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## SCRUTINY BOARD (CITY DEVELOPMENT)

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Meeting to be held in Civic Hall, Leeds, LS1 1UR on  
Wednesday, 30th March, 2016 at 10.30 am

*(A pre-meeting will take place for ALL Members of the Board at 10.00 a.m.)*

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### MEMBERSHIP

#### Councillors

A Castle	-	Harewood;
D Cohen	-	Alwoodley;
P Davey	-	City and Hunslet;
R Harington	-	Gipton and Harehills;
J Heselwood	-	Bramley and Stanningley;
M Ingham	-	Burmantofts and Richmond Hill;
S McKenna	-	Garforth and Swillington;
C Townsley	-	Horsforth;
P Truswell (Chair)	-	Middleton Park;
P Wadsworth	-	Guiseley and Rawdon;
J Walker	-	Headingley;

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*Please note: Certain or all items on this agenda may be recorded*

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**Agenda compiled by:**  
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**Scrutiny Support Unit**  
**Tel: 39 50878**

**Principal Scrutiny Adviser:**  
**Sandra Pentelow**  
**Tel: 24 74792**

# A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p><b>RESOLVED –</b> That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p><b>No exempt items have been identified.</b></p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
3			<p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4			<p><b>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</b></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><b>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</b></p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p><b>MINUTES - 17 FEBRUARY 2016</b></p> <p>To confirm as a correct record, the minutes of the meeting held on 17 February 2016.</p>	1 - 4
7			<p><b>INQUIRY INTO BUS SERVICE PROVISION - SESSION 3</b></p> <p>To receive a report from the Head of Scrutiny and Member Development which outlines the focus of the 3<sup>rd</sup> session of the Scrutiny Inquiry into Bus Service Provision.</p>	5 - 12
8			<p><b>LOCAL FLOOD RISK MANAGEMENT STRATEGY</b></p> <p>To consider a report of the Director of City Development which facilitates scrutiny of flood risk management functions as required by sections 4 &amp; 6 of the Flood and Water Management Act 2010.</p>	13 - 24

Item No	Ward/Equal Opportunities	Item Not Open		Page No
9			<p><b>DRAFT SCRUTINY INQUIRY REPORT - HOUSING MIX</b></p> <p>To consider a report from the Head of Scrutiny and Member Development and appended draft Housing Mix scrutiny inquiry report.</p>	25 - 48
10			<p><b>A NEW CULTURE STRATEGY FOR LEEDS</b></p> <p>To consider a report from the Director of City Development which provides an update on the approach taken to develop the new Culture Strategy for Leeds 2017-2030.</p>	49 - 62
11			<p><b>WORK SCHEDULE</b></p> <p>To agree the Board's work schedule for the remainder of the municipal year.</p>	63 - 86
12			<p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>Wednesday, 27 April 2016 at 10:30am (pre-meeting for all Board Members at 10:00am)</p>	

Item No	Ward/Equal Opportunities	Item Not Open		Page No
			<p><b>THIRD PARTY RECORDING</b></p> <p>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 on the front of this agenda.</p> <p>Use of Recordings by Third Parties – code of practice</p> <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> </ul>	

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## SCRUTINY BOARD (CITY DEVELOPMENT)

WEDNESDAY, 17TH FEBRUARY, 2016

**PRESENT:** Councillor P Truswell in the Chair

Councillors B Anderson, A Castle,  
P Davey, R Harington, J Heselwood,  
S McKenna, P Wadsworth and J Walker

### 60 Late Items

The Board received the following supplementary information in relation to agenda item 8, Leeds Cycling Starts Here (Tour de France Legacy) Update:

- Case Studies – Cycling Activity in Leeds

The above information was not available at the time of agenda despatch, but was subsequently made available on the Council's website.

### 61 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

### 62 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted by Councillor M Ingham , Councillor C Townsley and Councillor D Cohen. Councillor D Cohen was substituted by Councillor B Anderson.

### 63 Minutes - 27 January 2016

**RESOLVED** – That the minutes of the meeting held on 27 January 2016, be approved as a correct record.

### 64 Inquiry into Bus Service Provision

The Head of Scrutiny and Member Development and West Yorkshire Combined Authority (WYCA) submitted a report which provided the Scrutiny Board with the information required to undertake the Second session of the inquiry into bus service provision.

The following information was appended to the report:

- KPMG – Local Bus Market Study (January 2016)

The following representatives were in attendance:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)
- Councillor Keith Wakefield, Chair of Transport Committee
- Andrew Hall, Head of Transportation
- Tom Gifford, WYCA, Project Manager
- Neale Wallace, WYCA, Bus Services Manager

The key areas of discussion were:

- The proposed vision of the developing West Yorkshire Single Transport plan which will include the Bus Plan for West Yorkshire, including the strategic and policy context of the Bus Plan.
- The opportunity for growth in patronage and the target to maximise 25% patronage growth.
- The programme of forthcoming consultation on the Bus Plan and the reasons why consultation was being undertaken.
- Air quality and the recognition of hot spots in the City where pollution is having a negative impact on health. The need for Bus Operators to meet environmental standards to improve air quality and meet the aspiration for zero emissions.
- The Nexus experience, if the current legislation was impractical and if there were any lessons to be learned.
- The impact of congestion on bus services and the investment in road improvement works. The broader issues around the bus system which included quality, resources and service resilience.
- Competition and the intervention required to promote this. The problems with individual ticketing and the need to change the ticketing system.
- The need for connected integrated transport structures.

**RESOLVED** – The report was noted and the evidence considered as part of the inquiry.

## **65 Leeds Cycling Starts Here (Tour de France legacy) - update**

The Director of City Development submitted a report which presented an update on the preparation of the Leeds Cycling Starts Here (LCSH) Strategy, Action Plan and long term cycling ambition and strategy for the city.

The following information was appended to the report:

- Leeds Cycling Starts Here Strategy – Aims and Themes
- Leeds Cycling Starts Here Strategy – Action Plan Overview

The following representatives were in attendance:

- Councillor Richard Lewis, Executive Board Member (Regeneration Transport and Planning)

Draft minutes to be approved at the meeting  
to be held on Wednesday, 30th March, 2016



- Mark Allman, Head of Service for Sport
- Ray Hill, Team Leader (Travel Plans and Choices).

The key areas of discussion were:

- Consultation about phase 2 of the cycle super highway. The Board was advised that the team were working with Elected Members and communities. Work was being undertaken to ensure the best approach to consultation.
- The complex nature of highways design (with reference to Stanningley Bottoms) and meeting the needs of the communities. The importance of engagement with communities and the undertaking that this matter will be looked at by Cycling Board.
- Cycling road safety, skills development and providing the opportunities for improving the standards and behaviours of both child and adult cyclists.
- Promotion of the benefits of the super highway network.
- Communication of the Boddington development. The Board was advised that this was only recently confirmed two months ago.
- Communication and promotion of Tour de Yorkshire which included exploring community support and engagement so that opportunities were not missed.
- The consultation process, extent of consultation engagement particularly with hard to reach groups and funding the consultation.

## **RESOLVED –**

The Scrutiny Board:

- a) Considered the Leeds Cycling Starts Here programme update
- b) Recommended the need for improved communication and promotion regarding City Connect and the cycle super highway
- c) Recommended that opportunities within communities are maximised to strengthen Tour de France and Tour de Yorkshire legacy.
- d) Recommended integrated transport planning for liveable places that is inclusive of cycling, walking and also motorised transport.

## **66 Work Schedule**

A report was submitted by the Head of Scrutiny and Member Development which detailed the Scrutiny Board's draft work programme for the current municipal year.

**RESOLVED –** The Scrutiny Board notes the content of the report and agrees the revised work schedule.

**67 Date and Time of Next Meeting**

Wednesday, 30 March 2016 at 10.30am (pre-meeting for all Board Members at 10.00am)

(The meeting concluded at 12:25pm)



Report author: Sandra Pentelow

Tel: 0113 2474792

## Report of the Head of Scrutiny and Member Development

### Report to Scrutiny Board (City Development)

**Date: 30 March 2016**

### **Subject: Inquiry into Bus Service Provision – Session 3**

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 Scrutiny Board at its meeting on the 17th of June 2015 resolved to undertake an inquiry to consider bus service provision.
2. The Board expressed a desire to have a clear understanding of current provision and how this supports our objectives as a Council to connect residents and visitors to employment, training, culture and leisure and support the economic prosperity of the city. Whilst undertaking the inquiry the Board also wish to understand the current and future options for bus service provision in the city and consider what would be most beneficial for Leeds.
3. The purpose of this inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:
  - The provision and connectivity of Bus Services in Leeds, including services into the Leeds area and sufficiency to meet the needs of people and business.
  - Current impact of bus services on social inclusion, poverty and the economy
  - Options for improving local bus services
  - Investment and the delivery of strategic and operational improvement in bus services
  - Consultation on the Bus Bill

4. The January and February Scrutiny meetings provided information on:
  - De-regulation and the West Yorkshire bus context
  - Key Achievements
  - Role of the Highway Authority & WYCA in the Bus System
  - Bus Services and the economy
  - Bus Strategy and Single Transport Plan, including Public and Stakeholder consultation.  
Partnership and Quality Contract Legislation
5. On the 11<sup>th</sup> of February the Bus Minister Andrew Jones made a speech to the Transport Times UK Bus Summit which is attached as appendix 1 for information. This provides an update to the Scrutiny Board on the Buses Bill which was of considerable focus at the January 2016 meeting.
6. The focus of this 3<sup>rd</sup> session is to further explore the influence and impact of bus services in Leeds on business and the wider the economy, the current bus offer and options for improving local bus services. Representatives from three organisations have been invited to the meeting to provide advice, contribute to debate and answer questions; these are the Unite, The West Yorkshire Campaign for Better Transport and Leeds Chamber of Commerce.
7. The next meeting in April will facilitate discussion with operator representatives.

### **Recommendations**

8. The Scrutiny Board is requested to note this report and information provided during discussion on the 30<sup>th</sup> March and make recommendations as deemed appropriate.

## **1 Purpose of this report**

- 1.1 This report provides information about the focus of the 3<sup>rd</sup> session and provides an overview of the organisations contributing to the inquiry at this session.

## **2 Main issues**

- 2.1 The 3<sup>rd</sup> session of the inquiry provides an opportunity for the Scrutiny Board to further explore the influence and impact of bus services in Leeds on business and the wider the economy, the current bus offer and options for improving local bus services. Representatives from three organisations have been invited to the meeting to provide advice, contribute to debate and answer questions.

- 2.2 Unite – Unite represents more than 95,000 bus, coach, taxi, tram and rail workers representing most of the employees of Stagecoach, First, Arriva and National Express.

Unite state that employment retention and reorganisation in the bus industry are notable concerns, with high quality training needed in most of the large bus companies. Another major issue is pay, which is being addressed by members through negotiation and, where necessary, industrial action and continued campaigns.

Unite has published a Strategy for Transport (November 2015)<sup>1</sup> ‘Transport Matters’ which contains a number of recommendations which relate to the following transport priorities, also relevant to bus provision:

- a commitment to investment;
- accessible, affordable, integrated and accountable public transport;
- a fundamental shift away from further privatisation and deregulation;
- safe transport with decent employment standards, equality and protection for transport workers;
- a sustainable transport system that is better for the environment.

- 2.3 The West Yorkshire Campaign for Better Transport – West Yorkshire Campaign for Better Transport was formed in the mid 1970’s. It campaigns on local issues and supports the national organisation in pressing for sustainable transport.

The national parent organisation, Campaign for Better Transport, has published a number of bus related research documents the most recent being ‘Buses in Crisis, a Report on Bus Funding Across England and Wales 2010 - 2016’<sup>2</sup>. This report makes a number of recommendations which includes suggested areas of inclusion in the forthcoming Buses Bill such as the the ability to franchise services, strengthening regulation around partnerships and help for rural bus services.

- 2.5 Leeds Chamber of Commerce – The Leeds Chamber of Commerce is a business network established in 1851 which works to support and represent local

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<sup>1</sup> [http://www.unitetheunion.org/uploaded/documents/Transport%20Matters%20-%20a%20Unite%20strategy%20for%20transport,%20key%20points%20and%20recommendations%20\(updated%20December%202015\)11-24946.pdf](http://www.unitetheunion.org/uploaded/documents/Transport%20Matters%20-%20a%20Unite%20strategy%20for%20transport,%20key%20points%20and%20recommendations%20(updated%20December%202015)11-24946.pdf)

<sup>2</sup> <http://www.bettertransport.org.uk/sites/default/files/research-files/buses-in-crisis-2015.pdf>

businesses. The network today includes businesses of all sizes and shapes and from a range of different sectors. The Leeds Chamber Property Forum has a transport sub group which is made up individuals from the private and public sectors. The forum meets every quarter to review, discuss and where appropriate initiate transport projects which contribute to the continued economic success of Leeds and improve the local, regional, national and international connectivity of the city.

### **3 Corporate Considerations**

#### **3.1 Consultation and Engagement**

3.1.1 The purpose of this session is to obtain the views of the stakeholder organisations represented. Further engagement will be undertaken at the April 2016 meeting.

#### **3.2 Equality and Diversity / Cohesion and Integration**

3.2.1 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities. Where a potential impact has been identified this will be reflected in the final inquiry report, post inquiry.

#### **3.3 Council policies and Best Council Plan**

3.3.1 This inquiry will support objectives as defined in The Vision for Leeds 2011 – 2030 and the Best Council Plan 2015-20

#### **3.4 Resources and value for money**

3.4.1 This report has no specific resource and value for money implications

#### **3.5 Legal Implications, Access to Information and Call In**

3.5.1 This report has no specific legal or access to information implications

#### **3.6 Risk Management**

3.6.1 This report has no risk management implications.

### **4 Recommendations**

4.1 The Scrutiny Board is requested to note this report and information provided during discussion on the 30<sup>th</sup> March and make recommendations as deemed appropriate.

## **5 Background documents<sup>3</sup>**

Appendix 1 – Speech of the Bus Minister Andrew Jones which explains the government’s forthcoming Buses Bill. 11<sup>th</sup> February 2016

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<sup>3</sup> 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

### **Speech of the Bus Minister Andrew Jones which explains the government's forthcoming Buses Bill. 11<sup>th</sup> February 2016**

Source: GOV.UK

#### ***Introduction***

It's a real pleasure to open the Transport Times UK Bus Summit 2016. I'm really grateful to the Transport Times for running the event and to everyone here for coming. I've chosen as my topic this morning (11 February 2016) the government's forthcoming [Buses Bill](#). I want to set out clearly, and in more detail than the government has done before, why we are introducing a Buses Bill, what the bill will do, and what we expect to change as a result.

#### ***Context and aim of the bill***

But first, I would like to provide some context. In preparing this bill, we have one clear aim, which is this: to increase bus passenger numbers. Buses help people get to the shops and to work, boosting our economy. Buses enable people to visit friends and family, providing great social benefits. And buses can reduce congestion and air pollution, offering great benefits to our environment. So it is a matter of concern that over the years there has been a general decline in passenger numbers. And it explains the overriding aim of our bill; to get more people using buses.

#### ***What the bill will not do***

But second, I would also like to dispel a few misconceptions by setting out what the bill will not do. The bill will not impose any particular arrangement on local authorities or on bus operators. Neither will the bill give local authorities new powers to take bus operators' assets, such as vehicles or land. Oversight of anti-competitive behaviour will be left to the Competition and Markets Authority — exactly where oversight lies at the moment. And nor does the bill impose wholesale re-regulation. Instead, the Buses Bill is an enabling bill. It gives local authorities new choices. Choices about how they can improve bus services in the interests of their residents, and, I believe, in the long-term interest of the bus industry too.

#### ***Why a Buses Bill***

So, why are we introducing a Buses Bill? After all, the government is plainly on the side of free enterprise. We are in favour of cutting red tape, and giving the private sector the space it needs to grow. And there's so much about today's de-regulated bus industry that works well. The latest Transport Focus survey shows that nearly 9 out of 10 customers are satisfied with their bus services.

In my own area I can see good practice, with Transdev launching new state-of-the-art buses on route 36 between Leeds, Harrogate and Rippon. At the same time, a challenger operator — Connexions buses — is pioneering new routes and reaching new markets. Across the country, commercial operators are introducing smart cards, installing Wi-Fi, co-ordinating timetables, and making great strides in improving accessibility — 89% of buses comply with accessibility standards, and we are on track for virtually 100%. All this progress is down to operators taking decisions in the interests of their passengers. It



shows that the de-regulation of the industry has been a success. But it would be wrong to pretend that there's no room for improvement.

We only have to look to the streets outside this building to see how, in some circumstances, things can be done differently. And just as in London, passengers right across the country want Oyster-style ticketing, better access to information about timetables, better information on fares before they travel, and real-time data about when the bus is going to arrive at their stop. There are many other opportunities for improvement, too. To make sure that bus routes reflect and support local economic development, such as new housing, and new business parks. As things stand, areas that want these improvements have a choice. They can enter into voluntary partnerships with bus operators. They can agree quality partnerships, which have the backing of law. Or they can propose quality contracts, under which local authorities take on responsibility for services.

But each of these choices have drawbacks. Voluntary arrangements are only as good as the personal relationships between those involved. Statutory partnerships force local authorities, by law, to spend public money on new infrastructure, even when everyone agrees it isn't needed. While the quality contract scheme process — introduced in 2000 — has proved more time consuming, costly and challenging than anybody could ever have imagined. So we believe there's room for some additional choices. Choices that keep the best features of a de-regulated market, but that give local areas greater say over bus services.

### ***What the bill will include — open data***

So, first, our bill will address passengers' need for better information. It is in everyone's interests for people to know as much as possible about the bus services in their area. So our proposal is that all operators will be required to make data about routes, fares and times open and accessible. It will allow app makers to develop products that passengers can use to plan their journeys, and give people the confidence to leave the car at home and take the bus instead.

### ***What the bill will include — new partnerships***

Second, the bill will introduce new arrangements for local authorities and bus operators to enter into partnership. We will remove the requirement that a quality partnership scheme must always involve new infrastructure. And we will introduce new, enhanced, partnerships that allow local authorities and bus operators to agree their own standards for all services in their area — perhaps focusing on frequency and reliability along a particular route or transport corridor, or setting emissions standards to improve local air quality, or introducing common branding, marketing and ticketing rules over a wider geographical area.

In this way, the bill will build on the strengths of existing partnership arrangements while addressing their weaknesses, including the weakness that allows a small minority of operators to block improvements that have been agreed by the majority. This new partnership approach won't be right for every area. In many cases it may be better to leave things just as they are. For those cases, our message will be — if it isn't broken, don't fix it. The status quo is acceptable too. Yet sometimes there will be a case for more radical change. For example, some of the things that Londoners have come to expect can be

difficult to deliver in a fully de-regulated bus market, such as a single fare structure across different operators and transport modes.

### ***What the bill will include — franchising***

So the bill will honour our devolution deal commitments to give local authorities the choice to use new powers to franchise bus services in their areas. I want to keep the good parts of the quality contract scheme process, which at least forces people to think things through properly, but I want to lose the parts which don't work, such as the excessive cost, the bureaucracy and the second-guessing. The decision to take up those powers will for local areas to make.

Local areas will need clear arrangements for ensuring the powers are used accountably, the capability to meet their promises to passengers, and a system that does not disadvantage bus services that cross local authority boundaries. Operators will need to play their part too.

This will an important decision for local areas to make, and it must be made on the basis of solid information, provided in a timely way. We certainly do not foresee a one-size-fits-all approach in every area. Some local authorities may want to introduce newly-integrated, uniformly branded networks of services just as you see in London. Others will just want to build and improve on what's already there. Whatever approach is chosen — and that will be a local decision — we want to ensure that bus operators and the wider supply chain have as much notice of change as possible. And that the effects on small operators are considered properly. In every case, local authorities will need to work closely with the operators in their area to manage the process in the best interest of passengers, particularly during periods of transition which will need to be handled with care.

### ***Conclusion***

So in conclusion, I hope that's given everyone plenty to talk about. I can't yet tell you exactly when the bill will be introduced into Parliament, save to say that the finest minds are working on it and you will see it very soon. We are hoping for Royal Assent by early next year. But we are certainly not at the end of the road just yet. Everything in the bill will be subject to Parliamentary scrutiny. And it won't become law until Parliament is satisfied. So there's plenty of opportunity to shape the content. And I look forward to much debate and discussion in the months ahead.

**Report of Director of City Development**

**Report to Scrutiny Board – City Development**

**Date: 30<sup>th</sup> March 2016**

**Subject: Local Flood Risk Management Strategy**

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. Under the Flood & Water Management Act 2010, Leeds City Council as the Lead Local Flood Authority is required to have a Local Flood Risk Management Strategy.
2. The Strategy for Leeds was adopted by Full Council on 26<sup>th</sup> March 2014.
3. At their meeting on 21<sup>st</sup> January 2014 the Scrutiny Board (Sustainable Economy and Culture) considered the Council’s draft Local Flood Risk Management Strategy and it was agreed that they would review the Strategy on an annual basis.
4. The Scrutiny Board (Sustainable Economy and Culture) last reviewed the Strategy on 17<sup>th</sup> March 2015.
5. This past year Leeds suffered a number of flooding events culminating with Storm Eva bringing an extreme flooding event. With nearly 3,400 properties flooded or affected by the flooding and also causing major infrastructure damage such as to Linton Road Bridge.
6. This report examines the implementation of the Strategy over the last 12 months.

**Recommendations**

7. That the Board reviews the progress made with regard to the Strategy and makes comments.

## **1 Purpose of this report**

- 1.1 Allow for the scrutiny of the Council's Flood Risk Management Strategy.

## **2 Background information**

- 2.1 Following major floods during 2007, Government set up the Pitt Review to look into the way flood risk management agencies dealt with such a major event. This review came up with 93 recommendations, which Government accepted.
- 2.2 A number of these recommendations needed legislation to give the agencies the powers or duties necessary and hence the introduction of the Flood & Water Management Act 2010 (F&WMA). One of these duties was for all Lead Local Flood Authorities (Leeds City Council for this area) to prepare a Local Flood Risk Management Strategy (LFRMS).
- 2.3 Following Scrutiny Board (Sustainable Economy and Culture) review of the draft Strategy, on 21<sup>st</sup> January 2014, it was adopted by the Full Council on 26<sup>th</sup> March 2014.
- 2.4 The Strategy was last reviewed by Scrutiny Board (Sustainable Economy and Culture) on 17<sup>th</sup> March 2015.

## **3 Main issues**

### **3.1 Leeds Local Flood Risk Management Strategy**

The Strategy is intended to outline the approach the Council and other agencies will take with regard to flood risk management. The Strategy contains:

- a. The Objectives for managing flood risk.
- b. The measures proposed to achieve those objectives.
- c. Timeframe for any measures.
- d. Costs and benefits of the measures and how they are to be funded.

The specific measures are contained in Appendix C of the Strategy, which is to be updated regularly to ensure it is reactive to latest priorities.

Progress against priority measures identified in Appendix C of the Strategy for 2015 is included in Appendix 1.

Other actions that have been taken and continue to be taken are

- Ongoing maintenance of watercourses and flood alleviation features
- Partnership working with other key agencies
- Close working with Flood Groups – increase awareness of flood risk
- Develop and maintain a comprehensive Register of flood risk features
- Manage flood risk generally
- Investigate flooding events – where necessary producing a Section 19 Report

- Promote sustainable development – particularly with regard to Sustainable Drainage Systems (SuDS)
- Support Planning with determining the impact of development on flood risk

### **3.2 South East Leeds Flooding in August 2015**

In the report considered by Scrutiny Board (Sustainable Economy and Culture) last year it was noted that the South East of the District had been suffering a disproportionate impact from flooding over a number of years and that during heavy rain on 8th August 2014 in excess of 100 properties were internally flooded. Unfortunately the same area was affected again with a similar event during heavy rainfall on 22nd August 2015.

A Section 19 (of the Flood and Water Management Act 2010) Report examining the cause of the flood and its impact in August 2014 was published in 2015 and found the rainfall overwhelmed all drainage systems in the area.

Assessment of work that could potentially be done to reduce the risk of flooding are ongoing, but some schemes have been identified and have been added to the specific measures contained in Appendix C of the Strategy.

### **3.3 Flooding Across Leeds in Winter 2015**

Storm Eva on December 25<sup>th</sup>/26<sup>th</sup> caused widespread flooding across all of Leeds with nearly 3,400 properties flooded or affected by the flooding from both the River Aire and River Wharfe coming out of its course. This was following storms in November and early December which also caused flooding across Leeds.

The cause and scale of the flooding is not thought to be due to the size of storm Eva, or it having the heaviest rainfall, but was from the accumulation of continual wet weather from November being the third wettest month on record and December being the wettest month on record to make the ground wet and impermeable.

The full impact of the Storm Eva flooding is still being quantified, particularly to long term reputational and commercial damage to Leeds. As well as estimated 2,711 homes being flooded or affected by the flooding there were an estimated 678 businesses flooded or affected by the flooding, some indicating they will not reopen or move away from Leeds.

Following a meeting of the Leader of Council and the Leeds MPs with the Secretary of State for Environment, Food and Rural Affairs, a commitment has been received from the Secretary of State to fund the feasibility study for the next phases of the Leeds (River Aire) Flood Alleviation Scheme which aims to provide Kirkstall the same level of protection as currently under construction for the City Centre and to provide enhanced standard of protection for both schemes.

Damage to infrastructure such as roads, structures, paths, flood alleviation assets and Canal and Rivers Trust assets are estimated to cost around £9m. Linton Road Bridge being the single largest asset affected in Leeds. It is estimated that it will take a year to strengthen and reopen at a cost of over £4m.

Community engagement events have been taking place in affected areas with councillors, officers and relevant partners. To date engagement events have taken place in Kirkstall, Otley, Methley and Mickletown, Collingham, Hunslet and Stourton. There has also been a three day event organised by the Flood Advisory Service together with the Garforth Flood Support Group.

Leeds City Council as the lead Local Flood Authority has committed to undertake a Section 19 report into the causes and impact of Storm Eva which is underway; given the scale of the event it is expected to be published later this year.

Assessment of work that could potentially be done to reduce the risk of flooding will be done during and from measures identified in the Section 19 report. However some measures have been identified and have been added to the specific measures contained in Appendix C of the Strategy.

### **3.4 Proposed Capital Works on Flood Alleviation**

Appendix C – The List of Measures in the Strategy (included as Appendix 2 & 3 in this report) has been updated on the progress made and includes new priorities already identified following the flooding events in 2015.

Also these Measures are being used to form the Medium Term Programme, for bids to the Environment Agency for Grant in Aid.

Last year Leeds included £1m in the Council's Capital Programme to be spent over three years in the bidding process as partnership/match funding to secure financial support and to deliver flood mitigation works that would not be eligible for other funding.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 A wide consultation was carried out for the adoption of the Strategy. Further local consultation will be undertaken on individual schemes.

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 An EDCI screening (Appendix 4) has been completed and indicated that an Equality Impact Assessment is not required for what is being proposed.

It should be noted that by carrying out flood alleviation works the Council will be ensuring the safety of the local community and particularly those residents that have children and members of the families have a disability, where these benefits will be greater – as currently these individuals may struggle to get to safety if flooding occurred.

### **4.3 Council policies and City Priorities**

4.3.1 The approach to flood risk management is in keeping with Council Policies and City Priorities - to reduce the risk of flooding to various communities, industrial premises and the environment.

#### **4.4 Resources and value for money**

- 4.4.1 The implementation of the LFRMs will potentially have an impact in the Council's budgets but the Strategy will ensure that any expenditure is prioritised. Furthermore it will allow stronger cases to be built for future Grant applications

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

- 4.5.1 The F&WM Act places a requirement on Leeds to prepare and manage the LFRMs.
- 4.5.2 The Act requires Scrutiny of the Council's activities in this area

#### **4.6 Risk Management**

- 4.6.1 The Strategy allows the Council to prioritise its work on Flood Risk and lead to reduced overall risk of flooding.

### **5 Conclusions**

- 5.1 Flood Risk is a key threat to the wellbeing of the residents across Leeds and in order to ensure action is taken it is important that Council continues a proactive approach to mitigating the impact of flooding.
- 5.2 There has been good progress in the delivery of projects identified in the Strategy in 2014. However priorities will need to be reviewed following an evaluation of the exceptional flooding events in 2015.
- 5.3 The allocation of a Capital budget in 2015 is already helping in achieving the proposed aims set down in the Strategy by securing match funding for works to be delivered this year.

### **6 Recommendations**

- 6.1 That the Board reviews the progress made with regard to the Strategy and make comments.

### **7 Background documents<sup>1</sup>**

- 7.1 Leeds Local Flood Risk Management Strategy

### **8 Appendices**

- 8.1 Appendix 1 - Progress on LFRMS Appendix C (2015)
- 8.2 Appendix 2 – Updated version LFRMS Appendix C (i) Measures (2016)
- 8.3 Appendix 3 – Updated version LFRMS Appendix C (ii) Measures (2016)

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<sup>1</sup> The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

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**APPENDIX 1  
PROGRESS ON LOCAL FRM STRATEGY APPENDIX C (2015)**

<b>ID</b>	<b>Priority</b>	<b>Scheduled Completion</b>	<b>Measure</b>	<b>Progress</b>	<b>Comment</b>
<b>S2</b>	Construction Stage	2015	Ramsden Street, Kippax, Flood Alleviation Scheme	Completed	The works were substantially completed during 2015.
<b>S3</b>	Design/ Construction Stage	2016	Leeds City Flood Alleviation Scheme, River Aire Phase 1	Design completed Construction ongoing	Works in the City Centre started in Summer 2015 with programmed completion Summer 2017.
<b>S5</b>	Design Stage	2015	Barnsdale Road Property Level Protection Scheme, Allerton Bywater	Ongoing	Design work ongoing to deliver protection works in 2016.
<b>S6 &amp; S9</b>	Feasibility Study Stage	2016	Flood Alleviation Scheme, Mickletown	Ongoing	Agreement reached with developer for major contribution towards flood alleviation for Mickletown
<b>S8</b>	Assessment Stage	2015	Cotton Mill Beck Culvert, Valley Road, Morley	Assessment completed	Investigation works have discovered that the culvert needs replacing. Business case for funding required.
<b>S29</b>	Design Stage	2015	Queen Street Culvert	Outline design completed	Works will commence following treatment of Japanese knotweed
<b>S30</b>	Feasibility Stage	2016	Wyke Beck Catchment Assessment	Ongoing	Feasibility study work ongoing
<b>S31</b>	Feasibility Stage	2016	Lin Dyke Catchment Assessment	Ongoing	Some works identified and entered onto the schedule
<b>S32</b>	Feasibility Stage	2016	Hawthorn Terrace Flood Alleviation Scheme	Ongoing	Works designed

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APPENDIX C - Leeds Local Flood Risk Management Strategy - List of Measures

ID	Priority	Scheduled Completion Date	Measure	PF % Score	Location (if applicable)	Category	Relevant Objective from LFRMS	Progress/Comments (reference other sources of information)	Benefits/ Outcome	Costs/ Resource Implications	Lead Organisation	Support Organisation	Measure Owner	Last Updated
<b>SCHEMES &amp; FEASIBILITY STUDIES</b>														
1	S5	Construction	2016	Barnsdale Road Property Level Protection Scheme	Allerton Bywater	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Surface water flooding to properties. Install property level protection measures - flood barriers and doors to reduce flood risk to residential properties on Barnsdale Road. Funding has now been made available from Local Levy and LCC	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
2	S32	Construction	2016	Hawthorn Terrace Flood Alleviation Scheme	West Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Outline scheme design has been completed and local levy funding secured to progress the detailed design and construction.	Reduced risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
3	S33	Design/ Construction	2016	Improvements to surface water drainage outfalls	City wide	4. Asset management and maintenance	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Identify improvements to improve discharge of surface water from flooding hot spots	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	YWA	LCC Flood Risk Management	01/03/16
4	S34	Design/ Construction	2016	Glebelands Recreation Ground	Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Surface water storage at the head of the Lin Dyke watercourse. Planning approval granted. LCC capital funding secured	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Parks and Countryside	01/03/16
5	S35	Design	2016	Westfields, Allerton Bywater	Allerton Bywater	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Existing culvert hasn't sufficient capacity for storm events	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
6	S36	Design	2016	Barley Hill Recreation Ground (Phase 2)	West Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Provide surface water storage at a tributary to the Lin Dyke watercourse	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Parks and Countryside	01/03/16
7	S30	Feasibility	2016	Wyke Beck Catchment Assessment	Communities along Wyke Beck	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Continuation of work carried out by both LCC & EA within the Dunhills	Reduced risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
8	S31	Feasibility	2016	Lin Dyke Catchment Assessment	Kippax & Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Continuation of work included in Section 19 Report, regarding flooding of the SE Leeds area in August 2014	Reduced risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
9	S33	Construction	2017	Leeds Flood Alleviation Scheme Phase 1, River Aire City Centre	River Aire - City Centre	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Phase 1 of the Leeds FAS is underway, this covers the central section of the River Aire where it passes through the City. Initial works have been completed in Woodlesford and the main works are due to complete during Summer 2017	Reduce flood risk from River Aire	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Highways Design	01/03/16
10	S36	Design	2017	Mickletown (Pit Lane) Flood Embankment	Mickletown	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Assessment of a proposed setback bank is being Carried out, funding from FCRM GIA and Developer Contribution. Being taken forward separately from larger scheme - Lower Mickletown Road Flood Embankment.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
11	S13	Design	2017	Wakefield Road Flood Alleviation Scheme	West Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Restricted culvert and surface water flow. Install new culvert and widen highway ditch.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
12	S29	Design	2018	Queen Street Culvert	Allerton Bywater	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Outline design completed. Japanese knotweed treatment taking place	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
13	S37	Feasibility	2018	Leeds Flood Alleviation Scheme Phase 2, River Aire Kirkstall	River Aire - City Centre to Newlay Bridge	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Phase 2 of the Leeds FAS City Centre to Newlay Bridge	Reduce flood risk from River Aire	Staff time and capital resource	Environment Agency	Leeds City Council	LCC Flood Risk Management	01/03/16
14	S9	HIGH (3)	2017	Lower Mickletown Road Flood Embankment	Mickletown	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Construction of larger flood embankment along Lower Mickletown Road to protect properties from flooding. Being taken forward separately from Mickletown (Pit Lane) Flood Embankment as is substantially larger scheme.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
15	S38	HIGH (3)	2017	Otley Flood Allevation Study	Otley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Solutions development to protect 50 properties from flooding	Reduce risk of flooding	Staff time and capital resource	Environment Agency	Leeds City Council	LCC Flood Risk Management	01/03/16
16	S8	HIGH (3)	2017	Cotton Mill Beck Culvert, Valley Road	Morley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Culverted watercourse surcharges causing flooding to Morley Rail Station and the Transpennine railway - scheme being scoped. Repairs not feasible replacement culvert required	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
17	S10	MEDIUM	2018	Thorner Beck Flood Alleviation Scheme	Thorner	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Restricted capacity of existing culverts causing overland flooding. Improve Culvert capacity.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
18	S11	MEDIUM	2018	Victoria Road Surface Water Flood Alleviation Scheme	Guiseley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Surface water flooding to properties. Install attenuation and pumping station to remove flood water to adjacent culverted watercourse.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
19	S12	MEDIUM	2018	Potternewton Surface Water Flood Alleviation Scheme	Potternewton	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Surface water flooding. Install attenuation and pumping station to remove flood water to adjacent culverted watercourse.	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	01/03/16
20	S14	LOW	2019	Carry out flood warning feasibility studies for Wortley Beck and Meanwood Beck and implement findings.	Wortley Beck and Meanwood Beck	1. Flood awareness, response and recovery	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	This measure is listed in the Aire Catchment Flood Management Plan	Establish the potential for advanced warning of flooding. Develop more accurate flood warnings for tributaries of the River Aire which will result in reduction of economic damages and improve community safety.	EA staff time and capital resource	Environment Agency	Leeds City Council	Environment Agency	20/08/13
21	S15	LOW	2019	Wyke Beck Flood Alleviation Scheme	Halton Moor	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Flooding to residential area from Wyke Beck. Work in partnership with the EA to complete a fluvial flood alleviation scheme to improve the standard of flood protection along Wyke Beck. This measure is listed in the Aire Catchment Flood Management Plan	The risk of flooding will be managed	Staff time and capital resource	Environment Agency	Leeds City Council	Environment Agency	04/08/15
22	S16	LOW	2019	Farnley Wood Beck Flood Alleviation Scheme	Cottingley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Flood risk to residential areas, long term issue - scheme being scoped	Reduce flood risk from Farnley Wood Beck	Staff time and capital resource	Environment Agency	Leeds City Council	Environment Agency	20/08/13
23	S17	LOW	2019	Wortley Beck Flood Alleviation Scheme	Wortley Beck	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Flooding to residential area and outer ring road. Work in partnership with the EA to develop a detailed flood alleviation scheme that integrates with all sources of flooding. This measure is listed in the Aire CFMP for the Leeds Policy Unit - to be progressed by 2015.	The risk of flooding will be reduced from all sources and take into account the implications of climate change.	Staff time and capital resource	Environment Agency	Leeds City Council	Environment Agency	20/08/13
24	S18	LOW	2020	Sheepsca: evaluate the condition of formal and informal flood defences along the Sheepsca Beck which were recently breached to identify potential remedial works required.	Sheepsca	4. Asset management and maintenance	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Evaluate flood defence improvement works required.	Helps ensure that problems or new works are identified to prevent recurrence of flooding.	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	20/08/13
25	S19	LOW	2020	Develop and implement feasibility studies for fluvial flood alleviation schemes to improve the standard of protection along Meanwood Beck, Bagley Beck and Farnley Wood Beck - integrating with all sources of flooding.	Meanwood Beck, Bagley Beck & Farnley Wood Beck	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	This measure is listed in the Aire Catchment Flood Management Plan for the Leeds Policy Unit - to be progressed by 2030.	Helps ensure that areas with proven flood risk are provided with an appropriate flood defence scheme at the earliest possible opportunity and that the Council supports the EA in developing any flood alleviation scheme in the longer-term.	Staff time and capital resource	Environment Agency	Leeds City Council & Yorkshire Water Services	Environment Agency	20/08/13
26	S20	LOW	2020	Investigate the interaction between the Leeds and Liverpool Canal and the River Aire.	River Aire and Liverpool Canal	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	This study should identify the potential for managing this interaction to ensure that flood risk is managed effectively. This measure is listed in the Aire CFMP for the Leeds Policy Unit - to be progressed by 2030.	Investigate this relationship to improve knowledge of the risk of flooding posed by the Leeds & Liverpool canal	EA staff time and capital resource	Environment Agency	Canal & River Trust	Environment Agency	20/08/13
27	S21	Ongoing		LCC Significant Maintenance	Across the District	4. Asset management and maintenance	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Continuation of regular maintenance of Watercourses and Hot Spots.	Reduced risk of flooding	Staff time and capital resource	Leeds City Council	Yorkshire Water Services & Environment Agency	LCC Flood Risk Management	27/04/16

APPENDIX C - Leeds Local Flood Risk Management Strategy - List of Measures

COMPLETED SCHEMES AND FEASIBILITY STUDIES - SINCE 2011															
1	S2	Completed	2015	Ramsden Street, Kippax, Flood Alleviation Scheme - (Local Levy & FDGiA)	105.0%	Kippax	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/08/15
2	S1	Completed	2014	Lowther Road, Garforth - Culvert Improvements	121.3%	Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Improve flood resistance and resilience of properties	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	27/01/15
3	S4	Completed	2014	Wellhouse Drive Flood Alleviation Scheme	114.0%	Gledhow	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	27/01/15
4	S7	Completed	2014	Culvert Headwall Repair Scheme - (Local Levy)	113.5%	Otley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	27/01/15
5	S28	Completed	2013	Oakdene, Watercourse Improvements	21%	Swillington	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	05/07/13
6	S27	Completed	2012	Barley Hill Recreation Ground - (Local Levy)		West Garforth	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Parks and Countryside	05/07/13
7	S22	Completed	2011	Flood Alleviation Scheme - Leeds Road (Allerton Bywater) pumping station (local levy)		Allerton Bywater	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Completed	Reduce risk of flooding	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/07/12
8	S23	Completed	2011	Newton Road property protection and resilience scheme		Newton Road, Potternewton	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Installed	Improve flood resistance and resilience of properties	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/07/12
9	S24	Completed	2011	Lower Wortley - property protection and resilience scheme		Lower Wortley	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Installed	Improve flood resistance and resilience of properties	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/07/12
10	S25	Completed	2011	Church Lane, Bardsey - property protection and resilience scheme		Bardsey	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Installed	Improve flood resistance and resilience of properties	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/07/12
11	S26	Completed	2011	Dean Park Drive, Drighlington - property protection and resilience scheme		Drighlington	3. Studies, schemes, assessments and plans	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	Scheme Installed	Improve flood resistance and resilience of properties	Staff time and capital resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	04/07/12

ID	Priority	Scheduled Review/Completion Date	Measure	Location (if applicable)	Category	Relevant Objective from LFRMS	Progress/Comments (reference other sources of information)	Benefits/ Outcome	Costs/ Resource Implications	Lead Organisation	Support Organisation	Measure Owner	Last Updated
<b>POLICIES</b>													
P3	HIGH	On-going	Develop register of structures and features which are likely to have a significant effect on flood risk.	City wide	4. Asset management and maintenance	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	This is a requirement under Section 21 of the Flood and Water Management Act (2010). LCC are progressing this and have purchased new software "FloodVu" which will assist with the recording of asset information. This software links directly with the LCC's	Improve knowledge of existing infrastructure and conditions and promote a sustainable approach to asset management and maintenance.	Staff resource	Leeds City Council	Environment Agency & Yorkshire Water Services	LCC Flood Risk Management	20/01/15
P4	HIGH	On-going	Identify locations where culverts can be removed or improved through redevelopment	City wide	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	This measure is listed in the Aire CFMP for the Leeds Policy Unit - to be progressed by 2015.	Improve knowledge of existing infrastructure and conditions and promote a sustainable approach to asset management and maintenance. Redevelopment plans will include consideration of the removal of problem culverts	Staff resource	Environment Agency	Leeds City Council	Environment Agency	20/01/15
P5	HIGH	On-going	Watercourse and beck condition surveys	City wide	4. Asset management and maintenance	6. Improve understanding of local flood risk and seek to decrease local flood risk through implementation of affordable, high quality measures to alleviate flooding where practicable.	TBC	Improve knowledge of existing infrastructure and conditions and promote a sustainable approach to asset management and maintenance.	Staff resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	20/08/13
P6	HIGH	On-going	Improve communications, engagement and coordination of activities with internal and external partners (including RMAs): Leeds City Council Flood Risk Management Group; Technical Standards and Guidance; Planning and Flood Risk; Yorkshire and Humber Learning Alliance, Metro (transport network).	-	1. Flood awareness, response and recovery	1. Improve co-operation between LLFA and other RMAs, in terms of procedure, to meet the requirements of new legislation and achieve holistic (catchment wide) solutions to identified risks and problems – emergency planning;	Engagement and consultation is under way as part of LFRMS. Regular meetings required to share knowledge, review policy, strategy documents, list of measures...etc.	Formalise and improve cooperation between RMAs on FRM	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13
P7	MEDIUM	On-going	Pump operation - carbon reduction	City wide	4. Asset management and maintenance	2. Promote sustainable flood risk management through: WFD compliance, climate change adaptation (UKCIP), land management, habitat protection and creation;	TBC	Reduce carbon emissions and improve energy efficiency	Staff resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	20/08/13
P8	MEDIUM	On-going	Implement SuDS through Planning	City wide	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	This has replaced the SuDS Regulations, under Flood & Water Management Act 2010, that would have set up SABs	Development control - ensure new drainage systems incorporate SuDS measures to reduce runoff rates and therefore flood risk.	Staff resource	Leeds City Council	Environment Agency	LCC Forward Planning & Implementation, Sustainable Development Unit, Flood Risk Management	20/01/15
P9	MEDIUM	6 Monthly	Provide regular feedback to senior officers and elected members on FRM progress: working groups, strategies, list of measures...etc - Director of City Development (quarterly) - City Development (annually) - Other key officers as needs arise - City Development Scrutiny Board (annually) - All Area Committees (two-yearly)	-	1. Flood awareness, response and recovery	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	TBC	Ensures that there is ownership and awareness of on-going FRM work at appropriate levels of accountability.	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13
P10	MEDIUM	Annually	Review and update Emergency Handbook, Generic Flooding Plan, Community Flood Action Plans, West Yorkshire Major Flood Incident Plan, Reservoir Emergency Plan	-	1. Flood awareness, response and recovery	1. Improve co-operation between LLFA and other RMAs, in terms of procedure, to meet the requirements of new legislation and achieve holistic (catchment wide) solutions to identified risks and problems – emergency planning;	Plans need to be updated with latest contact details, departments and processes. SG/IH have discussed with Paul Seddon in Peacetime Emergency Planning Unit and he is progressing this. This measure is listed in the Aire CFMP for the Leeds Policy Unit.	Ensures plans for coordination of FRM activities in the event of a flood are up to date and consequences and disruption of flooding are minimised.	Staff resource	Leeds City Council	Environment Agency & West Yorkshire Authorities	Peacetime Emergency Planning Unit	20/08/13
P11	MEDIUM	On-going	Engagement and communication with public on FRM issues - Targeted 'flood fairs' held in at-risk locations highlighting flood protection products; - Wider public information campaigns for at-risk households drawing attention to useful resources; - Engage with local flood action groups (EA and PEPU).	-	1. Flood awareness, response and recovery	5. Increase community awareness of flood risk and the work of the LLFA in managing this risk; engage with local communities and involve them in decision making – localism agenda;	Engagement and consultation has begun as part of LFRMS - Graham Lindsey and Paul Seddon are points of contact for flood action groups	Involve communities in decisions - localism agenda	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management & Peacetime Emergency Planning Unit	20/08/13
P12	MEDIUM	On-going	Leeds City Council to increase their flood risk management capacity, knowledge and skills (as Lead Local Flood Authority) in order to deliver their new responsibilities as conferred under the Flood and Water Management Act 2010.	-	1. Flood awareness, response and recovery	4. Increase internal skills and ultimately capacity for flood risk management;	In accordance with Defra guidance on capacity building. Improve understanding of flood risk in the city and expertise to better manage consequences.	Increases local authority capacity and skills in flood risk management	Staff resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	20/08/13
P13	MEDIUM	On-going	Significantly increase the percentage take-up of properties registered for flood warnings in flood warning areas across city. City wide campaign as current take-up is low.	City wide	1. Flood awareness, response and recovery	5. Increase community awareness of flood risk and the work of the LLFA in managing this risk; engage with local communities and involve them in decision making – localism agenda;	This measure is listed in the Aire CFMP for the Leeds Policy Unit - to be progressed by 2030.	The consequences of flooding will be reduced through the increased potential for effective action to take place following receipt of a flood warning	Staff resource	Environment Agency	Leeds City Council	Environment Agency	20/08/13

APPENDIX C - Leeds Local Flood Risk Management Strategy - List of Measures

P14	LOW	2018	Review Local Flood Risk Management Strategy (LFRMS)	-	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	The LFRMS will be reviewed once every 6 years. This will link the LFRMS review with the cycles for reviewing the PFRA as outlined in the FRR. The first review is scheduled to be completed by October 2018.	Ensures LFRMS is updated with relevant information to reflect any changes in FRM	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13
P15	LOW	Annually	Review LFRMS List of Measures	-	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	Review scheduled to take place at least annually to assess progress with current measures and add or remove measures as appropriate. First review scheduled for 1 year after the strategy is published.	Will assess progress with List of Measures and ensure continuous improvement	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13
P16	LOW	6 Monthly	Review Council Policy on FRM - e.g. 'Maintaining Water Resources and Responding to Flood Incidents' approved by Exec Board on 17 May 2006 to ensure that it conforms to the requirements of the FWMA that Local authorities should lead on the management of local flood risk, with the support of the relevant organisations.	-	2. Spatial planning and development control	1. Improve co-operation between LLFA and other RMAs, in terms of procedure, to meet the requirements of new legislation and achieve holistic (catchment wide) solutions to identified risks and problems – emergency planning;	The Policy should be reviewed in light of the publication of the FWMA.	Ensures clarity around Council's legal roles and responsibilities and that work programmes have a sound foundation.	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders		20/08/13
P17	LOW	Annually	Maintain internet and intranet web pages to provide comprehensive information to all stakeholders on: - The sources of flooding and who is responsible for what; - How to prepare for flooding emergencies; - What to do when flooding occurs and who to report this to; - How flood risk is treated within the planning process.	-	1. Flood awareness, response and recovery	5. Increase community awareness of flood risk and the work of the LLFA in managing this risk; engage with local communities and involve them in decision making – localism agenda;	Internet and intranet pages in place and launched. Further feedback required from services on on-going basis.	Ensures that there is a single consistent source of information on flood risk management.	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13
P18	LOW	On-going	Promote the use of sustainable design principles in all future developments to ensure that the risk of flooding and climate change are fully taken into account e.g. - Promoting use of SuDS - incorporating policies and recommendations within Leeds LDF - Developer contributions in Core Strategy - Biodiversity and local amenity - Climate Change Adaptation	City wide	2. Spatial planning and development control	2. Promote sustainable flood risk management through: WFD compliance, climate change adaptation (UKCIP), land management, habitat protection and creation;	This measure is listed in the Aire CFMP for the Leeds Policy Unit - to be progressed by 2015.	Bu embedding the requirements for SuDS and urban design principles within local policy we will be able to improve the management of the water environment in all new developments.	Staff resource	Leeds City Council	Environment Agency & Yorkshire Water Services	LCC Forward Planning and Implementation & Sustainable Development Unit	20/08/13
P19	LOW	Six Yearly	Review and update as appropriate the Strategic Flood Risk Assessment (SFRA) produced by Jacobs in October 2007.	-	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	24/04/12 - SG had meeting with DF to discuss this. DF indicated that the EA have published data updates online - document as a whole is broadly up to date.	Helps ensure there is a more complete understanding of flood risk at a high-level which takes account of YWS's network and other lessons learned or gaps.	Staff resource	Environment Agency	Leeds City Council	LCC Flood Risk Management & Forward Planning and Implementation	20/08/13
COMPLETED POLICIES SINCE 2011													
P20	Completed	October 2012	Undertake Strategic Environmental Assessment (SEA) for LFRMS	-	2. Spatial planning and development control	2. Promote sustainable flood risk management through: WFD compliance, climate change adaptation (UKCIP), land management, habitat protection and creation;	This is part of process of producing LFRMS. SEA Workshop planned for July 2012 to appraise the objectives and measures in the LFRMS - see 19	Will ensure LFRMS is sustainable and workable and also secure buy in from stakeholders	Staff resource	Leeds City Council	Environment Agency	LCC Sustainable Development Unit & Flood Risk Management	20/08/13
P1	Completed	Mar-14	Publish Local Flood Risk Management Strategy	-	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	Draft strategy currently being developed in parallel with an SEA.	Will raise awareness of the LFRMS and FRM issues in the city	Staff resource	Leeds City Council	Environment Agency	LCC Flood Risk Management	20/08/13
P2	Completed	Mar-14	Publish LFRMS List of Measures	-	2. Spatial planning and development control	3. Develop a consistent, affordable and sustainable approach to planning and investment in flood risk management: land allocation, SuDS, SABs;	List of measures currently being developed.	Will assess progress with List of Measures and ensure continuous improvement	Staff resource	Leeds City Council	Internal LCC departments and external stakeholders	LCC Flood Risk Management	20/08/13

**Report of Head of Scrutiny and Member Development**

**Report to Scrutiny Board (City Development)**

**Date: 30<sup>th</sup> March 2016**

**Subject: Draft Scrutiny Inquiry Report – Housing Mix**

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 At the July 2015 meeting of Scrutiny Board (City Development), Members agreed to undertake a joint Inquiry with Scrutiny Board (Environment and Housing) into 'Housing Mix'. It was agreed that the Inquiry would be progressed via a joint working group.
  
- 2 Work in this area was initially started by the then Scrutiny Board (Housing and Regeneration) following a request for scrutiny from a member of the public and former co-optee of that Scrutiny Board. This request for Scrutiny focused on a request for Members to re-examine the adequacy of the responses provided to the first two recommendations of a previous scrutiny inquiry completed in 2011 by Scrutiny Board (Regeneration) on Housing Growth.
  
- 3 It was agreed by both Scrutiny Boards that matters relating to previous recommendations would be considered during the course of the working group's discussions. However the focus of this fresh Inquiry would be the delivery of Policy H4<sup>1</sup>, that is, delivery, as expressed in the Core Strategy, of the right property type and tenure within criteria of affordability.
  
- 4 The working group was chaired by Councillor Truswell. Other participants were Councillors J Procter, G Wilkinson, D Collins, J Bentley, A Khan and K Ritchie.
  
- 5 The working group has now completed its Inquiry and has agreed its final report. (Attached). This is now presented to this Board for final approval.

<sup>1</sup> Policy H4 aims to ensure that the new housing developed in Leeds is of a range of type and size to meet the mix of households expected over the Plan period.

- 6 Scrutiny Board Procedure Rule 13.2 states that "where a Scrutiny Board is considering making specific recommendations it shall invite advice from the appropriate Director(s) prior to finalising its recommendations. The Director shall consult with the appropriate Executive Member before providing any such advice. The detail of that advice shall be reported to the Scrutiny Board and considered before the report is finalised". Any advice received will be reported at the Board's meeting for consideration, before the Board finalises its report.
- 7 Once the Board publishes its final report, the appropriate Director(s) will be asked to formally respond to the Scrutiny Board's recommendations within three months.

### **Recommendations**

- 8 Members are asked to consider and agree the Board's report following its inquiry into Housing Mix. .

### **Background documents<sup>2</sup>**

None used

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<sup>2</sup> 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 Scrutiny Board City  
Development  
Housing Mix  
March 2016**



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# Desired Outcomes and Recommendations

**Desired Outcome –** That the Core Strategy captures all relevant data

**Recommendation 1** – That the Director of City Development maintains the commitment to a selective review of the Core Strategy, which should commence following the release of the 2014, based household projections.

**Desired Outcome –** The standardisation of methods to assess viability

**Recommendation 2** – – That the Chief Planning Officer writes to the Secretary of State and the department of Communities and Local Government urging the Government to standardise the methodology for assessing viability taking into account the experiences of local planning authorities, and the full range of policy requirements for delivering sustainable development..

**Desired Outcome –** The continuous improvement of elected members skills and knowledge

**Recommendation 3.** That the Chief Planning officer arranges for Plans Panel Members to receive further information and training on best practice in dealing with scheme viability appraisals, in collaboration with other West Yorkshire authorities and the Planning Advisory Service

**Desired Outcome –** Raising the awareness of Housing Assessments and their importance in the planning process

**Recommendation 4** – That the Chief Planning Officer reports back to the relevant Scrutiny Board the implementation and success of the proposed assessment guidance and other proposed actions around Housing Needs Assessments.

**Desired Outcome –** Improvement in the quality of Neighbourhood Plans

**Recommendation 5** – that the Chief Planning Officer ensures that appropriate assistance is offered to Neighbourhood Forums to assist in the drawing up of Neighbourhood Plans.

**Desired Outcome –** That the Strategic Market Assessment Practice Guidance is brought up to date

**Recommendation 6** – That the Chief Planning Officer writes to the Secretary of State and the Department of Communities and Local Government making the following points;

That as the current Strategic Market Assessment Practice Guidance 2007 was out of date that government revises Strategic Market Housing Assessments Practice Guidance (including approaches on how to calculate and monitor an Objectively Assessed Need) as a



# Desired Outcomes and Recommendations

matter of urgency

The Council would expect that revised Practice Guidance takes full account of the desirability of engaging Neighbourhood Planning forums in the preparation of the evidence base underpinning SHMAs and thus the objectively assessed housing need for the City, and requests clarification on how this might best be achieved

**Desired Outcome** – Ensuring that Housing Mix is routinely considered in Plans Panel meetings

**Recommendation 7** – That the Chief Planning Officer implements proposals to include a heading on Housing Mix on each panel report and to report back to the appropriate Scrutiny Board the subsequent outcomes of the initiative

**Desired Outcome** – That Housing Mix is discussed with developers at the earliest opportunity

**Recommendation 8** – That the Chief Planning Officer reports back to the appropriate Scrutiny Board the improvements to housing mix achieved through the practice of discussing mix at pre application stage.

**Desired Outcome** – Raising the knowledge of Elected Members on the implementation of Policy H4

**Recommendation 9** – That the Chief Planning Officer advises Joint Plans Panel of actions to be taken regarding the Implementation of Policy H4 and proposed actions to ensure improved delivery

**Desired Outcome** – The development of a policy identifying and meeting specialist housing need

**Recommendation 10** – That the Director of Environment and Housing and the Chief Planning Officer explore a more coherent and detailed approach to identifying the need for specialist accommodation and how this can be met, and report back to the relevant Scrutiny Board.

**Desired Outcome** – To conclude the monitoring of previous recommendations made by Scrutiny Board (Regeneration)

**Recommendation 11** – That no further monitoring of recommendation 1 & 2 made by Scrutiny Board (Regeneration) following its Inquiry into Housing Growth (2011) takes place.



# Introduction and Scope

## Scope of the Inquiry and desired outcomes.

- 1 At the July 2015 meeting of Scrutiny Board (City Development), Members agreed to undertake a joint Inquiry with Scrutiny Board (Environment and Housing) into 'Housing Mix'. It was agreed that the Inquiry would be progressed via a joint working group.
- 2 Work in this area was initially started by the then Scrutiny Board (Housing and Regeneration) following a request for scrutiny from a member of the public and former co-optee of that Scrutiny Board. This request for Scrutiny focused on a request for Members to re-examine the adequacy of the responses provided to the first two recommendations of a previous scrutiny inquiry completed in 2011 by Scrutiny Board (Regeneration) on Housing Growth.
- 3 It was agreed by both Scrutiny Boards that matters relating to previous recommendations would be considered during the course of the working group's discussions. However the focus of this fresh Inquiry would be the delivery of Policy H4<sup>1</sup>, that is, delivery, as expressed in the Core Strategy, of the right property type and tenure within criteria of affordability.
- 4 The Monitoring of completions for the past three years shows that Policy H4 is not on course to achieve the target mix by 2028. It is of great concern to the

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<sup>1</sup> Policy H4 aims to ensure that the new housing developed in Leeds is of a range of type and size to meet the mix of households expected over the Plan period.

working group that if possible remedial action available is not taken quickly and robustly it will be difficult to get target figures back on track. To this end Members wanted to understand and highlight the challenges in achieving housing mix objectives. We have concluded that whilst the majority of these challenges are a result of national planning legislation and guidance, others are a result of local practices within the Council's planning section.

## Best Council Plan

- 5 The adopted Core Strategy takes forward the spatial objectives of the Vision for Leeds and the priorities set out in the best Council Plan, particularly in relation to 'promoting sustainable and inclusive economic growth'. Housing Growth is a City Council 'break through' project. This will be supported through the identification of land and its phasing through the Site Allocations Plan and Aire Valley Leeds Area Action Plan. Appropriate housing mix is a key element of this process.

## Equality and Diversity

- 6 Equality and diversity issues have been considered throughout this Scrutiny Inquiry.
- 7 Where a Scrutiny Board has made recommendations and these are agreed, the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity and where appropriate an equality impact assessment will be carried out.



# Conclusions and Recommendations

## Introduction

8 The Leeds Core Strategy was adopted in November 2014 following a period of extensive preparation and public scrutiny; including Examination by an Independent Planning Inspector. The Core Strategy sets an overall requirement of 70,000 homes (net) between 2012 and 2028. There is a consequent need to allocate land for 66,000 homes via the Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP). This housing requirement is derived from an extensive evidence base, which mainly comprises the Strategic Housing Market Assessment (2011). This took into account 2008 based sub-national population projections. This evidence base is subject to continuous monitoring. Within this context the first question asked by members of this working group was *“is there any new information on population figures and do they have implications for housing growth?”*

## Consideration of any new information on population figures and implications for housing

9 Our source document for this matter was the May 2015 Plans Panel report entitled, ‘Implications of the 2012-based household projections on the Core Strategy Housing Requirement’. This Plans Panel report provides an update on monitoring the evidence base of the Adopted Core Strategy. It

sets out the broad approach to establishing a housing requirement in the Plan and explores whether any latest evidence warrants a root and branch review of this requirement.

10 Population and household projections are released by Government every two years and estimate the future population and number of households will be if previous trends are continued. The Strategic Housing Market Assessment (2011) is based on 2008 projections and an employment led approach which matches new jobs to homes. Members were advised that when the Core Strategy was at examination the Council presented new evidence on projections, which pointed to lower and slower growth. The Core Strategy Inspector considered and rejected these projections concluding that they were recession based, did not account for concealed need in Leeds and, based on more optimistic employment projections, would be broadly in line with the submitted requirement of 70,000 (net)

11 The Plans Panel report concluded that, whilst on the face of it, the housing requirement may be lower if a new Strategic Housing Market Assessment was carried out immediately it was unlikely to be so significantly lower so as to outweigh the benefits of progressing a site allocations plan. The report also committed to a selective review of the Core Strategy within three years of its adoption and following more recent evidence, including household projections, which will better reflect demographic trends of a recovering economy.



# Conclusions and Recommendations

- 12 Members of the Development Plan Panel therefore agreed to endorse the maintenance of the Core Strategy and housing numbers.
- 13 Members of the working group also came to the conclusion that it was now important to draw a line under the numbers debate but noted the commitment to a selective review of housing numbers within three years of its adoption and following more recent evidence, including household projections, which will better reflect demographic trends of a recovering economy.
- 14 The 2012-based projections remain incomplete and have not fully captured information from the Census on household size. The 2014-based projections will be available in 2016. It is the view of the working group that it is essential to have the right population and household figures before any such review takes place.

**Recommendation 1** – That the Director of City Development maintains the commitment to a selective review of the Core Strategy, which should commence following the release of the 2014, based household projections.

## Housing Mix and the Planning process

### Viability

- 15 The issue of viability of development has gained increased attention since the publication of the National

Planning Policy Framework (NPPF) in 2012. It is now made very challenging for the Council to refuse development proposals on issues of policy compliance where such issues can affect the viability of schemes. National guidance states that:

*“development ... should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.”*

- 16 This section of the NPPF provides developers with more licence to pursue their chosen proposals through the planning system regardless of the objectives of local planning policies, which can be seen as burdens on development. To that end, the task of securing objectives for affordable housing, housing mix, sustainable design, greenspace, education and public transport contributions, whilst never without difficulty in the past, has been made increasing more complex since 2012. In addition, viability assessment is important in establishing that proposed housing sites are in fact deliverable, a requirement on the local planning authority in maintaining a five year



# Conclusions and Recommendations

land supply and in preparing development plans.

- 17 There is now an increasing reliance on the production of viability assessments for individual developments where financial modelling is used to justify compliance or otherwise with specific planning policies. Such assessments, whilst undertaken by a RICS surveyor and the District Surveyor and utilising industry recognised methodology, are technical with no single agreed approach and highly sensitive, especially to factors such as sales value and anticipated profit of the developer.
- 18 In the majority of cases the Council's Asset Management service commissions the District Valuer (DV) to carry out a viability assessment. A fee for the work based on the scale, size, location, quantum and type of proposed development is agreed with and paid for, by the developer. The in depth appraisal considers matters including construction costs, planning obligations, financing, including profit and fees, abnormal costs and existing use & alternative land values as well as consideration of other variables which can lead to differences in valuation. The DV produces a report from this technical assessment, providing their view on the deliverability of various policy requirements- CIL, affordable house and so on and the ability of a scheme to take place on the ground in this context.
- 19 The Government's focus since the recession has been on removing barriers to growth (they have recently announced a further "red-tape" challenge relating to house building) and increasing productivity in the house building sector to achieve greater volumes of housing. Government actions have included: easing of affordable housing provision, permitted development relaxations, removing the Building Regulations requirement for carbon neutral homes by 2016. New, as yet undefined policy areas around Starter Homes will also affect the provision of affordable homes, as will loosening the definition of the latter to include more discount market housing. The Government is pursuing an appeal against the High Court's decision that removing small sites from any requirement to provide affordable housing is not justified, and is also making further amendments to the Housing and Planning Bill.
- 20 The Adopted Core Strategy was itself subject to strategic viability testing, which confirmed that its policies could be achieved in tandem and therefore represents a sound and justifiable document. However, developers are allowed to use viability arguments as a reason for non-compliance with policy on individual proposals. Furthermore developers can appeal against the refusal of the planning authority to vary the requirements of a previously confirmed S106 agreement.





# Conclusions and Recommendations

- 21 The Council is therefore in a highly challenging position which requires balancing the need to significantly boost the delivery of new homes with securing the necessary community benefits from developments.
- 22 As the housing market improves it would be expected that the viability of developments would improve and that there would be a greater chance of proposals meeting policy objectives in respect of type and tenure. This has not in practice been the case e.g. increased build costs are often used alongside reduce sales values to argue that schemes are unviable with policy burdens. Not only is this an issue that arises in association with market housing schemes officers are also finding an increasing instance of Registered Providers who are experiencing viability issues arising from changes to rent models. 23 It was noted that the Council's approach to viability will be dependent upon the government's announcement on standardised approaches to viability. Members felt this was an area of practice where it would be beneficial for Plans Panel to receive further information and training.

**Recommendation 2** – That the Chief Planning Officer writes to the Secretary of State and the department of Communities and Local Government urging the Government to standardise the methodology for assessing viability taking into account the experiences of local planning authorities and the full range of policy requirements for delivering sustainable development.

## **Recommendation 3** –

That the Chief Planning officer arranges for Plans Panel Members to receive further information and training on best practice in dealing with scheme viability appraisals, in collaboration with other West Yorkshire authorities and the Planning Advisory Service

## Policy H4

- 24 Policy H4 states the following;

*“Developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location. This should include the need to make provision for Independent Living.*

*For developments over 250 units, in or adjoining the main urban Area and Major Settlements or for developments over 50 units in or adjoining [Smaller Settlements, developers should submit a Housing Needs Assessment addressing all tenures so that the needs of the locality can be taken into account at the time of development.*

- 25 The working group was advised that Policy H4 aims to ensure that the new housing delivered in Leeds is of a range of types and sizes to meet the mix of households expected over the Plan period. The policy is worded to allow flexibility to take account local circumstances. The policy does not prescribe mix per site but takes a long term view.



# Conclusions and Recommendations

26 The policy has a target of 60% of all new homes built to be 1 and 2 bed and that 40% should be 3 or 4 bed. By way of context, we looked at the current position (table below) which showed a skew towards larger dwellings.

Year	Number of bedrooms			
	1	2	3	4+
2012-13	22%	27%	25%	27%
2013-14	21%	22%	28%	29%
2014-15	21%	15%	37%	28%
<b>Policy H4 target</b>	<b>10%</b>	<b>50%</b>	<b>30%</b>	<b>10%</b>

27 During our initial working group meetings a key issue of discussion was the fact that the policy does not prescribe mix per site but takes a long term view. Members expressed concern that that this perhaps contributed to planners taking a less robust view at a local level over required housing mix when negotiating with house builders. We were also concerned that if any potential remedial action is not taken quickly and robustly it will be difficult to get target figures back on track.

28 A range of views were expressed by Members on the short falls of the current planning process at the local level as they saw it. These included

- A feeling that planning officers were not sufficiently robust in their demands/negotiations with developers to require local needs assessments which included appropriate housing mix for fear of the development not going ahead, or being the subject of a subsequent appeal.
- A view that planning officers would too readily accommodate the demands of developers particularly when addressing viability.
- A feeling of a disconnect between the planning process and the role of the local ward member and neighbourhood Forums
- A feeling that the need for specialist housing, for example bungalows, was not being adequately raised with developers

29 In simple terms the working group expressed a view that elected Members across all wards and political groups wanted to achieve the housing mix laid down in the Core Strategy and it was incumbent upon officers to attempt to deliver that in the most effective and practicable way possible within the constraints of the planning system. (Acknowledging that compromise and mitigating circumstances would play a part)

30 Suggestions put forward by elected members to achieve this included:

- For local Members and Community Committees to undertake local needs assessments, using local housing waiting lists, Neighbourhood Plans and other available tools
- Planning officers to convey to developers during the whole



# Conclusions and Recommendations

planning process (including in committee reports) that success of applications could be dependent upon the approach taken by developers to achieve housing mix.

- 31 To address these concerns Members asked for a chart of the planning process annotated with additional actions to be implemented to ensure the process of encouraging the appropriate housing mix, including affordable housing, is asserted as vigorously as possible. This is shown as Appendix 1
- 32 In addition members asked officers to draw up a list of proposed actions to ensure improved delivery of Policy H4

## The Implementation of Policy H4 and proposed actions to ensure improved delivery.

### Evidence and Neighbourhood Planning

- 33 It was noted that the Housing Growth Team and Forward Planning will, over the next six months, ensure that future assessments are able to provide more targeted information about need, tenure and mix, which will then inform planning officers' understanding of this issue locally. Local guidance was to be drafted to assist in the production of Housing Needs Assessments, which support development proposals as required by Policy H4. Guidance for preparing evidence at a neighbourhood level would be incorporated into the Housing Needs Assessment. This guidance will ensure a consistent approach by officers and will also

assist Neighbourhood Forums in commissioning studies for their Neighbourhood Plans. The Neighbourhood Planning Team together with the Housing Growth Team would continue to provide advice on the preparation of background evidence on housing mix and ensure that it provides weight to the implementation of Policy H4

- 34 As a direct result of the working group discussions it was noted that in future, Housing Assessments will be referenced in all forward planning and implementation and Housing consultations, and their conclusions included as background to all Plans Panel reports.

**Recommendation 4** – That the Chief Planning Officer reports back to the relevant Scrutiny Board the implementation and success of the proposed assessment guidance and other proposed actions around Housing Needs Assessments.

- 35 In response to a member question and a comment that some Neighbourhood Forums felt marginalised by the Council, officers stated that the relationship between Planning and Neighbourhood Forums needed to be a two way process and that planners would always seek, within the resources available, to help Neighbourhood Forums in drawing up plans as they added strength to the planning and evidence gathering process. It was noted that the Chief Planning Officer offered to follow up, outside of the



# Conclusions and Recommendations

meeting, on any specific difficulties with working relationships between the Council and Neighbourhood Planning Groups.

**Recommendation 5** – that the Chief Planning Officer ensures that appropriate assistance is offered to Neighbourhood Forums to assist in the drawing up of Neighbourhood Plans.

- 36 It was also acknowledged that on occasions there was a tension between local communities and the Council in relation to Neighbourhood Plans and the Core Strategy. It was reaffirmed by officers that Neighbourhood Plans had to be drafted so as to complement the Core Strategy.
- 37 It was asserted that that the current Strategic Market Housing Assessment Practise Guidance 2007 version 2 dated August 2007 was considered out of date. New guidance was recommended in the Taylor<sup>2</sup> review and accepted by the Government. In light of this assertion, the working group recommends that the Chief Planning Officer to write to the Secretary of State and the Department of Communities and Local Government.

## Recommendation - 6

That the Chief Planning Officer writes to the Secretary of State and the Department of Communities and Local Government making the following points;

That as the current Strategic Market Assessment Practice Guidance 2007 was out of date that government revises Strategic Market Housing Assessments Practice Guidance (including approaches on how to calculate and monitor an Objectively Assessed Need) as a matter of urgency

The Council would expect that revised Practice Guidance takes full account of the desirability of engaging Neighbourhood Planning forums in the preparation of the evidence base underpinning SHMAs and thus the objectively assessed housing need for the City, and requests clarification on how this might best be achieved

## Monitoring

- 38 The working group welcomed confirmation that to gauge implementation of Policy H4, planning permissions for housing would be closely monitored at planning consent stage not just when developments were built.

<sup>2</sup> Lord Taylor of Goss, External Review of Government Planning Guidance 2012



# Conclusions and Recommendations

- 39 In response to a question, officers confirmed that they viewed monitoring to be extremely important and that the annual review of Policy H4 had been successful, however it was difficult to monitor the effects of new stock on existing stock in terms of mix.

## Panel reports

- 40 As a result of recommendations made by the working group during discussion, officers confirmed that a heading on Housing Mix will be on each panel report that describes the specific housing needs of the area.

**Recommendation 7** – That the Chief Planning Officer implements proposals to include a heading on Housing Mix on each panel report and to report back to the appropriate Scrutiny Board the subsequent outcomes of the initiative

## Pre –Application Discussions

- 41 The working group believes that the issue of housing mix should be raised at the earliest opportunity.
- 42 The working group was advised that the issue would be consistently flagged at pre-application stage. It was noted that if a submitter proposed a housing mix that is at or around the target sought, a Housing Needs Assessment may not be necessary and can be removed as an obligation from the developer. Such negotiations would happen as early on as possible.

**Recommendation 8** – That the Chief Planning Officer reports back to the appropriate Scrutiny Board the improvements to housing mix achieved through the practice of discussing mix at pre application stage.

- 43 It was acknowledged that many of the improvement actions identified by the working group were now being implemented. Members thanked officers for their positive approach in this regard and asked that Members of the Joint Plans Panel be made aware of actions now being taken.

**Recommendation 9** – That the Chief Planning Officer advises Joint Plans Panel of actions to be taken regarding the Implementation of Policy H4 and proposed actions to ensure improved delivery

## Affordability

- 44 The working group received a report detailing targets for affordable housing by provider and also information about current barriers to achieving targets. The focus of the working group debate was barriers and risks to delivery particularly within the Registered Social Housing sector and local authority sector. The main points to emerge were;
- Delivery by Registered Providers is largely funded through the



# Conclusions and Recommendations

Homes and Communities Agency's Affordable Homes Programme which although has delivered fairly sizeable programmes in Leeds, is constrained by reducing grant levels over time and the sector's reliance on borrowing which is funded through rents.

- The recent Budget statement wherein all social housing providers are subject to a 1% rent cut for the next four years impacts investment programmes and all of the Registered Provider's management boards are evaluating the impact on business plans and have indicated the potential for cancelling schemes.
- In response the HCA is encouraging a tenure switch towards housing for sale rather than rent where this is economically viable.
- The Housing and Planning Bill sets out the broad details for the extension of the Right to Buy to Registered Providers which has created uncertainty for Registered Providers and, coupled with rent reductions, caused lenders to review the sector's credit rating.

## Council led delivery

- The borrowing cap on the Housing Revenue Account remains a constraint to building more stock over the longer term.
- The use of Right to Buy receipts is subject to several spending criteria put in place by government which makes committing the

programme difficult and puts the funds at risk of claw back.

- Impact of the rent cut on Housing Revenue Account Business Plan which could constrain future delivery.

- 45 The working group held a general discussion on the robustness of the Council's approach to affordability with developers and the role of local ward members (In the same vein as the discussions around housing mix)
- 46 There was also discussion around the Council's partnership working with registered providers and the need to work smarter and in closer collaboration.

## Specialist Housing

- 47 The working group came to the conclusion that there is a developing need for Specialist Housing whether that is for families with disabilities, nursing care or more generally for older persons housing.
- 48 The Council has responded to the latter with a review of its own sheltered accommodation leading to around £14 million of investment in existing sites to make them fit for purpose. The Council launched a prospectus for older persons housing aimed at the provision of extra care which received good support from the market and bids are expected by early April on Council owned sites.
- 49 An approach is being developed by the Council towards the provision of more specialist accommodation for



# Conclusions and Recommendations

families with children that have severe disabilities or adults with severe disabilities. Demand is currently being assessed but we do know that there are 950 people/families on the Council's waiting list that need significantly adapted properties. In addition Children's Services have 28 priority families that need appropriate housing. The working group was advised that work is also underway with Adult Social Care assessing the need more generally within the private sector

- 50 In addition the Council has commissioned designs for a "template property" as a house and as a bungalow and is actively looking for sites in its own ownership on which to build some properties.
- 51 The working group concluded that the provision of this type of accommodation should be central to the discussion on housing mix and that all avenues should be explored to increase the number of such properties. The working group is of the view that this could be achieved via a number of ways, those being by the Council undertaking its own building within the current council house growth programme, enabling registered Partners to develop bespoke properties or through imaginative use of s.106 agreements.

**Recommendation 10** That the Director of Environment and Housing and the Chief Planning Officer explore a more coherent and detailed approach to identifying the need for specialist accommodation and how this can be met, and report back to the relevant Scrutiny Board.

## Reviewing previous Scrutiny Board Recommendations

- 52 As detailed in our introduction, an element of the working group's remit was to consider the claim that previous recommendations made by the Regeneration Scrutiny Board had not been executed in a satisfactory way.
- 53 The recommendations in question were

### Recommendation 1

*That dependent upon the outcome of the 2011 Census the Executive Board makes representations to the Department for Communities and Local Government (DCLG) that in order to achieve greater accuracy in the data provided by the Office for National Statistics (ONS) a population register should be introduced.*

### Recommendation 2

*That the Director of Environment and Neighbourhoods consider whether there would be an advantage in moving away from the DCLG household model altogether and relying on local data which would be more accurate in determining housing need. That the Director of Environment and Neighbourhoods report back to this Scrutiny Board on the outcome within three months of its report being published*

- 54 The first recommendation relating to dialogue with ONS is mainly covered



# Conclusions and Recommendations

in evidence submitted by Malachi Rangecroft<sup>3</sup>.

55 In addition to this the Council wrote to ONS in May when the methodology for the 2012-based projections had been released for consultation. The Council sought assurance via an ONS consultation process in February 2014 that the errors in ONS mid-year estimates would be removed from future projections. As a result the ONS identified that Leeds had an “unattributable population change” of 40,000 people which is likely to be a result of flawed past assumptions on international migration. The work carried out by Edge Analytics, referred to below, tested scenarios which removed this unattributed population change at a local level.

56 The second recommendation concerns moving away from the DCLG household model altogether and relying on local data which would be more accurate in determining housing need. A number of factors are relevant to this recommendation. First, the requirements of national guidance. Second, local evidence used to support the Core Strategy.

57 The National Planning Policy Framework (NPPF) requires that Local planning authorities should have a clear understanding of housing needs in their area. They should<sup>4</sup>: prepare a SHMA to assess their full housing needs, which should identify the scale and mix of

housing and the range of tenures that the local population is likely to need over the plan period. This in turn should meet household and population projections, take account of migration and demographic change, addresses the need for all types of housing, including affordable housing and the needs of different groups in the community and cater for housing demand and the scale of housing supply necessary to meet this demand. It is important to note that other factors which have a bearing on a housing requirement, such as the historic provision of housing, the supply of land, local policy constraints and the wider housing market context, e.g. the ability of people to afford a home, were familiar inputs into plan preparation under (Planning Policy Guidance) PPG 3. The NPPF shifted the emphasis to establishing full objectively assessed needs for housing which were free of such local constraints so as to boost significantly the supply of housing.

58 The working group concludes that both recommendations had been monitored with updates being provided to the relevant Board in March 2012 and October 2012

59 The working group would also reiterated that the Scrutiny Board (Regeneration) had not concluded in its inquiry that overall housing numbers were wrong nor had it made recommendations to that affect

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<sup>3</sup> Leeds City Council and ONS following the release of the 2011 census





# Conclusions and Recommendations

**Recommendation 11**– That no further monitoring of recommendation 1 & 2 made by Scrutiny Board (Regeneration) following its Inquiry into Housing Growth (2011) takes place.



# Evidence

## Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

## Reports and Publications Submitted

- SHNA, GVA and Edge Analytics (2011)
- Leeds demographic Analysis and Forecasts Update, Edge Analytics (2013)
- Housing need Submission to Core Strategy Examination, LCC (2013)
- Housing Needs and Demand, Alan Holmans (2013)
- Housing demand and need Note, House of Commons (2014)
- Stimulating Housing Supply, House of Commons (2014)
- Adopted Core Strategy Policy H4 Housing Mix (2014)
- Executive Summary SHMA, Open House (2007)
- Note from Malachi Rangecroft on ONS
- Housing Growth Breakthrough Project Note
- 2012 –based Sub-National Population Projections (chart)
- Implications of the 2012-based household projections on the Core Strategy Housing Requirement – development Plan Panel may 2015
- Report of Chief Planning Officer –population growth, household projections and housing numbers(Nov 2015)
- Report of Chief Planning Officer – Planning application process (Nov 2015)
- Report of Head of Housing Partnerships – Affordable Housing (Nov 2015)
- Joint report of Chief Planning officer and Head of Housing Partnerships (Jan 2016)
- Submission from George Hall (Jan 2016)
- Submission from Jennifer Kirby (Jan 2016)



# Evidence

## Witnesses Heard

Tim Hill – Chief Planning Officer  
John Statham – Head of Housing Partnerships  
Martin Elliot – data team Leader – City Development  
Maggie Gjessing, Executive Manager, Regeneration  
George Hall – Community Representative

## Dates of Scrutiny

22<sup>nd</sup> July 2015 (Scrutiny Board City Development)  
29<sup>th</sup> September 2015 – Joint Working Group  
9<sup>th</sup> November 2015 – Joint Working Group  
11<sup>th</sup> January 2016 – Joint Working Group  
3<sup>rd</sup> March 2016 – Joint Working Group



# Evidence

## Appendix 1 Flow chart of decision taking with additional actions on securing housing mix

Stage	Action
<b>1. Pre-Application</b>	<ul style="list-style-type: none"> <li>• Headline Policy H4 targets and thresholds</li> <li>• Affordable housing requirement demonstrated</li> <li>• Alert developer to evidence base existing and discuss need for any further housing needs assessment evidence – in conjunction with the Housing Growth Team</li> </ul>
<b>2. Submission</b>	<ul style="list-style-type: none"> <li>• Ensure evidence supporting proposal is sufficient and proportionate to reaching decision on housing mix and type and tenure of affordable housing</li> <li>• Early discussion with HGT and FPI if mix is below minimum threshold</li> </ul>
<b>3. Consultation</b>	<ul style="list-style-type: none"> <li>• Be mindful of additional evidence submitted on mix / local evidence / ambitions for specific mix including type and tenure of affordable housing</li> <li>• Assess need for viability testing / scenarios testing if mix is below minimum threshold</li> </ul>
<b>4. Report</b>	<ul style="list-style-type: none"> <li>• Detail in panel report under “Housing Mix” heading: proposed mix, affordable housing component, local needs evidence from a variety of sources, balance of considerations, any viability concerns, up to date monitoring and any negotiations.</li> </ul>
<b>5. Decision</b>	<ul style="list-style-type: none"> <li>• Panel to take fully informed decisions on mix of dwellings and affordable housing supported by evidence</li> </ul>
<b>6. Discharge Conditions</b>	<ul style="list-style-type: none"> <li>• Additional specific condition identifying house types and mix</li> </ul>
<b>7. Development</b>	<ul style="list-style-type: none"> <li>• Monitor permission, under construction and completion status</li> </ul>



**Scrutiny Board (City Development)**  
**Housing Mix**  
**March 2016**  
**Peter Marrington**  
[www.scrutiny.unit@leeds.gov.uk](http://www.scrutiny.unit@leeds.gov.uk)

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Report author: Leanne Buchan /  
Cluny Macpherson Tel: 24 78195

**Report of the Director of City Development**

**Report to Scrutiny Board (City Development)**

**Date: 30 March 2016**

**Subject: A New Culture Strategy for Leeds**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	X Yes	<input 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 last Culture Strategy for Leeds came to end in 2015, its higher profile achievements included successfully delivering both the Leeds Arena and a new home for Northern Ballet and Phoenix Dance Theatre at Quarry Hill. For a city of the scale and ambition of Leeds a new Cultural Strategy was always going to be needed to set a framework for future work, but this requirement is now further emphasised by our long term ambitions.
  
2. A year ago Executive Board approved the recommendation for Leeds to bid to become European Capital of Culture 2023, following an intensive year of city-wide consultation and debate. In order to bid for, and ultimately we hope to win the title, the city is required to have a current Culture Strategy, from which the bid takes its steer. This strategy should also link closely to the city's wider developmental ambitions according to the criteria of the competition. The report to Executive Board therefore stated that the city council team would:

*Work with the people of Leeds, stakeholders and partners to create a culture strategy for the period 2017-2030.*

3. Over the next six to nine months the Culture and Sport team will continue to work with the people to 'co-produce' a new Culture Strategy, setting the underpinning values, defining and shaping our cultures, articulating the value of culture across a

range of policy areas and supporting the future creators of the city's vibrant cultural offer.

4. The new Culture Strategy for Leeds 2017-2030 will set the tone for the Leeds bid to become European Capital of Culture 2023, and provide the framework for its delivery should Leeds be successful in its bid.

**Recommendations:**

Scrutiny Board is requested to:

- consider and debate the contents of this report;
- comment on the approach to developing the new Culture Strategy for Leeds 2017-2030;
- suggest other groups, networks, organisations and individuals who could contribute to the new Culture Strategy;
- request officers to come back with a progress report later in the year.



## **1. Purpose of this Report**

- 1.1 To provide Members of the Board with an update on the approach taken to develop the new Culture Strategy for Leeds 2017-2030.

## **2. Background information**

- 2.1 Since the development of the previous Culture Strategy the landscape of cultural activities and local government has changed significantly.
- 2.2 Austerity measures have seen funding reductions to culture both from local government and from lottery distributors. However we have also seen more creative approaches from the cultural sector working with Public Health, Adult Social Care and Children's Services to build resilience across their businesses and find innovative new solutions to providing care and support to the people of Leeds.
- 2.3 The way people create and consume culture has also changed; the expectations of audiences are different, and increasingly informed by digital technologies. Barriers between art forms continue to break down and artists move more seamlessly between a portfolio of subsidised, commercial and individual work. Creativity is valued as a key skill across a wide range of careers, not just within the creative sector. Tastes also change, but reading for pleasure remains the most popular cultural activity.
- 2.4 The Commission for Local Government sought to redefine the relationship between the local authority and the people of Leeds, moving towards enabling people to not only have a stronger voice in how services are created and delivered, but in some cases to take on the delivery of services and management of assets. Culture remains one of the best examples of a city activity delivered through an enormous range of individuals and groups at vastly different scales.
- 2.5 The scale and changing context for culture and increasing emphasis on working with stakeholders and communities has led to an innovative approach to the development of a city-wide cultural strategy.

## **3. Main Issues**

- 3.1 Considering the above challenges and opportunities, this new approach will see the people of Leeds co-produce the strategy. This will be achieved initially via an online blog capturing views, comments and opinion. An initial six month period of consultation starting with representatives from a broad spectrum of the culture sector, including major flagship organisations, community organisations, individual artists and performers, and independently funded cultural businesses, took place in 2015. The insight gathered from this period was used to launch the blogs which suggests a new approach seeking to broaden the definition of 'culture' to include but not be limited to the arts, in the minds of audiences and funders alike..
- 3.2 The first three blogs are attached as Appendix 1 to give a sense of the early work and approach to date. The initial style and tone of the blogs is intentionally informal

and discursive in order to open the debate up to a wide range of views. We anticipate a range of individuals from across the city will contribute their own thoughts in the coming weeks and months. There are currently 5 blogs on the site.

- 3.3 Of course not everyone is able to take part in an online debate and so the work will be supported through a range of off-line events, focus groups, meetings, workshops and conversations to ensure the broadest range of views are taken into account. A number of platforms will be used to open up the conversation further including, but not limited to, Leeds City Council Community Chairs Forum; the Sustainable Economy and Culture Partnership Board; the Leeds 2023 Independent Steering and Advisory Groups; targeted focus groups; one to one conversations with interested individuals; social media conversation and debate; and a series of targeted events and campaigns to raise the profile of the approach and the opportunity for involvement. The equalities section of this report notes further scope of consultation.
- 3.4 In addition we will commission a number of artistic projects which in themselves will look at issues raised as the strategy develops.
- 3.5 The website has been live for five weeks and at the time of writing has been visited by more than 5,000 unique visitors and gathered a total of 35 comments across five blog posts. In addition to this, activity across Facebook, Twitter and Linked In has also been high with Twitter and Facebook being the highest refers to the site. Social media activity has been positive with constructive debate and offers of support in terms of hosting focus groups and discussions with a range of audiences. Although anecdotally the social media activity is high and positive, this is hard to measure as there are no social media accounts specifically for this project, content is channelled through partner project accounts such as Leeds Inspired, Leeds 2023 and Arts at Leeds, and officers own accounts.
- 3.6 Crucially, at this stage no decisions have been taken regarding the aims, objectives, values and core focus of the strategy. The team are not consulting on the city council's ideas and suggestions for a Culture Strategy. Instead, taking its leave from the commission and the approach to the 2023 consultation, the team are seeking a genuine co-authored approach to the development of ideas and ultimately the services and delivery mechanism that will be created as a result. It will then sit as a strategy for the City, not just for the city council.
- 3.7 Following the initial conversations that have taken place since the launch of the blog the Culture Strategy may also seek to reposition the value of culture in the city. Often viewed as the 'nice to have' or added to conversations about the regeneration of areas towards the end of the project, culture can have transformational effects across a range of policy areas from housing, planning and urban regeneration to health and wellbeing, adult social care, children's services and education.
- 3.8 The new Culture Strategy for Leeds may not directly create a raft of new cultural policies, but instead will seek to work with policy makers from across these areas. It will investigate how, by placing culture at the start and heart of policy making, how a range of policies could be adapted to enable culture to lead and help to overcome challenges. However, taking the lead from the culture strategy, organisations in the

city might then propose for instance a strategy for dance, or an approach to public art which could be living documents, developing and changing through the years.

- 3.9 The initial conversations have sometimes revealed a lack of understanding between different aspects of life in the city which has sometimes led to division where there could be unity. One current example of the proposed values of the new strategy is therefore 'tolerance.' The new Culture Strategy could reset our approaches, valuing all cultures equally from local community activities to independent producers and the flagship organisations.
- 3.10 Over the last five years there has been surge in new events, clubs, societies and gatherings. The people who create these happenings are makers of the city's culture, just as those who make the city's world class arts and performance offer are also makers of the cultures that define us. These activities are not mutually exclusive, and all their stories need to be told, and supported as part of the new Culture Strategy for Leeds, and indeed the city's bid for European Capital of Culture 2023.
- 3.11 Over the next six to nine months the Culture and Sport team will continue to work with the people of Leeds to co-produce the new Culture Strategy, setting the underpinning values, redefining and shaping our cultures, articulating the value of culture across a range of policy areas and supporting the future makers of the city's vibrant cultural offer.
- 3.12 The new Culture Strategy for Leeds 2017-2030 will set the tone for the Leeds bid to become European Capital of Culture 2023, and provide the framework for its delivery should Leeds be successful in its bid.

#### **4. Corporate Considerations**

- 4.1 Based on early feedback from those who have taken part in the co-production of the new Leeds Culture Strategy to date, there is little appetite for the Strategy to be prescriptive or restrictive. However there is significant appetite for it to be used as a means for supporting a more enabling approach across policy areas, offering an opportunity to revisit a range of current policies across the council's portfolio.
- 4.2 Early consultation with teams across Leeds City Council has also shown support for this approach and the Culture and Sport team will continue to work with Members and colleagues from across portfolios and services to ensure that the approach is delivered responsibly and with respect for the knowledge, expertise and work of those teams.

#### **5. Consultation and Engagement**

- 5.1 Officers have conducted an intensive six month long period of consultation initially with representatives from a broad cross-section of the Culture sector, to inform early development of the approach.

- 5.2 In January 2016 a new online blog was launched acting as a repository for the conversation and debate relating to the Culture Strategy which will ultimately agree its final content.
- 5.3 Officers are working with colleagues across Leeds City Councils Communities and Equalities team and will continue to undertake internal consultations across all policy areas.
- 5.4 Officers have consulted with Arts Council England and the European Commission to ensure the innovative approach was supported by other partners, it was.

## **6. Equality and diversity / cohesion and integration**

- 6.1 Focussed discussions regarding the new Leeds Culture Strategy have already started and will continue to be conducted with groups representing Child Friendly Leeds, Older People, Migrant and Refugee communities, LGBT communities and others.
- 6.2 Young people will be engaged through events delivered by Breeze and directly through the breeze networks and relationships with Children's Services.

## **7. Council Policies and City Priorities**

- 7.1 The new Culture Strategy for Leeds 2017-2030 is a key element of our 'Best City' ambition. It has the potential to support all eight of the 'Best City' outcomes, giving further evidence of the way in which culture and cultural activity is a vital part of all our lives and that of future generations.
- 7.2 Done strategically and well, the new Culture Strategy will assist in supporting the city to achieve health and well-being targets, increase rates of participation, create new jobs, boost skills, and add to civic pride in our city.
- 7.3 Through productive working relationships with colleagues from across services, the Culture Strategy could also help realise the potential of Europe's largest regeneration area on the city's Southbank.

## **8. Resources and value for money**

- 8.1 In developing this innovative approach the team have already secured additional financial support from Arts Council England and in kind support from the University of Leeds to develop and implement the new approach to the Culture Strategy. Conversations with additional potential funding partners are on-going.
- 8.2 With these contributions, the budget for the development of a cultural strategy is included within the normal activity of the Culture and Sport service. Activity will include new commissions as part of research and development, the hosting of a European Conference in Leeds to share ideas with our European colleagues, and to support the continued conversations which will lead to the co-production of the final strategy by 2017.

## **9. Legal Implications, Access to Information and Call In**

- 9.1 As the new Culture Strategy is to be co-produced all conversations, consultation and commissions will be publicly shared.
- 9.2 This report is not subject to call in.

## **10. Risk Management**

- 10.1 Should the project not succeed the city would be ineligible to bid to be European Capital of Culture and would have no framework by which to make strategic decisions in relation to cultural activity. The development of the strategy is managed through an established project plan

## **11. Conclusions**

- 11.1 Given the changes to the landscape of both the cultural sector and local government, and the city's decision to bid for European Capital of Culture, a new approach is needed to the development of a new Culture Strategy for Leeds, to cover the period 2017-2030.
- 11.2 There is significant appetite and support from both the culture sector and other stakeholders approached to date for a co-produced methodology, working with the people of Leeds to develop the new Culture Strategy, setting the underpinning values, creating a new definition of our cultures, articulating the value of culture across a range of policy areas and supporting the future makers of the city's vibrant cultural offer, as the city embarks on its bid to become European Capital of Culture 2023.

## **12. Recommendations**

12.1 Scrutiny Board is requested to:

- consider and debate the contents of this report;
- comment on the approach to developing the new Culture Strategy for Leeds 2017-2030;
- suggest other groups, networks, organisations and individuals who could contribute to the new Culture Strategy;
- request officers to come back with a progress report later in the year in September 2016.

## APPENDIX 1: Initial Blog Posts

These and future blog posts documenting the consultation process can be found at [www.leedsculturestrategy.org](http://www.leedsculturestrategy.org)

### A New Approach to a New Culture Strategy – Part I

Nine months ago a small team of three council officers wrote a report to the city council's Executive Board recommending that Leeds should bid to become European Capital of Culture 2023. In order to bid for, and ultimately win the title, the city must have a current Culture Strategy, from which the bid takes its steer. The report stated that the city council team would:

*Work with the people of Leeds, stakeholders and partners to create a culture strategy for the period 2017-2030.*

Since the writing of that report Leeds City Council approved the recommendation to bid for the title and create a dynamic independent Steering Group. A general and local election was held which saw the city of Leeds elect its first female Leader of the Council, who in turn appointed one of the youngest Cabinets of decision makers in the country, and chose Culture and Economy for her portfolio. These events place culture at the heart of the city's agenda like never before.

With an atmosphere of ambition, anticipation, influence, excitement and progress where everything seems to have aligned and anything seems possible, writing a Culture Strategy should be a breeze - but something doesn't feel quite right.

With such an opportunity for change, to write a strategy as it's always been feels like a missed opportunity. Particularly, a strategy that is focused on one of the most vibrant, creative, deep-rooted parts of our lives, the part that defines our cultures, creating and celebrating who we are. If we stopped to think about strategies, what they are and why we create them, would we create a Culture Strategy in the same way?

Strategies are defined as the art or science of planning for success, leading to policies and tactics to get us there. Policies can be defined as rules and codes to guide decision making. With a definition like that, we could be forgiven for no longer feeling a sense of excitement, ambition, and opportunity.

Maybe it's the rules that come with a strategy that feel so restrictive at a time when people are starting to feel like maybe the streets, parks and playgrounds do belong to them, even if only in some small way that they can't yet articulate. Maybe it's the idea of a code telling us what our decisions will be before we've even been asked the question. Maybe it's a deep seated need to seek the permissions handed down by strategies and policies. Whatever it is, it is at odds with a time of bold decisions and big ambitions in Leeds. A sort of rallying cry for culture, but only if the rule book says it's OK and it looks familiar enough to be acceptable.

To write a restrictive document that will date before the ink is dry defining a culture that we cannot possibly yet know of, for the next thirteen years, does not feel ambitious. To write a Culture Strategy under the same headings that are so familiar to us because we see them in every

strategy regardless of the subject, does not feel reflective of the messy anarchy and indomitable spirit of culture. To create a series of rules that will govern our cultural development for more than a decade with no opportunity to be flexible and responsive for that period, does not seem innovative and bold. To have a strategy which is about knowing where we're going and having the all answers, seems to somehow dim the lights on the city's adventure towards European Capital of Culture and beyond to 2030.

Nevertheless a new Culture Strategy for Leeds is needed, not just to fulfil the criteria of a competition, but to take advantage of the unique sequence of events over the last nine months. To use this time as a galvanising force to redress our relationship with the city in all its forms, and consider what our cultures might be in 2030, and who will be their makers. To make a promise to empower the people of Leeds to become the future architects of culture, whatever forms it may take. For a moment there it sounded exciting again.

The challenge here is not to write a new Culture Strategy for Leeds – in some respects this could be achieved with a programme of consultation that we all know so well. Gathering views and evidence on a plethora of post-it notes, followed by a brief for an anonymous writer of strategies to lock themselves away for two months and write it all up in that old familiar way, making up the rules by committee as we go.

The challenge is to create a new approach to developing a new Culture Strategy for Leeds. An approach that is flexible, fun, and reflective of the great minds and artistic, edgy and independent attitude that our culture is already known for. An approach to strategy development that doesn't suggest that we have all the answers, or even that we know the people who do, but instead we're happy to take a mystery tour into the unknown and see what happens, adjusting and adapting on the way.

So here's an idea for a new approach to a new Culture Strategy.

We do not offer up a definition of culture. Culture is so much too so many from the art forms we use to mark the unfolding of our history, to the gastronomy of life's celebrations and events, and the heritage that defines our diversity. Culture comes from within it cannot be placed into a neat little box with a bow. It continues to morph and evolve making it impossible to pin down what's in and what's out. That's the thing with culture we only really know what it is to us, so why would we try to define it for others?

We start on line. It's easy to change and edit as we go so we can be flexible and if we learn something new that says we were wrong two months ago – we acknowledge that and change our course. The digital world calls it 'agile working' – never getting too far ahead of ourselves, always testing and questioning, working in short little bursts of energy informed by what we learn.

We build a strategy using the cultures of the city. Rather than commission one author to play out our findings in a traditional document form, we commission a range of communities, artists, performers, people, writers, poets, musicians, children and others, to build a creative narrative told in a range of languages designed to engage the whole city in a way that suits us, whoever we are.

We do not make up any rules. Our Culture Strategy will be a framework, not a doctrine. It will be about people not policies. Where policies are needed they will be flexible outlines, rooted in our values and not too prescriptive, policies that are about finding the right solution, not just a solution.

It's a start. It might change along the way. It might even become that strategy with the headings so recognisable to us all. We don't know, but it feels like anything might be possible, which is how all great adventures should start.

## **A New Approach to a New Culture Strategy – Part II**

My last post proposed an idea for a new approach to a new Culture Strategy, setting the scene for the city to embark on a great adventure.

After the initial excitement the second stage in any adventure is a feeling of being totally overwhelmed as you start to scratch the surface, and discover the reality and enormity of the task ahead. I spent the last six months talking to lots of people about a new Culture Strategy for Leeds, and the idea for a new approach. I asked how things are in Leeds. What's easy? What's hard? What's it like working with the city council to make culture happen? What are the things you've loved in Leeds that we need more of? What drives you mad?

During these conversations I met the household names of culture in Leeds, who seemingly have it all - infrastructure, funding and international renown. I met with great passion and pride but it was mixed with frustration and an undercurrent of doubt. People said that they didn't know what the city thinks of its cultural offer despite being the leading producers of it. When I asked about who they created the great culture for, they asked me to tell them who the city wanted it to be for. Funding was difficult. Why couldn't the city prioritise culture? Is Leeds ashamed of its cultural sector? Why wouldn't it fight to protect it above community centres and care homes? Controversial until you understand the benefits that culture brings to health and wellbeing, social cohesion, equality and diversity. Why then is culture never talked about in this way with such confidence?

With others I had conversations that lasted over an hour never using the words culture, strategy, community, or development. These people wanted to talk about other people and the things they do, that brighten our lives. They talked about local galas, melas, fundraising Beetle Drives and the commitment of others. We had conversations about local heroes, those dynamos that have utterly bonkers ideas and somehow convince everyone else that it's perfectly sane. Where allotments, play groups and dance troops converge. Where there was a gap in life and someone filled it, not to make a quick buck, but just to fill the gap. We talked about language, identity and connectivity. We talked about perception, snobbery and often wilful ignorance that cast these ventures in a lesser light when the word culture does eventually surface in the conversation.

There was a strange meeting of these two worlds where people had, had ideas and made them happen and were very successful. It was culture as most people would recognise it – a gallery, a music venue, a theatre, but it isn't paid for by the public sector. There was a strange feeling these creators of culture were a hybrid of dirty words like success, commercial, and privately-owned



mixed with the new vanguard of culture embodied in independence, freedom, and creative industries. They were neither nowt nor summat, but they were very definitely culture. They were also very definitely angry, angry that they were pigeon holed one way or another, infuriated with the inflexibility of an archaic system that stops them from thriving and punishes them for not requesting a grant.

During these conversations some people used the word leadership, but what they described was management – tell us the answer, tell us what to do, tell us how to fix it. Others were clear that the city stifles itself and its people. Throw away the rules and leave us be, we will create the cultures of the future. Others were more pragmatic. Yes we want leadership, someone to set the tone and ambition, but we're all adults and we see different things that no one leader can ever know. Relax, trust the people who create the culture you can be proud of. It's not your job to protect us, it's your job to help us to do that ourselves, and to enable a culture that we can all have share in.

These conversations were almost all 1-2-1 meetings. In and amongst those discussions I found activists, anarchists and pioneers. I found angry, frustrated and proud people. I found humour, honesty, respect, passion, and fire. I also found fear and a sense of bewilderment. A sense that we have the chance with 2023 but nobody really believes we'll take it. Hiding behind the gloss of a well-rehearsed rhetoric on the importance of the culture sector, was a sense that we've all been here before and it probably won't be different this time.

When I talked about a new approach most people laughed. Not because it's ridiculous or even that ground-breaking, but because it's so obvious yet we've never done it before. No one demanded that I stop this nonsense and start writing a document immediately. Everyone was slightly cautious, wondering what the end result would be, but happy enough to see where this goes. When I spoke to the Arts Council they said: "It's terrifically exciting. A bit mad and a bit risky but, still, exciting."

While I was talking to people I was inundated with reading. Someone would recommend this city's strategy that was pretty much identical to that city's strategy recommended by someone else. Someone else would send me the biggest report I've ever seen on what the academic world expects of a strategy. People would recommend books, articles, journals and I'd have a go at reading them all. They all led me to believe that maybe this approach is more ground-breaking than we thought.

Admittedly the vast majority of my conversations were with people who have some connection to the many definitions of 'Culture' choose how tenuous that may be. There will be criticism that I only spoke to those who are 'in' and where the conversation went wider I was box ticking.

This short series of blog posts is in part a response to those criticisms. As a team we thought long and hard about whose voice this is written in. The voice is mine, but I am just the narrator of the city's story. It's an open, co-authored, co-produced story. I can only share what I'm told and what I learn. You can challenge those things. You can add your own views, knowledge and experience. Yes currently, it does only reach those on line and we will need to find other ways of sharing this conversation, but that's a good place to start and an open, transparent repository for what

develops out of those discussions. It's also a good test of how committed we – all of us – really are to going beyond the usual suspects because that only happens if we all make it happen.

Secondly we would challenge who you yourself consider to be 'in'. If we are to do away with definitions of 'Culture' then no one is in or out. True, these conversations started with those who programme venues, lead clubs and classes, promote and tour the city's perceived cultural offer, and bring people together to create events and spaces enlivening communities, but then I was directed to other people. People who volunteer, people who prod and poke, people with big ideas for what should be happening on their doorstep. I didn't get to speak to all 750,000 people of Leeds, I probably didn't get to speak to you.

If it's a co-authored strategy of which I am the narrator surely then, it is within everyone's gift to change.

Who are the people who never turn up to a consultation meeting? Don't expect those people to talk to me or my colleagues, who they don't know much less trust. Why don't you have this conversation with the people you know and share what they said? Comment on these blogs and tell me if I got your story wrong, tell me what I've missed and who I should talk to. That said it doesn't always have to be an attack, maybe something here resonates with you. Maybe you're glad it's finally been said. Maybe it's important enough for you to tell me so?

## **Setting Our Course**

So far I've talked about ideas – a new way of doing this, a different approach to that. Throwing the rule book out always seems like a good idea to someone like me who likes change and trying something new. However with the rule book, came an enormous safety net. Following well-trodden steps is often how we know we're on the right path sure that there will be a destination at the end.

So where do we start if we've torn up the map in favour of finding our own adventure? If we're undertaking an adventure we'll need a compass, and a set of shared values that guide us through what lies ahead seems like a good substitute. Like a compass values should be things that we can all identify with and understand even if the paths that we discover are wildly different and distinct.

The values that we choose will be the things that set our course, the yard stick by which we measure our decisions when we get to a cross roads.

This post starts to suggest what the values underpinning a new Culture Strategy for Leeds could be. They are based on the conversations to date and speak of the frustration we feel and acknowledge the challenges that we face, but they also speak of the fire, the fight and the determination to get past this, to finally make our star shine and build a capital of culture.

Our values will be rooted within and fought for, fiercely protected and upheld by us all. If that's the case then we had better get them right from the start. Below is a suggested reading of our compass and what it could mean for the future cultures that we create. That said a compass can

be read in many ways so these are just examples and suggestions, there for us to test and change as we build a new strategy, collectively.

- *Bravery* –We have been creating, growing, welcoming and nurturing a phenomenal cultural identity for decades, but we don't know how to tell people about it and we've forgotten how liberating taking a risk can be. We behave like the wonderfully gifted child in a class of averages, too shy and nervous to shine even though we know we can do better than that. If we are going to find a new age where culture takes centre stage, we have to believe in its ability to do so. Confidence is not told, it is shown in how we act, our reaction to the world, and our faith in our ability to stand out, in our own way. We will not emulate the cultures of another place, but be bold in creating our own mark. Culture is a fiery, creative, passionate process some will like what we create, others will not, but that won't stop us from creating it. Leeds is a radical and independent city, we have a strong voice and a ferocious talent, we will be brave enough to use it.
- *Resilience* – Our world is changing. The funding handed down to local government and the Arts Council is already dramatically reduced and set to reduce further. But, money isn't everything. As a city collectively we have so many riches that with a little resourcefulness and creativity can yield more than we ever imagined, but we have to go through the challenging terrain, not around it. It's going to be tough. We will need to make big changes, emptying out the 'too hard box', taking decisions together that will change the face of our cultures irrevocably, but will also make us stronger. Together we will build a new sustainable model for culture whatever its form and function.
- *Generosity* –From the people I spoke to there was a sense of the cultures that have and the ones that don't, which could easily become a dividing line. Again it wasn't always about money, sometimes it was about who had marquees and seats that could be borrowed and shared. Others it was about shared learning. Sometimes it was about opportunity. If you're hosting the world's media, whose story are you telling them? Does it only have to be your own? It was always about the will to do something good, to share and support. The will to empower future generations to create future cultures without boundaries. We will share our assets, knowledge and opportunities, build new networks where we learn from and support each other irrespective of the cultures we represent and our own interests.
- *Tolerance* -Feisty, chaotic and independent by nature we will never agree on everything, but we don't have to. I met people who wanted total freedom in a Culture Strategy, and those who wanted rules or at least a firm guide. I met people who are vehemently passionate about the arts and want to not feel embarrassed extolling its virtues, alongside others who have no interest in the arts but dedicated their lives to the enjoyment of people. Nobody should feel silenced on the subject that they have so much zeal for. The cultures of Leeds are not mutually exclusive. Our cultural spectrum will have no high or low. We don't all have to love Opera or Community Galas, but we will all be proud and grateful that the people of Leeds create, support and develop them both, and more, because without one, there won't be the other and this city thrives on both.
- *Curiosity* –We will travel light on this adventure leaving the baggage of the past behind. The sense of excitement which we feel is sometimes accompanied by trepidation because

we don't allow ourselves to be brave enough to fail. Valuing the freedom, creativity and flexibility to try things, be honest with ourselves, take the good things, leave the rest and try again, will be at the core of who we become. It will make us innovative, keep us relevant, make us unique, and allow us to learn from what went before rather than having to banish it from our consciousness.

If the values we choose now guide the decisions we make for the next thirteen years, how fitting are the ones suggested here?

Could we develop a new Events Strategy for the city based on these values?  
Can we ask developers who invest in the city to adhere to them?

Will they change the way we behave enough? Will it be for the better? Will it make a difference?

Are they too similar – is curiosity and the will to fail fast and get up again, the same as being brave?

Are we missing something obvious?

What do we really value as a city, and how can the Culture Strategy make sure that we use those values as measure of success?

Based on your comments, we will revisit, update and refine these values to check that they work before we set off into the woods with them.

If they don't we'll try something else, if they do we'll figure out our next move, together.

PS –Over the next few months we'll be inviting ourselves along to the opening of a packet of crisps, asking all these questions and more, but if you want us to join your event, meet your group, speak to your local community or attend your meetings please get in touch with me at: [Leanne.buchan@leeds.gov.uk](mailto:Leanne.buchan@leeds.gov.uk) or call 0113 24 78195.



Report author: S Pentelow  
Tel: 24 74792

## Report of the Head of Scrutiny and Member Development

### Report to Scrutiny Board (City Development)

**Date: 30 March 2016**

**Subject: Work Schedule**

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

## 1 Purpose of this report

1.1 The purpose of this report is to consider the Scrutiny Board’s work schedule for the forthcoming municipal year.

## 2 Main Issues

2.1 A draft work schedule is attached as appendix 1. The work programme has been provisionally completed pending on going discussions with the Board. The work schedule will be subject to change throughout the municipal year.

2.2 When considering the draft work programme effort should be undertaken to:

- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
- Avoid pure “information items” except where that information is being received as part of a policy/scrutiny review
- Seek advice about available resources and relevant timings taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place
- Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year

2.3 Also attached as appendix 2 is the minutes of Executive Board for 10 February 2016

### **3. Recommendations**

3.1 Members are asked to:

- a) Consider the draft work schedule and make amendments as appropriate.
- b) Note the Executive Board minutes

4. **Background papers**<sup>1</sup> - None used

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<sup>1</sup> 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.

## Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	17 June	22 July	August
<b>Inquiries</b>		Housing Mix – Terms of Reference	
<b>Annual work programme setting - Board initiated pieces of Scrutiny work (if applicable)</b>	Consider potential areas of review	Work Programming	
<b>Budget</b>	Budget Update 2015/16 update		
<b>Pre Decision Scrutiny</b>			
<b>Policy Review</b>			
<b>Recommendation Tracking</b>			
<b>Performance Monitoring</b>	Performance Report	Housing on Brownfield Land – 5 year land supply East Leeds Extension and Orbital Road Progress	
<b>Working Groups</b>			

\*Prepared by S Pentelow

Key: SB – Scrutiny Board (City Development ) Meeting

WG – Working Group Meeting

## Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	9 September	14 October	18 November
<b>Inquiries</b>	<p>Agree scope of review for **</p> <p>1) Digital Divide and High Speed Broadband Provision.</p> <p>2) Operation of Bus Services</p>	<p><b>Evidence Gathering</b></p> <p>Inquiry – Digital Inclusion</p>	<p><b>Evidence Gathering</b></p> <p>Inquiry – Digital Inclusion</p>
<b>Pre Decision Scrutiny</b>		<p>Sustainability of council leisure facilities and how accessible they are to residents to promote inclusivity</p> <p>To Include:</p> <ul style="list-style-type: none"> <li>• Leeds Let's Get Active evaluation – Scheduled for Ex B 21 October</li> </ul>	<p>Sustainability of council cultural facilities and how accessible they are to residents to promote inclusivity</p> <p>European Capital of Culture – The Culture Strategy – Developing approach and outline draft.</p>
<b>Policy Review</b>	Road Safety, death and serious injury reduction and 20mph zones. (to conclude 20mph work from 2013/14)		
<b>Recommendation Tracking</b>			
<b>Performance Monitoring</b>			
<b>Working Groups</b>	<b>Inquiry</b> - Housing Mix (with Scrutiny Environment and Housing)		

\* Prepared by S Pentelow



**Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year**

**Schedule of meetings/visits during 2015/16**

<b>Area of review</b>	<b>16 December</b>	<b>27 January</b>	<b>17 February</b>
<b>Inquiries</b>	<u><b>Evidence Gathering</b></u> Inquiry - Digital Inclusion	<u><b>Evidence Gathering</b></u> Inquiry – Bus Services	<u><b>Evidence Gathering</b></u> Inquiry – Bus Services
<b>Budget and Policy Framework</b>		Initial Budget Proposals 2016/17 and Budget Update	
<b>Pre Decision Scrutiny</b>			
<b>Policy Review</b>			
<b>Recommendation Tracking</b>			
<b>Performance Monitoring</b>		Performance Report - Quarter 2 Flooding Update	Tour de France Legacy Review (SEC Board 2014/15) Flooding Update
<b>Working Groups</b>		<b>Inquiry</b> - Housing Mix (with Scrutiny Environment and Housing)	

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## Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Area of review	Schedule of meetings/visits during 2015/16		
	30 March	27 April	May
<b>Inquiries</b>	<u>Evidence Gathering</u> Inquiry – Bus Services  <u>Reports</u> Agree Housing Mix Inquiry Report	<u>Evidence Gathering</u> Inquiry – Bus Services	
<b>Budget and Policy Framework</b>	Local Flood Risk Management Strategy Annual scrutiny review	Aire Valley Action Plan	
<b>Pre Decision Scrutiny</b>	European Capital of Culture – The Culture Strategy – Consultation with the Scrutiny Board		
<b>Recommendation Tracking</b>			
<b>Performance Monitoring</b>			
<b>Working Groups</b>			

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Unscheduled - required:

- ECOC and the new city cultural strategy – Scheduled for Executive Board approx August 2016. Pre-decision Scrutiny required in 2016 new municipal year before submission
- Vision for Leisure Centres
- SAP

Updated – March 2016 \*Prepared by S Pentelow

Key: SB – Scrutiny Board (City Development ) Meeting

WG – Working Group Meeting

## EXECUTIVE BOARD

WEDNESDAY, 10TH FEBRUARY, 2016

**PRESENT:** Councillor J Blake in the Chair

Councillors A Carter, S Golton, D Coupar,  
R Lewis, J Lewis, L Mulherin, M Rafique  
and L Yeadon

Apologies Councillor M Dobson

### 121 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents

### 122 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 2 to the report regarding ‘Potential Investment in the East Leeds Orbital Road’ referred to in Minute No. 129 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 third party investor and of the Council. It is considered that the release of such information during the discussion about the proposed investment and negotiations of terms could prejudice the interests of either party. As such it is considered that the public interest in maintaining the content of appendix 2 as exempt outweighs the public interest in disclosing the information.
- (b) Appendix 3 to the report regarding ‘Victoria Gate Public Realm Improvements’ referred to in Minute No. 130 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 within the appendix relates to the financial or business affairs of a particular of a particular person and 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 from a third party and is subject to their contract negotiations 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 and the third party's commercial interests in relation to the works contract and any future contracts on similar works. 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.

- (c) Appendix 1 to the report regarding 'Development of a District Heating Network' referred to in Minute No. 141 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 within the appendix relates to the financial or business affairs of a particular of a particular person and the Council. The information contained within appendix 1 is commercially sensitive, relating to financial and business affairs currently being contemplated by the Council. Disclosure at this stage will impact on the Council's ability to negotiate the best commercial deal and achieve best value. Consequently, the public interest in maintaining the exemption currently outweighs the public interest in disclosing the information.

### **123 Late Items**

No formal late items of business were added to the agenda, however Members were in receipt of supplementary information in the form of:

- (a) A revised copy of the booklet "Living Better Lives in Leeds – the Annual Report of Adult Social Care 2015/16 – this contained updated information within the timeline of achievements (Minute No.133 refers)
- (b) An updated version of the table at exempt appendix 1 in respect of the 'Development of a District Heating Network' report (Minute No.141 refers)
- (c) Revenue Budget Proposals and Capital Programme - A briefing note in the light of the final settlement announcement made on 8th February 2016 and a briefing note specific to the Public Health Budget (Minute No. 142 refers)

### **124 Declaration of Disclosable Pecuniary Interests**

There were no Disclosable Pecuniary Interests declared at the meeting, however, in relation to the report "Living Better Lives in Leeds – The Annual Report of Adult Social Care in Leeds 2015/16", Councillor Carter drew the Board's attention to his position as Chair of the Neighbourhood Network Support Group for the Calverley, Farsley and Tyersal area. (Minute No. 133 refers)

### **125 Minutes**

**RESOLVED** – That the minutes of the meeting held on 20<sup>th</sup> January 2016 be approved as a correct record

## **EMPLOYMENT, ENTERPRISE AND OPPORTUNITY**

### **126 The Apprenticeship Levy**

The Director of Children's Services and the Deputy Chief Executive submitted a joint report on the policy changes and recently announced funding mechanisms for apprenticeships. In particular the report provided information

on the Apprenticeship Levy, due to be introduced from April 2017; and on the Government publication 'English Apprenticeships: Our Vision 2020' which summarised progress on the apprenticeship reforms and outlined plans to grow the number of apprenticeships to 3 million by 2020.

In introducing the report, the Executive Member for Employment, Enterprise and Opportunity highlighted the implications of the Apprenticeship Levy for the Council, both as an employer and as provider of apprenticeship brokerage services to local businesses and young people. Additionally, he also highlighted that the introduction of the levy would have implications for local learning institutions and for local public and private sector employers.

In response to Member's queries, the Board received information on the partnership working underway with the business/public service communities on the wider impact of the Levy, the likely number of additional apprenticeships that the Council would need to create and the associated levy costs. It was noted that further detail on the proposals would be issued by Central Government in the Summer 2016. Additionally, the Board noted that an Apprenticeships Fair would be held on 14<sup>th</sup> March 2016 at the First Direct Arena for local employers and young people

The Board welcomed the report and recognised the work undertaken so far by officers in preparation for the implementation of the Levy.

**RESOLVED –**

- a) That the planned introduction of the Apprenticeship Levy from April 2017 and the potential financial and workforce development implications for the Council and other employers in the city be noted
- b) That the outline work programme to prepare for the introduction of the Apprenticeship Levy be approved and that the Chief Officer Human Resources and the Chief Officer Employment and Skills be requested to provide an update report in the Autumn 2016

**RESOURCES AND STRATEGY**

**127 Financial Health Monitoring 2015/16 - Month 9**

The Deputy Chief Executive submitted a report on the Council's projected financial health after nine months of the 2015/16 financial year.

With regard to the emergency response to flood recovery works, the Board was informed that the Council was developing a case to access financial assistance for eligible expenditure from the Bellwin Scheme.

**RESOLVED –** That the projected financial position of the Authority for 2015/16, be noted.

**128 Best Council Plan 2016-2017 Proposals**

Further to minute No.110 of the meeting held 16<sup>th</sup> December 2015, the Deputy Chief Executive submitted a report presenting the Best Council Plan 2016/17 for the Board's consideration. The report also sought approval for the

Best Council Plan to be recommended for adoption by Council on 24th February 2016.

In presenting the report, the Executive Member for Resources and Strategy highlighted how the new Best Council Plan continued the aim of reducing inequalities as set out in the 2015/16 Best Council Plan; but articulated this more firmly by setting out how the actions identified will be delivered and their relationship to the Council's Breakthrough Projects.

Responding to Members' enquiries, the Board received information on how the Breakthrough Projects, together with the ambitions of the Best Council Plan would look to take practical steps in addressing inequality across the city, especially in those areas which had a higher concentration of deprivation and poverty.

### **RESOLVED**

- a) That the adoption of the Best Council Plan 2016/17, as attached as Annexe 1 of the submitted report, be recommended to full Council
- b) That it be noted that further design work will take place.

(The Council's Executive and Decision Making Procedure Rules state that the power to Call-In decisions does not extend to those made in accordance with the Budget and Policy Framework Procedure Rules. As resolution (a) above was being made in accordance with the Council's Budget and Policy Framework Procedure Rules, such matters were not eligible for Call-In)

### **REGENERATION, TRANSPORT AND PLANNING**

#### **129 Potential Investment in the East Leeds Orbital Road**

Further to minute 74 of the meeting held 21st October 2015, the Director of City Development submitted a report containing details of the Council's efforts to source funding for the East Leeds Orbital Road. The report also provided information on an emerging proposal for private sector funding for the construction of the road.

The report provided background to the development of the initial proposal for Legal & General to provide equity investment, alongside public grant from the West Yorkshire Plus Transport Fund, to enable construction of ELOR by the Council.

Additionally, the report set out the range of issues to be further assessed and resolved, before decisions can be made as to whether the investment can be considered to be appropriate and commercially acceptable for all parties.

Responding to an enquiry, the Board received details of the proposed timescales regarding the establishment of the Orbital Road; and also received information on the development of the surrounding land.

Following the consideration of Appendix 2 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 expression of investment interest from Legal & General in the East Leeds Orbital Road be noted and welcomed;
- b) That approval be given to the Director of City Development to lead further due diligence on the investment proposals and that discussions continue to take place with Legal & General on the matters set out in paras 3.18 – 3.23 of the submitted report;
- c) That the Director of City Development be requested to report back to Executive Board to provide assurances on risks and value for money to the Council relating to the investment and proposed Heads of Terms by September 2016;
- d) That agreement be given for the Council to continue to develop its baseline funding model for the East Leeds Orbital Road, as set out in paragraphs 2.12-2.14 of the submitted report, alongside any further discussions with Legal & General or other third party interests.

**130 Victoria Gate Public Realm Improvements**

The Director of City Development submitted a report which provided the Board with an update on the Victoria Gate development, in particular the associated public realm improvement works. The report also sought authority to spend a capital sum of up to £885,000 as allocated in the Capital Programme Update 2012-15 and for additional funding to support recent enhancements to the scheme arising from the sale of parcels of land adjacent to the former Millgarth Police Station.

Following the consideration of Appendix 3 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 authority to spend of up to £885,000 from the Economic Initiatives fund as allocated in the Capital Programme Update 2012-15 report to Executive Board on 18th July 2012; be approved
- b) That the Director of City Development, in consultation with the Executive Member for Regeneration, Transport and Planning and the Chief Officer Highways and Transportation, be authorised to agree the final scheme details, including costs, as outlined in Appendix 3 of the submitted report;
- c) That approval be given to the use of additional capital receipts from the parcels of land adjacent to the former Millgarth Police Station as outlined in this report as required, to support the enhanced improvements to the public realm

**131 Bridgewater Place Wind Amelioration Scheme - Development Agreement**

Further to Minute No.178 of the meeting held 14<sup>th</sup> February 2014, the Director of City Development submitted a report seeking approval to conclude and

enter into the Development Agreement with the owners of Bridgewater Place and their funding agent for the wind amelioration scheme.

The report provided a brief history of Bridgewater Place, culminating in the developers being granted planning consent in November 2014 for a scheme of wind amelioration works to address identified issues arising from the building on the surrounding highway. The report explained that, in order to facilitate the works and protect the Council's position and the public interest both during the works and post construction, it was necessary for the Council to enter into a Development Agreement with the owners of the property and their funding agent.

In considering the report, the Board recognised the work undertaken by officers to reach this point in the process. The Board received assurance that extensive and highly specialised advice had been obtained and relied upon by officers in relation to all aspects of the amelioration scheme, including the proposed Development Agreement, as appended to the submitted report.

#### **RESOLVED -**

- a) That it be noted that, based on specialist advice received, officers have been advised that the proposed installation "has been found to be effective in mitigating the local ground-level wind speeds as far as practically possible within the confines and restrictions of the site";
- b) That it be noted that, post construction, there will be a need for further street level works to be carried out to ameliorate the effects of potential "hotspot" areas where wind speeds may (at times of high winds) still exceed safe levels. Additionally, it be noted that the precise extent, nature and location of these works will be identified and agreed based on expert advice following post installation testing by wind experts.
- c) That it be noted that the works to install the Amelioration Scheme are being carried out by Contractors appointed and engaged by the Building Owners; that the anticipated start date of the works is March 2016 and that the works on site are likely to take up to 50 weeks to complete;
- d) That it be noted that, due to the extensive nature of the works within and over the Highway, the extended road closure of Water Lane at intervals throughout the duration of the works will be unavoidable; and
- e) That the Council be authorised to enter into the Development Agreement to enable the wind mitigation scheme to be installed and that the completion of the Agreement and any non-material amendment(s) be delegated to the City Solicitor.

#### **HEALTH, WELLBEING AND ADULTS**

### **132 The Leeds Health and Wellbeing Strategy 2016-2021**



The Director of Public Health; the Director of Children's Services and the Director of Adult Social Services submitted a joint report setting out proposals for the Leeds Health and Wellbeing Strategy 2016-21 for consideration and comment prior to the publication of a final Strategy later in the Spring 2016.

In introducing the matter, the Executive Member for Health, Wellbeing and Adults, reported that the Health and Wellbeing Board was currently engaging publicly on a draft refreshed Strategy document for publication later in the Spring 2016 which will retain its vision and 5 outcomes to inform and influence strategic decision for health and care providers in the city. Two of the outcomes would be edited to reflect changing policy and priorities.

A one page overview of the Strategy was attached as Appendix 1 and a copy of the public engagement document was included as Appendix 2 of the submitted report.

Discussions included consideration of the flexibility and responsiveness of the Strategy to changing priorities during the lifetime of the Strategy

**RESOLVED –**

- a) That the outcomes and priorities as set out in Appendix 1 and Appendix 2 of the submitted report and how they complement the proposed Best Council Plan 2016/17 be noted.
- b) That the Leeds Health and Wellbeing Board in their development of the Leeds Health and Wellbeing Strategy for publication in Spring 2016, be supported

**133 Living Better Lives in Leeds - The Annual Report of Adult Social Care in Leeds 2015/16**

The Director of Adult Social Services submitted a report as an introduction to the 2015/16 Local Account of Adult Social Care Services for its citizens. The Local Account of adult social care and support in Leeds is entitled 'Living Better Lives in Leeds – the Annual Report of Adult Social Care in Leeds 2015/15" and was attached as Appendix 1 of the submitted report. The Board received a revised version of the Annual Report booklet which included an amended timeline of achievements.

Responding to an enquiry, the Board was assured that the Council was willing to work and engage with partners where appropriate, in order to develop a mixed economy of care provision.

**RESOLVED –**

- a) That the contents of the submitted report and the revised version of the Local Account for Leeds, entitled 'Living Better Lives in Leeds: The Annual Report of Adult Social Care 2015/16" as submitted at the meeting; be noted
- b) That it be noted that the Head of Policy, Performance and Improvement for Adult Social Care will ensure that Living Better Lives in Leeds is published on the Leeds City Council Website within four weeks of approval by the Executive Board

### **134 Charging for Non-Residential Adult Social Care Services**

The Director of Adult Social Services submitted a report presenting the reasons for the review of charging for non-residential adult social care services and providing details of the consultation process and the outcomes arising from it. The report set out the implications arising from the proposals for service users and for the Council's income, and also made recommendations for changes to charging for non-residential adult social care services for the Board's consideration.

In presenting the report, the Executive Member for Health, Wellbeing and Adults outlined the demands on social care services which continued to increase and made clear that the Council would face substantial reductions in government funding over the next five years in addition to those incurred over the last five years.

It was noted that Adult Social Care customers in Leeds continued to pay less than in many authorities, but that within the challenging financial context the Council needed to consider changes to charging to help fund the adult social care services that people relied upon.

A schedule of the proposed changes was attached as Appendix 3 to the report with Appendix 7 setting out the report of the service expert advisory group on the proposals.

During discussions, the Board recognised the work undertaken by officers during the consultation process to engage with members of the public and service users

#### **RESOLVED -**

- a) That the outcomes of the consultation and the way in which they have been addressed as set out in sections 4 and 5 of the submitted report be noted.
- b) That the outcomes of the equality impact assessment and the way in which they have been addressed as set out in section 7.2 of the submitted report be noted.
- c) That the proposed increase in charges from April 2016 and future years as set out in section 6.5 of the submitted report be noted
- d) That approval be given to the changes to charges for non-residential services as set out in section 5 of the submitted report to be implemented starting from April 2016.
- e) That approval be given to a sum of £100k being set aside from the additional income generated to support those customers who need help with making their money go further.
- f) That it be noted that the Head of Finance (Adult Social Care) will be responsible for implementing these recommendations.

### **CHILDREN AND FAMILIES**

**135 Outcome of consultation to increase primary school places in Hyde Park/Headingley**

The Director of Children's Services submitted a report on proposals brought forward to expand Brudenell Primary School in order to meet the local authority's duty to ensure sufficiency of school places. The report detailed the outcome of the consultation undertaken and sought permission to publish a statutory notice in respect of those proposals.

Responding to an enquiry, the Board was provided with information on the current position regarding school places in the Roundhay and Alwoodley areas.

**RESOLVED -**

- a) That approval given for the publication of a Statutory Notice to expand Brudenell Primary School from a capacity of 280 pupils to 420 pupils with an increase in the admission number from 40 to 60 with effect from September 2017.
- b) That it be noted that the responsible officer for implementation is the Capacity Planning and Sufficiency Lead.

**136 Outcome of consultation to increase primary school provision in the Swarcliffe / Whinmoor planning area**

The Director of Children's Services submitted a report on proposals brought forward to meet the local authority's duty to ensure sufficiency of school places, specifically the proposals to increase places at Fieldhead Carr Primary School from September 2018. The report summarised the outcome of the consultation held between 7th January 2015 and 4th February 2015 and sought permission to publish a statutory notice in respect of the proposals.

In addition, the report referenced the consultation which had taken place on a proposal for Grimes Dyke Primary School, also within the Swarcliffe/Whinmoor planning area during June 2015, and explained the reasons why Fieldhead Carr Primary was recommended as the preferred option at this stage.

**RESOLVED**

- a) That approval be given for the publication of a Statutory Notice to expand Fieldhead Carr Primary School from a capacity of 210 pupils to 420 pupils with an increase in the admission number from 30 to 60 with effect from September 2018.
- b) That the consultation which took place at Grimes Dyke Primary School be acknowledged, together with the fact that further school expansions will be required within this area as the East Leeds Extension progresses.
- c) That it be noted that responsible officer for implementation is the Capacity Planning and Sufficiency Lead.

**137 Determination of school admission arrangements 2017**

The Director of Children's Services submitted a report seeking approval of the local authority admissions policy and admissions arrangements for entry to

school in 2017. The paper described changes to the Leeds Admissions policy, the consultation which had been undertaken and responses received; and sought approval for the policy and the co-ordination arrangements. The admissions arrangements must be determined by 28 February 2016.

The report outlined the two main proposals to revise Priority 1b (the wording of the explanatory note to priority 1b to be made clearer to enable parents to understand whether this is likely to apply to their child; and to Priority 6 (to provide catchment areas for the 6 remaining community secondary schools for whom Leeds City Council are the Admitting Authority).

#### **RESOLVED -**

- a) That Executive Board determines the school admissions arrangement for 2017 and gives approval to the admissions policy as set out within the submitted report, noting the following:
  - the amended explanatory note relating to priority 1b.
  - the admission policy for primary schools will now differ from secondary schools
  - the remaining community secondary schools will have catchment areas.
  - the Co-ordinated scheme for admissions arrangements for entry in September 2017.
- b) That it be noted that the officer responsible for this work is the Admissions and Family Information Service Lead, and the date for implementation (i.e. determination of any revised policy) is no later than 28 February 2016.
- c) That it be noted that the officer responsible for publication of the determined arrangements is the Admissions and Family Information Service Lead, and the date for implementation (i.e. publication) is no later than 15 March 2016.

#### **COMMUNITIES**

##### **138 Effective Housing Management and Lettings Framework**

The Director of Environment and Housing submitted a report setting out the changes arising from the Housing and Planning Bill, and the potential impact on the council's Tenancy Strategy, housing management and lettings framework.

The report also sought approval to undertake consultation on proposals for changes to the council's lettings framework, including the development of a tenant transfer list, a review of the lettings policy and a new approach to community lettings policies. Additionally, the report included an update on progress made with the harmonisation of tenancy management and support policies and procedures, which put a greater focus on the more intensive tenancy management and support to tenants, particularly at the start of the tenancy.

The Executive Member for Communities presented the report and highlighted the request to extend the life of the existing Tenancy Management Strategy pending receipt of further details of the Housing and Planning Bill from Central Government. In receiving the report, the Board welcomed the 'tenancy training' provision.

#### **RESOLVED**

- a) That approval be given for the development of a Council response to the changes set out in the Housing and Planning Bill, and the potential impact on Housing Leeds.
- b) That approval be given for the extension of the council's current Tenancy Strategy to 31 March 2017 and the Director of Environment and Housing be requested to submit a further report on the implications of the Housing and Planning Bill along with proposed changes to the Tenancy Strategy in September 2016;
- c) That the consultation plan set out in section 4 of the submitted report on changes to the council's lettings framework be approved;
- d) That a further report setting out the results of the consultation exercise, an equality impact assessment and seeking approval for the implementation of a revised Lettings Policy be presented to the Executive Board in September 2016

#### **139 Design and Cost Report for Proposed Housing ICT Solutions**

The Director of Environment and Housing submitted a report seeking approval to invest in replacement housing ICT systems, including implementation of interim arrangements, at a capital cost of £5.5m.

The report set out how the project would address the risks arising from the current outdated systems and the proposed solution would secure a range of cashable and non-cashable benefits.

In response to one Members' enquiry, the Board received further information on the business case for the proposals and the Executive Member for Communities confirmed that the progress of the scheme would be monitored and reported back to Members as appropriate.

#### **RESOLVED**

- a) That approval be given, as a Key Decision, for a procurement exercise to be undertaken for housing ICT solutions, noting that the Director of Environment and Housing will be accountable for the approval of the specification and tender documentation, the selection of the successful supplier and contract award (each as decisions consequential to that Key Decision).
- b) That the proposed interim arrangements, including the waiver of Contract Procedure Rules 8.1 and 8.2 (in accordance with those rules) be approved, to ensure continuity of provision and a smooth transition to the new arrangements.
- c) That approval be given for the injection of £5.5m into the HRA capital programme and to give authority to spend this £5.5m.

#### **140 Community Asset Transfer of Old Cockburn Sports Hall to Hamara Healthy Living Centre**

The Director of City Development and the Assistant Chief Executive (Citizens and Communities) submitted a joint report seeking approval to the transfer of Old Cockburn Sports Hall to Hamara Healthy Living Centre on a 25 year peppercorn rent in line with the Community Asset Transfer policy. The report also sought approval for revenue grant support of £55,000 to be paid in instalments over the first three years. A site plan was attached at Appendix 1 to the report.

The report detailed the outcome of consultation which had identified community asset transfer as the preferred method to ensure the future of the centre with Hamara Healthy Living Centre being the only organisation to submit an expression of interest. Hamara intend to operate the centre as a community sports centre to promote health and wellbeing and community cohesion.

#### **RESOLVED**

- a) That approval be given to the community asset transfer of Old Cockburn Sports Hall to Hamara Healthy Living Centre by way of a 25 year full repairing and insuring year lease at nil premium and peppercorn rental; and to note that the Director of City Development will be responsible for ensuring that this resolution is implemented;
- b) That approval be given for revenue grant support of £55,000 to be paid in instalments of £20,000 in 2016/17, £20,000 in 2017/18 and £15,000 in 2018/19 funded from the savings arising from this proposal; and that it be noted that the Assistant Chief Executive Citizens & Communities will be responsible for ensuring that this resolution is implemented.

#### **ENVIRONMENTAL PROTECTION AND COMMUNITY SAFETY**

#### **141 Development of a district heating network**

The Board considered the report of the Director of Environment and Housing which outlined the benefits of implementing the first phase of the district heating network, which will deliver heat from the Recycling and Energy Recovery Facility (RERF) to the city centre and to council owned multi-storey blocks in the Lincoln Green, Saxton Gardens and Ebor Gardens areas of the city.

A map of the site was included at appendix 2 of the submitted report and the Board had received an updated version of exempt Appendix 1 prior to the meeting.

The RERF, currently being constructed at Cross Green, was designed to generate enough electricity to power over 22,000 homes. The report outlined the opportunity to harness the heat produced whilst processing the waste at the RERF and develop a district heating network (DHN). A DHN would provide the city with an infrastructure that will support the sustainable growth of Leeds, support the city's ambitions to significantly reduce carbon

emissions, provide greater energy security for the city whilst also helping those in fuel poverty. Additionally, a DHN would hold the potential to be expanded to deliver low carbon heat to additional sites across the city.

The report noted that the investment in a DHN would be cost neutral to the Council, with the potential to provide a surplus which could allow further investment in the network across the city, achieving greater carbon reductions as well as allowing the Council to further support residents in fuel poverty.

In response to issues raised by Members regarding the rapidly changing economics of the energy market, officers undertook to provide those Members with a detailed briefing on this and the wider business case for the proposals.

Following the consideration of the revised 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 approval be given for the injection of £21 million into the Capital programme to deliver the District Heating Network programme to be funded through £14 million of borrowing that is supported by revenue income streams that are generated by the investment and £7 million grant subject to a successful bid to the LEP;
- b) That the necessary authority be provided to procure the district heating network;
- c) That the necessary authority be delegated to the Director of Environment and Housing to vary the Residual Waste PFI contract and to enter into the necessary ancillary contractual arrangements with prospective partners/heat customers.
- d) That a further report be presented in the Autumn 2016 when the business case has been finalised to allow Executive Board to provide authority to spend and to authorise contract award for construction and operation of the district heating network.

## **ECONOMY AND CULTURE**

### **142 Revenue Budget Proposals and Capital Programme**

Further to Minute No.105 of the meeting held 16th December 2015, the Deputy Chief Executive submitted a report regarding the proposals for the City Council's Revenue Budget for 2016/2017 and the Leeds element of the Council Tax to be levied in 2016/2017.

The provisional Local Government Finance settlement was announced on the 17th December 2015 the day after the Initial Budget Proposals were approved by the Executive Board. The impact for Leeds was reported as a reduction of £34.1m to the Council's adjusted Settlement Funding Assessment which was £10m more than was assumed in the Initial Budget Proposals. The report set out the details of how the additional savings would be generated.

Following the announcement of the final settlement by Central Government on 8th February 2016, Members had received supplementary packs containing a briefing note on Leeds' confirmed settlement and a briefing note in respect of the Public Health budget prior to the meeting. Approval was sought at the meeting to incorporate the information within the briefing notes into the Budget report to be presented to Council. 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.

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 receiving the report, the Board thanked officers for their commitment to putting together the Budget in such challenging financial circumstances.

In presenting the report, the Leader commented upon and raised significant concerns regarding the details of Transitional Grants made available by the Chancellor to eligible local authorities. As such, the Leader sought and was provided with cross-party support to make representations to Government on such matters.

In response to an enquiry, the Board was provided with more details regarding the current and future position of Children's Services, with specific reference to funding for schools' and services for schools

#### **A) 2016/17 Revenue Budget and Council Tax**

##### **RESOLVED -**

- a) That Executive Board recommends to Council the adoption of the following:
  - i) That the Revenue Budget for 2016/17 totalling £496.378m be approved. This means that the Leeds element of the Council Tax for 2016/17 will increase by 1.99% plus the Adult Social Care precept of 2%. This excludes the Police and Fire precepts which will be incorporated into the report to be submitted to Council on the 24th February 2016
  - ii) That approval be given for grants totalling £84k be allocated to Parishes.
  - iii) That, in respect of the Housing Revenue Account, Council be recommended to approve the budget with;
    - A reduction of 1% in dwelling rents, a 5% increase in garage rents and a 3% increase in district heating charges.
    - Approve that service charges for multi-storey flats/low/medium rise properties are increased by £1 per week
    - Approve that charges for sheltered support are increased from £12 to £13 per week and that a charge of £2 per week is introduced for those tenants who benefit from the sheltered support service but do not currently pay.



- b) That in respect of the final settlement supplementary document:
  - (i) That it be noted that the 2016-17 funding allocations for Leeds have been confirmed in the final settlement; and that the 2016-17 Budget proposals are unchanged
  - (ii) That approval be given for an explanation of the changes for authorities be incorporated into the 2016-17 Revenue Budget and Council Tax Report to be considered by Council on 24<sup>th</sup> February 2016
  
- c) That, in respect of the Scrutiny Report on Fees & Charges attached as Appendix 2 of the submitted report:
  - (i) That the report from scrutiny be welcomed and the proposed changes to the Fees and Charges Policy and Best Practice Guidance be agreed.
  - (ii) That it be noted that in relation to non-residential Adult Social Care Services, the recommendation that officers consider the potential to either increase or remove the current cap on the amount anyone pays for their services per week has been addressed and proposals are included in a separate report on Adult Social Care charging elsewhere on agenda for consideration (minute 134 refers).
  - (iii) That officers be tasked with consideration of the other recommendations proposed by Scrutiny and report back to Executive Board as appropriate.

## **B) Capital Programme Update 2016-2019**

The Deputy Chief Executive submitted a report setting out the proposed Capital Programme for the period 2016-2019, which included details of forecast resources for that period. In addition, the report also provided a review of 2015/2016 scheme spend.

### **RESOLVED –**

- a) That Executive Board recommends to the Council:
  - i) That the capital programme, as presented in Appendix F of the submitted report, be approved
  - ii) That the revised MRP policy for 2016/17 as set out in Appendix D of the submitted report be approved
- b) That Executive Board approval be given for the list of land and property sites shown in Appendix B of the submitted report to be disposed of to generate capital receipts for use in accordance with the MRP policy

## **(C) Treasury Management Strategy for 2016/17**

The Deputy Chief Executive submitted a report seeking approval to the Treasury Management Strategy for 2016/17. The report also provided an update on the implementation of the 2015/16 strategy.

### **RESOLVED -**

- a) That Executive Board approval be given to the initial treasury strategy for 2016/17 as set out in Section 3.3 of the submitted report and that

the review of the 2015/16 strategy and operations as set out in Sections 3.1 and 3.2. be noted

- b) That full Council be recommended to set the borrowing limits for 2015/16, 2016/17, 2017/18 and 2018/19 as detailed in Section 3.4 of the submitted report; and to note the changes to both the Operational Boundary and the Authorised limits.
- c) That Council be recommended to set the treasury management indicators for 2015/16, 2016/17, 2017/18 and 2018/19 as detailed in Section 3.5 of the submitted report
- d) That Council be recommended to set the investment limits for 2015/16, 2016/17, 2017/18 and 2018/19 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. 142(A)(a(i),(ii) and (iii))(Revenue Budget and Council Tax); 142(B)(a)(i) and (ii)(Capital Programme) and 142(C)(b) to (e)(Treasury Management Strategy) 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)

#### **143 Commemorating the First World War: Somme 2016**

The Director of City Development submitted a report which sought to recognise and promote the commemoration of the Battle of the Somme, together with the involvement of the Leeds Pals. The report highlighted the planned programme of activity in the city and also reviewed the success of the programme of events which commenced in 2014 to commemorating the lives lost during World War 1.

Finally, the report outlined the budget for the delivery of this additional programme as £20,000; half of which was proposed to be earmarked to provide support of c£1k for each community committee area.

During discussions on the matter, the Board also recognised the contribution made by Leeds residents across a number of Regiments and organisations which contributed to the war effort; and noted the request that as part of future annual commemorations, a wreath is laid on behalf of Leeds City Council at the Colsterdale memorial to the Leeds Pals.

**RESOLVED** – That the contents of the report be noted and approval be given to the approach of adding to the national commemorations through a range of city-wide and local activity.

**DATE OF PUBLICATION: FRIDAY, 12TH FEBRUARY 2016**

**LAST DATE FOR CALL IN  
OF ELIGIBLE DECISIONS: 5.00PM, FRIDAY 19TH FEBRUARY 2016**

(Scrutiny Support will notify Directors of any items called in by 12.00noon on Monday 22nd February 2016)

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