therefore appropriate to consider whether a change to the policy was required to give a higher priority to children living nearest the school than children with older siblings for whom the school was not their nearest.
- 3.5 There was overwhelming opposition to the proposal to change the sibling criteria. 1913 of the responses received opposed the change to the sibling priority and 4 were in support. Those who objected were felt that it was more important that siblings could attend the same school, and were concerned that families may have increased school uniform, transport and childcare costs. **It is therefore recommended that no change is made to the sibling priority. Children with siblings at the school will continue to receive priority over children living nearest to the school.**

Waiting List wording

- 3.6 The third change related to the Office of the Schools Adjudicator report following an investigation relating to the admissions policy of St Urban's Catholic Primary School. The findings highlighted non-compliance with paragraph 2.14 of the School Admissions Code which states that when an additional child is added to the waiting list, the list must be ranked again in accordance with the admissions policy.
- 3.7 **It is recommended that the waiting list wording is amended as follows:** After offers have been made on 1 March for secondary and 16 April for Primary and Junior, parents can ask to go on the waiting list for any school. Waiting lists will also be held for each year group for applications outside of the admissions round. All waiting lists will be held in criteria order of the admission policy and will close on 27 July 2015 i.e. at the end of the academic year. All waiting lists will be ranked when new applicants have been added ahead of any allocations being made.

Deferment out of Chronological Age Group

- 3.8 The code also introduced changes to the process for considering requests to defer entry to reception for summer born children. Where parents wish to defer entry to school, they will be asked to provide evidence to support their request and will be invited to a panel including early years' education professionals and a headteacher where their individual case will be considered. This will ensure the opportunity to reflect on the long term impact of that decision, and balance this against the child's current needs.
- 3.9 This process had already been put in place prior to the introduction of the new School Admissions Code.

Prioritisation of Children eligible for pupil premium

- 3.10 The new School Admissions Code introduced in December 2014 allows admitting authorities the option to prioritise applications from children eligible for the pupil premium or early years' pupil premium.
- 3.11 The local authority does not propose to include these changes in its policy, not least due to administrative difficulties in assessing this information at the point of application.

Published Admission Number for Reception and Sixth Form

- 3.12 Following the agreement of statutory proposals during the year to change the size and/or nature of some schools. The Published Admissions Numbers for reception will change for entry to school in 2016 for :
- Hollybush Primary School from 60 to 90
 - Castleton Primary School from 30 to 60
 - Gledhow Primary School from 60 to 90
- 3.13 The Admissions Code December 2014 requires schools to publish a 6th form admission number where they actively recruit external applicants to their 6th form. The community schools which are accordingly seeking to establish a PAN for their 6th form:
- Allerton Grange School – 26 (10% of their Year 7 PAN)
 - Allerton High Business and Enterprise Specialist School - 20 places
 - Benton Park School – 25
 - Roundhay School -130

Co-ordinated Scheme

- 3.14 The Co-ordinated Scheme sets out the key dates and admission arrangement for entry in the normal admissions round in September 2016. The new Code makes changes to the timetable for consultation, these have been reflected in the coordination arrangements.
- 3.15 The only key changes to this scheme from last year relate to the revised timetable required in the Code. The scheme was published on 1st January.

Other responses received during consultation

- 3.16 One respondent commented that the advertising of a late application date for community schools caused confusion for parents and carers and was not consistent with own other admitting authorities who did not have a late closing date.

- 3.17 No change will be made to the late application date for 2016 however consideration will be given as to whether it is appropriate to include this as part of a future consultation.
- 3.18 The respondent also commented that some own admissions authority schools that do not have a faith based admissions policy may require a Supplementary Information Form to collect information and that this was not explicit in the explanatory information.
- 3.19 The information included in the admissions booklets regarding the need to complete a Supplementary Information Form will be reviewed to ensure that it is clear.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Consultation was carried out in accordance with the regulations and local custom and good practice, and included consultation with ward members.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI has been completed for the changes to the policy and arrangements, and is attached to this report. No adverse implications are anticipated.

4.3 Council policies and City Priorities

- 4.3.1 The admissions policy and arrangements continues to ensure children receive fair and consistent treatment, and have reasonable access to local schools. In doing so it supports the council's obsession with improving attendance, contributing to good educational outcomes for children. These are important factors in the drive to become a child friendly city.
- 4.3.2 A key objective within the Best Council Plan 2013-2017 is to build a child friendly city. The delivery of pupil places through the Admissions Arrangements is one of the most baseline entitlements of a Child Friendly City. A good quality school place contributes to the achievement of targets within the Childrens and young People's Plan such as our obsession to 'improve behaviour, attendance and achievement. In addition "Closing the Gap" and "Going up a League" agenda is fundamental to Learning for Leeds.

4.4 Resources and value for money

- 4.4.1 There are no resource implications arising from this report.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 As the admitting authority for community and voluntary controlled schools, the authority is requires under The School Admissions (Admissions Arrangements and coordination of Admissions Arrangements) Regulations 2012 and the Admissions Code 2014 to determine the admissions arrangements by 15 April 2015.

4.5.2 The report is subject to call in.

4.6 Risk Management

4.6.1 There are no significant risks associated with the required approval of the policy for 2016.

5 Conclusions

5.1 During the consultation period, there was significant opposition to the proposed change to the sibling criteria. 4 in support and 1913 against. There were no comments in relation to the other changes proposed.

6 Recommendations

6.1 Executive Board is asked determine the school admissions arrangement for 2016 by:

a) approving the admissions policy noting the following:

- the wording in relation to statements will be amended to reflect the introduction of Education, Health and Care Plans
- there will be no change to the sibling criteria
- the waiting list wording has been amended to reflect the instruction of the Office of the School Adjudicator

b) noting the changes to the admission number for 3 primary schools and the publication of 6th form admission number for 4 community schools.

c) Noting the Coordinated scheme for admissions arrangements for entry in September 2016.

The officer responsible for this work is the Capacity Planning and Sufficiency Lead, and the date for implementation (ie determination of any revised policy) is no later than 15 April 2015.

The officer responsible for publication of the determined arrangements is the Capacity Planning and Sufficiency Lead, and the date for implementation (ie publication) is no later than 1 May 2015.

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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The admissions policy for Leeds community and voluntary-controlled schools for entry in September 2016

Our Chief Executive makes all offers of a school place for Reception and Year 7 places on behalf of Leeds City Council, which is the admissions authority. Headteachers or school-based staff are not authorised to offer a child a place for these year groups. The authority to convey the offer of a place has been delegated to schools for places in other year groups.

Children with an education, health and care plan will be admitted to the school named on their plan.

We will offer places to children in the following order of priority.

Priority 1

- a) Children in public care or fostered under an arrangement made by the local authority. (see note 2)
- b) Pupils without an EHC plan but who have Special Educational Needs, or with exceptional medical or mobility needs, that can only be met at a specific school. (See note 3)

Priority 2

Children with older brothers or sisters who will be at school at the start of the academic year and are living at the same address (see note 4). This includes priority for a sibling applying for an infant school where the older sibling is or will be attending the linked junior school. This priority will not apply where the older sibling joined the sixth form from a different school.

Priority 3

Where children attend the following infant and junior schools they will have priority for the linked infant or junior school:

Farsley Westroyd Primary* linked to Farsley Springbank Primary*
Guiseley Primary School* linked to Guiseley St Oswald's Primary School*
Rothwell Haigh Road Infant linked to Rothwell Victoria Junior
Yeadon Westfield Infant linked to Yeadon Westfield Junior

* These schools became primary schools on 1 September 2015. The link between the schools will still apply during the transition period – September 2015 to August 2018

Should there be more children than places available priority 4 will be used as a tie break.

Priority 4

We will give priority to parents who put their nearest school (see note 6). This does not include any schools which act as their own admitting authority and who do not have a 'nearest' criteria in their admission policy. If we have more applications than there are places, we will offer places first to children living nearest to the school (measured in a straight line) (see note 5).

Priority 5

We will give priority to parents who choose a Leeds school, which is not the one nearest to their home address (see note 6) .

If we have more applications than there are places, we will offer places first to children living nearest the school (see note 5).

Note 1

If we cannot offer parents or carers a place for their child at any school they put on their preference form, we will offer their child a place at the nearest school that has places available when we make the offer (this may include voluntary aided and foundation schools or academies where their governing bodies have given us permission to do so).

Note 2

Children who have been adopted from local authority care, children with a residency order and those with special guardianship immediately following being Looked After will all be included within the higher priority for looked-after children (priority 1a).

Note 3

Leeds City Council promotes inclusion in local schools and it is an expectation in Leeds that all mainstream schools are able to provide for the majority of children with learning and medical disabilities. It is also an expectation that all Leeds schools provide an inclusive and nurturing environment that can meet the needs of those vulnerable children who have social and emotional needs. Children with exceptional needs who require additional support above that expected of a mainstream school will usually have an EHC plan. In some instances there are some children with a particular need such as a significant physical disability or complex sensory impairment who require the expertise only found in a particular school. e.g. blind children who need to access Braille. It is these instances where priority for admission may need to be considered.

Applications in this category must be supported by a SEN SIF, available from the Admissions Team, which must include a statement in writing from a paediatrician/doctor or other relevant professional who can evidence why a particular provision is needed over another. The statement must also evidence why the school of choice is the only school that can meet the particular need in question. This is necessary as the LA will be assessing if your child has a stronger case than other children. Cases will be considered individually the LA in consultation with the school preferred.

Advice and support can be sought from the Leeds SEND Information Advice and Support Service on 0113 395 1222.

Note 4

For these purposes, brothers and sisters must be living at the same address as your child. Siblings refers to brother or sister, half brother or sister, adopted brother or sister, step brother or sister, foster brother or sister. The definition does not include cousins or other family members sharing a house.

Note 5

In Leeds we use a straight-line distance system. We use a national computer system to run our school-admission system. As part of this system there is a program that measures the

'straight-line' distance from the centre of the main school building to your home address. The point we measure to at your home address is determined by the Royal Mail Postcode Address File. This information provides us with coordinates for every dwelling. If we are not able to match your address with the Postcode Address File then we will use the centre of your dwelling.

In the unlikely event there are insufficient places for two (or more) pupils living in the same building (e.g. flats) or otherwise equidistant from the school, then any final place will be allocated by the drawing of lots.

Note 6

If you live in Leeds

If you live in Leeds and your nearest school is a school in another local authority, then your nearest Leeds school by straight-line distance will be your nearest eligible school. You can apply for any school but the nearest priority only applies to Leeds schools. It includes all community and voluntary controlled schools, as well as Foundation Schools and Academies which have chosen to include a priority for nearest.

If you don't live in Leeds

If you live in another local authority and the nearest school to your home in a straight line is a Leeds community, voluntary-controlled or foundation school, or academy we will give you the relevant priority under our admissions policy.

If you live in another local authority and the nearest school to your home, by straight line, is a school not in Leeds you are still able to apply for a Leeds School but priority 4 will not apply.

Nearest School

When we say the 'nearest' school, we do not include voluntary-aided (faith based) schools. This is because they apply their own admissions policies and, if they are oversubscribed, they mainly offer places based on the religion practised by the child and family. If Free Schools open subsequently that have not included a 'nearest' priority these would also be excluded.

Address

For admission purposes, the home address is where the child usually lives with their parent or carer. You must not give the address of a childminder or relative. We will investigate any queries about addresses and, depending on what we find; we may change the school we offer your child. When we make an offer, we assume your address will be the same in the following September as we have on record. If you plan to move house, you must still give your current address. If you move house after the deadline of 31 October 2015 for Secondary places or 15 January 2016 for Primary and Junior places, you must tell us your new address as we may have to offer your child a place at another school.

Late Applications

If you return the preference form after the deadline we cannot guarantee to consider your preferences at the same time as those received on time. Any secondary applications returned after 10 December 2015, or primary applications returned after 24 February 2016 will only be dealt with once all other preferences have been considered, unless there are significant and exceptional reasons. Late applications will be considered before placements are made (where no preference could be met)

Accepting Offers

Parents will be asked to accept the offer of a school place. This will not affect their position on any waiting list for a higher preference, or their right to appeal. Parents who do not wish to accept the offer, or do not accept the offer within a reasonable time, may have the place withdrawn.

Waiting List

After offers have been made on 1 March for secondary and 16 April for Primary and Junior, parents can ask to go on the waiting list for any school. Waiting lists will also be held for each year group for applications outside of the admissions round. All waiting lists will be held in criteria order of the admission policy and will close on 27 July 2016 i.e. at the end of the academic year. All waiting lists will be ranked when new applicants have been added ahead of any allocations being

Nursery

A place in a nursery does not guarantee a place in the school. Parents must apply for a place if they want their child to transfer to the reception class.

Temporary School Site

If a school has to move to a temporary site for any reason, such as the building being damaged by a fire, we will base our distance measurements on the school's permanent site.

Starting Reception Age

We normally only allow children to start primary school in the appropriate age range. You must ensure your child receives an appropriate full time education from the term following their fifth birthday. Almost all children start school in Leeds in the September following their fourth birthday. However, parents can request that the start date for their child is deferred until later in the school year in the case of children who have not reached their 5th birthday. You can also request that your child attends part-time until he/she reaches compulsory school age. If you want a later start date within the academic year you should discuss this with the school. If your child is born in the summer term and you wish to defer entry until the next academic year but remain within the same chronological year group you will need to apply for a place in year 1.

Deferment for summer born children

Parents of children born between 1 April and 31 August 2012 who wish to defer entry into reception until September 2017 should still apply in the normal admission round for 2015, and indicate this on their preference form, and attach any evidence of the need for deferment from any associated professionals. The parent will be invited to a panel including early years education experts and headteachers where their individual case will be considered. This will ensure the opportunity to reflect on the long term impact of that decision, and balance this against the child's current needs.

Applications outside the normal admission round

All applications outside the normal admission round should be made using an in year application form. From September 2013 you return the form directly to your preferred school. If the school is full you will be offered a right of appeal. The sibling priority will apply to younger and older siblings where families move during the school year.

Where no house move has taken place you will only be offered a place to start at the beginning of the next term. You can contact the Admissions Team to find out about vacancies in schools.

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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: Strategic Development & Investment	Service area: Capacity Planning & Sufficiency
Lead person: Lesley Savage	Contact number: 07891 275711

1. Title: Determination of school admissions arrangements 2015
Is this a: <input checked="" type="checkbox"/> Policy <input type="checkbox"/> <input type="checkbox"/>
If other, please specify

2. Please provide a brief description of what you are screening
The determination of the admissions arrangements for Leeds for September 2015

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

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 proposed changes seek to clarify the policy or make it compliant with the Admissions Code. There is no expected impact upon equality, diversity or cohesion and integration.

<ul style="list-style-type: none"> • 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)
<ul style="list-style-type: none"> • 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
Lesley Savage	Capacity Planning and Sufficiency Lead	5 February 2015
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		
Date sent to Equality Team		
Date published (To be completed by the Equality Team)		

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Joint Report of Director of Environment and Housing and the Director of Children’s Services

Report to Executive Board

Date: 18th March 2015



Subject: Leeds Children’s Mayor Have Fun, Play Safe

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 looks at the ideas set out by Amy Eckworth-Jones in her deputation to the Council in the winning manifesto for the Leeds Children’s Mayor.
2. ‘I would create a social club or a safe area where kids could play games and hang out with their friends instead of being in danger on the road with the cars’, and ‘teenagers wouldn’t want to do the same activities as young people’. In response, the Council will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends.
3. ‘There would be a secret supervisor that made sure that the park is kept under control’ and ‘we could ... maybe buy a canopy and do some art and creative projects’. In response the Council will encourage events in parks and green spaces that provide positive activities for families and young people.
4. ‘Every two months there would be a fundraiser where people donate ... the money that we raise will go towards equipment and things that will make the club better’. Following Amy’s speech the Council will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people.
5. ‘There will be a meeting every two weeks for the children to discuss how things are doing. In addition to the children coming ... the parents of the children can come’. As a result of Amy’s speech the Council will ensure that young people are consulted in the development of all play facilities in parks.

Recommendations

6. That Executive Board thank Amy Eckworth-Jones for her excellent ideas and in particular to note that the Council:

- Will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends.
- Will encourage events in parks and green spaces that provide positive activities for families and young people.
- Will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people.
- Will ensure that young people are consulted in the development of all play facilities in parks.

1 Purpose of this report

- 1.1 This report looks at the ideas set out by Amy Eckworth-Jones in her deputation to the Council in the winning manifesto for the Leeds Children's Mayor. It highlights what is available for children and young people in Leeds along with some activities and events that take place. In particular it takes up the suggestion to look at having more people to keep an eye on making sure play areas are safe and finding ways to raise more money to improve facilities in parks.

2 Background information

- 2.1 Leeds has around 4,000 hectares of parks and green spaces including 7 major parks (like Roundhay Park and Temple Newsam), 62 community parks and 95 recreation grounds in addition to around 155 hectares of local green space. There are 150 playgrounds, 24 skate parks, 36 ball park areas and 13 teen zones located in parks and green spaces throughout the city.

3 Main issues

- 3.1 Amy's speech looks at the following ideas:

- Safe areas for children and young people to play or spend time with their friends
- People around to observe and help organise activities and events
- Raising money to improve parks and play activities
- Involving children and young people in carrying out improvements

3.2 Safe areas for children and young people to play or spend time with their friends

- 3.2.1 Amy states 'I would create a social club or a safe area where kids could play games and hang out with their friends instead of being in danger on the road with the cars'. Parks and green spaces provide safe areas to play away from the dangers of traffic. To facilitate play there are 150 playgrounds, 24 skate parks, 36 ball park areas and 13 teen zones located in parks and green spaces throughout the city. New playgrounds provide opportunities for children and young people with a range of abilities and ages to play together e.g. wheelchair accessible roundabouts at Deepdale, Boston Spa and the play panels for autistic children at Farsley Park. Where climbing frames are incorporated into the design they have accessible ramps and ladders for children with mobility issues. New playgrounds also now often incorporate elements into the design such as landscape features, rocks, logs, mounds and trees to encourage natural creative play, for example at the Bumps (Roundhay), and Middleton Park.
- 3.2.2 Amy also mentions that 'teenagers wouldn't want to do the same activities as young people'. In recent years an increase in the provision of facilities for older children has taken place. This includes ball parks on hard surfaces with basketball hoops and goals, BMX facilities, and skate parks. These are important

in providing somewhere for young people to go as well as something to do as well as ensuring that younger children can access playgrounds designed with their needs in mind. The Council also has byelaws for parks which mean that older children cannot use playgrounds intended for younger children.

- 3.2.3 When possible play facilities are upgraded and improved, and for example £90,000 was spent last year to replace old play equipment currently at Barley Hill Recreation Ground in Garforth with a modern area for children to enjoy, and features new swings, a bigger multi-unit climbing frame and roundabout.



Figure 1: Barley Hill Playground

- 3.2.4 Another example of a playground recently completed is at Queens Park, Pudsey and this is discussed later in this report.
- 3.2.5 In response to the points raised by Amy the Council will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends.

3.3 People around to observe and help organise activities and events

- 3.3.1 Amy states 'there would be a secret supervisor that made sure that the park is kept under control'. There are currently 39 gardeners who work at specific sites for the majority of time, and these parks contain play facilities along with events and activities that these staff help support. The idea to have staff in parks is an excellent one as they are able to keep the park looking well maintained as well as to be there to sort out problems that can arise. Managers and staff in Parks and Countryside have also been trained on safeguarding as it is recognised that parks can be environments where there is access to vulnerable adults or children. In particular staff are made aware of the potential risks and to notify their manager or emergency services if appropriate, as well as recording what they saw or heard.
- 3.3.2 Where it is possible, gardeners are based in parks, but this can be difficult due to the amount of parks and green space that has to be maintained. The Council has created 10 community committees based on geographical areas of the city and North West Outer, West Outer, South Outer have agreed to provide funding for an additional 6 gardeners based in identified parks. Green spaces are also patrolled by 'Parkswatch' patrols, who are uniformed staff on motorbikes, and in many localities there are police community support officers who patrol green spaces. In addition, where possible play facilities are located in community parks or green

spaces that are overlooked by nearby housing or areas of footfall to help encourage children and young people to feel safe.

- 3.3.3 Staff in parks are also responsible for supervising volunteers and work placements (around 29,000 volunteer days each year), as well as supervising the safe running of over 720 events each year in liaison with event organisers. Staff that manage volunteer activities are trained to undertake this role and included in this training is a particular emphasis on paying due regard to safeguarding of children and vulnerable adults. Members of the Parks and Green Spaces Forum were recently briefed on safeguarding issues by the corporate safeguarding team and all volunteer induction includes a section on these issues. Volunteers are important as they help do practical work in parks as well as having someone around to report any problems. The following table provides a summary of volunteer activity by each area of the city.

Community Committee	Volunteer Days					
	Supervised	Friends of Groups	Work Placements	In Bloom	Corporate	Grand Total
East Inner	293	40	1,417	0	109	1,859
East Outer	1,760	84	462	2,090	183	4,579
North East Inner	186	337	304	240	34	1,101
North East Outer	1,344	80	0	6,200	92	7,716
North West Inner	309	216	253	600	27	1,405
North West Outer	1,561	614	133	1,520	76	3,904
South Inner	415	40	13	1,719	90	2,277
South Outer	541	942	0	2,472	188	4,143
West Inner	230	38	13	280	76	637
West Outer	177	0	0	640	57	874
Cross Cutting	0	22	0	0	0	22
	6,816	2,413	2,595	15,761	930	28,515

- 3.3.4 Amy states 'we could ... maybe buy a canopy and do some art and creative projects'. There are over 720 events held in parks each year including large events like the West Indian Carnival and bonfire night, to sporting, charitable events and those organised by the community. These include galas aimed at the whole family at Beeston Festival, Bramley Carnival, Garforth Gala, Holbeck Gala, Horsforth Gala, Hunslet Gala, Kirkstall Festival, Pudsey Carnival, Rothwell Carnival, Unity Day, and Yeadon Carnival. All of these galas are free to attend and organised by volunteers from within the community, supported by staff in Parks and Countryside. Each event has various activities such as live music, dog shows, majorettes, stunt shows and stalls selling food and drink.



Figure 2: Garforth Gala

3.3.5 There is also ‘Breeze on Tour’ organised by the Council that has a range of activities for young people aged up to 19 years held at Temple Newsam, Roundhay Park, Kirkstall Abbey in 2014. All inflatables and all tent activities are free, and there is also a fairground zone and refreshment stalls.

3.3.6 There is also ‘mini-breeze’ held at Farnley Hall Park, Adwalton Moor, Springhead Park, Bramley Park, Middleton Park, Scatcherd Park, Weston Drive Recreation Ground, Nunroyd Park, East Ardsley Recreation Ground, Cardinal Square Recreation Ground, Cragstone Recreation Ground, Swinnow Moor, Farnley Hall Park, Hainsworth Park, Grove Road Recreation Ground, Seacroft Village Green, Yeadon Tarn, Armley Park and Ley Lane,



Figure 3: Mini-Breeze at Farnley Park

3.3.7 Some events and activities are carried out by Parks and Countryside staff, partner organisations such as the RSPB, or local ‘friends’ groups. These are published in the ‘Out and About’ leaflet with the ‘child friendly Leeds’ thumbs up symbol where they are suitable for children. In the last year for example there are 132 activities that have been identified in this way.



3.3.8 In response to Amy’s ideas the Council will continue to encourage events in parks and green spaces that provide positive activities for families and young people.

3.4 Raising money to improve parks and play activities

3.4.9 Amy states 'every two months there would be a fundraiser where people donate ... the money that we raise will go towards equipment and things that will make the club better'. There are many different ways that can be used to raise money to improve parks and these include sponsorship and something new prompted as part of Amy's speech.

3.4.10 Using sponsorship to raise funds

3.4.11 There is already an active roundabout sponsorship programme that enables local businesses to support enhancements to these features, as well as help support over 50 'in bloom' groups throughout the city.

3.4.12 The Council has been looking at other ways to raise funds to improve parks and have recently been able to get some local businesses to sponsor Calverley park and Pudsey park.

3.4.13 Also, at Roundhay park, local businesses have started sponsoring flowerbeds. The money have generated by doing this goes straight back into the park, for example, at Calverley Park the money was spent on improving a basketball area which was something local people had been asking for.

3.4.14 These partnership arrangements are being extended and discussions are taking place with local businesses to look at sponsoring playgrounds. The following image shows how sponsorship of a playground could look like.



Figure 5: Example of play area sponsorship

3.4.15 Charitable giving

3.4.16 Something else the Council is looking at is setting up a means by which people can make charitable donations to parks in Leeds. The proposal is to set up a 'green places fund' so people can give money to improve their favourite park if

they wish and they will be able to 'gift aid' their donation which means that charity will be able to get a refund of income tax. People could give in lots of different ways including leaving money in a will or choosing to give like they would for any charity. The income generated can then be spent on all sorts of different things to improve parks, including facilities for children and young people.

- 3.4.17 Following Amy's speech the Council will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people. This will be done in partnership with children and young people – working with the Voice and Influence team in Children's Services to explore opportunities.

3.5 Involving children and young people in carrying out improvements

- 3.5.1 Amy states 'there will be a meeting every two weeks for the children to discuss how things are doing. In addition to the children coming ... the parents of the children can come'. A play area at Queen's Park, Pudsey has recently been completed and before deciding what to do a consultation exercise was devised with the Pudsey ward members to engage with local residents and schools to determine what improvements should take place in the park.
- 3.5.2 Over 200 letters were distributed through letter boxes of nearby properties asking for comments on the proposals. This exercise generated feedback which was taken into consideration when creating the final project plan. In addition, the proposals were placed in Pudsey Sports Centre and Pudsey Library for final comment. Colleagues in Children's Services were consulted and assisted on evaluating consultation feedback and creating a project design brief. The scheme was also included on Talking Point Leeds, a facility for community engagement on the Council website.
- 3.5.3 A consultation event was also held at the local primary school to discuss ideas and to encourage people to fill in a questionnaire stating their preferences. In total 159 children and young people completed the questionnaire along with 12 adults. The questionnaire asked people what type of play experience people would like to see with examples and opportunity to tick a box next to each one, as illustrated below.

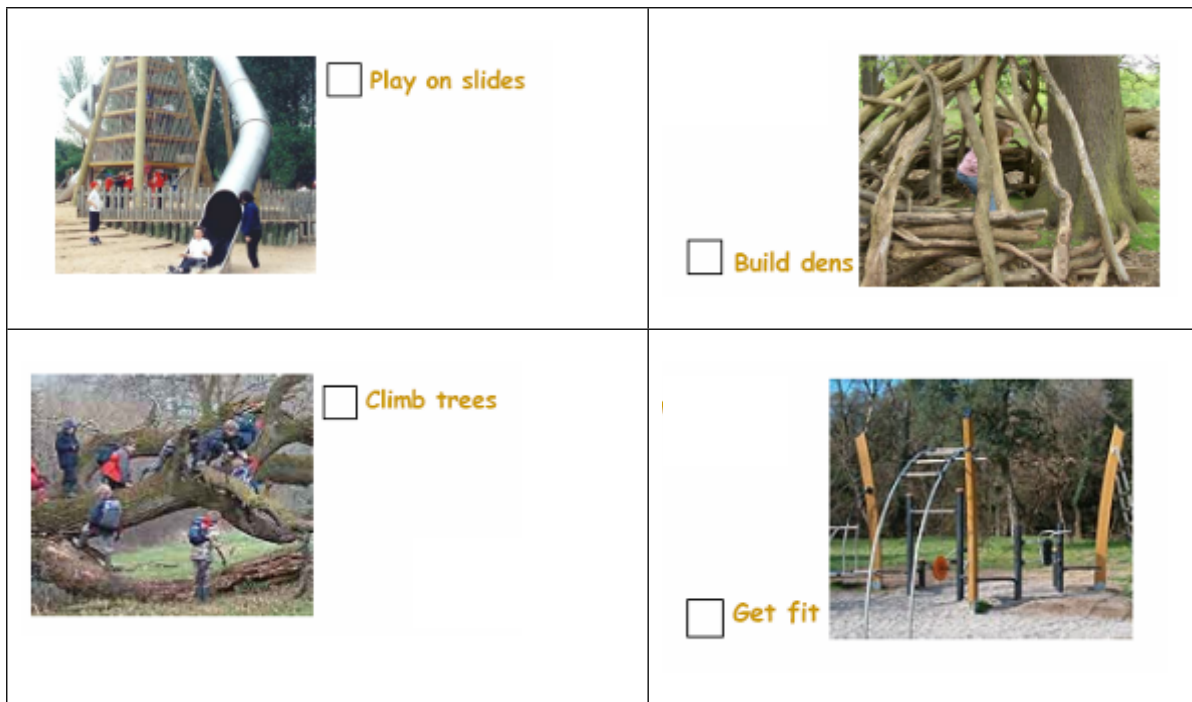


Figure 6: Example of consultation options

3.5.4 The full list of options to select is as follows:

- Meeting up
- Dance / Sound Play
- Climb
- Play on Slides
- Climb Trees
- Make up own games
- Play with sand
- Play with water
- Natural Play
- Skate
- Play on Swings
- Run
- Roll down slopes
- Build dens
- Listen to / make music
- Get fit

3.5.5 From the example at Queen's Park, Pudsey, the following in order of priority were identified as the most popular choice: 1. Slides, 2. Climbing, 3. Get fit, 4. Swings, 5. Den building, 6. Climbing trees, 7. Spaces to run, 8. Water and 9. Slopes for rolling and running up and down.

3.5.6 A design brief was then put together based on these priorities and in line with available funding. As the deputation highlights, funding is a very important aspect of developing any scheme. There are many different sources of funding available, but most schemes are funded through section 106 developer contributions as part of the planning process, when for example new houses are built. In the example of Queen's Park, Pudsey, £172,000 funding was identified. Clearly, the more funding available the more priorities can be included in the final scheme.

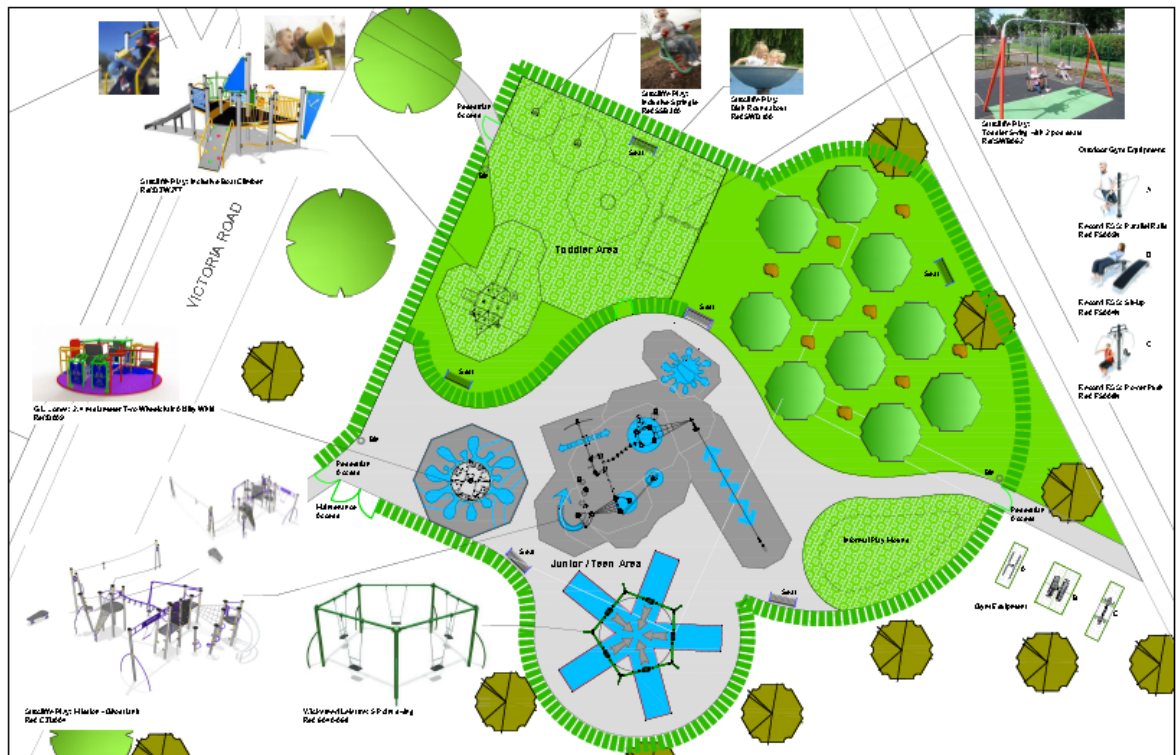


Figure 7: Design drawing

3.5.7 As a result of Amy’s speech the Council will ensure that young people are consulted in the development of all play facilities in parks. Working closely with Children’s Services Voice and Influence Team, a diverse range of children and young people will be engaged in consulting on play space development. Amy will also be invited to participate as part of her role as children’s mayor.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 As highlighted in the report, consultation with residents, schools and local ward members is a key aspect in determining priorities and translating these into a design brief in line with available funding, which in turn determines the final scheme outcome. All consultation activity is also included on Talking Point Leeds, a facility for community engagement on the Council website.

4.1.2 The deputation has highlighted an excellent idea and as a result the service will continue to seek opportunities for site based gardeners as well as develop the idea of charitable giving for parks and green space projects.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An equality and diversity, cohesion and integration screening is carried out on a scheme by scheme basis. From the example given at Queen’s Park, Pudsey, consideration was given in the screening document to ensure a wide representation from the local community in planned consultation. In terms of the overall scheme design, care was taken to consider the impact of any proposals on the park as a whole to ensure that there is a sense of ‘something for everyone’, in

line with the national Green Flag Award criteria. Care was also taken with regard to path design to ensure they cater for two pushchairs or wheelchair access. Increased seating is provided in the scheme to provide opportunities for rest and social interaction. Most equipment provided within the scheme is inclusive, however specific types of play equipment have been included tailored to people with severe physical impairment.

4.3 Council policies and City Priorities

4.3.2 The content of this report relates to the following priorities from the City Priority Plan:

- Best city for children, in particular *ensuring Leeds becomes a child friendly city, where children are active citizens who feel they have voice and influence. It supports the notion that we want children to choose healthy lifestyles and have fun growing up.*
- Best city for business, in particular *get more people involved in the city's cultural opportunities and improve the environment through reduced carbon emissions.*
- Best city for communities, in particular *increase a sense of belonging that builds cohesive and harmonious communities.*

4.3.1 It also supports the priority in the Council Business Plan *to improve the quality of Leeds' parks.*

4.4 Resources and value for money

4.4.1 This report makes reference to sources of funding in developing capital improvement schemes in parks. It also considers potential opportunities for sponsorship in partnership with local businesses and community groups, and the potential to develop opportunities for charitable giving for parks and green space projects.

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report is in response to a deputation to full Council. There are no issues with access to information. The report is subject to call in.

4.6 Risk Management

4.6.1 There are no significant risks associated with this report.

5 Conclusions

5.1 Amy's speech contains some excellent ideas that are considered in this report. 'I would create a social club or a safe area where kids could play games and hang out with their friends instead of being in danger on the road with the cars', and 'teenagers wouldn't want to do the same activities as young people'. In response to the points raised by Amy the Council will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends.

- 5.2 'There would be a secret supervisor that made sure that the park is kept under control' and 'we could ... maybe buy a canopy and do some art and creative projects'. In response to Amy's ideas the Council will encourage events in parks and green spaces that provide positive activities for families and young people.
- 5.3 'Every two months there would be a fundraiser where people donate ... the money that we raise will go towards equipment and things that will make the club better'. Following Amy's speech the Council will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people. 'There will be a meeting every two weeks for the children to discuss how things are doing. In addition to the children coming ... the parents of the children can come'. As a result of Amy's speech the Council will ensure that young people are consulted in the development of all play facilities in parks.

6 Recommendations

- 6.1 That Executive Board thank Amy Eckworth-Jones for her excellent ideas and in particular to note that the Council:
- Will develop safe areas to play away from traffic and provide facilities for children of all ages and abilities to play games and hang out with their friends.
 - Will encourage events in parks and green spaces that provide positive activities for families and young people.
 - Will look to develop innovative ways to raise additional funding to invest in parks and facilities for children and young people.
 - Will ensure that young people are consulted in the development of all play facilities in parks.

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 - LEEDS CHILDREN'S MAYOR REGARDING THE WINNING MANIFESTO – HAVE FUN, PLAY SAFE

THE LORD MAYOR: Amy Eckworth-Jones is the Children's Mayor and is a pupil at Strawberry Fields Primary School, Garforth. Can we all give her a big welcome. *(Applause)*

Good afternoon, Amy, 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.

AMY ECKWORTH-JONES: Hello. My name is Amy Eckworth-Jones and I am from Strawberry Fields Primary School. I am here with my friends Isobel and Tallulah.

Have Fun and Play Safe. If I was Children's Mayor of Leeds I would create a social club or a safe area where kids could play games and hang out with their friends instead of being in danger on the roads with all the cars. There would be one of these areas, or a park, local to schools and homes so after school children can go and do whatever they want. There would be a secret supervisor that made sure that the park is kept under control. I know that many children want to feel like they are trusted and do not want it to feel like a military school. I promise that there will be something for everyone. If it was only a safe area (no park) then I would invest in some skipping ropes and other playground toys to play with.

Every two months there would be a fundraiser where people could donate things and we would have a sale. The money that we raise will go towards equipment and things that will make the club better. We could, if we raised enough money, maybe buy a canopy and do some art and creative projects.

Obviously teenagers would not want to do the same activities as the younger children, so we would have different sections. Furthermore, if there was an emergency the secret supervisor would be on hand to solve any problems, a little like play leaders in our school. This person will sort out improvements and feedback at meetings.

There will be a meeting every two weeks for the children to discuss how things are doing. In addition to the children coming who want to come, the parents of the children can come too. During this meeting we will need to hear children's innermost feelings.

I hope you can see how much I want this and that I can make a difference to Leeds. We can make Leeds a better place for everyone. Let's build the Leeds future together. Thank you for listening.

(Standing ovation)

THE LORD MAYOR: Councillor Nash.

COUNCILLOR NASH: My Lord Mayor, I move that the matter be referred to the Director of Environment and Neighbourhoods for consideration in consultation with the relevant Executive Member.

COUNCILLOR G LATTY: I second that, Lord Mayor.

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Report author: Mike Kinnaird
Tel: 3957400

Report of Director of Environment and Housing

Report to Executive Board

Date: 18th March 2015

Subject: Parks and Countryside Area Delegation

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	<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. Executive Board in July 2008 agreed enhanced roles for the then Area Committees around the development of community parks managed by the Parks and Countryside service under the heading Community Greenspace.
2. It is proposed to include the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space as part of the delegation to Community Committees set out in the Community Committee Executive Delegation Scheme.
3. It is proposed that these delegations will include the prioritisation of investment on these sites to help achieve and sustain Leeds Quality Park standard, along with allocation of resource priorities using the parks asset register to determine requirements and the impact of any proposed changes.
4. The delegation scheme will therefore afford Community Committees the opportunity to steer and guide resources appropriately in their localities.
5. Decisions on land ownership and property will continue to be managed as part of the Council's asset management function with management of staff and decisions on the procurement and deployment of equipment undertaken by the Parks and Countryside service.
6. Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension; for this reason they have been excluded from the delegation (referred to in paragraphs 3.4.2 to 3.4.4).

7. It is proposed that officers discuss investment decisions and resource allocation priorities at environment sub-group meetings from which recommendations for decision would be taken by the relevant community committee each year. With some priorities already set for the financial year 2015/16 this will be a transitional period before full implementation in April 2016.

Recommendations

8. It is recommended that Executive Board:-
 - approve the amended Community Committee Executive Delegation Scheme as shown attached at Appendix A to this report;
 - note that some decisions may take more than one year to implement e.g. having a significant impact on machinery deployment, in which case a phased implementation in line with lease arrangements, would need to be agreed;
 - remove the reference to 'community greenspace' as a priority advisory function as set out in paragraph 4.5.1; and
 - Note that the changes outlined above will take effect from 1 April 2015 and that the Chief Officer Parks and Countryside will be responsible for implementing these decisions.

1 Purpose of this report

- 1.1 This report outlines proposals to delegate the development and horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space to community committees.

2 Background information

- 2.1 Current delegation arrangements were agreed at Executive Board in July 2008. At the same time enhanced roles were outlined for what were then referred to as area committees in relation to 'community greenspace' defined as community parks vested with the Parks and Countryside service.
- 2.2 In accordance with the enhanced role Community committees are currently consulted on significant developments or where they impact on more than one site. Where developments are less significant or only impact on one site then ward members and community groups are informed and consulted using established procedures. The Parks and Countryside service provide annual reports to community committees highlighting issues relating to the community greenspace function.

3 Main issues

- 3.1 It is proposed that further delegations are made to community committees in respect of the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space, thus enabling them to:
- be responsible for the prioritisation and allocation of investment decisions to help achieve and sustain Leeds Quality Park standard;
 - be responsible for setting resource priorities using the parks asset register to determine requirements and the impact of any proposed changes.
- 3.2 The delegation scheme will therefore afford Community Committees the opportunity to steer and guide resources appropriately in their localities.
- 3.3 Each of these is now considered in more detail.

3.4 Scope of Delegation

- 3.4.1 The current scope relates specifically to the 62 community parks in the city. Additional sites proposed in scope include 95 recreation grounds, 430 hectares of local green space, 156 nature conservation sites, 21 cemeteries and 25 closed churchyards. Parks and Countryside are also responsible for the maintenance of roundabouts included in scope, many of which have sponsored floral features in support of the 'In Bloom' initiative. This secures an income of around £200k each year which in turn enables roundabouts to be enhanced with bedding and other landscape features as well as administering the scheme.

- 3.4.2 Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension. These include the nursery, management of allotments, bereavement services, forestry, playground engineering along with technical and administrative functions.
- 3.4.3 Horticultural maintenance of major city parks are not proposed to be included namely at Roundhay, Temple Newsam, Lotherton, Kirkstall Abbey, Middleton Park, Otley Chevin Forest Park and Golden Acre. In addition gardens in the city centre management area are not included along with golf courses and the 3 crematoria sites in the city.
- 3.4.4 It is important to note that there is a £3.2 million income target each year for parks development of which around £1 million labour is offset against capital, mainly through landscaping undertaken during the autumn and winter period. In practice this means staff who undertake maintenance tasks during the summer supplement 'extra work' teams in winter to undertake parks development. The work itself can take place anywhere across the city depending on where capital schemes are being delivered, so it is very difficult to determine how this could be apportioned or delegated at an area level other than on an arbitrary basis. For this reason parks development work has been excluded from the scope of delegation.

3.5 Delegation of investment decisions

- 3.5.1 The Parks and Green Space Strategy approved at Executive Board in February 2009 sets out the vision and priorities to 2020. One of the key proposals contained in the strategy is the aspiration for all community parks to meet the Green Flag standard for field based assessment by 2020. In total there are 138 parks and green space assessed against this standard referred to as the Leeds Quality Park (LQP) standard. These include 62 community parks, 21 cemeteries, 20 recreation grounds, 17 woodland/nature areas, and 18 areas of local green space.
- 3.5.2 All community parks were assessed against this standard in 2014 and will continue to be assessed on this basis in future. The following table sets out performance by each community committee specifically for community parks:

Community Committee	Number of Community Parks	Achieve LQP Standard 2014/15	Percentage
East Inner	5	2	40%
East Outer	7	4	57%
North East Inner	4	3	75%
North West Inner	8	2	25%
North West Outer	8	4	50%
South Inner	5	3	60%
South Outer	9	4	44%
West Inner	7	4	57%
West Outer	9	6	67%
Total	62	32	52%

Table 1: Community Parks assessed

3.5.3 The average across all community committees in 2014/15 is 52%, against a target of 60%. The target for future years to 2020/21 is as follows:

2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
66%	73%	81%	87%	94%	100%

3.5.4 In order to achieve this target it is necessary to identify capital investment for those community parks that do not currently reach the standard. It is also important that some allowance is given to sustain parks at the Leeds Quality Standard for those that have already met this target. The level of capital investment required to meet and sustain the Leeds Quality Parks standard to 2020 for all community parks (including fixed play), is estimated at around £8 million, or around £1.3m per annum.

3.5.5 Investment is mainly reliant on S106 funding, although there are other grant funding sources particularly Green Leeds and in relation to playing pitches, the Football Foundation. There are often constraints associated with these funding sources either in terms of what the capital funds can be spent on, or geographic e.g. in the vicinity of where the development occurred in relation to S106. There is currently around £3.5m S106 contributions available for green space funding, which includes allocations on a range of improvements including community parks, fixed play, playing pitches and other areas of green space. After 2015, it will not be possible to secure off site S106 developer contributions for green space improvements. This will be replaced by the Community Infrastructure Levy (CIL) for which funding for green space will be allocated in line with agreed policy.

3.5.6 Community parks have been prioritised for investment developed since 2005, and in 2006, just 23% achieved the Leeds Quality Park standard compared to 52% in 2014. Resident surveys to nearly 34,500 adults, young people and children demonstrated that due to improved standards there was an increase from 82% in 2004 to 96% in 2009 who visit parks each year. Satisfaction levels for community parks increased during this period by nearly 24%, and resident visits increased by nearly 16%. Community parks represented the second, third and fourth highest visited parks in Leeds (with Roundhay Park the most visited), and there are 6 community parks in the top 10 most visited parks in Leeds.

3.5.7 It is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the Community Committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area. It should be noted that decisions on land ownership and property will continue to be managed in a strategic manner as part of the Council's asset management function.

3.6 Delegation of resource priorities

3.6.1 In meeting these challenging budget targets the service has already undertaken a number of steps, including reducing the number of managers and back office staff as well as a reduction or elimination of subsidies, notably for bereavement services and allotment provision. Outdoor bowls has also been reviewed working with representatives from the relevant associations resulting in revised season

ticket arrangements that commenced in 2014. In addition, Executive Board recently approved converting Middleton Golf Course to parkland and to work with Gotts Park Golf Club to transfer the management of the course. The service has also sought to be enterprising and innovative including Tropical World refurbishments, sponsorship, concessions, nursery trading and increasing the level of volunteers.

- 3.6.2 It is also important to note that over 50 gardeners have left the service over recent years that in the interim were replaced by 40 seasonal gardeners over the summer period. However, since April 2014 existing permanent staff have commenced working 41 hours a week in summer and 33 hours on average in winter. This has enabled front line jobs to be protected and allows an 11% increase in productivity with an estimated net saving of £140k due to a reduction in the number of seasonal staff employed. It has also enabled the service to implement a second year apprenticeship programme in 2014 with 6 horticultural apprentices, in addition to 11 recruited in 2013.
- 3.6.3 Staff are multi-skilled and deployed throughout the city as and when seasonal pressures demand. All staff within Parks and Countryside who are Craft Gardener level or above, have been, or will be trained to a National Vocational Qualification Level 2 or equivalent in horticulture, with some staff trained to foundation degree level. Staff are also responsible for supervising volunteers and work placements, as well as supervising the safe running of over 720 events each year in liaison with event organisers.
- 3.6.4 The approach that is proposed is therefore to utilise the parks asset register to determine resource requirements, and to use this data to assess and align community committee priorities. The parks asset register is a database of features that require horticultural maintenance on an annual basis. All these features are represented on an electronic mapping system linked to the database. This includes grass, shrub and rose beds, flower beds, hedges, fixed play areas, and sports pitches. From these quantities it is possible to determine the estimated resource requirement to conduct routine maintenance, and therefore the impact of alternative maintenance regimes and the impact of changing priorities.
- 3.6.5 The following asset profile uses the site typology (e.g. community park, cemetery, recreation ground, local green space, urban woodland) to represent staff resources required and the direct hours available to carry out this work. The community committee would be made aware of any implications that would arise from prioritisation decisions whether financial or operational. An illustration of this approach on a city wide basis is shown below.

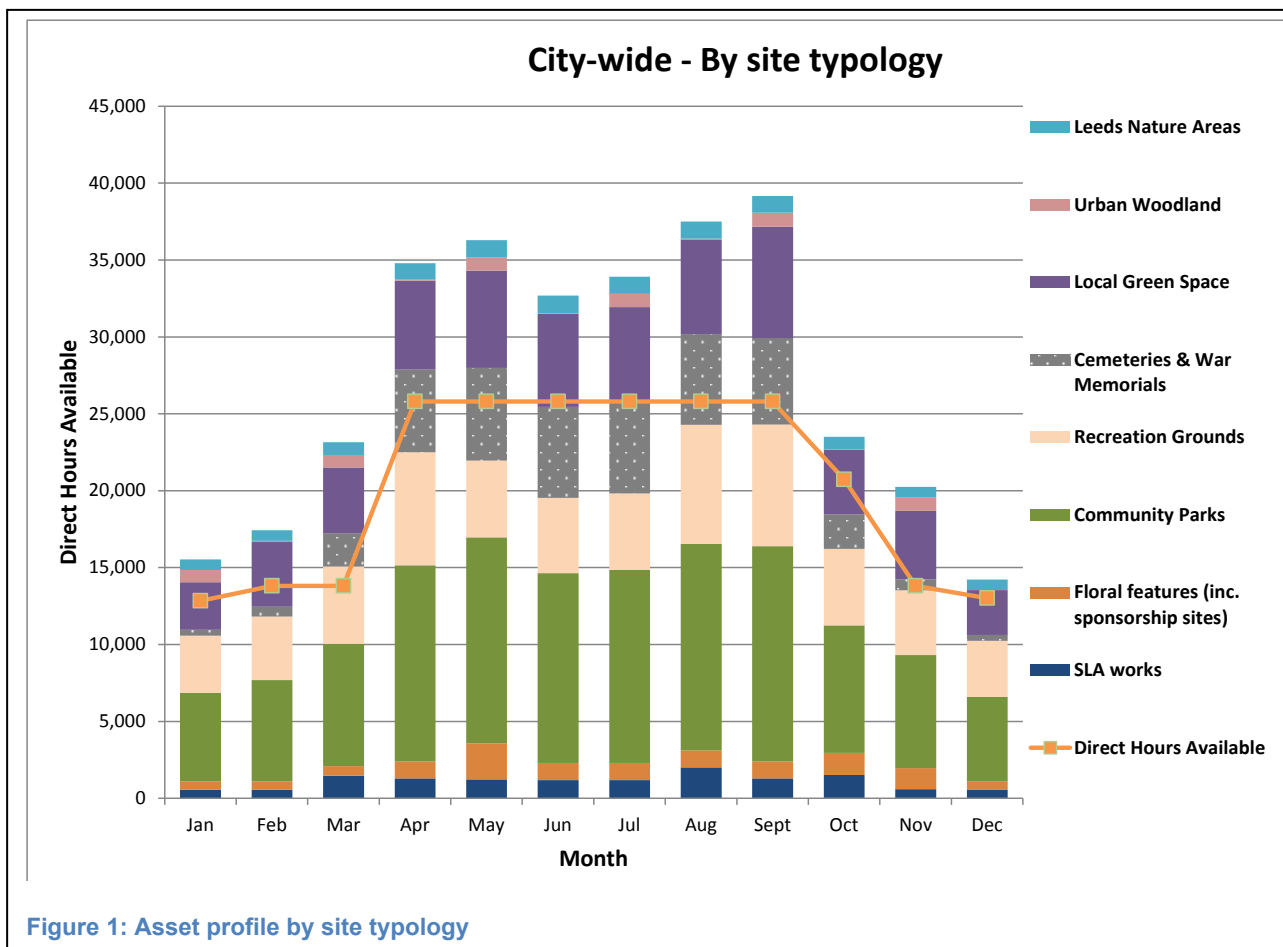


Figure 1: Asset profile by site typology

3.6.6 From this diagram it can be noted that the actual staff resource (based on current allocation) available in terms of direct hours is insufficient to meet the required standards as set out in the asset register. The following table illustrates this by considering the direct hours required compared to those available to meet suitable horticultural standards.

	Direct Hours Required	Direct Hours Available
Summer	216,127	154,838
Winter	112,583	88,053
Total	328,710	242,891
Full-time Equivalent	209 FTE	154 FTE

3.6.7 The site typology list is in the current order of priorities (with SLA works the highest priority), which reflects that decision to withdraw from undertaking maintenance duties in urban woodland areas and natural areas, with the primary focus on community parks, recreation areas, cemeteries and local green space.

3.6.8 The asset register provides opportunity to model options for community committees to determine resource priorities. If for example a community committee wished to undertake litter picking in an area of woodland, then the resource requirement could be calculated in order to determine the impact that this would potentially have on other managed assets or sites. Clearly, unless

additional resources were provided, it would be necessary to identify a corresponding reduction in resource requirement for another managed feature.

- 3.6.9 It is important to note that local communities make a significant contribution to improving parks and green spaces across the city, particularly in those areas where direct resources have been withdrawn. Volunteers provide an estimated 29,000 volunteer days each year, equivalent to around 109 full-time equivalent staff as illustrated in the following table.

Community Committee	Volunteer Days					
	Supervised	Friends of Groups	Work Placements	In Bloom	Corporate	Grand Total
East Inner	293	40	1,417	0	109	1,859
East Outer	1,760	84	462	2,090	183	4,579
North East Inner	186	337	304	240	34	1,101
North East Outer	1,344	80	0	6,200	92	7,716
North West Inner	309	216	253	600	27	1,405
North West Outer	1,561	614	133	1,520	76	3,904
South Inner	415	40	13	1,719	90	2,277
South Outer	541	942	0	2,472	188	4,143
West Inner	230	38	13	280	76	637
West Outer	177	0	0	640	57	874
Cross Cutting	0	22	0	0	0	22
	6,816	2,413	2,595	15,761	930	28,515

- 3.6.10 This includes over 50 'friends of' groups, over 50 'in bloom' groups, in addition to work placements, community payback, youth rehabilitation and corporate volunteers all of whom conduct practical work on a range of different sites. A number of sites now have community partnership agreements in place which enables community groups to look after sites independently whilst ensuring that safety and public liability obligations are met. The Leeds Parks and Green Space Forum, established in 2012 also aims to engage more local people in caring for parks and green spaces and to support voluntary groups that care for green spaces in Leeds as well as raise funds for the benefit of parks and green spaces and their users.

- 3.6.11 Three examples are now provided to illustrate how different types of green space have contrasting resource requirements and how a community committee might wish to consider alternatives.

3.6.12 Example 1: community park compared to woodland

- 3.6.13 For illustration, the following pictures are of Manston Park and Gipton Wood and highlight the differences in horticultural management, which for a community park includes fine turf management, sports pitch management as well as grass cutting and bed maintenance. It should be noted that with regard to direct hours involved in woodland that this makes allowance for a litter pick every 2 months and does

not include woodland or individual tree management activities undertaken by the forestry section.



Manston Park



Gipton Wood

3.6.14 When comparing a hectare of woodland to a hectare of a typical community park, the following direct hours would be necessary to carry out horticultural maintenance activities:

Typology	Typical Direct Hours per annum for 1 hectare
Community Park	356.7
Woodland	10.2

3.6.15 Community committees may therefore wish to consider where appropriate establishing areas of woodland (utilising grant funding opportunities to cover initial costs) on some areas of green space to prioritise maintenance on other green spaces.

3.6.16 Example 2: relaxed mowing

3.6.17 Community committees may wish to consider adopting relaxed mowing where this is appropriate. An example of this (illustrated below) is at Carr Manor Fields which for many years was subject to flooding which in turn impeded grass cutting operations. In consultation with members and the local community an alternative approach has been adopted whereby paths are maintained through areas of grass that are cut once a year. A similar approach has also been adopted at Bramley Falls.



Carr Manor Fields

3.6.18 For illustration, the following table provides a comparison in direct hours for managing amenity grass (typically cut 14 times) compared to managed grassland (cut once a year).

Typology	Typical Direct Hours per annum for 1 hectare
Amenity Grass	37.3
Managed grassland	5.2

3.6.19 Example 3: wildflower meadows

3.6.20 Community committees may also wish to consider adopting wildflower meadows. Wildflower meadows contain naturalised grasses, wildflowers and flowering plants that benefit wildlife, particularly pollinating insects, as well as providing colour and a vibrant landscape feature. There are opportunities to create these meadows on some of the larger grassed areas in parks, recreation grounds, roadside verges and on existing housing estates. Illustrations of an ‘alliance’ mix from Brookfield Recreation Ground and ‘rainbow’ mix from Stanningley Park are shown below.



Brookfield Recreation Ground



Stanningley Park

3.6.21 The parks asset register can therefore be used to calculate resource requirements and plan alternative management scenarios in line with community committee priorities. It is proposed that priorities are communicated and assessed in discussion with community committee environment sub-groups in late summer/early autumn each year to make preparations for the following peak growing season. Priorities have therefore already been set from April 2015 so the impact of any alternative approaches would take effect from April 2016. It should also be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed.

3.6.22 The community committee would therefore be responsible for labour resource allocation decisions on an annual basis using the parks asset register to calculate requirements and plan alternative management scenarios in line with community committee priorities. It should be noted that this is a service delegation and therefore management of staff, and decisions on the procurement and deployment of equipment will be undertaken by the Parks and Countryside service.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 A consultation report and presentation was conducted at the environment and community safety community committee champions' meeting (chaired by the Executive Member for Cleaner, Stronger and Safer Communities), which has representation from each community committee. A consultation paper was provided for each community committee and in response officers were invited to attend meetings relating to the North West Outer, West Outer, West Inner and North West Inner community committees.
- 4.1.2 In general, the increased scope of delegation and opportunity to have a greater degree of decision-making was welcomed. The use of the parks asset register to graphically display resource requirements and utilisation proved a useful way of engaging in discussion. Furthermore the examples provided relating to woodland and relaxed mowing enabled the potential to visualise alternative management approaches and the impact on resources utilised. There is also the potential for community committees to consider grant funding opportunities as well as directing available investment funding.
- 4.1.3 The over-riding concern is that there is no proposal to delegate budgets or to identify specific resources (i.e. staff members, machinery) to be under the control of each community committee. A related concern was that additional savings were required for the Parks and Countryside budget and that this would reduce the available resource as part of the delegation. Community committees would therefore in effect have to take difficult decisions to reduce the level of resources deployed on managing parks and green space in their area.
- 4.1.4 The consultation paper outlined the need to deploy staff across the city in order to achieve a £3.2 million income target each year by carrying out parks development works. In addition, some larger machines are deployed on routes that cut across community committee boundaries and as a result a budget delegation would result in a loss of economies of scale. It was emphasised in response during consultation that the proposal is for a service delegation based around community committees directing investment and determining priorities for resource allocation. Management responsibility of staff and machinery would therefore be retained by the Parks and Countryside service. It is however acknowledged that some community committees do fund site based gardeners and therefore that this should be taken into account when allocating the resources available.
- 4.1.5 A further key concern raised during consultation relates to the future allocation of funding via planning gain. This is considered at paragraph 4.4.2 below.
- 4.1.6 A query was raised as to whether the delegation proposals included buildings contained on Parks and Countryside land, for which it was confirmed that these were not part of the delegation and would continue to be managed via the asset management function. Where there is any specific horticultural maintenance requirement stipulated in respect of existing funding arrangements these would also be honoured in determining future resource allocation decisions.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A copy of the EDCI screening form is included in Appendix 1. The screening has confirmed that equality, diversity, cohesion and integration considerations have been effectively considered and that a full impact assessment is not required.

4.3 Council policies and City Priorities

- 4.3.1 The proposals in this report support the Vision for Leeds 2011 to 2030 and in particular the 'Best city ... for communities' where people feel able to get involved and make decisions. They also contribute in part to the aspiration that 'there are high quality buildings, places and green spaces, which are clean, looked after, and respect the city's heritage, including buildings, parks and the history of our communities' as part of the overall aim that 'all Leeds' communities will be successful'.
- 4.3.2 The proposals also support the Best Council Plan 2013-17 and in particular objective 1 in 'supporting communities' and 'strengthening local accountability and being more response to the needs of local communities'.

4.4 Resources and value for money

- 4.4.1 It is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the Community Committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area.
- 4.4.2 A key concern raised during consultation relates to the future allocation of funding via planning gain. At present this allocation is ring fenced but in the near future it will not be possible to secure off site S106 developer contributions for green space improvements. This will be replaced by the Community Infrastructure Levy (CIL). There is around £1 million of S106 funding spent each year of parks related development. The concern highlighted is that investment funding for green space will reduce under competing pressures for other infrastructure projects, and that this will have a major impact on the quality of parks and green space across the city. Furthermore around £1 million of the £3.2 million income target supports the Parks and Countryside staffing budget and this could represent a pressure if future allocation under CIL was reduced.
- 4.4.3 The parks asset register would be used to calculate resource requirements and plan alternative management scenarios in line with community committee priorities. It is proposed that priorities are communicated and assessed in discussion with community committee environment sub-groups in late summer/early autumn each year to make preparations for the following peak growing season. Priorities have therefore already been set from April 2015 so the impact of any alternative approaches would take effect from April 2016. It should also be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Executive Board in July 2008 approved the following enhanced role for Area Committees:

Community Greenspace	<p>This covers 73 community parks vested with the Parks and Countryside Service. These include a wide variety of recreation facilities, sports pitches, play areas, formal and informal horticultural features.</p> <p>Area Committees will influence the development and use of community parks and be consulted about proposals for the development and use of them, for example proposals for refurbishment and installation of new play equipment'</p>
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4.5.2 It is proposed that the Community Committee Executive Delegation Scheme is amended to include the functions referred to above as set out at Appendix A to this report.

4.5.3 The proposed revisions to the community committee delegations will enable investment decisions and allocation of available resources within each area to be best utilised to meet local need.

4.5.4 It is proposed that the amendments to the Constitution will be effective from 1st April 2015 to allow planning to begin on changes to existing arrangements although any changes may not be implemented until April 2016. The proposed delegation will increase the current scope to include the horticultural maintenance of community parks, cemeteries, closed churchyards, recreation grounds, urban woodland, natural areas, roundabouts, floral features and local green space (noting the exclusions set out in paragraphs 3.4.2 to 3.4.4).

4.5.5 Furthermore, it is proposed that officers discuss priorities on investment decisions at each environment sub-group from which recommendations for decision would be taken by the community committee each year. The community committee would therefore be responsible for decisions on the allocation of investment funds available for the relevant parks and green space in their area. Finally, community committees are responsible for labour resource allocation decisions on an annual basis using the parks asset register to calculate requirements and plan alternative management scenarios in line with community committee priorities. It should be noted that should any change for example have a significant impact on machinery deployment, then a phased implementation in line with lease timeframes would need to be agreed. Finally, this is a service delegation and therefore management of staff, and decisions on the procurement and deployment of equipment will continue to be undertaken by the Parks and Countryside service.

4.5.6 There are no issues identified with access to information and the report is subject to call in under the Council's constitution, rules and procedures.

4.6 Risk Management

4.6.1 There are no significant risks identified with the recommendations contained in this report.

5 Conclusions

5.7.1 It is proposed to include the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space as part of the area delegation. In addition it is proposed to delegate investment decisions on these sites to help achieve and sustain Leeds Quality Park standard and resource priorities using the parks asset register to determine requirements and the impact of any proposed changes. Many of the service functions within Parks and Countryside are based centrally, or at major parks and therefore cannot be considered at an area dimension; for this reason they have been excluded from the delegation (referred to in paragraphs 3.4.2 to 3.4.4). Investment and resource allocation priorities would be discussed with officers at environment sub-group meetings from which recommendations for decision would be taken by the relevant Community Committee each year. The priorities from April 2015 have already in effect been set so the implementation of any changes would take place from April 2016. With some priorities already set for the financial year 15/16 this will be a transitional period before full implementation in April 2016.

6 Recommendations

6.1 It is recommended that Executive Board:-

- approve the amended Community Committee Executive Delegation Scheme as shown attached at Appendix A to this report;
- note that some decisions may take more than one year to implement e.g. having a significant impact on machinery deployment, in which case a phased implementation in line with lease arrangements, would need to be agreed;
- remove the reference to 'community greenspace' as a priority advisory function as set out in paragraph 4.5.1; and
- note that the changes outlined above will take effect from 1 April 2015 and that the Chief Officer Parks and Countryside will be responsible for implementing these decisions.

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.

**SECTION 3D(a):
COMMUNITY COMMITTEE EXECUTIVE DELEGATION SCHEME**

Well-Being	
Function	
To promote and improve the economic, social and environmental well-being of the Committee’s area¹.	To take decisions about, and monitor activity relating to the use of the annual capital and revenue allocation to each Committee.

Local Services	
Function	
Community Centres²	In relation to each community centre identified by the Assistant Chief Executive (Citizens and Communities) as within the Committee’s area, to: <ul style="list-style-type: none"> • oversee controllable revenue budgets, operational arrangements and the use of the centres; • agree and implement a schedule of charges and discounts for directly managed centres; • make asset management and investment proposals to ensure the portfolio is sustainable and meets local needs.
CCTV³	To maintain an overview of the service in the Committee’s area and receive regular information about it.
Neighbourhood Management Co-ordination⁴	In relation to the Committee’s area: <ul style="list-style-type: none"> • to agree priority neighbourhoods (through the approval of the Community Plan); and • to agree and monitor Neighbourhood Improvement Plans for the Committee’s area.
Street cleansing & Environmental	To develop and approve annual Service

¹ Function also delegated to Assistant Chief Executive (Citizens and Communities)

² Function also delegated to Assistant Chief Executive (Citizens and Communities)

³ Function also delegated to Director of Environment and Housing

⁴ Function also delegated to Assistant Chief Executive (Citizens and Communities)

<p>Enforcement Services⁵:</p> <ul style="list-style-type: none"> • Litter bin emptying • Litter picking and associated works • Street sweeping and associated works • Leaf clearing • Ancillary street cleansing functions including Graffiti removal, Gully and Ginnel cleansing. • Dog Controls (fouling, straying, dogs on leads, dog exclusions) • Fly tipping enforcement • Enforcement of domestic & commercial waste issues • Litter-related enforcement work • Enforcement on abandoned & nuisance vehicles • Overgrown vegetation • Highways enforcement (placards on streets, A boards, cleanliness) • Graffiti enforcement work • Proactive local environmental promotions. 	<p>Level Agreements to achieve as a minimum, the service standards set by Executive Board. Via the Service Level Agreement, to determine the principles of deployment of the available resources by:</p> <ul style="list-style-type: none"> • the identification of priorities for service delivery annually (both geographical and in terms of types of services delivered) • the agreement of the most appropriate approaches to be taken to achieve local environmental cleanliness and quality. <p>To be responsible for monitoring and reviewing the delegated activities in relation to the service outcomes specified in the SLA.</p> <p>To be responsible for negotiating amendments to the SLA with service providers to accommodate unforeseen events or patterns of service failure, during the course of the SLA.</p>
<p>Youth Activity Fund⁶</p> <p>To commission, monitor and evaluate local play, arts, sports and cultural activity for young people age 8-17 with the involvement and participation of children and young people.</p>	<p>To commission services in the area designed to meet identified need with suitable provision.</p> <p>To monitor:-</p> <ul style="list-style-type: none"> • the range, quality and suitability of provision for children and young people in the committee's area in order to identify gaps and build on provision; • the range, quality and suitability of activity commissioned; and • the take up by and engagement of children and young people in the activity commissioned <p>To evaluate (having taken into account the views of children and young people in</p>

⁵ Function also delegated to Director of Environment and Housing

⁶ Function also delegated to Director of Children's Services

	<p>the area)</p> <ul style="list-style-type: none"> • the success, range, quality and suitability of activity delivered; and • the engagement of children and young people with the Community Committee throughout the commissioning and monitoring process <p>To actively involve children and young people throughout the planning, decision making, monitoring and evaluation process.</p>
<p>Parks and Countryside⁷</p>	<p>In relation to the horticultural maintenance of community parks, cemeteries, closed churchyards, recreation grounds, urban woodland, natural areas, maintenance of roundabouts, other floral features and local green space:</p> <ul style="list-style-type: none"> • to be responsible for the prioritisation and allocation of investment funding available for parks and green space; and • to be responsible for labour resource allocation decisions on an annual basis using the parks asset register to calculate requirements and plan alternative management scenarios.

⁷ Function also delegated to Director of Environment and Housing

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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: Environment and Housing	Service area: Parks and Countryside
Lead person: M Kinnaird	Contact number: 3957400

<p>1. Title: Parks and Countryside Area Delegation</p> <p>Is this a:</p> <p> <input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other </p> <p>If other, please specify</p>

<p>2. Please provide a brief description of what you are screening</p> <p>It is proposed to include the horticultural maintenance of community parks, cemeteries, recreation grounds, urban woodland, natural areas and local green space as part of the delegation to Community Committees set out in the Community Committee Executive Delegation Scheme. It is proposed that these delegations will include the prioritisation of investment on these sites to help achieve and sustain Leeds Quality Park standard, along with allocation of resource priorities using the parks asset register to determine requirements and the impact of any proposed changes.</p>
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3. Relevance to equality, diversity, cohesion and integration

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

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?		X
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	X	
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <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 area delegation proposals will enable over time Community Committees to make changes to investment priorities and determine levels of provision e.g. number of sports pitches, areas of woodland, or provision of bedding. From April 2016 Community Committees will be in a position to implement plans for change, however at this stage it is not possible to determine what these change might be or indeed the impact of these changes. Therefore as is currently the position for investment decisions, an EDCI assessment will be required when proposals are brought forward. This would be undertaken by the area management team as part of the arrangements to support Community Committees.

- **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 itself has no identified EDCI impact and therefore no further action is required.

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

There are no new actions required.

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
S Flesher	Chief Officer Parks and Countryside	25/02/2015
Date screening completed		25/02/2015

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:



Report author: Jon Andrews
Tel: 76117

Report of the Director of Environment and Housing

Report to Executive Board

Date: 18th March 2015

Subject: Solar PV installations for Council Housing

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Armley, Beeston and Holbeck, Bramley and Stanningley, Burmantofts and Richmond Hill, Chapel Allerton, City and Hunslet, Farnley and Wortley, Garforth and Swillington, Guiseley and Rawdon, Harewood, Killingbeck and Seacroft, Kirkstall, Middleton Park, Moortown, Morley North, Morley South, Otley and Yeadon, Pudsey, Rothwell, Roundhay, Weetwood,		
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. This report seeks endorsement from Executive Board to install solar photovoltaic (PV) systems on 1000 council homes.
2. There is a solid business case to install solar PV on council homes. We expect that a capital outlay of £3.8m will generate revenues to the council of £6.4m over 20 years. In addition, we expect tenants to save over £4.4m in electricity costs over 20 years.
3. The capital funding has been injected as part of the Housing Leeds refurbishment programme and will be repaid by the income received from the Feed in Tariff (FIT) and the export tariff.
4. Installing solar PV to council homes contributes to numerous city wide priorities and is a specific action within the Low Carbon breakthrough project. Carbon emissions will reduce by c862 tonnes pa, equivalent to taking approximately 452 cars off the road. Tenants will be on average £136 per year better off, helping to address fuel poverty.
5. The new Better Homes Yorkshire call off contract will be used to deliver the works, giving impetus to this important new contract and ensuring that Housing Leeds will benefit from a cost effective and high quality contractor.

Recommendations

Executive Board are requested to:

1. To approve the installation of photovoltaic systems on approximately 1000 council homes.
2. Note that subject to availability of funding and the business case remaining viable that the Director of Environment and Housing can consider and approve a further £3.8m within the Housing Leeds refurbishment programme to install solar PV systems on a second tranche of 1000 properties.
3. Note the appointment of Better Homes Yorkshire to undertake the installation programme via the recently procured call off contract, subject to finalisation of commercial terms.

1 Purpose of this report

- 1.1 This report seeks approval from Executive Board to install solar PV on approximately 1000 council homes. This will be delivered via the Better Homes Yorkshire call off contract.
- 1.2 The report also seeks endorsement of a second tranche of 1000 properties, subject to availability of funding and the business case remaining viable. If so, the Director of Environment and Housing will consider and approve a further £3.8m within the Housing Leeds refurbishment programme.

2 Background information

- 2.1 In December 2010, Executive Board agreed to install solar PV systems on at least 1,000 council homes at no cost to the council. This was via a partnership with Empower and funded by the government's Feed in Tariff (FIT).
- 2.2 However, the unexpected announcement in December 2011 to cut the FIT rates rendered this unaffordable. In December 2011 Executive Board agreed to put the project on hold and to investigate other options to deliver a revenue neutral solar PV initiative.
- 2.3 Despite running a tender exercise in 2012, no viable alternative was found.
- 2.4 However, the cost of solar PV systems has reduced by around 60% since then and we have now established that a revenue neutral scheme can be delivered.
- 2.5 FITs are paid for every unit of electricity generated, with the rate varying according to the size and type of technology used. Domestic scale solar PV (less than 4kWp) receives 12.05p per unit of electricity generated, regardless of whether it is used on site or exported to the grid, with payments index linked and guaranteed for 20 years. In addition, it is assumed that 50% of electricity generated by domestic scale solar PV is exported to the grid, so an additional index linked payment of 4.85p per unit is made on 50% of the generation.

- 2.6 A clause in the legislation allows people to voluntarily assign FIT payments to a third party. This allows the Council to pay the capital cost of installing renewable energy in homes, in the knowledge that we will receive FIT payments over 20 years to recoup our capital investment. Any organisation that owns more than 25 solar PV systems only receives 90% of the FIT rate for the 26th and subsequent installations. This will apply to us and has been included in the financial model.
- 2.7 FIT rates decrease quarterly through a mechanism called depression in order to limit the long term costs of FITs. This allows government to set pre-determined trigger points related to the scale of PV installed in the previous quarter. When these trigger points are reached, the FIT rate drops, with the level of decrease related to the level of installation. Rates have dropped by c10% pa over the last couple of years. However, installation rates are picking up again so we can expect greater decreases over the next 12 months.
- 2.8 Importantly, once a solar PV system has been installed and registered, the FIT rate for that system is locked in and is not affected by any future depression.

3 Main issues

- 3.1 A huge amount of work was undertaken during the development of the previous solar PV project in 2011 and this information has been revisited and reused during the development of this new project.

Technical issues and property selection

- 3.2 The benefit of PV systems are maximised if properties meet some basic technical pre-conditions. These include:
- The size, pitch and orientation of the roof. A large roof with a pitch of 35° and facing due south is ideal;
 - The roof being in good repair, with a life of at least 20 years;
 - Absence of shading from trees, lamp posts, other buildings, or roof-mounted obstructions (e.g. dormer windows, chimneys etc);
 - Minimal asbestos or structural issues;
 - Modern internal wiring, fuse boards and electricity meters.
- 3.3 Additionally, the Distribution Network Operator (DNO) must give approval for multi-site PV installations via a G83 application to ensure the electricity network is not overloaded.
- 3.4 Therefore, the PV installations will never be evenly distributed across the city or within an estate.
- 3.5 These preconditions were used previously by our partner, Empower, to assess the suitability of all of our letting areas for solar PV. This information was used to identify 39 letting areas, incorporating c6,500 properties, that had the best

potential for PV installations. G83 applications were made for all 39 letting areas but only c2,700 of the properties were approved out of 6,500.

- 3.6 Manor Farm and Boggart Hill have been selected for the first installations due to the high density of G83 approved properties, orientation of roofs and fuel poverty ranking.
- 3.7 Now that the DNO has more experience of how large scale solar PV actually affects the grid, there is potential for a small number of additional properties to be included. The council is currently negotiating the inclusion of additional properties with the DNO.

Procurement

- 3.8 The council signed a call off contract with a consortium called Better Homes Yorkshire in December 2014 which aims to deliver energy efficiency and renewable solutions across Leeds City Region.
- 3.9 This contract allows the council to negotiate with the contractors to install energy efficiency and renewable energy improvements to council homes in a timely, cost effective and efficient manner. We are close to agreeing very good commercial terms for this large scale solar PV project with Better Homes Yorkshire.
- 3.10 This report seeks approval to install solar PV systems on 1000 properties. However, the ambition is to install solar PV systems to as many council homes as technically and financially viable. We believe that a second tranche of 1000 properties will be viable but need to assess the success of the scheme, the state of the market, prevailing FIT rates and availability of capital finance prior to the Director of Environment and Housing making a decision on this.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The 2011 solar PV project undertook extensive tenant communication and consultation prior to the FIT rates changing. Although the project did not ultimately go ahead, the tenant feedback at face to face events, in housing offices and over the phone was overwhelmingly positive. All tenants were informed of the reason why the project was on hold and told that we would seek to start it again.
- 4.1.2 We have no reason to believe that tenants will not be positive this time too. Again, a suite of communication materials for tenants who may be eligible for PV installations is under development. We plan to use a range of engagement methods to allow residents to have face to face discussions with both council representatives and delivery contractors and will ensure that all Housing Offices are briefed.
- 4.1.3 Ward members for the initial rollout areas (Manor Farm & Boggart Hill) have been consulted with no objections received. Members of all the affected Wards will be consulted prior to roll out.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI was carried out in February 2015. This concluded that a full impact assessment was not required as the decision as to whether to include particular homes is based entirely on technical property characteristics rather than any personal or group characteristics.
- 4.2.2 This is the same method used to decide whether to install cavity wall insulation, loft insulation, efficient boilers and other energy efficiency improvements.
- 4.2.3 The impact on tenants that receive solar PV systems will be overwhelmingly beneficial.

4.3 Council policies and City Priorities

- 4.3.1 The council made a long term commitment in the 2012 Climate Change Strategy to reduce carbon emissions from the Council by 40% between 2008 and 2021 and the city as a whole by 40% between 2005 and 2020.
- 4.3.2 Currently, approximately 11.6% (38,000) of Leeds households are estimated to be in fuel poverty, according to the new low income/high costs definition. A key aim of the Affordable Warmth Strategy is to reduce fuel costs across the whole housing stock to prevent any household from falling into fuel poverty.
- 4.3.3 This project will assist in delivering both these ambitions and is a key project within the Low Carbon breakthrough project.
- 4.3.4 The Vision for Leeds is supported by the City Priority Plan 2011 to 2015, which brings together a number of priorities/themes which will help us deliver the 2030 Vision. The most relevant of these are:
- **Best city for Business** – Improve the environment through reduced carbon emissions.
 - **Best city to Live** – Improve housing conditions and energy efficiency.
 - **Best city for health and wellbeing** – Reducing the number of people in fuel poverty.
 - **Best Council Plan** – Developing a low carbon, resilient energy infrastructure for the city.

4.4 Resources and value for money

- 4.4.1 Joint responsibility for procurement and delivery of this project is shared by personnel from Property and Contracts (Housing) and the Public Private Partnership and Procurement Unity (PPP – PU).
- 4.4.2 Installing solar PV to council homes will help alleviate fuel poverty. Precise savings will vary according to the size of the PV installation and the behaviour of

the tenants but will typically be over £100pa and could be up to £200. We project an average saving in year one of £136 per property, accounting to a saving of £4.4m for tenants over 20 years.

- 4.4.3 A financial model has been developed to assess the likely 20 year costs and benefits of this installation. This analysis demonstrates that a capital outlay of £3.8m will generate revenues to the council of £6.4m over 20 years. When operational costs are factored in the project has an internal rate of return of (IRR) of 5.21% and a net present value of £1.04m over 20 years.
- 4.4.4 The first 1000 properties to have solar PV systems installed will be treated as a specific project and therefore different policies may apply to any future installations. Tenants in the first 1000 properties will be able to use the electricity generated by the solar panels free of charge. However, if the Council continues to develop and expand its portfolio of renewable energy technologies (including, but not limited to solar PV) a different charging model may be applied to future installations.
- 4.4.5 In order to obtain maximum benefit from the FITs scheme and mitigate the impact of the degression mechanism the Council needs to install photovoltaic systems across its housing portfolio by October 2015. Although impossible to predict, we expect the business case to become more marginal as the effect of progressive quarterly degressions reduce the value of FITs, thereby extending the payback periods for photovoltaic schemes.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 Recipients of solar PV installations will be required to sign a tenancy variation agreement. This variation allows the council to gain access to the property to maintain the systems and prevents tenants from taking actions that would affect the operation of the PV systems – e.g. growing a tree that would throw shade onto the solar panels.
- 4.5.2 The ‘Right to Buy’ process applies to all properties in scope for this project. Therefore, over time some of these properties may be lost from the council portfolio (see 4.6.1 below).
- 4.5.3 The decision is open for call-in.

4.6 Risk Management

- 4.6.1 A formal risk register has been drawn up and will continue to monitor and mitigate high risk areas. These are identified below:
- *Reduction in income* - FIT rates continue to reduce and the forthcoming general election brings with it political uncertainty. Therefore we need to install PV systems as soon as possible. *Mitigation* – a robust project plan has been developed and Better Homes Yorkshire has proven experience of installing solar PV systems in volume to tight deadlines.
 - *Tenant take up and access* - whilst we know that tenants are generally keen to have PV installed on their properties, they do have the right to refuse. A

physical survey of the properties is required to establish if the property is suitable for the systems and all participating tenants must sign a tenancy variation prior to installation. *Mitigation* – robust tenant liaison at all times is essential to ensure a successful uptake. Clear communications and customer engagement will be used throughout the process.

- *Tenant awareness and system use* – tenants will only get full benefits from the free electricity if they are aware of how the system operates and can change habits to maximise free electricity. Additionally, the PV system will not function if the pre-payment meter runs out of credit, presenting a risk to FIT claims. *Mitigation* - Clear communications and customer engagement will be used throughout the process, from initial survey to post installation communications. In addition, we will prioritise replacing pre-payment meters with smart meters in homes with solar PV.
- *Right to buy* – all tenants have the ‘Right to Buy’ their council home, this would mean the solar PV systems, FITs and export income would be lost to the council. *Mitigation* – The cost of the panels will be added to the value of the property at the point of sale. The loss of FITs and export income is currently under investigation by legal services to find an appropriate solution.

5 Recommendations

Executive Board are requested to:

- 5.1 Executive Board to approve the installation of photovoltaic systems on approximately 1000 council homes.
- 5.2 Note that subject to availability of funding and the business case remaining viable that the Director of Environment and Housing can consider and approve a further £3.8m within the Housing Leeds refurbishment programme to install solar PV systems on a second tranche of 1000 properties.
- 5.3 Note the appointment of Better Homes Yorkshire to undertake the installation programme via the recently procured call off contract, subject to finalisation of commercial terms.

6 Background documents¹

- 6.1 Risk Register
- 6.2 Tenancy Variation

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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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: Environment & Housing	Service area: Property and Contracts
Lead person: Jon Andrews	Contact number: 2476117

1. Title: Solar PV Initiative
Is this a:
<input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Please provide a brief description of what you are screening
<p>A project to deliver c 1000 solar photovoltaic (PV) systems to council houses across the city. These will provide free daytime electricity to tenants and generate an income to LCC, which may be used to finance other energy efficiency/carbon saving projects.</p> <p>The properties that receive solar panels will be determined by a 3-stage assessment of:</p> <ul style="list-style-type: none"> • the suitability of different council house ‘letting areas’, based on a desk-top assessment score derived from the proportion of roofs which were aligned within +/- 45° of due south; the proportion of roofs which were non-hipped (i.e. large enough for the PV panels); and the proportion of roofs which were free from obstruction (e.g. dormer windows, large chimneys etc). No weighting was applied to any of these factors; • a desk-top assessment of individual properties which considered roof sizes, the size of PV array that could be installed and possible obstructions/shading

- issues; and
- study work by the Distribution Network Operator (DNO) to confirm the size of PV systems that could be safely installed on individual properties without having an adverse effect on the electrical distribution network (or 'grid') in that area or requiring network upgrade works.

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)

All tenants living in the most suitable 1000 properties will be offered solar panels. Individual customer contact needs and preferences as detailed in the Council's housing management system (Orchard) will be used to ensure contact is made in the appropriate manner. Tenant engagement activities are ongoing via area by area information events. There will be further contact via dedicated tenant liaison officers when the scheme rolls out.

- **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)

Inclusion/exclusion is based entirely on property characteristics rather than any personal or group characteristics. Anybody living in a suitable property in the first phase of PV installations will be offered the solar panels. Panels can be refused if individuals do not want them installed.

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

The scheme is primarily positive in that anyone living in a suitable property can have the panels installed and benefit from the free electricity generated. Impacts will be publicised via case studies and/or press releases/newsletter articles.

The income generated may be used to finance other projects which could bring benefits to tenants in unsuitable properties and/or the wider public. Again these will be publicised via case studies and/or press releases/newsletter articles.

There is no 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
Mark Grandfield	Head of Sustainable Development	13/02/15

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 13/02/15

Date sent to Equality Team 13/02/15

Date published
(To be completed by the Equality Team)



Report authors: Cluny Macpherson,
Dinah Clark, Leanne Buchan
Tel: 0113 24 78331

Report of Director of City Development

Report to the Executive Board

Date: 18 March 2015

Subject: European Capital of Culture 2023 - Should Leeds bid?

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: 10.4(3) Appendix number: Appendices 4 and 5	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

On 12th February this year Eden Ottoman, a member of Leeds Young Authors, attended an event with over 200 younger artists to discuss the potential of Leeds becoming European Capital of Culture in 2023. She wrote and performed this poem on the night. The first part is shown below and the full poem follows this report.

There are words flowing
 Through the veins
 of the people here,
 Poetry flooding
 Our high streets
 You will not find cold
 Sterile perfunctory
 You will find beauty in abundance
 In our tapping feet
 and our fingers
 On the pulse
 Our city will find you,
 Consume you....

Summary of main issues

1. In January 2014 the Director of City Development submitted a report which sought to highlight the opportunity for Leeds to submit a bid to become European Capital of Culture in 2023. Members of the Executive Board asked for further discussions to take place with a wide range of stakeholders and asked officers to bring a more detailed report to Executive Board early in 2015, outlining the results of the additional consultation and research. This report responds to those recommendations.
2. Over the course of the last fourteen months, views, opinions, concerns and ambitions have been sought from a broad spectrum of audiences across the city and beyond, as to whether or not the city should bid for this title. The conversation has reached high numbers of people from a wide range of ages and backgrounds with the vast majority of those who took part in the conversations in favour of a bid to become European Capital of Culture 2023.
3. A bid would:
Build on the momentum and profile gained from the successful hosting of high profile events including Tour de France Grand Départ in 2014 and British Art Show, Rugby Union World Cup and the 50th anniversary of The Leeds International Piano Competition in 2015. Building on the success of the Brownlee brothers, the city is currently bidding to host legs of the World Triathlon Series for three years starting in 2016. If successful, this has the potential to bring a spectacle and opportunities to participate to a very large number of people. Building further, the 50th Anniversary of Leeds West Indian Carnival 2017 will be celebrated in collaboration with Hull UK City of Culture 2017.

Be set in the context of the city's wider ambitions to compete nationally and internationally, with plans for the HS2 rail link, the redevelopment and reimagining of the brownfield South Bank area, plans for 66,000 new homes in the city and further capital investment with major projects at Temple Works being planned, and the forthcoming developments at Victoria Gate.

- Create the opportunity to profile culture in the rich and varied communities of Leeds and to offer new ways to engage with and inspire those communities, The bidding process and activities in 2023 would value and invest in work in communities in the city as well as in the city centre, and support and develop arts and cultural organisations everywhere
- Accelerate a series of plans already in development to achieve the Council's Best City By 2030 ambitions and firmly embed culture into the ongoing development of the city. It would engage its citizens and impact on some of the economic and social issues the City faces as well as celebrating and promoting its strengths and position in the UK and Europe.
- Give Leeds an international platform for boosting the city's profile not just in the period leading up to the bid but during the period when the bid is being considered and further developed. The entire bid process will give, *from day*

one, a narrative arc to this process, increasing energy, purpose and focus. It has been a galvanising force in helping other cities to work across sectors including culture, education, business, community, tourism and health.

- Offer Leeds an opportunity to nurture the talent of future generations from every corner of the City. The GVA of the creative and cultural industries was £71.4bn in 2012 and accounted for 5.2% of the UK economy, and 1 in 18 of all jobs. It is the fastest growing sector in the economy (10%pa). If these successes continue the individual life chances of one or two children in every Leeds classroom from Wetherby to East Ardsley and from Guiseley to Ledsham today are inextricably linked to the strength of the sector in Leeds in 2023 and beyond. We not only need to attract creative and cultural businesses but also retain the very best talented young people, many of whom will be working in the independent creative and cultural sectors.
4. Whilst the opportunity to bid offers significant opportunity to reshape and reimagine the city as a whole and firmly embed culture and arts at the heart of the future development of the city, it also represents a significant investment and commitment from the city council over the next nine years.
 5. The bidding process is lengthy and has a series of criteria that the city would not currently meet. An expression of interest must be submitted by December 2016, with a further and final bid submitted by December 2017, and a decision expected 2018. To bid the city council's cash contribution would include £35,000 which is already allocated in 15/16. In the two following years this would increase to an estimated maximum of £175,000 over three years.
 6. The cost of hosting the title in the year itself has historically ranged from €20million - €80million. With respect to a Leeds bid for both stages of the process we anticipate that the city council would be a minority funder.
 7. Previous funding models have seen local authorities contribute anywhere between 30-66% of the cost of hosting. In the current funding climate and with a move towards co-production and civic enterprise, we anticipate developing a new funding model with a more plural funding base involving partners.
 8. In addition to this Leeds City Council provides much of the city's cultural provision in-house from museums and galleries to venues and large scale events, which would account for a significant percentage of the costs in a host year.
 9. To bid the city must assess its European connections and influence, revisit its culture strategy to reflect its current ambitions in the context of the city's overall development, develop further relationships and deeper engagement with local communities in the shaping and development of a bid and consider the opportunities for regional collaboration in a competition that is focused on cities.
 10. The council and city must communicate its ambition with confidence and verve at local, regional, national and international level. It also needs to take a leadership role in a genuine cross sector partnership with culture at its heart.

“Leeds feels as though it is on the cusp of having a huge renaissance with more artists, companies and groups establishing themselves here. I am proud and hopeful, both a West Yorkshire born lad and a Leeds based artist, that Leeds is going to be an explosive and exciting city for culture and the recognition of this through the 'European Capital of Culture' status would be a very fine thing indeed. Good luck!”

Imagining the Future #Leeds2023 Facebook post by Leeds resident Anthony Middleton.

Recommendations

11. Against the backdrop of the scale and breadth of the 12 month city-wide conversation and the resource implications outlined, Executive Board is recommended to:
 - i) Approve the proposal that Leeds will bid to be European Capital of Culture in 2023;
 - ii) Approve the principle that, as far as possible, any such bid or future programme of activity should involve and benefit all the communities of Leeds, whilst also bringing benefit to the wider regional, national and European communities;
 - iii) Request the Chief Officer, Culture and Sport to work with the Executive Member for Digital and Creative Technologies, Culture and Skills to now:
 - Establish a strategic steering group with independent chair to advise on and oversee the development of the bid as per paragraph 5.2
 - Develop proposals for establishing a framework to further the spirit of city-wide conversation, engagement and transparency as per paragraph 5.3
 - Work with the people of Leeds, stakeholders and partners to create a cultural strategy for the period 2017-30;
 - Develop mutually beneficial partnerships with stakeholders across Leeds City Region, Yorkshire and the North to strengthen the bid;
 - Develop a timeline, business plan and communications strategy for the bid.
 - iv) Request that the Director of City Development:
 - Plans for the human and financial resources required for making a bid as outlined in the report;
 - Returns to Executive Board with a progress report later in 2015.

1. Purpose of this report

- 1.1 The purpose of the report is to brief Executive Board on the city-wide discussions to date with a view to a decision to formally proceed with a bid for European Capital of Culture 2023.
- 1.2 The report summarises the consultation held on whether Leeds should bid and the main issues for consideration.

2. Background information

“You are not awarded the honour for what you are, but rather by convincing the panel of what you will become. The distance between where you are and where you want to be. That’s what wins”

Alan Lane, SlungLow Theatre, Holbeck

- 2.1 The next opportunity for one UK city and one city in Hungary to hold the prestigious title of European Capital of Culture will be 2023. It will be fifteen years before such a chance comes round again and there are only four further opportunities for a UK city this century. The competition is open to all UK cities. Previous UK holders of the title were Glasgow in 1990 and Liverpool in 2008. European cities to have held the title include Berlin, Stockholm, Prague, Brussels and Madrid and smaller cities such as Genoa.
- 2.2 The competition is based around six criteria:
 - cultural and artistic content
 - contribution to long-term strategy for the city
 - European dimension
 - capacity to deliver
 - outreach
 - management
- 2.3 The judging panel comprises European representatives and UK representatives with the latter assigned by the Department for Culture, Media and Sport. There is a two-stage process comprising an initial bid and shortlisting, then the final bid and visit. The formal call for applications, which is six years before the title-year, gives a deadline of at least ten months for candidates to submit bids. Experience has shown that most successful cities start their preparation 2-3 years in advance of this call. An initial application is likely to be required at the end of 2016, which will be followed by a full application at the end of 2017 and a decision by 2018.
- 2.4 Any bid requires a city to have a cultural strategy in operation, linked to the city development strategy. Such strategies take time to prepare and start to implement. The process of conversation has highlighted that our Culture Strategy needs to be significantly updated to better reflect the city’s ambitions in the context of a bid.
- 2.5 The criteria also require significant engagement with the citizens of a city. Leeds has made a good start by instigating a conversation in the lead up to this decision being taken but we know that we need to do more. Over the last twelve months we have

worked hard to consult with people in a different way highlighting the conversation and making efforts to widen the scope of this conversation to different groups across the city. However, it is inevitable that we cannot reach all audiences in the depth and breadth of conversation, and we recognise that this is something that will need to continue with more face to face conversations in communities. This way of working expresses the City's values, and it is likely to give us access to great ideas which might otherwise be hidden.

3. The City Conversation

- 3.1 In February 2014 when the team were asked to continue discussions with a wide range of stakeholders, no predetermined criteria for this conversation existed other than to start with the simple question of Should Leeds Bid to become European Capital of Culture?
- 3.2 Whilst the question is simple, on the face of it many people didn't know what the title was or they confused it with the UK City of Culture title (awarded to Hull for 2017) which is a relatively recent initiative.
- 3.3 Officers initiated a year-long conversation not solely asking whether we should bid but asking people what culture means to them and how important culture is to their daily experience of living and working in Leeds.
- 3.4 We used a number of platforms to reach people, ranging from extended in depth face to face discussions with people, attending and facilitating meetings to raise awareness to encouraging people to join in a conversation on Facebook, to voting yes/no in a poll or responding to detailed online surveys.
- 3.5 These were all the traditional methods of the Council and we were helped in this by colleagues in Citizens and Communities and the Intelligence Team.
- 3.6 We also contracted The City Talking to produce a series of blogs with the city's independent creative, arts and culture business sector to stimulate conversation across social media channels. See Appendix 3.
- 3.7 The reach has been extended and broadened by support and coverage of local media, examples running from Leeds List and the Yorkshire Evening Post (YEP) and Culture Vulture to the city's active commentators and bloggers.
- 3.8 We have gone some way to reaching some of the cities' communities. For example, Leeds West Indian Carnival regularly shares #Leeds2023 information with its 4,300 followers and reported having received particularly favourable responses to Facebook posts about the "Yes Leeds" YEP campaign, and its "Cultural Jewels" survey.
- 3.9 Whilst the engagement has been wide ranging over many months, we are not complacent that it has reached everyone in the city or is by any means complete. The conversations are ongoing, For instance, as this paper was being prepared conversations were taking place with young people in Seacroft and being broadcast on East Leeds FM.

3.10 The table below lists conversations we initiated. For more detail, including outcomes, see Appendix 2.

Date	Audience	Potential Reach
Jan 2014	Public open meeting - cultural, community and business	300
Jan 2014	Leeds City Council's Annual Citizen Culture Survey	Up to 3,000
Mar 2014	Leeds Culture Network – Culture sector	106
May 2014	Citizens Panel – Two focus groups with 18-30 year olds from all parts of Leeds	15
Jul 2014	Breeze Arts Foundation – Representative focus group with members aged 16+	13
Aug 2014	Queer Culture Workshop - Canvassed views about a bid for #Leeds2023 at LGBT cultural community workshop.	30
Aug 2014	Child Friendly Ambassadors Meeting – canvassed views	25
Summer 2014	Breeze Online Survey 47,000 children and young people between 5-25 years old	Up to 47,000
Summer 2014	Breeze video booth consultation –189 children between the ages of 5 and 15	189
Summer 2014	Facilitated discussion through My Leeds My Culture organisers with 16yr old national citizenship service volunteers.	25
Sep-Dec 2014	The City Talking – Online opinion features with the independent Leeds cultural sector	35 interviewed
Sep –Dec 2014	The City Talking (audience) – Website	12,987
Sep –Dec 2014	The City Talking (audience) – Facebook	293,251
Sep –Dec 2014	The City Talking (audience) – Newspaper	125,000
Sep 2014	Leeds Culture Network – a meeting of HE / FE sector representatives and previous ECOG title holders.	68
Sep 2014	Informal lunch hosted for 35 HE/FE sector representatives and previous ECOG title holders.	35 plus
Sep 2014	SCCFRE BME Advisory Group Meeting – views canvassed	10
Oct 2014	Discussion with community leaders organised by Leeds City Council's Citizens and Communities team	9

Nov 2014	Yorkshire Evening Post/ Yorkshire Post – Online poll to a single response question	893,000
Dec 2014	Coverage in Yorkshire Evening Post for results of the poll	30,000
Dec 2014	Lunch time focus group with retired and older people	6
Dec 2014	BBC Radio Leeds	72,000
Feb 2015	Leeds Culture Network: Imagining the Future.	220
Aug -now	Leeds City Council Online Poll - a single response question on Leeds City Council's website	281
Feb 2015	Better Leeds Forum, Leeds University Student Union. Proposal that LUU student body backs a Leeds #2023 bid.	30,000
Now	The conversation is still ongoing across social media and is being monitored by LCC	TBC to date

- 3.11 The conversation to date can demonstrate a significant reach across a broad spectrum of audiences. Critically, over the course of the conversations there has been a majority view in favour of the city submitting a bid to become European Capital of Culture 2023.
- 3.12 Notwithstanding the potential for duplication across media platforms, the total potential reach of the conversation is 1,505,731. This includes conversations with children and young people, older people, the independent culture and arts sector alongside the major culture and arts institutions in the city and Leeds' emerging arts scene, the higher education sector, local and regional media, BME and LGBT groups.
- 3.13 Whilst the potential reach takes the numbers to beyond the population of Leeds the team know very well that there is a stark contrast between awareness and engagement among the above groups. In the case of Leeds University Union the motion was passed by 16 representatives on behalf of a student body of 30,000. We have no sense of how many of those 30,000 are actively engaged in discussions relating to European Capital of Culture 2023, however we now have a commitment of support in communicating with and engaging this audience.
- 3.14 Likewise where media coverage in Yorkshire Evening Post, The City Talking, Leeds List and BBC Radio Leeds has helped us to raise awareness of the conversation and the opportunity to bid, converting this awareness to genuine engagement from the people of Leeds is still to do. Even with the level of support from media organisations, community leaders and the ground swell of conversations, we know there will still be some people of Leeds who are unaware of the conversations and our efforts need to focus on these audiences as we move forward.
- 3.15 In addition to this extensive external conversation there was also significant internal engagement across the city council to canvas view and opinions including:

Leeds City Council Community Chairs Forum which brings together the Chairs of the ten Community Committees debated the opportunity in November and, on considering it to

be a very positive one, agreed to assist officers in taking consultation about a Leeds bid to their communities. Conversation started in December in Horsforth at the Outer North West Community Committee. Further meetings are planned with the other nine committees about how communities can seek benefit from a bid if a decision to bid is taken forward.

The Sustainable Economy and Culture Scrutiny Board, whilst supportive in principle, raised questions about the city's ability to bid in a period of financial austerity and has requested additional information about the likely costs involved to the Authority.

The Sustainable Economy & Culture Partnership Board chaired by the current President of Leeds Chamber of Commerce and facilitated by the Authority with external representatives on it drawn from business, higher education and third sector has pledged total support for a Leeds bid.

All Party Members Briefing to which all 99 elected members were invited to attend an informal briefing and consultation session to further understand what is involved in bidding to become European Capital of Culture and to canvas their views and opinions. Those who attended were supportive of a bid and offered to assist the team in continuing the conversation via their own wards and area committees.

The city council's Best Council Leadership Team hosted a discussion to consider how all areas of the council could respond to the opportunity and what challenges the city council would need to overcome in the context of a bid to secure the title. Following on from this the city council's Audit and Risk team requested a specific briefing to consider how they could best support a bid should it be agreed by Executive Board.

The opportunity to bid was also discussed at the Council's Annual Leadership Conference in October 2014 which was attended by in the region of 300 senior managers from across the Council.

3.16

What have we learnt from the conversations?

"Making 2023 something that is great for tourism to have people see it and want to come here is important, but it's also important to get everybody in the city involved."

Adi Granov, ThoughtBubble Festival

3.17 Although never intending to undertake the conversation as a vote, we started this process with a single closed question to try to get an instinctive response from the city. We found that the opportunity to bid was far more emotive than we first imagined with a much more qualitative response from focus groups, surveys, online blogs, and social media. Talking face to face to a range of people we have received mainly upbeat responses. Some examples are highlighted below:

Q: What should a bid achieve for the city and the people of Leeds to make it worthwhile for us to bid?

- 3.18 Challenge the 'grim up north' perception; raise the profile of Leeds in the UK and internationally; celebrate Leeds as a great place to live. Get across the message that Leeds is here. We're on the map.

Q: What might be the potential benefits to you, your family, your community if Leeds bid and won it?

- 3.19 It will bring people together; it will add to a sense of wellbeing. It's an investment in the future, in our young people. It could put the spotlight on different parts of Leeds and bring together different pockets of activity. It should be about different cultures. It should be about everything - lifestyle, sport, Leeds - and it should belong to everyone.

Q: How might you want to be involved with it?

- 3.20 Several people pointed to their recent experiences of seeing the Tour De France coming through Leeds and how it showed that people are more than happy to get involved. Individuals seek involvement in different ways - contributing as artists, participants or helping out as volunteers on the "big idea"; helping to plan the year-long programme, or seeking a new experience as audiences. A number of people offered to be community links for it and generate information in their communities as to how to be part of it.

Q: What about the challenges?

- 3.21 People identified the main challenges and risks to delivering a successful Capital of Culture year in Leeds as: Leeds residents not being able to afford to go to events; poor public transport links across different parts of the city, especially in the evenings with services shutting down early; poor co-ordination of the publicity; and a host of related access issues.
- 3.22 No one talked about the risk of a poor quality cultural experience or finding nothing to be of interest – no one referred to the potential disappointment of going to see or do something that might turn out to be "not very good." However despite last summer's events views were still expressed about a lack of confidence in the city's ability to deliver and effectively market high quality and profile cultural events. More needs to be done to build confidence and pride in the city's achievements and create a stronger narrative that is representative and familiar to everyone in Leeds, whilst still being ambitious and achievable.
- 3.23 The strength of feeling was in favour of a bid and of planning a programme that would be truly for everyone and take place everywhere in the city. The council was urged to iron out the various failings of our public transport system in time for 2023, highlighting the importance of linking our culture strategy to the overall development strategy for the city.
- 3.24 People said they would be disappointed if Leeds bid and lost, but equally people were sanguine with the overall message being – "it would be worth doing it anyway. Bidding could still bring benefits even if we lose."
- 3.25 More critical and reflective views were to be found online – on twitter, Facebook, for example, and via The City Talking, the online conversation commissioned by Leeds

City Council. Conversation on The City Talking focused on how Leeds as a city defines 'culture' and what space there is for sport and the city's independent business and culture and arts sector in a bid. There were also numerous examples of the conversation taking off independently from our initiatives, not all of which we will have been able to document.

3.26 Reflections on the conversation

3.27 The opportunity presented is a very emotive issue as it asks the city to consider where it wants to be in nine years' time, not just from a cultural and creative perspective, but how we want to use culture and the arts to benefit all people of Leeds not just those who already enjoy access to the arts.

3.28 Most poignantly a large proportion of the conversation centred on future generations and what this would mean for them. The opportunity to consider how we nurture and retain talent, how we provide opportunities for employment and growth for those who struggle to find a way in the education system, and how we support the independent creative spirit in the city were repeatedly raised throughout the conversation. This quote from a young artist who struggled to adapt to the education system is representative of that mood:

"Nine years is not very far away in terms of finishing degrees and getting established. Being Capital of Culture offers a huge platform for art and creativity. There's a lot of talent here, and they don't all go to art college; some of them can't get in or don't come from the right background. You can see the talent that goes wasted because of choices people have made in their past. That shouldn't stop creativity. Everyone has a past."

Mikkel Uller, Founder Dynamite Project, Seacroft

3.29 The issue of the city's cultural identity and the lack of a current culture strategy were raised both from those in support and those against a bid. For those against, there were concerns that a bid would force the city and its cultural offering to be shaped to fit the criteria of a bid at the expense of a 'Leeds' identity. One of the consultation posts on The City Talking summed up this tension:

"And I guess that's the fear at the heart of the words 'Leeds, Capital of Culture, 2023'. Forced culture; a tenuous movement, a hurried identity and an unsubstantiated designation. Hashtag Culture. Culture Factor, in which we're the wide eyed kid, armed with only a Dylan Record and a dream, told us just before we're about to go on, that although our own song is just as good, the judges want to hear something that they know so 'just sing that Jake Bugg one'."

Giuseppe de Luca, Singer Songwriter Leeds band Goodbye Chanel, City Centre.

4. Main Issues

4.1 The main issues for consideration when deciding whether or not to bid are:

- **Capacity and resources** - The city council is facing significant budget cuts and staff reductions over the coming years.
- **Strategic direction** – The city will need to develop a new culture strategy to reflect its current approach and ambitions for the culture sector.
- **International profile** – The city will need to significantly raise its profile, links and cultural contribution to Europe.
- **Competition versus transparency** – Leeds will be in direct competition with other UK cities therefore some elements such as budgets and artistic content of the final bid will have to remain confidential until after the bid submission.
- **Regional context** – There are calls from key stakeholders for a City Region bid, however the criteria sets the competition as a city level competition.

4.2 Each of the points above is considered in turn below.

4.3 **Capacity and resources**

4.4 There will be an opportunity cost to the bid, and, if we win, to the programme itself. For the city to be confident that 2023 will deliver benefits across Leeds, and not draw off energy and resources from essential services and targets, it will be necessary to address the questions of inclusiveness in a very robust manner.

4.5 All departments of the city council face budget constraints over the coming years and a bid to become European Capital of Culture 2023 will not only be of benefit to the Culture and Sport service. As budgets become further constrained, supporting all areas of the economy and education will become increasingly difficult.

4.6 Much of the work needed to submit a bid is work that the city needs regardless of the decision to bid. Even without bidding, the city needs to rethink its approach to developing a strong cultural offer, develop better links with the private sector, raise its profile at national and international level and embed the cultural offer in the future economic development of Leeds.

4.7 Over the past year the equivalent of 1.5 FTEs within the Culture and Sport Service have managed the city conversation, drawing also on the expertise and in-kind support of colleagues and external partners. It is anticipated that this team would be augmented by more officer time across a broader cohort of services.

4.8 Whilst the city council faces cuts in the immediate term, 2023 offers the city an opportunity to re-think how it can work as one, bringing together stakeholders from all backgrounds to join behind a single cause to maintain and grow a high quality cultural offer with less of the burden for delivery held by the city council.

4.9 **Strategic direction**

“For me Leeds just isn’t as good as some of our neighbours at shouting about itself. Some of our neighbours (in the north west) just aren’t actually as good as they make out, too ... how we can start now on creating better connections across the city and the creative / culture industries. Get music talking to the arts, talking to films, design and digital”

Simon Fogal Creative Director, I Like Press & Music, Quarry Hill

- 4.10 Bidding cities are required to have a cultural strategy in place.. The competition offers us a timely opportunity to review and update its existing, and somewhat dated Culture Strategy. This will be a chance to redefine the city's view of 'culture', set out where the city hopes to be in nine years' time and show how winning the designation of 2023 could enable the realisation of that vision.
- 4.11 'Leeds Best City 2030' sets a clear and bold ambition for the city to move forward, making smart investments and taking calculated risks to put the city firmly on the map. Policymakers across the world see culture as a central part of delivering the priorities and strategies of urban government. Culture has a key role to play in placing Leeds on the international stage, in raising our game and dragging our cultural light out from under the bushel.
- 4.12 Much has changed since the last strategy: from the growth and expansion in the independent scene over the past five years, to the delivery of large scale events; from the continuing success of major cultural players in Leeds, to the rise of the regional agenda, from a time of relative neglect of the arts to the realisation of their crucial value to so many areas where we are determined to raise our game.
- 4.13 The strategy must also answer what support Leeds can give back to the region and how a bid for European Capital of Culture might enable this.

4.14 **International profile**

"Leeds has got more international cultural activity than many other cities but it has never consciously and strategically promoted it. The city has plenty of European links which are developed by individual organisations but not necessarily shared by our institutions as part of a strategy to promote the city."

Professor Franco Bianchini, Professor of Cultural Policy and Planning, Leeds Beckett University.

- 4.15 One of the key challenges and opportunities of the bid will be to explore and articulate how connected we are as a city to Europe and internationally.
- 4.16 Leeds has a strong track record of working internationally e.g. in South Africa, China and specific cities in Europe, but culturally needs to engage more with European networks. We should explore and celebrate the international links of our artists, arts companies, universities, cultural producers and businesses.
- 4.17 The true extent of the city's European cultural connections has never been mapped but we are anecdotally aware of a number of organisations who repeatedly tour work to Europe, host European work and artists in Leeds, receive EU funding and advocate on behalf of the city in this arena. Based on this evidence which was uncovered from the conversations over the last twelve months we believe that our European connections are more extensive than they might first appear, but that we aren't capitalising on these connections to build profile and reputation in this space.
- 4.18 The cultural sector in Leeds is adept at securing European funding for culture and arts projects while the city council has a track record of securing ERDF and RGF funds for

economic development. Taking these two strengths together we can generate new opportunities to overcome the city's overall lack of profile at European level and boost support for the existing cultural offer while budgets are strained.

4.19 **Competition versus transparency**

4.20 The bidding process itself is fundamentally a competition and success or failure is primarily based on a written proposal for a year of activity. In order to give Leeds the greatest chance of success we need to promote ourselves with confidence whilst keeping aspects of the bid confidential from other bidding cities until quite late in the process. This may seem to present a conflict with our open conversation to date.

4.21 In the current climate of austerity there is also, quite rightly, a particular focus on how public bodies spend their money but the funding proposals of both the bidding process, and even more so of the actual year's activity are something we would need to keep outside the gaze of our potential competitors. The resources and value for money section of this report provides further detail.

4.22 For these reasons, and because the journey to 2023 has reached the next stage, Executive Board is asked to consider approaches to governance and accountability.

4.23 **Regional context**

"Bidding for European Capital of Culture in 2023 would be a major part of kick-starting a much needed initiative and it – surely – has to be a City Region bid to capitalise on the cultural resources located directly in the city linking with those of us who contribute in the wider area".

Simon Wallis, Director, The Hepworth Wakefield

4.24 From the conversations at city level there was an overwhelming strength of feeling that Leeds must stand alone in a bid. A sense that a bid could be used to finally develop a sense of identity for Leeds captured the imagination of many different groups who consistently express the frustration that despite having an enviable cultural offer of international standing, the city still fails to build a strong narrative for this offer and therefore is perceived to be unable to capitalise on this for future generations.

4.25 The conversation has not been lost on our neighbouring cities and there has been much discussion about the potential to bid as a city region or as a collective of cities. The criteria states that the bid must be made as a single city.

4.26 However, regional support has been a defining factor in the success of other bids and is a beneficial thing to have for any city as it moves forward. Whilst events like the Tour de France and initiatives such as the Yorkshire Sculpture Triangle start to build these connections, the new Leeds cultural identity will increasingly have to reference the regional cultural offer. It will be important to focus on Leeds in the bid but there is obvious potential to build the cultural strengths of the city region including Bradford (UNESCO City of Film and disability theatre), York (UNESCO City of Media arts), Halifax (Piece Hall, Dean Clough), Huddersfield (contemporary music festival) and Wakefield (Hepworth Gallery, Yorkshire Sculpture Park) into a bid.

4.27 A bid will need to balance the ability to appeal to a global audience and be European facing, with the desire to retain a sense of local identity and local value.

5. Governance and Accountability

5.1 We would need to find a way by which those writing the bid can be trusted and empowered by the City to bid on its behalf. The process would balance city-wide engagement with confidentiality on some of the key bid contents and budgets in order to keep ahead of other competitors. We anticipate the bid would need to be signed off by a steering group and by the Council.

5.2 The steering group would be focused initially on the bid but with a mind to delivery models should we be successful. The group would need to be determined based on their knowledge, skills and approach rather than for being 'the usual suspects'. Diversity will be important, not to tick a box but to ensure the bid benefits from the widest range of voices, ideas and perspectives. It is envisaged that a small selection group, chaired by the Executive Member for Digital and Creative Technologies, Culture and Skills (who would also be the Council's representative on the steering group) would oversee the appointments.

5.3 The spirit of the city-wide engagement would continue through the development of the bid. This was highlighted by a number of commentators and one recent suggestion for how it could be undertaken was published on The Leeds Citizen Blog:

"COULDN'T WE THINK ABOUT HANDING OVER THE BID TO THE PEOPLE OF LEEDS?"

It would be easy. All you'd need to do would be:

*Get a list of everyone who pays council tax, randomly select 20 old and young from each postcode, lock them in a room and tell them to get on with deciding what the European Capital of Culture will be like in their bit of Leeds. These "juries" will invite and welcome local people and organisations coming to them to pitch ideas. They'll weigh the pitches up ...
... and what they say goes.*

The Leeds Citizen, Leeds blog

5.4 Another suggestion is for a series of open access meetings hosted in different community settings. These could be facilitated by Ward members and local cultural organisations. Proposals are at an early stage.

6 Corporate Considerations

6.1 A recurring theme has been that a bid should not be made at the expense of essential public services and the Council should seek support from a range of sources. A key message going forward will be to ensure that bidding brings investment and economic benefits to the city.

7 Consultation

- 7.1 Details of the extensive and varied discussions with a large number of people are included in the appendices.

8 Equality and diversity / cohesion and integration

- 8.1 Representatives of the different equalities groups that we have interviewed so far have been overwhelmingly positive about the potential positive impact of mounting a Leeds bid. However this conversation must continue and must endeavour to increase the range of diverse opinions and engagement.
- 8.2 Further details about public and stakeholder opinion received by the Authority through this consultation are covered in the Appendix to this report.
- 8.3 The associated Equality Impact Assessment has also been appended for information.

9 Council policies and City Priorities

- 9.1 A bid to become European Capital of Culture 2023 underlines the stature of the city as a venue for global events which is a key element of our 'Best City' ambition. It has the potential to support the family agenda, Leeds as a tourist destination, business engagement and greater understanding of Leeds as a cultural hub.

10 Resources and value for money

- 10.1 There are two distinct aspects of the costs: the costs of bidding and the cost of then hosting. In both cases the cost of bidding needs to be weighed up against the benefits, those benefits having been articulated elsewhere in this document.
- 10.2 Whilst the cost of bidding for the 2023 title can be seen as 'at risk', we have to consider the possibility that Leeds would not win and the investment would appear to be 'lost'.
- 10.3 There are two considerations which ameliorate that risk. Firstly, a considerable amount of the bidding process activity would need to be done in any case, for example, Leeds will need to write a new cultural strategy irrespective of a 2023 bid. Secondly, there is a good deal of evidence that cities that bid but lose nevertheless use the bidding process to find other benefits. Norwich became UNESCO City of Literature; Dundee is now UNESCO City of Design; Newcastle Gateshead spearheaded the Culture 10 Programme, that realised the full potential of its new capital assets: The Sage, Angel of the North and the Baltic.

Bidding cost

- 10.4 The cash costs for bidding include; ongoing consultation across the city, stakeholder engagement, fundraising, cultural strategy development, marketing, support to the steering group and the production of the bid document itself. The Council's cash contribution would include £35,000 which is already allocated in 15/16. In the two following years we anticipate this would increase, to an estimated maximum of £175,000 over three years. This would nevertheless make the authority a minority funder of the bid in cash terms. A draft income and expenditure budget is included in

the confidential Appendix 4 in order not to release information publicly to competitor cities.

- 10.5 The related core staffing costs to LCC Culture & Sport over three years is c£285,000 over three years. The creation of a new cultural strategy, which will be a core element of activity would require resource allocation irrespective of any bidding process. Some additional support staff will be required as the bid develops. The ambition is for the strategic lead to remain within the service, with contributions of further staff from across the council.
- 10.6 Staffing will also need to be supplemented by external partners. We have already been allocated, at no charge to the Council, expert support of Franco Bianchini, Professor of Cultural Policy and Planning, Leeds Beckett University. (Mr Bianchini has been directly involved in the ECOC programme for a number of years including with the most recent successful bid for the Italian city of Matera).
- 10.7 Evidence from past host cities suggest it has historically been challenging to gain partner support for the bidding process as the immediate benefits can be less clear. We are delighted therefore that we have already attracted firm expressions of cash and in-kind support from Leeds University and Leeds Beckett University.

Hosting cost

- 10.8 In terms of the year itself, the estimated cost is based upon research and advice from other cities, both UK and European. We will take into account that in the current climate all cities considering a bid for this title will seek to minimise costs as much as possible. The current guidance states:

“Budgets for ECOC vary considerably; recent programmes (i.e., not including any infrastructure or buildings) have ranged from 20m euros to over 80m euros. At the bidding stage it is unrealistic for exact projections of future funding sources. The bid-book must have a realistic budget, with enough information to show the degree of certainty on each budget line.”
- 10.9 It is the experience of bidding cities that once they have won, attracting financial support is much less challenging than during the bidding process. Taking the guidance above if Leeds were to be successful there would be an expected minimum commitment of €20million to host the title, with funding raised from a range of sources besides the Council. These would be likely to include Arts Council England, Lottery distributors, private sector sponsorship (local and national), trusts and foundations, LEP, European funding, earned income and philanthropy.
- 10.10 Previous funding models have seen local authorities contribute anywhere between 30-66% of the cost of hosting. In the current funding climate and with a move towards co-production and civic enterprise we would anticipate that a new funding model with a more plural funding base would be developed.
- 10.11 In addition to this Leeds City Council is unique among local authorities in that much of the city’s direct cultural provision is delivered in house from museums and galleries to venues and large scale events, which would account for a significant percentage of the costs in a host year. Using this model the city council’s contribution is likely to

equal that of other cities but with a lower percentage of net cash towards the year of activity.

- 10.12 Nevertheless, for Leeds it would be a very significant investment for the authority. The total is likely to be in excess of the £3.8m to support the Tour de France which lasted for 2 days rather than a full year and created c£100m of economic benefit to Leeds and Yorkshire. The authority's own contribution would most likely be specifically focussed on activity within our communities, and on core support for operational elements and marketing.
- 10.13 An illustrative budget for the year is included as confidential Appendix 5 in order not to release information publicly to any competitor cities.

11 Legal Implications, Access to Information and Call In

- 11.1 The report is subject to call in.
- 11.2 The information contained in Appendices 4 and 5 is exempt under Access to Information Rule 10.4 (3) as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of Appendices 4 and 5 as exempt outweighs the public interest in disclosing the information.

12 Risk Management

- 12.1 Over the next five years the city council is set to become -much smaller with the culture and sport service facing further cuts in 2015/16 following on from previous cuts, restructures and the pressures of delivery with a reduced team as a result of voluntary redundancies. Whilst the climate of austerity continues the council and the city is committed to, and determined to achieve, our ambition to become a truly global city and recognise and support the role of culture, sport and the arts in this ambition.
- 12.2 There will need to be a clear strategy by which city region projects are taken forward and sufficient leadership from within Leeds City Council to lobby for a share of city region funding.
- 12.3 The city council's Audit and Risk service have been consulted and should a bid be considered appropriate, a full risk register will be developed to consider all issues as outlined above.

13 Conclusions

- 13.1 Leeds is well positioned and would benefit from making a bid to the EU Capital of Culture programme. There is already significant support from stakeholders, the public and press.
- 13.2 It will be crucial to have involvement and engagement across the city in a Leeds bid.
- 13.3 A decision to bid needs to be taken now to allow enough lead in time for preparing a winning case.

14. Recommendations

- 14.1 Against the backdrop of the scale and breadth of the 14 month city-wide conversation and the resource implications outlined, Executive Board is recommended to:
- i) Approve the proposal that Leeds will bid to be European Capital of Culture in 2023;
 - ii) Approve the principle that, as far as possible, any such bid or future programme of activity should involve and benefit all the communities of Leeds, whilst also bringing benefit to the wider regional, national and European communities;
 - iii) Request the Chief Officer, Culture and Sport to work with the Executive Member for Digital and Creative Technology, Culture and Skills to now:
 - Establish a strategic steering group with independent chair to advise on and oversee the development of the bid as per paragraph 5.2
 - Develop proposals for establishing a framework to further the spirit of citywide conversation, engagement and transparency as per paragraph 5.3
 - Work with the people of Leeds, stakeholders and partners to create a cultural strategy for the period 2017-30;
 - Develop mutually beneficial partnerships with stakeholders across Leeds City Region, Yorkshire and the North to strengthen the bid;
 - Develop a timeline, business plan and communications strategy.
 - iv) Request that the Director of City Development:
 - Plans for the human and financial resources required for making a bid as outlined in the report;
 - Returns to Executive Board with a progress report later in 2015.

15. Background documents¹

15.1 None

16. Appendices

16.0 Poem by Eden Ottoman

16.1 Appendix 1; EU Criteria and Guidance for Bidding Cities

16.2 Appendix 2; Leeds consultations in more detail

16.3 Appendix 3; Report from The City Talking

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.

- 16.4 Appendix 4; Income and expenditure budget for bidding process (Confidential)
- 16.5 Appendix 5; Illustrative budget for 2023 year of activity (confidential)
- 16.6 Appendix 6; Equality Impact Assessment

Appendix 16.0

There are words flowing
Through the veins
of the people here,
Poetry flooding
Our high streets
You will not find cold
Sterile perfunctory
You will find beauty in abundance
In our tapping feet
and our fingers
On the pulse
Our city will find you,
Consume you.
You won't realise how you love it
Until you leave us,
Yet we are hidden
We will wait 19 year to
allow ourselves to spill ink. Erupt
In a year of smatters
Of paint and plays
We know we are not yet perfect
But we will be
You will not tamed here
Behave here,
artists are made to pirouette
through red tape.

Eden Ottoman

12/02/15

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Appendix 1; EU Criteria and Guidance for Bidding Cities

A: Contribution to the long-term cultural strategy

- that a cultural strategy for the candidate city, which includes plans for sustaining the cultural activities beyond the year of the title, is in place at the time of its application;
- the plans to strengthen the capacity of the cultural and creative sectors, including developing long-term links between the cultural, economic and social sectors in the candidate city;
- the envisaged long-term cultural, social and economic impact, including urban development, that the title would have on the candidate city;
- the plans for monitoring and evaluating the impact of the title on the candidate city and for disseminating the results of the evaluation.

B: European dimension

- the scope and quality of activities promoting the cultural diversity of Europe, intercultural dialogue and greater mutual understanding between European citizens;
- the scope and quality of activities highlighting the common aspects of European cultures, heritage and history, as well as European integration and current European themes;
- the scope and quality of activities featuring European artists, cooperation with operators or cities in different countries, including, where appropriate, cities holding the title, and transnational partnerships;
- the strategy to attract the interest of a broad European and international public. The European dimension is at the heart of an ECOC's programme. It is important to note that it is aimed at the citizens from the city but also from beyond: to increase their awareness of the variety of cultures in Europe as well as of the commonalities between these cultures. For cities it means connecting their local context with the European framework. For the city's cultural operators the European dimension results in new international partnerships. The European dimension ensures that an ECOC is an international programme and not exclusively a domestic event. The overall vision of the event must be European.
- The final factor means the programme must be of sufficient quality to attract an international audience, in person or increasingly online. Candidates are asked for the capacity of their tourist offer and objectives for increased tourism.

C: Cultural and artistic content

- a clear and coherent artistic vision and strategy for the cultural programme;
- the involvement of local artists and cultural organisations in the conception and implementation of the cultural programme;
- the range and diversity of the activities proposed and their overall artistic quality;
- the capacity to combine local cultural heritage and traditional art forms with new, innovative and experimental cultural expressions.

D: Capacity to deliver

- the application has broad and strong political support and a sustainable commitment from the local, regional and national authorities;
- the candidate city has or will have an adequate and viable infrastructure to hold the title. A candidate will need to show that it has the capacity to deliver a complex and large programme such as an ECOC
- That the tourist and visitor capacity of the city can cope with the targets set out in the plan.

E: Outreach

- the involvement of the local population and civil society in the preparation of the application and the implementation of the action;
- the creation of new and sustainable opportunities for a wide range of citizens to attend or participate in cultural activities, in particular young people, volunteers and the marginalised and disadvantaged, including minorities, with special attention being given to persons with disabilities and the elderly as regards the accessibility of those activities;
- the overall strategy for audience development, and in particular the link with education and the participation of schools.
- Teams preparing bids have made a deliberate effort to engage those who do not normally participate in the culture life of a city, or run a parallel cultural sector.

F: Management

- the feasibility of the fund-raising strategy and proposed budget, which includes, where appropriate, plans to seek financial support from Union programmes and funds, and covers the preparation phase, the year of the title, the evaluation and provisions for the legacy activities, and contingency planning;

- the envisaged governance and delivery structure for the implementation of the action which provides, inter alia, for appropriate cooperation between the local authorities and the delivery structure, including the artistic team;
- the procedures for the appointment of the general and artistic directors and their fields of action;
- the marketing and communication strategy is comprehensive and highlights that the action is a Union action;
- the delivery structure has staff with appropriate skills and experience to plan, manage and deliver the cultural programme for the year of the title.

G: Finance.

- Budgets for ECOCs vary considerably; recent ECOC programmes (i.e. not including infrastructure or buildings) have ranged from €20m to over €80m.
- At bidding stage it is unrealistic for exact projections of future funding sources. The bid-book must have a realistic budget, with enough information to show the degree of certainty on each budget line.

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Appendix 2 Leeds consultations in more detail

Date	Audience	Potential Reach	Outcome
January 2014	Public open meeting - Cultural, community and business	300	Highly supportive of a Leeds bid, but on the condition that this will be a Leeds bid that benefits the region, rather than being a joint bid with another city.
January 2014	Leeds City Council's largest single survey (The Annual Citizens Culture survey) asked 3,000 respondents whether they supported a bid and why they said yes or no.	1,125	<p>Of the 77% who said Yes, many commented that they believe that it will benefit the city in terms of profile and in terms of boosting the economy and they see it as an investment in the future of the city.</p> <p>Of the much smaller percentage 23% who said No, comments ranged from 'the Council cannot afford to' or 'it's a waste of money' to 'Leeds cannot compete with other cities on an international level' or 'a northern city will not get it next time'.</p>
March 2014	Leeds Culture Network – Culture sector representatives	106	A lot of interest in the idea of a bid for 2023 but a lot of questions about the process and the implications of a bid.
May 2014	Citizens Panel – Two In depth focus groups with 18-30 year olds from all parts of Leeds	15	Two hour conversation incorporating current views of the cultural offer and future aspirations for how this could develop for 2023. This group were 100% supportive of a bid for 2023 but clear that a bid must include all communities in the city.
July 2014	Breeze Arts Foundation – Representative focus group with	13	Very positive and in favour

	members aged 16+		of a bid for 2023
August 2014	Queer Culture Workshop - Canvassed views at LGBT cultural community workshop.	30	Raised awareness of the conversation among this group.
August 2014	Child Friendly Ambassadors Meeting – canvassed views at CFL meeting	25	Raised awareness of the conversation among this group.
Summer 2014	Breeze Online Survey – The city council’s network of 47,000 children and young people between 5-25 years old who are leisure Breeze card holders	Potential reach to 47,000	555 responded to the survey of which 408 (94%) said Yes and (6%) said no, with 22% of respondents wanting involvement in the planning of the year.
Summer 2014	Breeze video booth consultation – A video box survey was conducted at the summer Breeze Festivals in Leeds parks.189 children between the ages of 5 and 15 made suggestions for what activities might be included in a European Cultural Capital Year if Leeds were to win.	189	From the 189 young people who took part 148 (78%) said yes, 21 (11%) said no, and 20 (11%) were as yet undecided. Overwhelmingly those in favour wanted to be part of the planning for 2023 and wanted to see sport and cookery as part of the activities.
Summer 2014	Facilitated discussion with 16yr old national citizenship service volunteers, by Marvin Babs-Apata, My Leeds My Culture organiser	25	Unanimous vote in favour of bidding. Many want sport included.
September –December 2014	The City Talking – Online opinion features with the independent Leeds cultural sector http://thecitytalking.com/leeds-2023	35 interviewed	Of the 33 interviewed only one (3%) said no, with two not sure (6%) and the majority, 30 (90%) voting in favour of a bid. A separate appendix summarises the responses in more detail.
September –December 2014	The City Talking (audience) – Website	12,987	Whilst some posts were more popular than others the posts in total garnered 12,987 views, 214 in-site likes and 15 comments.
September –December	The City Talking (audience) – Facebook	293,251	A total of seven posts were added to Facebook promoting Leeds 2023

2014			related content garnering 293,251 views, 3987 likes and 418 comments
September –December 2014	The City Talking (audience) – Newspaper	Circulation of 125,000	The newspaper is circulated with the Yorkshire Evening Post and across venues in Leeds and featured 21 pages of content across three editions of the paper
September 2014	Leeds Culture Network – A meeting of HE / FE sector representatives and previous ECOC title holders.	68	HEI sector has started to meet independently in support of a bid to determine what role they might play.
September 2014	Informal lunch hosted for 35 HE/FE sector representatives and previous ECOC title holders.	35 plus	Endorsements from Leeds' three universities, Leeds College of Music and Leeds City College, Leeds College of Art and Northern School of Contemporary Dance.
September 2014	SCCFRE BME Advisory Group Meeting – views canvassed	10	Group were very positive about a bid and want to remain involved and wanted to see the year led by citizens, not the city council.
October 2014	Discussion with community leaders organised by Leeds City Council's Citizens and Communities Team	9	All in favour of bidding but very strongly wanted to see local communities involved in delivery of 2023.
November 2015	Yorkshire Evening Post/ Yorkshire Post – Online poll to a single response question	Traffic to website: 893,000	65% were in favour of a bid.
December 2014	Coverage in Yorkshire Evening Post for results of the poll	Circulation: 30,000	YEP led with the headline #YESLeeds as their front page announcing the results of the vote
December 2014	One hour lunch time focus group with representatives of retired and older people of Leeds	6	All in favour of a bid.
December 2014	BBC Radio Leeds	72,000	On New Year's Eve the BBC Radio Leeds Andrew Edwards daytime show invited listeners to contribute their opinions on the kind of

			activities and events a Leeds European Capital of Culture in 2023 should include.
February 2015	Leeds Culture Network: Imagining the Future – Organised by a group of independent arts and culture organisations and reaching emerging artists and practitioners.	220	An open space discussion about what 2023 could be like for artists and cultural professionals embarking on their careers now, and the conditions that we need to create as a city to make this a possibility.
August - now	Leeds City Council Talking Point Survey - a single response question on Leeds City Council's website http://www.leeds.gov.uk/leeds2023/poll	281	242 (86%) said yes, 33 (11%) said no and 6 (2%) were unsure.
Now	The conversation is still ongoing across social media using the #Leeds2023 hashtag and further conversations have been instigated by community groups, and various sectors of the Leeds business community to determine their role in a potential bid. The city council is tracking this as best we can via storify.	TBC to date	A number of conversations have taken place on Twitter and Facebook debating the merits of bidding and these are not dependent on officers or elected members joining in. Alongside independent press and broadcast media initiatives it means we are not able to track or take into consideration every conversation that has taken place over the year.
February 2015	Better Leeds Forum, Leeds University Student Union. Proposal that LUU student body backs a #Leeds2023 bid to be European Capital of Culture.	30,000	Motion carried to back a #Leeds 2023 bid to be European Capital of Culture as a policy priority of LUU student body for three years 2015 - 2018.

DECEMBER

THE CITY TALKING

£7.99

THE CITY TALKING

11-12

KARA TREHAN

is biggest in Scarborough, thank you
looking after us for me

13-14

PIR-BENJAMIN

is the... (text is partially obscured)

15-16

JOHN SWIFE

is the... (text is partially obscured)

17-18

LEEDS - 2023

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PRODUCTION BY





THE CITY TALKING

Introduction

The City Talking is a monthly newspaper and website. The City Talking was chosen by Nesta and The Observer as one of the UK's fifty New Radicals, making it part of "a generation of radical thinkers, campaigners, designers and community activists working in the UK today."

The City Talking began in 2009 as a Facebook page for the discussion of everything to do with Leeds, past, present and future, which quickly attracted an audience of over 50,000 people. The website was launched in 2012 and the free newspaper in 2013; monthly editions of 10,000 copies were distributed for free across the city, attracting a strong readership in the independent creative arts, business, culture and sport communities.

Since mid-2014 The City Talking has also been given away inside the Yorkshire Evening Post, giving it a monthly circulation of approximately 25,000.

Our aim was not only to find out what people think about the idea of a Leeds bid to become European Capital of Culture in 2023, but to raise awareness of that the idea of a bid was being discussed.

We spoke to 35 people from the independent creative arts, business, culture and sport communities that we felt would best represent and interest our readership; people we felt would have an interesting view on the bid, and people whose views would find a receptive audience within their own networks that would increase awareness. We also made a 'Submit a Story' option and a comments section available on our website so that anyone could contribute, and were contacted by some people wanting to get involved.

We produced a mixture of written interviews, blog posts, video interviews and a spoken-word poem and promoted them to readers in a dedicated section on our website, via Twitter, YouTube and SoundCloud, and in five issues of the newspaper, that were given away with the YEP and distributed in the city.

We also took the conversation to Facebook, where our page has 58,000 subscribers made up of Leeds residents past and present, and people with an interest in what goes on in the city. We asked the people there a series of questions both to find out what a wide range of people in Leeds think of the idea of the bid, and to generate awareness of the bid as an option for the city.

People We Spoke To in the Independent Creative Arts, Business, Culture And Sport Communities

Two of the people we spoke to from the independent creative arts, business, culture and sport communities had experience of Liverpool's year as European Capital of Culture in 2008.

Alan Lane, artistic director of Slung Low Theatre Company in Holbeck, said taking part in Liverpool '08 had been a chance, "to see first hand what a glorious impact such a thing can have on a proud and ambitious city." He also learned that a bid should not be based on what a city already does well: "You are not awarded the honour for what you are, but rather by convincing the panel of what you will become. The distance between where you are and where you want to be. That's what wins it."

To Alan, that means that becoming European Capital of Culture is, "a problem, and a wonderful provocation, for Leeds. Because Leeds is already wonderfully provisioned with a very precise type of culture." The honour comes with "truly transformative potential" to make Leeds' communities outside the city centre places "where major artists will want to perform long after the euro money has dried up. The amazing in every corner of the city not just in its central business district."

Gerald Jennings, the president elect of Leeds Chamber of Commerce, said that the lesson he learned from working in Liverpool at that time was that if Leeds succeeds, the event will need proper planning and effective communication with the community in Leeds.

"In Liverpool I don't think there was enough communication between the people who were promoting and delivering all the activity of the Capital of Culture year, and the totality of the people and the community in Liverpool. It was almost as though they were saying: we're doing this thing, so leave us to it."



The importance of engaging with the entire city, and not reinforcing existing institutions and audiences, was emphasised by several people we spoke to. Nicola Greenan of Leeds Music Trust asked, "What will it look like for many of my friends and family? We need to somehow capture the imagination of the residents of Leeds and take people on a journey, and ensure that we build excitement, fun and pride."

Several people wanted to establish what is meant by the world 'culture' in European Capital of Culture, and to make sure that it was defined in a way that means something to Leeds. Leeds Ladies FC captain Emma Bentley pointed to the importance of sport to the city's heritage and population.

"We've got lots of big name sports people that are coming out of the city and doing well," says Emma. "Our culture is sport, as well as music, as well as art, as well as everything else. It's very important to us, and I think we should stay true to ourself and include that within the bid."



Emma also drew on her experience as a teacher to add that, "In the next few years when the bid is put together, and certainly during 2023, the children we have now will have hopefully developed into mature young citizens who will be making our city proud. Why shouldn't we use 2023 to raise a generation of young people who can feel proud of themselves?"

A number of people we spoke to wanted to ensure that as Capital of Culture Leeds would support talent from within the city; Mark Hubbard of Old Chapel Studios said that while the Arena has been

great for attracting acts to play in Leeds, more needs to be done to nurture artists that are already here.

Author SJ Bradley added that Leeds' people's experience of being culturally creative on a shoestring stands it in good stead for making the most of a year as Capital of Culture. "The North doesn't enjoy a lot of arts funding," she said. "Living a creative life in the North can sometimes feel like paddling a raft around in the middle of the Pacific Ocean. You're doing all this great stuff, but who's around to see it? This kind of necessitated self-sufficiency is amazing for creativity. Artists, writers and musicians in Leeds can be free to do whatever the hell they want – providing they can do it cheaply."

Oli Bentley from Split Design was one of several people who joined SJ Bradley in praising the city's rich independent seam, and told us about the new view of Leeds he gained when Ambre Lormeau, a Parisian design student, contacted Split to ask for an internship.

"Our first question – and the first question of other people we told – was 'why Leeds?!'" said Oli. "To Ambre, Leeds was (and after four months, still is) an exciting, dynamic city, growing to become a centre for arts and culture. It was also a city that had a human scale to it, that was welcoming and friendly. And the thing is, when you look at all the reasons we could bid to become Capital of Culture, she's right."

It was that existing status as an exciting place to be that led Giuseppe de Luca, singer and guitarist in Goodbye Chanel, to say that his answer to Leeds 2023 is "No, ta." To Giuseppe, Leeds' culture should be allowed to find its own path, and not hurry towards a designation imposed by an abstract European committee. "we're on a bigger journey that is leading us to a place of far more natural significance than any twelve month stint of deadline 'culture'," he said.

Leeds' confidence in itself was a subject returned to by several people we spoke to, who questioned whether the city really needs the award. "I fear Leeds beginning to believe that it needs something to validate its creative existence," said photographer Sara Teresa. "It doesn't."

While people in Europe might already think of Leeds as a leading European city, Laura Wellington of Duke Studios said she would like to see Leeds use the target of 2023 to learn from and catch up to places like Berlin, Barcelona and Copenhagen, not just in terms of arts and events, but for the way of life.

"Bidding is going to be great for the city," she said. "It's going to be a cultural regeneration for the city the across the board. It's so hard to define what culture means, but it's going to be about giving people good experiences in life in Leeds. Whether that's a rugby game or an art gallery or a beer festival or a food festival, it's about things that enrich people's lives. It's about going for a nice coffee in the morning – all the simple things, or not so simple things, that can make Leeds a great place to live and work and play and visit."

People Who Spoke To Us on Facebook

We asked several different questions on Facebook, both to gauge feeling among the general population of the city and to help spread the word about Leeds 2023 among the 58,000 people following our Facebook page. We started and ended the project with the same question: Should Leeds bid to become European Capital of Culture in 2023?

One of the recurring comments indicated that work needs to be done to explain what exactly European Capital of Culture is, and how it differs from the City of Culture award given to Hull for 2017, although fewer people were mixing these up when we asked in January than in October.

The competitive aspect of the award brought a lot of city pride from fervent Loiners, many of whom said they see Leeds as already too good for the title.



"No... City of Culture is to show off second rate cities for a year, create a charade of arts and culture before going back to business twelve months down the line," said Alex Luty. "Where's Glasgow's, Hull, Liverpool and Bradford's legacy? Don't need it - Leeds is first class and it's insulting anybody wants to cheapen the place with that award."

"No, no-one cares who becomes 'capital of culture'," said David Griffin. "If it's somewhere other than Rome or Paris (e.g. Liverpool), it's regarded as a joke."

Other commenters saw a bid as something Leeds could aspire to.

"European is a whole different ball game," said Al Hudson-Frost. "If Leeds want to leave the shadow of Manchester then [we] need it."

"Glasgow and Liverpool are the only two [UK] cities to have been European Capital of Culture and both have fine cultural legacies. Fantastic that Leeds should be considered," said Paul Williams.

A lot of comments questioned whether becoming a Capital of Culture, even if it might be a nice idea, is the best way of spending money; although some commenters were won over by the idea that it could bring investment to the city, especially after seeing the impact of the Grand Départ.

"Anyone care to hazard how much it'll cost?" asked Sam Walker. "I'm thinking white elephant."

"Spend the money where it's useful for once on improving housing, parks for the kids," said Janey Dicker. "There's a long list of under funded stuff!"

"I'd be pro a bid but it's not top of the agenda for the city surely?" said Nick Julian. "The fact we're the largest city in Britain (possibly Europe) without a travel system must be sorted."

Not everyone was confident that Leeds has what it takes to be considered a cultural capital on the international stage, especially when you leave the city centre.

"It's based on the city centre, not Leeds as a whole," said Scott Howieson. "Imagine the judges having a tour of Holbeck, Middleton and Halton Moor."

"Oh aye, we're bloody well cultured us lot, we've been dragged up proper!" added Pat Mustard.

"When did culture become about a city looking pretty and the inhabitants being wealthy?" countered Heather Jayne Cobb. "I think Leeds has enough diversity and culture to try, even if the city centre has turned very boring, elitist and commercialised. Culture encompasses arts, history, enterprise, Leeds has that."

"All cities have run down areas," said Elisa Stanley, "But Leeds has an amazing amount of culture, we have our industrial heritage, the art galleries, museum, historic sites, a rich cultural background including the Chapeltown carnival, rural landscapes juxtaposed against the urban city skyscrapers."

"We have all types of ethnic foods available as well as traditional British fare ... People need to be proud of this city. My family have been here since the 15th century at least and I'm proud of being from such a cultural place. Places get run down when people stop caring."

Conclusion

We found a lot of positive, can-do feeling about the idea of bidding for 2023, especially in the independent creative scene. A lot of people can see the potential being European Capital of Culture has to be a good thing for the city.

It was repeatedly stressed that if Leeds does bid, and if it does win, then it has to be done right. What is right is different for different people, but a common thread was that if Leeds decides to bid, then a lot of people, particularly in the independent creative and arts scenes, will want themselves and their communities to be involved. There is a feeling that Leeds is a city full of people doing brilliant work with little support, and that 2023 could be an opportunity to give those people resources and a platform.

Linked to that is a desire to make sure that the 'culture' of Leeds is not dictated, but that it becomes a Capital of Culture based on the things that its people like to do and how they live that make Leeds, Leeds. The process of designing a bid should challenge preconceived ideas of Leeds culture and its 'crown jewels' and act as a census of the city's true cultural life.

Among the challenges for a bid is to communicate clearly just what European Capital of Culture is and what it can do for Leeds. Even after four months of growing discussion there is still confusion about the difference between this and UK City of Culture, and a perception that Leeds is admitting to a status of 'also-ran' by bidding. Across the whole range of people we spoke to, from Facebook to the arts scene, the question of whether Leeds 'needs' to bid was repeatedly raised.

Related to this was the issue of cost, and whether bidding for 2023 would be an unnecessary expense in a time of cutbacks. Among the discussions on the Facebook page, though, it could be seen that with a clear explanation of potential costs and benefits, people were more willing to offer their support.

The responses we got from the independent creative arts, business, culture and sport communities could be characterised as overwhelmingly in favour of a bid; opinion expressed from among the 58,000 following our Facebook page was almost 2:1 in support of bidding. But what is important to take forward is the emphasis placed by almost everybody on making sure that a bid is done in a way that is right for Leeds, and that properly represents and brings benefits to all its people. That means that a decision in favour of bidding should be a decision in favour of an exhaustive and inward exploration of Leeds culture, and of what that culture can gain from being European Capital of Culture. From that, Leeds would have the basis it needs to bid.

The Stats

Website Content

Number of Posts	Views	Tweets About Content	Facebook Likes on Content	Number of 'Comments	Number of 'in-site' Likes.
45	12,987	1,177	676	15	214

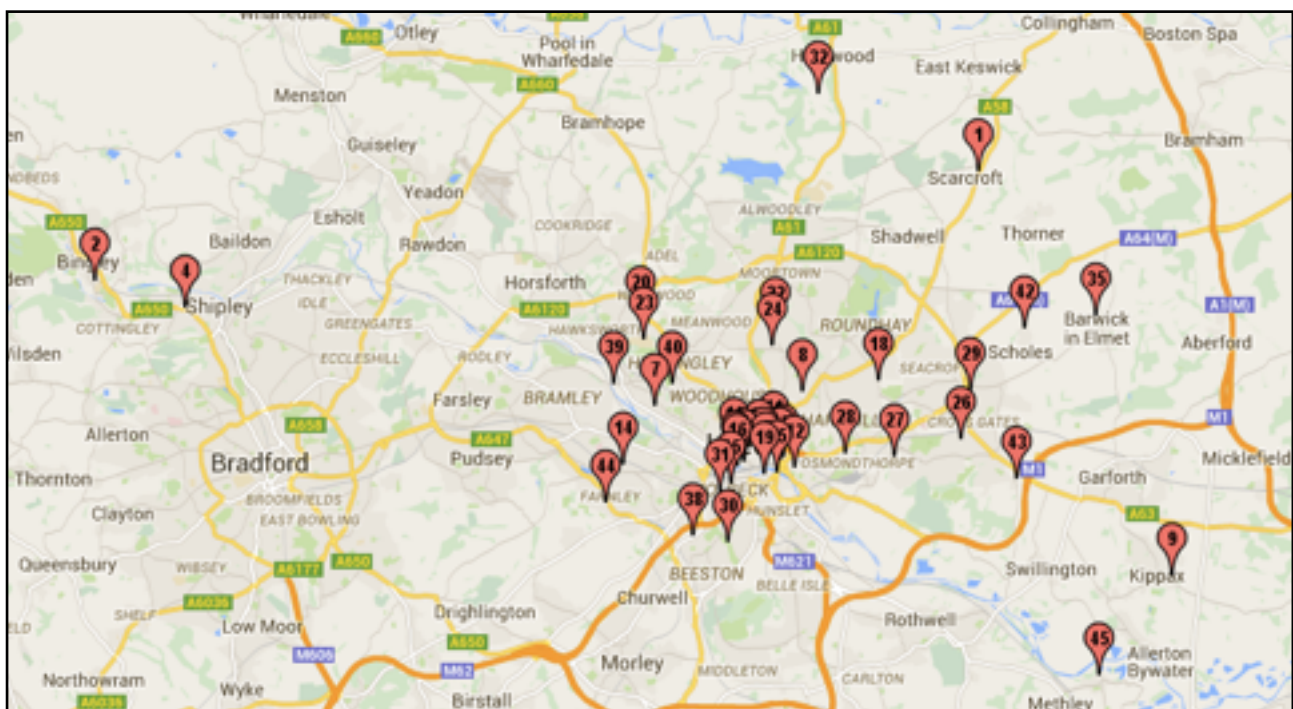
Newspaper

Number of Pages Dedicated to 2023 Content	Number of Issues Distributed (Approx)
21	125,000 (5 Issues)

Facebook

Number of Posts Related to 2023	Views	Likes	Shares	Comments
7	293,251	3,987	169	418

We asked the people who wrote or were interviewed for the website to tell us where they lived and worked. This map shows the data -



Visit the Leeds 2023 website
[here](#)

Visit the Youtube playlist for
Leeds 2023 videos [here](#)



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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: Culture and Sport
Lead person: Dinah Clark / Cluny Macpherson	Contact number: 2478299

1. Title: Should Leeds Bid for European Capital of Culture 2023?

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

European Capital of Culture 2023 The European Capital of Culture is a competition where the winning city becomes the international centre for a year-long European festival taking place all over the city.

The next time a UK city can win it is for 2023. Only a UK city will be able to compete for it in that year as different countries take it in turns.

Preparing, bidding for, and, if successful, running a year-long schedule of events will cost Leeds City Council and other stakeholders a considerable amount of money. However, previous winning UK cities have proved that the amount of money that is invested back into the city far outweighs the initial outlay. Being awarded the title would result in staging a year-long programme of cultural events throughout the city. The benefits could include:

- Employment opportunities
- Increased revenue for businesses
- Working with the city's diverse communities on the programme of cultural events.
- Raising the profile of Leeds as a major European City.
- Meeting the council's ambition to be the Best City by 2030

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)

Leeds City Council has worked with stakeholders to ascertain if making the bid is a good idea. This has included talking to businesses, organisations and the diverse communities that make up the residents of Leeds.

People living in Leeds and organisations working with local people are integral to the preparation and delivery of the ECOC 2023 initiative, which in turn must reflect the diverse make-up of the city.

By talking to a range of people from different communities across the city in small numbers, we were able to add to and produce a wide snapshot of views. This made up the core of a robust schedule of engagement activities that included the city's diverse communities and which will be built upon and continued to the next stage, looking at what kind of a bid Leeds will make.

- **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.)

Consultation findings so far show strong support from a range of people for submitting a bid to be European Capital of Culture. A successful bid would require the involvement and engagement of the city's different communities.

- **Actions**

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

If we get a positive decision to bid, the deadline for delivering the bid is 2017. A comprehensive impact assessment would be done at that point and enclosed with the bid.

Should Leeds decide not to bid, it is anticipated that the information that has been gathered through consultation will go on to be used in preparation of a new cultural strategy for the city which will influence other future policies and strategies.

A key aim of a new cultural strategy is to reach and engage all our city's diverse communities and for Leeds people to feel they can enjoy access to different culture and cultural experiences on equal terms. The city's cultural strategy will articulate what culture is and dispel the myth that "culture" is another name for or narrow definition of "high art for the wealthy".

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:	N/A
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
Cluny Macpherson	Chief Officer, Culture & Sport	19 February 2015

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.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	19 February 2015
If relates to a Key Decision - date sent to Corporate Governance	20 February 2015
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	

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