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**Report of the Director of Development**

**Executive board**

**Date: 22 March 2006**

**Subject: The Gambling Act 2005 – Casino Development**

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**Electoral wards affected:**

**Specific implications for:**

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

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

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**Executive Summary**

1. The Gambling Act 2005 creates 3 new categories of casino – Regional, Large and Small. The government has determined that there will be 1 regional casino and 8 in each of the other categories.
2. To help determine where these new casinos should be located the government has established the Casino Advisory Panel which will report to the Secretary of State at the end of 2006.
3. The Advisory Panel has invited local authorities to submit formal proposals by 31 March 2006 to be chosen as locations for the 17 new casinos. Proposals will need to demonstrate the regeneration, economic and tourism benefits for the area.
4. The Advisory Panel will seek the views of the Regional Assembly and the RDA. The Regional Spatial Strategy provides support for Leeds' as a location for a Regional casino. Similarly a consultants study for Yorkshire Forward highlights the benefits of a Leeds' location.
5. There has been strong operator interest in Leeds and a number of sites are available. However no site or operator has been selected. Consistent with government advice choice of operator and site would be left to a competition should the City be chosen as one of the locations for a new casino.
6. Competition would ensure the best possible deal for the City in terms of the regeneration benefits.

7. Given this position this report seeks Member endorsement for the submission of a formal proposal to the Casino Advisory Panel promoting the case for Leeds to be selected as an authority able to grant a Regional and a Large casino licence.

## **1.0 BACKGROUND**

- 1.,1 The Gambling Act received Royal Assent on 7 April 2005. Among the key features of the Act are the establishment of the Gambling Commission, which will regulate most forms of gambling, and new definitions for types of casino and arrangements for their provision.
- 1.2 Under the Act 3 new types of casino are defined in addition to those currently in operation, which are licensed under the Gaming Act 1968. The new forms of casino are defined as:
- Regional Casino – having a minimum of 5,000 m<sup>2</sup> customer area with up to 1,250 Category A gaming machines offering unlimited stakes and prizes.
  - Large Casino – a minimum customer area of 1,500 m<sup>2</sup> and up to 150 Category B gaming machines with a maximum jackpot of £4,000.
  - Small Casino – a minimum customer area of 750 m<sup>2</sup> and up to 80 Category B machines.
- 1.3 In liberalising the arrangements for casino operation it has been the government's view that this provides a significant opportunity for new facilities to contribute to regeneration, tourism and economic development. This is based on experience elsewhere, for instance South Africa. A recent study by Ernst and Young on behalf of Yorkshire Forward suggests that a regional casino could have a turnover of £73-130 million with 2-3 million visitors per year and confirmed the potential for regeneration benefits to be secured. The potential associated with the large and small casinos is significantly less.
- 1.4 This view has been borne out by experience in Leeds. As the bill was progressing through Parliament the Council was approached by a number of international casino operators expressing interest in development of a regional casino and offering a range of regeneration benefits. This included not only direct jobs, with locally based training initiatives, but also the potential to provide and operate facilities such as an arena and conference facilities.
- 1.5 Given the potential for significant regeneration benefits and the level of operator interest the City Council made known its interest in securing a Regional Casino licence in correspondence to the Department of Culture, Media and Sport in December 2004. In outlining a case to DCMS the Council emphasized the wider economic and regeneration role of the City at the heart of the northern way, the lack of an arena and other facilities when compared to the other northern Core Cities, as well as the scale of deprivation locally. The same information was copied to the Regional Assembly.

1.6 The passage of the Bill through Parliament proved controversial with considerable media interest in the number of Regional Casinos. The government's original intention had been to have 8 casinos in each of the 3 categories. However, in order to secure progress the number of regional casinos was eventually limited to one only.

## 2.0 RECENT DEVELOPMENTS

2.1 Following the Act coming into force the government has established the Casino Advisory Panel. The Panel has the duty to advise the Secretary to State for Culture, Media and Sport on the locations for the new casinos throughout Britain. The Panel initially wrote to local authorities in November inviting expressions of interest to be submitted by the end of December 2005. The Panel further advised that guidelines for more formal submissions would be issued by the end of January 2006. Given the previous stance of the Council an expression of interest was duly registered in late December.

2.2 The further guidance on submissions has now been issued. This includes the following table identifying the level of interest in casino development.

Type of Casino	Number of expressions of interest
Regional (including indeterminate responses)	47
Large	6
Small	8
Additional Mixture of the above	5
Additional One of the above	9
<b>Total</b>	<b>75</b>

2.3 The Panel's guidance makes clear that in advising the Secretary of State they will be expected to ensure that locations satisfy the need for the best possible test of social impact. The range of locations will be expected to provide a good range of types of area and a good geographical spread of areas across Britain. Importantly the guidance identifies a need to ensure that the areas selected are willing to license a new casino. Subject to these criteria the Panel is asked to choose areas in need of economic development and regeneration (as measured by employment and other social deprivation factors) and likely to benefit in regeneration terms from a casino.

2.4 The guidance specifies a range of detailed information that must be supplied in support of a bid. The proposals, which must be submitted by 31 March 2006 are limited to 20 pages of A4. However, reference can be made to supporting documentation and data. In examining proposals the Panel may seek further information from interested parties and authorities short listed for the Regional Casino may be required to attend an Examination in Public. It is anticipated that such EIPs will take place in August/September 2006.

- 2.5 The Panel timetable is to deliver its recommendations to the Secretary of State by the end of December 2006.

### **3.0 OTHER CONSIDERATIONS**

- 3.1 At the present time there is to be only 1 Regional Casino and any change to that position will need further consideration in Parliament. As can be seen from the table in paragraph 2.2 competition for the single licence is intense and there has been much speculation that Blackpool and London are the favorite locations. Notwithstanding this position there has been much speculation that the number of Regional Casinos may increase. A group of 11 local authorities has been formed to lobby for an increase in numbers. The group wrote to the Secretary of State in December 2005 to put their case. In response the Minister, Richard Caborn MP, stated that "if a consensus begins to emerge both in Parliament and outside in favour of an increase in the number of regional casinos, we will certainly consider whether there is a case in regulatory terms for bringing forward the necessary order". There is also speculation that the Panel, while limited to 1 recommended location, may well comment on the merits of other areas. Being short listed or subject to such comments would be a valuable marker for the future should the numbers eventually increase.
- 3.2 The Panel's guidance makes clear that it will seek the views of the Regional Assembly, particularly in relation to the Regional Spatial Strategy, and the Regional Development Agency. It should be noted that that the draft RSS currently out to consultation identifies Leeds as a suitable location for a Regional Casino.
- 3.3 To date Yorkshire Forward has given no indication of its view on casino location. However, it did commission the study by Ernst and Young referred to earlier. Ernst and Young concluded that, "Leeds has the most attractive market for a Regional Casino". The report also notes in relation to concerns about potential displacement that, "..... the more substantial the night time economy the lower the risk – Leeds would therefore offer the lowest risk location within Yorkshire". Having come to these conclusions the report then rather surprisingly selects Sheffield as its preferred location. This seems to be based on the idea that the regeneration benefits will be greater in Sheffield which is in turn largely determined by its current Objective 1 Status. This is a flawed argument. In a similar study for the RDA in the North West, Pion consultants take a more rounded view on levels of deprivation and regeneration needs. On this basis there would be little to choose between Leeds and Sheffield and the Ernst and Young conclusions taking this into account would point to Leeds as the best location.
- 3.4 The table at paragraph 2.2 indicates the scale of interest in Regional casino development. It is known that many authorities have well advanced proposals for specific sites, with identified operators. The recently announced scheme in Wakefield is an example of this. Whilst there has been considerable operator interest in Leeds it should be stressed that no decision has been taken on an operator or a site. This would seem to be entirely consistent with the process envisaged by government which is that the selected authority should hold a competition before awarding the licence as the most transparent means of ensuring that it delivers the best regeneration package possible.

## **4.0 CONCLUSION**

- 4.1 The governments' agenda in establishing a new regime for casino development envisages that new casinos will play a significant role in supporting regeneration and economic development. This is particularly the case with Regional casinos and to a lesser extent with the Large category.
- 4.2 This potential is supported by evidence elsewhere, by academic studies and by the operators who have expressed interest in development in Leeds.
- 4.3 Leeds has a strong regeneration case both at a local level and more widely as focus for wider economic regeneration at the heart of the City-Region and the Northern Way. Leeds lacks the sort of facilities that a Regional Casino could support, a factor recognized in the recent PMP report on cultural facilities.
- 4.4 The Draft Regional Spatial Strategy and work on behalf of Yorkshire Forward by Ernst and Young lend strong support to Leeds as the most appropriate location in Yorkshire and Humberside for such facilities.
- 4.5 Throughout the development of the Gambling Bill and since the Act has come into force the City has taken a positive view of the opportunities that casino development could bring. While there has been considerable operator interest the Council has chosen not to tie itself to a particular site and operator.
- 4.6 Given this position it is concluded that the Council should submit a formal proposal to the Casino Advisory Panel promoting the City as the most appropriate location for both a Regional and a Large casino.

## **5.0 RECOMMENDATION**

Members are invited to:

- (a) confirm that the Council is strongly in favour of having both a Regional and a Large casino within the district of Leeds and agree that the Director of Development should submit formal proposals to the Casino Advisory Panel setting out the reasons why Leeds is the most appropriate location.

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**Report of the Directors of Neighbourhoods and Housing, Learning and Leisure, City Services and Development**

**Executive Board**

**Date: March 2006**

**Subject: Community Centres**

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**Electoral Wards Affected:**

All

**Specific Implications For:**

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in report)

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**EXECUTIVE SUMMARY**

This report outlines proposed future arrangements for the Council's community centres and Area Committee responsibilities for them. Executive Board support is requested for a number of proposals which will then allow an initial Area Function Schedule for this service to be brought back to Executive Board at the next appropriate meeting.

## **1. Purpose of Report**

- 1.1 The report outlines proposed future arrangements for the Council's community centres and Area Committee responsibilities for them.

## **2. Background**

- 2.1 At Executive Board in October 2005 Members considered a report on the community centres review and gave in principle support to the transfer of responsibilities for community centres to Area Committees in 2006/07.
- 2.2 A planned rationalisation programme is in the process of being implemented. This has led to the demolition and disposal of a number of under utilised centres and improvements to nearby facilities. In addition, a considerable amount of work has been undertaken to improve the operational management of the facilities. As a consequence of this activity, officers have concluded that the portfolio is now in a more sustainable position than it has been for some time and it is now appropriate to consider in detail the delegation of the management of the community centre function to Area Committees.

## **3. Proposals for Community Centres**

- 3.1 Officers have looked at the following issues to enable proposals to be put forward for Executive Board's consideration. Adoption of these proposals would then permit an Area Function Schedule to be put together for this service.

### **Assets**

- Departmental vesting arrangements
- The condition of centres and backlog maintenance requirements at the time of transfer

### **Operational Issues**

- Service Level Agreement with City Services for caretaking and cleaning and facilities management

### **Usage**

- Arrangements for leased centres
- Licences/leases for services using centres as operational bases
- Lettings and pricing policy for hiring space in centres
- Usage by Colleges and other holders of 'user rights'

### **Resources**

- Capital funding to maintain and develop assets
  - Capital receipts arising from the potential disposal of any of the centres in the future
  - Revenue Budgets for operating each of the centres
  - Staff resources to manage and develop the centres, administer lettings and leases
- 3.2 This is a relatively complex service area. The responsibility for the facilities is split between Learning and Leisure and Neighbourhoods and Housing. In addition, City Services undertake a facilities management function for some of the centres and the Development Department's Asset Management Unit has assisted in the review to date.

Added to this, there are a large number of centres which have individual characteristics and relate to particular localities and communities. For this reason a staged approach is being recommended for the future management and transfer of responsibilities for this service to Area Committees.

3.3 The next sections of the report take each of the above issues in turn and make specific proposals.

## **4. Assets**

### **4.1 Departmental Vesting Arrangements**

4.1.1 At present the portfolio of centres is split between Neighbourhoods and Housing and Learning and Leisure as indicated above. This split was agreed as part of the restructuring that created these departments and was based mainly on service requirements. Essentially Learning and Leisure retained centres which were used for the direct delivery of services and all other centres which were more community focused were transferred to Neighbourhoods and Housing. This included a number of centres leased to community organisations with little day to day involvement from the council. In practice, this split causes some confusion for officers, members and users and in terms of devolving the service to Area Committees it is considered more practical to have all buildings vested in one department unless they are used primarily for a single purpose. Officers have considered this and it is proposed that:

#### **4.1.2 Proposals:**

- a) All Community Centres are to be vested within the Neighbourhoods and Housing Department except a small number of centres (15 initially) which would be retained by Learning and Leisure as a local resource centre or operational base for the delivery of youth and training programmes.
- b) The centres currently vested with Neighbourhoods and Housing become the responsibility of the Area Committees and are managed by staff in the area management teams.
- c) An initial Area Function Schedule is prepared for the Neighbourhoods and Housing community centres and is brought back to the next appropriate meeting of the Board
- d) The community centres currently vested with Learning and Leisure are transferred to Neighbourhoods and Housing and a further report is brought back to Executive Board in around six months time to add these to the area function schedule

### **4.2 Condition of Centres and Backlog Maintenance**

4.2.1 Previous reports to Executive Board and Scrutiny have indicated that in general there are high levels of backlog maintenance for some of the centres. The overall position has improved a little over the last few years through the programme of disposals and closures agreed previously by Executive Board and resources agreed by Area Committees through Well Being Budgets. For each centre a data sheet is under preparation which will include details of the centre, its facilities and current backlog maintenance requirements. These will be given to Area Management teams and Area Committees and will help to inform decisions about future investment in the centres. With regard to future capital investment needs, it is proposed that Area Committees will be able to make investment decisions from their own Well Being budgets. In addition, Area Management



will be able to make applications for capital from the Council's Major Maintenance Fund in the normal way (as referred to below in Section 7).

#### 4.2.2 **Proposals:**

- a) Data sheets for each centre are presented to the Area Committees along with the area function schedule
- b) Area Committees will be able to make investment decisions from their own Well Being Budgets and, in addition, Area Management will be able to make applications for capital from the Council's Major Maintenance Fund in the normal way

### 5. **Operational Issues**

#### 5.1 **Service Level Agreement with City Services**

- 5.1.1 At present City Services provide cleaning, caretaking and facilities management services for the Neighbourhoods & Housing centres and just a cleaning and caretaking service for Learning and Leisure centres. The services are provided under a service level agreement and this covers:

##### **Cleaning and Caretaking**

- The provision of caretaking and cleaning staff and relief cover for leave and sickness
- The provision of equipment and materials for cleaning and ensuring they are safely stored when not in use
- Assisting the control and co-ordination of routine repairs and maintenance
- Assisting with safety, health and welfare and emergency procedures e.g. carrying out and recording alarm testing
- The management and supervision of premises related staff

##### **Facilities Management**

Covers the above services plus:

- Undertaking routine repairs and maintenance
- Controlling and co-ordinating major repairs and refurbishments once financial resources have been made available
- The management and control of energy use within buildings
- The security of buildings including the co-ordination of emergency call out arrangements
- Preparation and control of budgets and payments of accounts in respect of facilities management functions

- 5.1.2 City Services provide this service alongside the service they provide in other civic buildings across the City. This, along with changes in operating arrangements previously reported to Executive Board, has helped to improve the service provided and begin to introduce efficiencies. Flexibilities in the service are possible e.g. moving caretakers to different community centres to cover leave or additional usage and the use of agency staff when required. It is therefore proposed that:

#### 5.1.3 **Proposals:**

- a) City Services continue to provide both a caretaking and cleaning service and facilities management service for the centres currently vested with Neighbourhoods and Housing
- b) City Services provide both services for the centres to be transferred from Learning and Leisure later in the year

## **6. Users**

### **6.1 Arrangements for leased centres**

6.1.1 The arrangements being introduced in leased centres were covered in the previous report to Executive Board. In summary they include:

- Standard terms for leases for community centres managed by community organisations –
  - Six years duration, three year break/review clause
  - Market rent assessment made before lease put in place
  - Organisations to be responsible for internal and external repairs
- A 'rental support agreement' will be put in place with each organisation to subsidise the rent at up to 90% of the market rate (100% support in exceptional cases)
- Longer leases to be considered on a case by case basis and subject to any necessary approvals

6.1.2 In addition to the original list of leased/to be leased centres vested with Neighbourhoods and Housing there are a small number of additional council buildings which have been leased to organisations with support from Area Management Teams and Area Committees e.g. Burley Lodge Centre, Inner NW Leeds. To give clarity it is proposed that:

#### **6.1.3 Proposal:**

The list of leased centres vested with Neighbourhoods and Housing and under the responsibility of Area Committees includes ones where leases are currently being progressed and a small number of other council buildings which have recently had support from Area Management Teams and Area Committees.

### **6.2 Licences/leases for services using centres as operational bases**

6.2.1 There are a number of users in centres who are using the space as an operational base. A number of these users have exclusive use over particular spaces but no formal agreement is in place and / or charge levied for that use. Whilst this needs standardising across the portfolio of centres it is recognised that it will take some time to address and that some users may be providing an important local service but not have the resources to pay a full market rent for the space being used. To standardise the situation across the portfolio it is proposed that:

#### **6.2.2 Proposals:**

- a) Leases or licences (as appropriate to the situation) are put in place for all users occupying a space in a centre as an operational base
- b) All other use is covered by the lettings and pricing policy for hiring space in centres

- c) Market rent assessments are made and service charges are assessed for each use of this nature
- d) Rental support agreements are put in place along the same lines as the ones introduced for leased centres for users which are providing community services which meet local priorities

### 6.3 Lettings and pricing policy for hiring space in centres

- 6.3.1 In 2004 Executive Board considered a draft lettings and pricing policy and agreed that there should be consultation on it. In addition, the proposal to charge colleges using centres was approved and the Director of Learning and Leisure was tasked with leading negotiations with the colleges about the implementation of this proposal.
- 6.3.2 In relation to the draft lettings and pricing policy, widespread consultation took place in late 2004/ early 2005. Over 110 responses were received and they reflected the variations in existing policy across the different centres with some groups having had free use and free accommodation for some time whilst others were paying a contribution for their use of a centre. Understandably, the main comments arising from the consultation were about charges and discounts rather than the principles of the policy. Key points raised in the consultation are summarised in the table below:

<b>Summary of key points from consultation on new lettings and pricing policy for council managed community centres</b>
<ul style="list-style-type: none"> <li>◆ Concern that attendance might go down if high charges have to be paid.</li> <li>◆ Concern that groups won't be able to pay to use centres.</li> <li>◆ Charges would require the collection of money from members, setting up of accounts and payments of small sums of money for those groups currently having free use.</li> <li>◆ Some groups contribute to the upkeep of their local centre, do not receive funding and rely on free room hire to sustain activities.</li> <li>◆ Community service providers working for no financial reward should be recognised.</li> <li>◆ High charges for groups on Friday evenings and weekends are seen as unfair and there were some examples of groups who can't meet at weekends anymore.</li> <li>◆ Some users have had free use for many years and feel it should continue.</li> <li>◆ Many users are on low incomes.</li> <li>◆ Community Centres should be seen as an essential resource in the regeneration of Leeds.</li> <li>◆ Concessions should be the same across the city.</li> <li>◆ Some commented that existing charges are unfair.</li> <li>◆ If Groups have to move to different centres because they can't afford council centres it will discourage engagement as familiar surroundings support involvement particularly with elderly and disabled groups.</li> <li>◆ Concerns about the possible introduction of increased charges for facilities that are of poor quality.</li> <li>◆ If higher charges are imposed support for fundraising is required.</li> <li>◆ Some groups said they were experiencing difficulties in booking rooms in centres and there was a need for a better system than at present.</li> <li>◆ Some people thought there was a lack of clarity in the draft policy about proposed charges and concessions (although the consultation did explain that information about charges and discounts would follow later after the consultation on the policy).</li> </ul>

- 6.3.4 Alongside the consultation responses, information was collated on the costs of running centres, caretaking costs, the facilities in each area, usage patterns, charging regimes and discounts.

6.3.5 At present there is a complex pricing structure for the centres. A large number of centres have two basic prices for rooms with a relatively generous range of discounted rates. For other centres the structure of prices is different for each building and room. These tend to have lower standard charging rates and more restricted discount regimes. The result of this is that a user in one centre using a large space may have free use, whereas a similar user elsewhere may be charged for a small space.

6.3.6 Taking all the above information into account, officers have done some work on a proposed schedule of charges and discounts for community centres and some minor revisions to the draft pricing policy. Initial consideration was made to the practical consequences of revised charges on individual organisations prior to finalising these proposals. This included an assessment of the likely impact on known existing users in a sample of community centres and considerations of the impact on any change in charging to different types of organisations, some of which are informally organised groups with very modest resources. Information was also collated on the charges to use a variety of non-council owned community centres across the city.

6.3.7 Assessing the full implications of these proposals to the Authority, to individual Area Committees and to service users is difficult to do as there are many variables and influencing factors (e.g. the range of existing charges and discounts, the number of users, centres and types of organisation using them). There have been significant usage and income variations in centres from year to year under current arrangements. Whilst clear and fair charging with increased promotion may increase usage and potentially income (if those new users have to make a contribution), it is also possible that a number of users may be unhappy with the proposed arrangements and may seek alternative arrangements or cease activities.

6.3.8 In view of the issues highlighted above and the responsibilities being proposed for the Area Committees it is suggested that staff in each of the Area Teams use the proposals as a model for their area and do further work on it and local consultation. This will allow each Area Committee to take account of local issues and the budgetary parameters and priorities of the Committee in setting its local pricing policy.

#### 6.3.9 **Proposals:**

- a) The draft pricing policy previously considered is amended to give Area Committees the responsibility for setting charges and discounts for centres in their area within a common framework
- b) Area management teams further develop proposals for a schedule of charges and discounts for the centres in their area and undertake local consultation on it
- c) Area Committees agree a schedule of charges and discounts for implementation in their area by April 2007

### 6.4 **College Use**

6.4.1 Whilst consultation regarding the principles of a new lettings and pricing policy was undertaken, negotiations with the colleges progressed. Two collective meetings established the basis of the review, the principles of a charging policy and the pressures facing all parties. The second phase of the consultation involved meeting with colleges individually to consider their circumstances and the use of centres being made by each of

them, including where they had user rights. A new charging policy for college use was then introduced from September 2005 to tie into their academic year.

## **7. Resources**

### **7.1 Capital funding to maintain and develop centres**

7.1.1 As noted above, there are high levels of backlog maintenance for some of the centres in the portfolio. Whilst there are some resources available to the Area Committees through Well Being Budgets and the budgets for premises maintenance, it is suggested that a dedicated capital programme for the centres is developed to support capital improvements over the medium term. It is proposed that criteria are developed for this and the release of funding is managed through the Asset Management Group. Due to existing commitments in the council's capital programme in the short term it is anticipated that spending on schemes could commence from April 2007.

#### **7.1.2 Proposal:**

A dedicated capital programme is developed to support investment in the centres over the medium term

### **7.2 Capital receipts arising from the future disposal of any centres**

7.2.1 In addition to the facilities agreed for disposal at previous Executive Board meetings, Area Committees may wish to take up opportunities to re-shape their local portfolio of facilities and this may include the disposal of further centres. A key aspect of the proposal to delegate this function is to ensure that community centres are 'owned' at a local level. It may be that, in appropriately managing their priorities and resources an Area Committee might determine that it wants to close and dispose of a site. This may be done in the context of changes to other council assets and local facilities in an area, for example Extended School developments. In light of this a framework for handling disposals and receipts is being proposed which seeks to balance local issues with corporate asset management considerations.

#### **7.2.2 Proposal:**

A ringfencing arrangement for capital receipts arising from the disposal of community centre assets is developed to allow a proportion of the receipts to be retained by Area Committees for investment in other local community facilities.

7.2.3 If Executive Board is supportive of this approach, these proposals will be incorporated into the updated Capital Strategy which will be considered by the Executive Board later in the year.

7.2.4 All disposals would be managed and undertaken by the Council's Development Department and the issues of best consideration will still apply.

### **7.3 Revenue Budgets for operating the centres**

7.3.1 Officers are finalising estimates for the community centre revenue budgets for 2006/07. For the Neighbourhoods and Housing centres all estimates are being done at an individual community centre level which will enable budgets to be put together for each of the Area Committees as part of the Area Function Schedule. Subject to Executive Board approval of the approach outlined above, this will also be done with the Learning and Leisure facilities before they are transferred to Neighbourhoods and Housing.

7.3.2 The budget information is broken down into the following areas:

- Rates
- Supplies and Services
- Caretaking costs
- Premises costs
- City Services Management and Supervision charges
- Income and cost totals

7.3.3 As indicated in previous reports to Executive Board the budget for operating community centres has been under pressure for a number of years. Whilst efficiencies and disposals have assisted the budget situation, at an area level there may be ongoing pressures due to variations in caretaking and energy costs reflecting inflationary pressures and varying levels of income. At the same time there are opportunities for further efficiencies to be made and Area Committees would be able to utilise any revenue savings or increased income to use in other centres or on other area priorities under their control.

#### 7.3.4 **Proposal:**

The initial Area Function Schedule covers the revenue budget areas outlined above for Neighbourhoods and Housing Centres.

### 7.4 **Staff Resources to Manage and develop the centres**

7.4.1 The combined portfolio of centres managed by Neighbourhoods and Housing will total around 70 facilities, of which over 20 will be leased with little day to day involvement from the City Council. At present there are no dedicated resources in the Area Management Teams to support this work, although staff in all areas are currently involved with community centre issues and there is capacity to undertake some of the extra work required. This is being built into team work programmes for 2006/07.

7.4.2 All the caretaking, cleaning and facilities management services will be provided by City Services. On behalf of the Area Committees, this means the Area Teams will have responsibility for:

- Liaising with users, user groups, local members and management committees on issues related to centres in their area
- Developing proposals for re-shaping the portfolio in the area
- Developing capital schemes and funding packages
- Monitoring the service level agreement with City Services for centres in their area and monitoring capital and revenue budgets
- Ensuring that leases and licences are in place and reviewed periodically
- Developing, implementing and overseeing the administration of a new schedule of pricing and discounts for centre usage

7.4.3 There is some central support in the Regeneration Service to provide guidance on these issues (e.g. how to arrange and review leases) and maintain an overview of budgets and developments in the community centres portfolio.

7.4.4 For the directly managed centres three area management areas (North East, North West, West) will have less than 10 of these to manage and it is suggested that this workload is absorbed by those area management teams. However, in both East and South Leeds there will be 15 or more directly managed centres to look after and further support to those two area teams will be required, particularly if the range of issues identified in this report are to be progressed effectively.

7.4.5 In view of this, it is suggested that part of the financial resource which transfers from Learning and Leisure is realigned to enable East and South East Area Management teams to handle these issues effectively at an area level.

**7.4.6 Proposal:**

As part of the transfer of centres and resources from Learning and Leisure to Neighbourhoods and Housing some additional support to the East and South Area Management Teams is given to enable them to manage the centres in their area effectively.

**8. Next Steps**

- 8.1 Executive Board is asked to consider the proposals outlined in this report. Officers will then bring back an Area Function Schedule to the next available meeting of the Board to cover the revenue budget for all the centres currently vested with Neighbourhoods and Housing. This would then be presented to the Area Committees at the start of the new municipal year along with data sheets for their centres. (Attached as an appendix is a list of all the community centres in each area with a list of the centres which would be retained by Learning and Leisure.)
- 8.2 Alongside this, officers will work on transferring the remaining community centre portfolio and resources from Learning and Leisure to Neighbourhoods and Housing and setting up arrangements with City Services to provide both a caretaking and cleaning and facilities management service for these centres. This will enable an amended Area Function Schedule for all the centres coming under the control of the Area Committees to be brought back to the Executive Board in around six months time.

**9. Recommendations**

- 9.1 Executive Board is asked to:
- Agree each of the proposals outlined in this report
  - Receive an initial Area Function Schedule for the centres currently vested with Neighbourhoods and Housing at the next appropriate meeting
  - Receive an amended Area Function Schedule to cover all the centres coming under the control of the Area Committees in around six months time

## Leeds City Council Community Centres List – March 2006

<b>Area Committee: Inner East</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Alston Lane CC	Killingbeck & Seacroft	Directly Managed	NHD
Bangladeshi Centre	Gipton & Harehills	Directly Managed	NHD (April 2006)
Crossgates CC	Killingbeck & Seacroft	Directly Managed	NHD
Harehills Place CC	Gipton & Harehills	Directly Managed	LLD
Henry Barran Centre	Gipton & Harehills	Directly Managed	NHD
Kentmere CC	Killingbeck & Seacroft	Directly Managed	LLD
Lincoln Green YC	Burmantofts & Richmond Hill	Directly Managed	LLD
Nowell Mount Centre	Burmantofts & Richmond Hill	Directly Managed	LLD
Pakistani Centre	Gipton & Harehills	Directly Managed	NHD (April 2006)
Richmond Hill CC	Burmantofts & Richmond Hill	Directly Managed	NHD
Shantona Centre	Gipton & Harehills	Directly Managed	NHD (April 2006)
South Gipton CC	Gipton & Harehills	Directly Managed	LLD

<b>Area Committee: Outer East</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Allerton Bywater Yth & Adult Centre	Kippax & Methley	Directly Managed	LLD
Allerton Bywater Welfare Hall	Kippax & Methley	Leased	NHD
Fieldhead CC	Crossgates & Whinmoor	Directly Managed	LLD
Firthingfields CC	Garforth & Swillington	Leased	NHD
Garforth Welfare Hall	Garforth & Swillington	Leased	NHD
Kippax CC	Kippax & Methley	Leased	NHD
Kippax YC	Kippax & Methley	Directly Managed	LLD
Methley Village Centre	Kippax & Methley	Directly Managed	LLD
Micklefield YC	Kippax & Methley	Directly Managed	LLD
Oak Road CC	Garforth & Swillington	Leased	LLD
St Gregory's Y&A Centre	Crossgates & Whinmoor	Directly Managed	LLD

<b>Area Committee: Inner North East</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
53 Louis Street	Chapel Allerton	Leased	NHD
Mandela Centre	Chapel Allerton	Directly Managed	LLD
Palace Youth Centre	Chapel Allerton	Directly Managed	LLD

<b>Area Committee: Outer North East</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Barleyfields YC	Wetherby	Directly Managed	LLD
Boston Spa YC	Wetherby	Directly Managed	NHD
Deepdale CC	Wetherby	Leased	NHD



<b>Area Committee: Inner North West</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Beckett Park Centre	Weetwood	Leased	NHD
Burley Lodge Centre	Hyde Park & Woodhouse	Leased	NHD
Headingley CC	Headingley	Directly Managed	NHD
Little London CC	Hyde Park & Woodhouse	Directly Managed	LLD
Meanwood CC	Weetwood	Directly Managed	LLD
Woodhouse CC	Hyde Park & Woodhouse	Directly Managed	LLD
Woodsley Road CC	Hyde Park & Woodhouse	Directly Managed	NHD

<b>Area Committee: Outer North West</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Cross Green YC	Otley & Yeadon	Directly Managed	LLD
Greenacre Hall	Guiseley & Rawdon	Leased	NHD
Guiseley Theatre	Guiseley & Rawdon	Leased	NHD
Otley Civic Centre	Otley & Yeadon	Leased	NHD
Stanhope Drive YC	Horsforth	Directly Managed	LLD
Weston Lane YC	Otley & Yeadon	Directly Managed	NHD
Yeadon Town Hall	Otley & Yeadon	Directly Managed	NHD

<b>Area Committee: Inner South</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Belle Isle Foundation	Middleton Park	Leased	NHD
Broom Road CC	Middleton Park	Directly Managed	LLD
Cranmore & Raylands CC	Middleton Park	Leased	NHD
Holbeck YC	Beeston & Holbeck	Directly Managed	LLD
Middleton Skills Centre	Middleton Park	Directly Managed	NHD
Old Cockburn Sports Hall	City & Hunslet	Directly Managed	LLD
St Matthews CC	Beeston & Holbeck	Directly Managed	LLD
Watsonian Pavilion	Beeston & Holbeck	Directly Managed	NHD

<b>Area Committee: Outer South</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Blackburn Hall	Rothwell	Directly Managed	NHD
Churwell CC	Morley North	Leased	NHD
East Ardsley CC	Ardsley & Robin Hood	Leased	NHD
Gildersome YC	Morley North	Directly Managed	LLD
Lewisham Park YC	Morley South	Directly Managed	LLD
Morley Town Hall	Morley North	Directly Managed	LLD
Peel Street YC	Morley South	Directly Managed	NHD
Rose Lund Centre	Rothwell	Directly Managed	LLD
St Gabriels	Ardsley & Robin Hood	Directly Managed	LLD
West Ardsley CC	Ardsley & Robin Hood	Leased	NHD
West Ardsley YC	Ardsley & Robin Hood	Directly Managed	LLD
Windmill YC	Rothwell	Directly Managed	LLD

<b>Area Committee: Inner West</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Fairfield CC	Bramley & Stanningley	Leased	NHD
New Wortley CC	Bramley & Stanningley	Site Leased	NHD
Sandford CC	Bramley & Stanningley	Directly Managed	NHD
Strawberry Lane	Armley	Directly Managed	LLD

<b>Area Committee: Outer West</b>			
Centre	Ward	Directly Managed or Leased	Current Vesting Department
Calverley Mechanics Institute	Calverley & Farsley	Directly Managed	NHD
Greenhill CC	Farnley & Wortley	Leased	NHD
Lower Wortley Centre	Farnley & Wortley	Leased	NHD (transferred from Education Leeds)
Swinnow CC	Farnley & Wortley	Leased	NHD
Westroyd Annexe	Farnley & Wortley	Leased	LLD

<b>List of centres to be retained by Learning &amp; Leisure for the delivery of youth and training programmes</b>	
Centre	Ward
180 Chapeltown Road	Chapel Allerton
Armley LAZER Centre	Armley
Belle Isle Centre	Middleton Park
Bramley CC	Bramley & Stanningley
Denis Healy Centre	Killingbeck & Seacroft
Fearnville Pod - Sport	Gipton & Harehills
Halton Moor - Sport	Burmantofts & Richmond Hill
Headingley Annexe	Headingley
Herd Farm Residential Centre	Alwoodley
Holt Park CC	Adel & Wharfedale
Hunslet Lake Centre	City & Hunslet
Prince Phillip Centre	Chapel Allerton
Tarn Activity Centre	Otley & Yeadon
Tunstall Road CC	City & Hunslet
William Gascoigne YC	Middleton Park

## Notes

Directly Managed Centres – Leeds City Council undertakes facilities management, caretaking and cleaning and lettings functions.

Leased Centres – Operated by local organisations. In some cases new leases need to be formalised.

NHD = Neighbourhoods and Housing Department

LLD = Learning and Leisure Department

The list does not include centres currently being disposed of unless the Council is expected to retain ownership and the centre is being leased to a third party.

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**Report of : DIRECTOR OF NEIGHBOURHOODS AND HOUSING**

**Report to : EXECUTIVE BOARD**

**Date : 22 March 2006**

**Subject : DISCRETIONARY LICENSING OF THE PRIVATE RENTED SECTOR WITHIN LEEDS**

**Electoral Wards Affected:**

**ALL**

**Specific Implications For:**

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

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

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**EXECUTIVE SUMMARY**

The Housing Act 2004 Parts 2 and 3 are to be implemented from 06 April 2006. These discretionary provisions enable Local Authorities to license certain private rented sector properties, in order to better manage the sector through license conditions and address issues of low demand and antisocial behavior. These powers are in addition to the mandatory licensing of high-risk houses in multiple occupation (HMOs) which also comes into force on 06 April 2006. Mandatory licensing applies to all HMOs consisting of three or more stories with five or more occupiers. Landlords of these HMOs are required to license their properties with the Local Authority, with the purpose of these properties being inspected over a five-year inspection programme.

This report provides an overview of the discretionary legislative proposals on licensing lower risk HMOs and selective licensing of other privately rented properties. Four separate potential areas in Leeds have been considered and the report recommends the preferred first two areas to be put forward for selective licensing. The report also recommends that the extension of HMO licensing to lower-risk HMOs is not pursued at the present time. This option should be reviewed in 12 months, following the experience gained from licensing in general in the private rented sector.

**1.0 Purpose Of This Report**

1.1 The report seeks the Executive Board's approval to develop and implement a strategy for the discretionary licensing provisions contained within the Housing Act 2004.

- 1.2 In relation to selective licensing, the Board is requested to consider the report with a view to deciding how best to proceed, noting the recommendation that these additional discretionary powers are adopted to some extent as part of the Council's regeneration strategy. The selective licensing powers are aimed at contributing to an overall strategy for an area where there is a problem with low demand for housing and/or antisocial behaviour (ASB) attributable in part to privately rented accommodation where landlords are not making the necessary contributions to deal with the issues. For its implementation, a business case must be produced and submitted to the Secretary of State for approval, and this report sets out the framework of a business case for a number of potential areas under consideration in Leeds and makes a recommendation in respect of the preferred initial areas.
- 1.3 It is proposed that the discretionary licensing of lower risk HMOs be revisited following the introduction and review of mandatory HMO licensing in April 2006. Following the review, a further report would be placed before the Executive Board to consider adopting this power after 12 months, at which time the knowledge gained from the experience of mandatory licensing procedures generally will be known.

## **2.0 BACKGROUND INFORMATION**

- 2.1 The private rented sector in Leeds is increasing in size and spread. It continues in many cases to make a valuable contribution to meeting the housing needs of the city. However, there are a number of distinct markets operating in the city: the expanding higher-quality market aimed at professionals and mobile affluent workers, the growing shared housing market typically occupied by students and young people and the lower-quality market in certain areas of the city. The latter market features particularly in areas of comparatively low property values with poor stock and environmental conditions. Investment is opportunistic and the privately rented housing is often occupied by vulnerable tenants or is a house of last resort.
- 2.2 The Leeds House Condition Survey 2001 identifies that the private rented sector is demonstrably in the worst condition when compared with other tenures. The sector consistently exhibits the worst housing conditions, typically associated with dwelling unfitness, and is occupied by a disproportionate number of vulnerable households. The following data on the private rented sector provides statistical evidence to support this :
- The level of unfitness is 21% against the city average of 5%.
  - The proportion of non-decent homes is estimated at 67%.
  - The investment needed (at 2001 values) to make the homes decent exceeds £110 million.
  - Over 35% of the tenants are economically vulnerable.
  - Approximately 20% has a head of household under the age of 25 (5 times the city average).
  - Approximately 12% has a head of household who is unemployed (double the city average).

## **3.0 SELECTIVE LICENSING**

### **3.1 Overview of the provisions.**

- 3.1.1 Part 3 of the Housing Act 2004 introduces the provisions of selective licensing of the private sector. Its aim is to provide a regeneration tool for local government that, in

conjunction with other strategies, will address certain problems within a designated area.

- 3.1.2 The issues specifically targeted by the legislation are low-demand housing and/or anti-social behaviour. For these new measures to be adopted, the private rented sector must be contributing to the problems of the area in relation to these issues. In every instance, a business case must be made to the Secretary of State seeking approval for the proposals. Any scheme, once approved, has a maximum life of five years. Once a licensing scheme has been approved, all landlords and managing agents not covered by mandatory licensing for high-risk HMO are required to be licensed to operate in the area.
- 3.1.3 The implications of adopting such powers are that any scheme must be self-financing. The legislation allows the authority to charge a license fee to fund the introduction and administration of any scheme and as with mandatory HMO licensing, this must be fair, open and accountable and can only cover the cost of the license scheme. Any additional duties undertaken in relation to the private rented sector such as the cost of enforcement of housing standards cannot be recovered through license fee income.
- 3.1.4 The license has certain conditions which are enforceable and subject to fines of £5,000 for any breach of conditions, or £20,000 for operating without a licence within the scheme's designated area. One of the conditions is that a licence holder must be a fit and proper person. There will also be the power to remove properties from the current owners' control where licences are refused or revoked, by invoking interim and final management orders.
- 3.1.5 It has been proposed by Central Government that any authority receiving a good or excellent rating as part of their CPA rating will be able to smooth-track discretionary licensing schemes as part of a general consent procedure. This mechanism has yet to be determined by the ODPM but their advice is that an appropriate business case, such as required for submission to the Secretary of State, must be proven before a local authority can use the procedure to implement discretionary licensing locally.

## **3.2 Main Issues**

- 3.2.1 In introducing these new powers, the Government has made it clear that selective licensing alone will not be successful in dealing with the issues of low demand and/or ASB. It is essential that this is part of an overall regeneration strategy for an area. A multi-agency approach to both concerns, together with selective licensing, is the only way to ensure its success. By adopting this approach as part of an overall strategy, the aim is to reduce the levels of antisocial behaviour, increase demand for housing and stabilise or assist with rising house prices.
- 3.2.2 The following are a number of benefits available to the private rented sector through a selective licensing scheme. Tenants should benefit from an improvement in the condition and management of their homes. Landlords will benefit from closer working with partners in the area. The local authority can help with training and support, for example to deal with problem tenants. By being part of any scheme, landlords will be seen as being more reputable making it easier to attract and retain tenants, thereby increasing their income. This, together with the longer-term benefits of reductions in voids and ASB in an area, will improve the viability of their

stock. If an area is improved, then all property owners will benefit from increased capital growth.

- 3.2.3 Service providers will also benefit from reduced costs from dealing with ASB issues, lower crime rates and the cost of managing stock within a low-demand area (the ODPM estimates that the management costs for a social rented property in an area of low demand is 47% higher than a more popular area).
- 3.2.4 A selective licensing scheme is not without risk. Landlords in an area of selective licensing will be required to pay a fee in the region of £500 to £600 per property and it is likely that this will be passed onto the tenant through a rent increase. This may prove unaffordable to some tenants who consequently are more vulnerable to becoming homeless. Also, there may be a number of landlords who decide they do not wish to be part of the scheme and divest themselves of their properties. This may increase the level of voids, at least in the short term. It is essential that the business case to the ODPM for selective licensing in an area can demonstrate that there are strong links between the licensing scheme and the authority's homelessness and empty property strategies.
- 3.2.5 There is the potential for further undesirable consequences of the introduction of selective licensing. The licensing of an area may cause dispersal of the problems into neighbouring communities. ASB is most likely to be affected by this as it would take time for a landlord to divest themselves of their property, having decided to move to a non-licensed area. Any dispersal effect must be considered when looking at the geographical area to be covered and the likely movement of private rented sector tenants or landlords into neighbouring communities, so causing problems in otherwise stable areas.
- 3.2.6 The operation of the scheme must be self-financing. However, advanced funding will be required to cover the development and implementation costs. These costs can be recovered at a later date through the licence fee. Unfortunately, the enforcement of housing standards is beyond the remit of the legislation. As such, if it were intended to complement selective licensing with a focused inspection and enforcement regime, additional resources would need to be identified and provided.
- 3.2.7 Under the selective licensing legislation, the local authority has a duty to take over the management of any private rented sector property where it is considered necessary to refuse or revoke a licence. This may happen if a licence holder is found to not be a fit or proper person or where a landlord fails to take all appropriate measures to deal with ASB at their properties. This will have cost implications. Currently, the management of properties generally is being discussed with local housing providers within the public sector to try to address this issue.

### **3.3 Implications For Council Policy and Governance**

- 3.3.1 Selective licensing would, in conjunction with an overall regeneration strategy for an area, help in addressing corporate priorities and contribute to the Vision for Leeds, in particular in support of community well being and sustainability.
- 3.3.2 By engaging with the private rented sector, responsible landlords can be encouraged to be involved in the overall regeneration of an area. Poor landlords can be targeted to either improve their standards or leave the market. Targeting of poor landlords in areas of low demand will also contribute to targets within the Leeds Regeneration Plan 2006/08. The areas which have been considered in

South and East Leeds have been shown to be within the worst 3% areas according to the Government's Super Output Area statistics. Issues of poor housing, low household incomes and ASB have been identified as problems in these areas. Selective licensing would help to reduce crime and reduce the levels of non-decent houses occupied by vulnerable persons in line with Public Service Agreement 7 - *(as of April 2003 this target was rolled forward into and replaced by PSA7 target - by 2010, bring all social housing into decent condition with most of this improvement taking place in deprived areas, and increase the proportion of private housing in decent condition occupied by vulnerable groups).*

3.3.3 Appended to this report are details of the four potential areas for selective licensing. The introduction of selective licensing in these areas has been considered by local representatives and stakeholders, who have expressed broad support. A business case has been developed for each area, having regard to the guidance currently available from Central Government.

The areas are :

- Beeston Hill and Holbeck Regeneration Area
- Harehills Triangle and Chapeltown
- Harehills Lane Corridor
- Cross Green and East End Park

3.3.4 Approximately 4,500 private rented properties are likely to require a license within the four areas which represents approximately 20% of the total housing stock in these areas. These are clearly substantial schemes that are being proposed. Officers suggest that it would be appropriate to introduce selective licensing in either one or a limited number of areas in the first instance, in order to evaluate the impact of these discretionary legislative provisions. It is considered that the strongest case at the present time can be put forward for the Beeston Hill/ Holbeck and Cross Green/ East End Park areas.

3.3.5 In respect of Beeston/Holbeck much good work has been carried out in recent years in the area with funding support through Neighbourhood Renewal Fund that would be progressed further with the introduction of selective licensing. Significant additional investment is being made as part of a long term regeneration strategy for the area and ensuring standards are improved in the private rented sector is a crucial component of this strategy.

3.3.6 In respect to Cross Green/ East End Park , in addition to the important contribution to regeneration and investment programmes, selective licensing would contribute to planned Intensive Neighbourhood Management activity supported through the new Safer Stronger Communities Fund planned to commence in 2006.

3.3.7 On a very practical note, both these areas lend themselves particularly well to licensing within a contained area due to the well defined boundaries that exist. The potential for dispersal of ASB issues in particular is thereby reduced.

3.3.8 The experience of implementing these provisions in two areas of Leeds will be of assistance in reviewing the powers in consideration of extending selective licensing to other areas such as those identified in Harehills/Chapeltown in the future.

## **4.0 Discretionary Licensing of Low-Risk HMOs**

- 4.1 The Housing Act 2004 introduces mandatory licensing of higher-risk HMOs with effect from 06 April 2006. These procedures require the owner of a multiply occupied rented property to apply for a licence where there are 5 or more occupants and the building is 3 or more storeys in height. Because of the nature of much of the housing stock in Leeds occupied in multiple occupation, the majority of such stock will be caught by the mandatory licence provisions. The likely number estimated as liable under these provisions is up to 8,000 premises and this has significant implications for the authority. In readiness to meet our responsibilities, Leeds City Council has now approved the establishment of a Licensing Team of 12 staff who are expected to be extremely busy in the first six months of the programme.
- 4.2 Additional HMO licensing schemes can be declared in relation to areas that have a significant problem with low-risk HMOs. It allows the authority to implement the same conditions as per mandatory licensing within a designated area but applicable to all HMOs. As with selective licensing, a business case is required for any scheme.
- 4.3 Whilst additional licensing powers will be available as of April 2006, it is the opinion of the ODPM that larger authorities with significant HMOs requiring mandatory licensing should not be considering additional licensing at this stage. ODPM are of the opinion that local authorities should ensure that effective and efficient procedures are in place to implement mandatory licensing before considering additional HMO licensing. This view has been endorsed by the Leeds Private Rented Sector Strategic Working Group which consists of local councillors, officers, UNIPOL and representatives of the private rented sector.
- 4.4 HMO licensing conditions can include attainment of a reasonable standard of repair and amenity provision, and this requires an inspection regime to be instigated to enable properties to be checked within the 5-year licence period to ensure conditions are being met. These additional requirements of HMO licensing as distinct from selective licensing will not only have further resource implications for the local authority, but also potential implications for local contractors and building material suppliers, tenancy relations, rents and local housing markets.
- 4.5 At the present time, there are concerns that the benefits of introducing discretionary HMO licensing in Leeds could be outweighed by difficulties created and there could be an adverse and unintended impact on local housing markets.

## **5.0 Conclusions**

- 5.1 The Housing Act 2004 introduces discretionary licensing powers to deal with the private rented sector. The powers to license low-risk HMOs or all Private Rented Sector properties in designated areas with low demand and/or ASB can aid the authority as part of an overall regeneration package.
- 5.2 In consultation with a range of local partners and stakeholders, four potential areas in Leeds have been identified for selective licensing. This report seeks the views of the Executive Board on these proposals, prior to finalising the detailed business case for ODPM approval and related operational arrangements. Beeston Hill / Holbeck and Cross Green/East End Park are the recommended areas to pursue initially under these new discretionary powers.



5.3 The provisions relating to discretionary licensing of low-risk HMOs is also noted, but the view from a number of quarters is that adoption of these powers should not be pursued until the mandatory licensing of higher-risk HMOs has been successfully introduced and the impact better understood.

## **6.0 Recommendations**

6.1 It is recommended that the Executive Board approve proposals to seek consent to adopt the powers under Part 3 of the Housing Act 2004 for Selective Licensing of the Private Rented Sector.

6.2 Officers are requested to submit business cases to the Secretary of State for consideration in relation to Beeston Hill/Holbeck and Cross Green/ East End Park.

6.3 It is recommended that the Executive Board note the powers available under Part 2 of the Housing Act 2004 to allow licensing of low-risk HMOs, and approve the proposal that a decision on implementation be deferred for 12 months, following the introduction of mandatory HMO licensing in April 2006.



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**Report of the Director of Neighbourhoods and Housing**

**Executive Board**

Date: 22<sup>nd</sup> March 2006

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**Subject: Food Safety Service Strategy Update 2005 /2008  
and The development of a Food Strategy for Leeds**

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**Electoral wards affected:**

**Specific implications for:**

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

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

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**1.00 EXECUTIVE SUMMARY**

1.01 To approve the **Food Safety Service Strategy Update 2002/2005** for submission to full Council in April 2006 and to endorse and note progress with the development of the wider **Food Strategy for Leeds "Leeds Food Matters"**. A copy of the strategy is available to view on the intranet on the Neighbourhoods and Housing home page. (Neighbourhoods and Housing – reference documents – Executive Board 22 March 2006).

**2.00 BACKGROUND**

2.01 The Food Safety Service Strategy is one of the plans which sits within the Council's budget and policy framework. The strategy document details the interventions, resources and activities to be undertaken to secure food safety across the City. It also forms one of the three strategic pillars within Leeds Food Matters.

2.02 Food safety is however not only about the safe production, distribution and handling of food, but also concerns the wider aspect of consumption and the need to change patterns of eating to reduce health inequalities across communities. Leeds Food Matters seeks to address the issue of poor eating habits which link with obesity and the associated health problems such as heart disease, diabetes and cancers. It also seeks to promote sustainability and support the local economy.

- 2.03 Leeds Food Matters aims to provide “informed choice” through access to information and healthy food options, whilst not being prescriptive or patronising. The document has been jointly produced by partners supported through the Healthy Leeds Partnership and its Food Strategy Steering Group, therefore, giving an ownership wider than that of the City Council alone. Production of the Food Strategy is part of the Council Plan for 2005-6.
- 2.04 Copies of both documents and an accompanying report were considered and well received at the Scrutiny Board (Health and Wellbeing) at its meeting on the 14<sup>th</sup> December 2005. The Food Safety Service Strategy Update was endorsed for submission to the Council’s Executive Board.
- 2.05 One of the key changes in the Food Safety Service in the last two years has been to shift the focus from a largely inspection based regime, by reducing the frequency of visits to food premises, to investing this resource in other interventions. Officers will support compliant food businesses with information, education and regular communication but address non-compliant businesses with a strong expectation to undertake legal action. This proposal does not fully comply with the Food Standard Agency FSA framework agreement which has set expectations in terms of inspection frequency. Officers, however, are of the view that the approach proposed is more effective and proportionate to risk than the national standard.
- 2.05 An example of one innovative intervention which has received support from the public and businesses alike is the market stall project in Kirkgate Market. “All Being Well” promotes healthy eating, provides healthy cooking demonstrations and training facilities for food businesses in the market and surrounding area. These activities all support the wider food and health agenda and the aims of the food strategy, Leeds Food Matters. The stall is funded for six months by the FSA and resources are currently being sought to extend this period.

### **3.00 CURRENT POSITION**

- 3.01 A copy of The Food Safety Strategy Update 2005/2008, available on the Intranet, was endorsed by the Scrutiny Board (Health and Wellbeing) at its meeting on the 14<sup>th</sup> December 2005 for submission to the Councils Executive Board.
- 3.02 Leeds Food Matters (final Consultation draft), available on the Intranet, is currently out for final consultation to over 30 consultees before submission to the Healthy Leeds Partnership on April 6<sup>th</sup>. The Food Strategy Steering Group are nearing completion of an action plan to support the document and both the Strategy and Action Plan will be launched as early as possible after approval.

### **4.00 RECOMMENDATIONS**

- 4.01 It is recommended that:
- i) the Food Safety Service Strategy Update 2005/2008 be approved for submission to full Council as part of the budget and policy framework; and
  - ii) that Executive Board endorses Leeds Food Matters as a food strategy for Leeds.



**NEIGHBOURHOODS AND HOUSING DEPARTMENT  
ENVIRONMENTAL HEALTH**

**FOOD SAFETY SERVICE STRATEGY  
UPDATE 2005 /2008**

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## Introduction – The Context for the Food Safety Service

This is the second review of the Food Safety Service strategy, and whilst the principals aims and objectives are still perfectly sound and relevant the move towards a change in emphasis looking at the health and well being aspects of food has continued. Food safety is not only about the safe production, distribution and handling of food but should also consider the wider aspects of promoting a pattern of healthy eating, by reducing the intake of fat, salt and sugar and the increasing the consumption of fruit and vegetables in the diet.

This document sits alongside the Food Strategy for Leeds which provides a basis for action to be undertaken with other partners such as the Primary Care Trusts to deal with the wider determinates of the health aspects of food.

The substantial changes to the organisation of the City Council over the previous period with changes in the reporting mechanisms and the formulation of 6 new departments have supported greater integration and efficiencies through joint working on the problems facing the City. The responsibility for Food Safety sits within the Environmental Health group in the Neighbourhoods and Housing Department here again there have been radical changes with the EH group being formed from the Environment Department and the Housing Renewal Section of the Housing Department.

One key change which is currently limiting the production of information for Food safety is the implementation of a new computer system CAPS Uniform which has meant that since October 2003 we had been unable to correlate general statistics. The system is now operational and we are have entered a back log of 10 months of essential data. The system is still under development and is proving slow in its ability to fully support the food safety function – one example being the current inability to produce the required return for the Food Standards Agency. This has to some extent restricted availability of certain data (03/04) for that limited period for use within this report.

Food safety even taking its “narrow term” around production, distribution and handling is not ensured by one organisation or one intervention. There are numerous influences on the safety of food, some of which can be controlled and influenced by the local authority using its enforcement powers, education and information systems.

Generally, the prevention of food-borne illness will be achieved in three main settings:-

1. hygienic production of raw ingredients by farmers and growers.
2. hygienic processing, production and sale of food by food businesses, and
3. hygienic handling of food in the home.

There are few reliable statistics on each part of the systems contributions to the overall level of food-borne illness however the impact is likely to be greater the lower down the chain the problem occurs.

The Food Standards Agency was established in April 2000 to protect public health and consumer interests in relation to food from “farm to fork”. By working with local authorities, interventions have been developed in all three settings to achieve the FSA target of the reduction of food borne illness by 20% between 2001 and 2006. To support this target, a major campaign started in February 2001 aimed at improving food hygiene in catering businesses and domestic settings.

In 2002, the Council of the EU adopted Directive (EC/178/2002). This lays down the general principles and requirements of food law, and established the European Food Safety Authority (EFSA) as a body responsible for unifying procedures in matters of food safety. The Directive is directly applicable to this country and we must achieve full compliance by 1 January 2007. Some aspects come into force on 1 January 2005 and new legislation has been required. The Directive states, *inter alia*, that “in order to ensure the safety of food, it is necessary to consider all aspects of the food production chain as a continuum from and including primary production and the production of animal feed up to and including sale or supply of food to the consumer because each element may have a potential impact on food safety”.

The outcome of the review of the future of farming and food is likely to result in radical rethinking of the role and sustainability of farming and food production and records that most consumers are “uneasy and concerned about the wholesomeness and safety of the food we eat”.

At the same time legislation will be introduced on 1<sup>st</sup> January 2006 to widen the application of HACCP (Hazard Analysis, Critical Control Points) principles to farmers and growers and catering businesses. The latter will place significant demands on the work of the Service. Further new European legislation replacing the majority of current Food Safety legislation with associated FSA Code of Practice and Practice Guidance also comes into effect on 1<sup>st</sup> January 2006 providing additional challenges which must be addressed during the currency of this strategy.

The Hampton Review on regulatory inspections and enforcement was published in March 2005 and will have a fundamental influence on the Food Safety Service.

The Service is currently subject to Full Review due to report by end of 2005.

It is within this context that this strategy document has been updated.

It is intended that this strategy be reviewed regularly in order to update its contents in the light of progress and to inform the production of the annual service plan.

# FOOD SAFETY SERVICE PLAN

## Chapter 1 – Service Aims & Objectives

1.1 The purpose of the Food Safety Service are:-

- to minimise the risk of food and waterborne illness
- to make adequate arrangements for the enforcement of the relevant statutory provisions and to perform the duties imposed on the local authority, and
- to contribute to the Food Standards Agency's aims.
- To support the Food Strategy for Leeds

1.2 Values

The values of the service are those expressed by Leeds City Council and the Neighbourhoods and Housing Department. The Service is committed to the Principles of Good Enforcement as set out in the Enforcement Concordat.

1.3 Vision

For the Food Safety Service to contribute towards the wider Environmental Health vision "To work with Partners to protect and improve the health well-being and the environment for all communities in Leeds". For the service to be regarded as an excellent organisation, fulfilling all its duties in accordance with best value.

1.4 Mission Statement

In order to achieve that Vision, and meet the challenges of the problems and pressures that will affect the Service, the following statement will guide operational practice through the period of change.

We will:-

- play a full and active part in the implementation of corporate policies and goals,
- become a learning organisation, with its focus on understanding the needs of all our customers and stakeholders, and developing our staff,
- develop and maintain close, sustainable, mutually beneficial working relationships with customers,
- develop true working partnerships in public health, effectively implementing National and local priorities.

We will convert the above thoughts into action on a day-to-day basis by:-



- producing a consistently high quality service which meets customers' needs,
- producing competent, motivated and innovative staff who are proud to work in Leeds,
- maintaining clear channels of communication and ensuring that, with clear responsibilities, everyone knows their role in achieving success,
- ensuring that service processes follow from customers' needs and are operated using modern management practice, a strong ethos of performance and productivity, continual improvement with the widespread use of appropriate IT,
- encouraging and supporting teamwork including networking and collaborating with other appropriate organisations to provide effective service delivery,
- delivering the whole enforcement mix of inspection, investigation, education and intelligence services
- producing measurable differences to food safety,
- taking strong, consistent and decisive enforcement action with extra effort being made in areas of disadvantage,
- delivering services and employing staff in accordance with best practice in relation to equality.

## 1.5 Service Measurement

The following balanced scorecard of measures at Service Level will be used to demonstrate the progress of the strategy. This will help communicate what is most important and how peoples' contributions fits into the overall service.

### Customer Perspective

- a. Degree of compliance with Food Standards Agency expectations as set out in the Framework Agreement.
- b. Degree of compliance with Enforcement Concordat.
- c. Level of customer satisfaction as measured by Customer Feedback Surveys.

### Internal Perspective

- a. Level of compliance with quality management processes.
- b. Level of staff satisfaction.
- c. Achievement of action plans.

### Organisational Learning Perspective

- a. Number of service enhancements developed.
- b. Level of staff competence.
- c. Number of strategic partnerships established.

### Financial Perspective

- a. Achievement of budget forecasts.

- b. Improvements in service costs.
  - c. Level of external funding attracted.
- 1.6 To achieve the above Purpose, the activities of the Food Safety Service are delivered in the following enforcement mix:
- 1. Enforcement of legislation by means of inspection of food, food businesses and in relation to food animals, based on appropriate risk assessment schemes
  - 2. Improving the understanding of food businesses and their employees in the means of preventing risks to health, helping businesses to help themselves and comply with their obligations.
  - 3. Improving the awareness of the public in how they can help themselves to prevent food-borne illness in the home environment.
  - 4. Monitoring to determine the state of food and water consumed and/or produced in the Leeds by sampling and the investigation of infectious disease notifications in order to target other activities in the most appropriate way.
  - 5. Investigation of complaints and requests for service received from the public in relation to real or perceived risks to health.
  - 6. Making adequate arrangements to deal with unpredicted or emergency situations that may cause risks to health from food-borne illness.
  - 7. Improve the training and competence of EHOs, staff and other course attendees.
- 1.7 Objectives of the various activities are detailed on Chapter 5 and the detailed Action Plans for each year is included in the Environmental Health Service Plan.
- 1.8 This Strategy forms a part of the Council's overall Performance Management process. The needs of the Council and external and internal customers are considered by the individuals and teams within the function. Service Plans detailing planned objectives and targets are produced and agreed with the Neighbourhoods and Housing Departmental Management Team. These plans are co-ordinated at Departmental and Corporate levels and agreed for implementation in April of each year. Performance is monitored and evaluated monthly and quarterly. Measures of performance are detailed in relation to each individual service.

## **Chapter 2 – Background**

### **2.1 Profile of Leeds City Council**

Leeds is the regional centre of the Yorkshire and Humberside Region. The Leeds district occupies 552 sq kilometres and extends 15 miles east to the west and 13 miles north to south , it has a population of nearly 716,000. Leeds enjoys a rich diversity of cultures with significant contributions from South and East Asia and the Caribbean. The district consists of a main urban area, with a population of half a million, and an outer ring of small towns and countryside, the majority of which is designated green belt. Leeds has excellent road and rail links, hosts the principal airport in the region and is only an hour away from the Humber ports. There are around 2.3 million people within 30 minutes driving time of Leeds City Centre and 11 million within 90 minutes.

## 2.2 Organisational Structure

The Food Safety Service forms part of Environmental Health Services within the Neighbourhoods and Housing Department .

The structure of the Division shows that the Environmental Manager (City Service) is responsible for all Food Safety and Health and Safety enforcement issues. The Food and Health Service Manager is responsible for the health surveillance function which includes animal health, sampling and infectious disease control. This Service Manager is also responsible for the food safety enforcement function in relation to food premises, investigation of food poisoning outbreaks and implementation of action in relation to food hazards. The Manager is supported for each function by a deputy manager Food Safety group staff are appointed to the food function and specifically trained, to reach and maintain competency and experience in food safety matters. Administrative support is provided within both functions.

Microbiological examination of food, milk and water and the examination of specimens in relation to infectious disease control, is undertaken by the Health Protection Agency in Leeds. Chemical analysis of drinking water samples is undertaken by Alcontrol Laboratories, Templeborough House, Mill Close, Rotherham S60 1BZ.

Chemical analysis of foods or food complaints is carried out by the Public Analyst, West Yorkshire Analyst Service, Morley, Leeds LS27.

Specialist food advice is also obtained from these agencies. In addition, Environmental Health is an associate member of the Campden and Chorleywood Food Research Association, Chipping Campden, Gloucestershire GL55 6LD.

## **Chapter 3 – Scope of the Food Safety Service**

3.1 Leeds City Council is a Food Authority but part of its responsibilities are also delivered by West Yorkshire Trading Standards Service (WYTSS), an

organisation delivering services on behalf of the five West Yorkshire Authorities. Leeds City Council retain the responsibility for issues relating to food hygiene and safety, whereas WYTSS is responsible for food standards, quality and labelling and the inspection of animal feeding stuff.

- 3.2 The number of food businesses in Leeds, for which the Section has an enforcement responsibility, is approximately 8,000. This figure is constantly changing due to the volatile nature of the food and drink industry in Leeds however the trend appears to be upward.
- 3.3 Most food premises are required to be registered under the Food Premises (Registration) Regulations 1991 as amended. The figure is not the same as the total number of food businesses requiring inspection for the following reasons:-
- a) Sometimes more than one business is in operation in one building but only one registration is required.
  - b) Some businesses that operate only occasionally do not require registration.
  - c) Premises that are approved under 'vertical' regulations do not need to be registered.
  - d) A few premises requested to be registered although they did not need to.
  - e) Childminders and some other premises can be exempt.
- 3.4 Premises require approval under 'vertical' or product-specific regulations if they prepare or distribute food comprising meat products, fish products, egg products or dairy products. Specific conditions apply to approval and these need extra enforcement activity to ensure compliance with conditions is maintained.

Table 1

Approved food businesses		1/1/05
2.	a) Meat and minced meat products	14
	b) Dairy products	6
	c) Fish products	13
	d) Egg products	0
	e) Other products of animal origin	2

- 3.5 Food destined for export outside the EU is required to be accompanied by specific documentation confirming that it has been produced in premises and by processes complying with the specific requirements of the importing country. Environmental Health is required to certify these standards have been achieved and provide suitable documentation, invariably at very short notice. Export certificates are issued and a charge is made for this service.
- 3.6 Food animals are kept commercially in approximately 350 holdings in the Leeds City Council area. Their movement and transportation are subject to legislative requirements in order to achieve two main aims:-
- a) to minimise stress and trauma so that they can be presented for slaughter in the optimum condition, this having a direct bearing on the subsequent quality of the meat, and
  - b) to ensure that relevant movements are recorded and licensed so that animals can be traced in the event of an outbreak of infection.

A market is currently operated in Otley on 3-4 occasions each week and movement licenses issued at market. Farms are visited according to a risk-rated programme to check movement records, medicine records and animal identification documentation. Vehicles used for transporting animals are inspected on farm, at market and on the roadside.

- 3.7 The food service is based at Millshaw Park Way, Churwell, Leeds, LS11 0LS. Personal visits can be made to the building although the vast majority of contacts are made by staff visiting food premises or by telephone.

Dedicated administrative staff work closely with team managers to receive and distribute enquiries, complaints and information to field inspection staff who operate mainly out of the office. All field staff have mobile telephones for ease of contact.

Personal visits by the public or businesses can also be made to any of the Department's area offices and one-stop centres, a total of 40+ sites around Leeds. Information can be provided at those sites or messages transferred by telephone, fax or intranet to the Food Section office at Millshaw.

- 3.8 A system of ethnic monitoring has been operative for several years in order to help ensure equality of service delivery.
- 3.9 The City has a thriving centre which is encouraged to operate throughout the day and night. Consequently, a large and increasing concentration of restaurants, bars, nightclubs and other leisure activities can be found in the city centre. Generally, the trend shows an increasing proportion of catering premises amongst food businesses.

3.10 Enforcement Policy

A documented Enforcement Policy has been produced and adopted by the Council. It is based on available Department of Health, Health and Safety

Executive, Local Authority Coordinators of Regulatory Services (LACORS), Environment Agency, Crown Prosecution Service and other guidance. The scope includes all services provided by the Environmental Health Division.

- 3.11 All staff are acquainted with the policy and it is a requirement that its contents be taken into consideration prior to all enforcement activity, including verbal or written warnings, issue of statutory notices, prosecution or emergency prohibition or closure.
- 3.12 Compliance with the policy is ensured by structured staff training and development together with management supervision and quality control and an internal quality audit process.
- 3.13 Leeds City Council has stated its commitment to the Enforcement Concordat and to the principles of maintaining helpfulness, openness, consistency, proportionality and clear standards.
- 3.14 The Section has produced a food hygiene handbook, the sixth edition of which is available to all businesses, and also a leaflet describing our standards of service, our powers and businesses' rights.

#### **Chapter 4 - Current Demands and Priorities**

- 4.1 The Food Standards Agency (FSA) has produced a Framework Agreement in partnership with Local Authority Coordinators of Regulatory services (LACORS) and the Local Government Association. The Framework Agreement consists of four elements:-
  - Food Law Enforcement Standard
  - Service Planning Guidance
  - Monitoring Scheme
  - Audit Scheme
- 4.2 The Standard and the Service Planning Guidance are set out the Agency's expectations on the planning and delivery of food law enforcement. The Monitoring Scheme includes the submission of annual returns on food law enforcement activity. Due to the IT difficulties currently being experienced, the Division has been unable to provide a return in the specified format since 2003. Under the Audit Scheme, the FSA conduct audits of the food enforcement services of selected local authorities. The Leeds Food Safety Service was audited in late 2003 with regard to Imported Food Control, an action plan in respect of the Audit is published on the FSA website. No full audit of the Service has yet been undertaken.
- 4.3 In addition to the FSA requirements, Food Authorities are also required to have regard to LACORS advice and guidance.

- 4.4 The action required to deal with the Foot and Mouth outbreak revealed the importance of animal health controls and expectations placed on local authorities. DEFRA and LACORS developed a Framework Agreement with Local Authorities to describe and agree the level of service which is expected from each local authority, Leeds was one of 20 Authorities nationally which elected to pilot this agreement. This has placed additional demands on Local Authorities some of which are currently funded by DEFRA. Central to these has been the establishment of a national movement recording system operated by local authorities (the Animal Movement Licensing System) and a method of recording centrally the enforcement activity of local authorities on a live database – ( the Animal Movement Enforcement System). The Service supports both these initiatives with data being inputted daily.
- 4.5 The service needs in response to these expectations are set out below. Headings are numbered in accordance with sections in the FSA Standard.

<b>Service Need</b>		<b>Explanation &amp; Implications</b>
<b>3. Organisation &amp; Management</b>		
3.1	Prepare a Service Delivery Plan	Plan must be in a specified format and include an annual action plan
3.2	Undertake an annual performance review	The documented review must be submitted for appropriate member approval
3.3	Variances in performance to be addressed in subsequent Service Plans	This will ensure that performance is maintained over a longer period of time than 1 year
<b>4. Review and Updating of Documented Policies and Procedures</b>		
4.1	All documented policies and procedures to be reviewed	A programme of review is required to keep documents up to date. Additional reviews needed when legislation or guidance changes
4.2	A control system for documentation	A quality management system fulfils this requirement
<b>5. Authorised Officers</b>		
5.1	Documented procedure for authorising officers	System needs to demonstrate link to authorisation and delegation of staff
5.2	Specialist Officer to have lead responsibility	Person with specialist knowledge to be appointed
5.3	Sufficient authorised staff to be appointed	Adequate staff needed to fulfil all requirements
5.4	Documented training programme	Staff need to be competent and kept up to date
5.5	Training and qualification records to be maintained	LCC liP programme fulfils this requirement
<b>6. Facilities and Equipment</b>		
6.1	Provide facilities and equipment	Budget and inventory control required to provide and maintain facilities and equipment
6.2	Documented procedure for maintenance and calibration of equipment	Quality management system fulfils this requirement
6.3	Relevant information about equipment to	As above

	be recorded	
6.4	Computer software shall be capable of providing required information to FSA	Returns are made electronically. Caps Uniform system should be able to do this when fully implemented
6.5	Back-up system required to avoid loss	Required for efficient management and security of data
<b>7.</b>	<b>Food Premises Inspection</b>	
7.1	Frequency of inspections to be not less than that determined under the inspection rating scheme in the FSA codes of practice / guidance	Currently applies to all food premises however current level of resources does not permit full compliance and a level of 50% A-C rated inspection is the current target. With lower rated premises being assessed by alternative strategies
7.2	All inspections and other enforcement activity to be undertaken in compliance with legislation, Codes of Practice and Guidance	Ensures consistent application across the country. Requires effective quality management of design and operation of services
7.3	Premises to be assessed for compliance with standards and appropriate enforcement action taken	Take into account Industry Guides to Good Hygiene Practice to help ensure consistency
7.4	Documented procedures required for inspections	Quality management system fulfils this requirement
7.5	Observations during inspections to be recorded. Notebooks to be stored	Ensure notes made during inspections are made contemporaneously and stored securely for future reference if needed

<b>8.</b>	<b>Food Complaints</b>	
8.1	Documented policy and procedure needed for imported foods	Quality management system fulfils this requirement
8.2	Complaint to be investigated in accordance with policies	Quality management system fulfils this requirement
8.3	Appropriate enforcement action to be taken	Action to be proportionate to risk
<b>9.</b>	<b>Home Authority Principle</b>	
9.1	Provide advice to businesses on legal compliance where acting as Home/Originating Authority	Businesses can approach their partner authority to give advice regarding their business processes
9.2	Have regard to information received from other Home/Originating Authority	Ensures network is complete
9.3	Liase with the Home/Originating Authority of outcome of any matters about which liaison has been initiated	Ensures Home/Originating Authority have a complete picture of the business and its operations
<b>10.</b>	<b>Advice to businesses</b>	
10.1	Work with businesses to help them comply with the law	Advice is given freely to businesses requesting it a consultation and advice framework is needed, especially with SMEs.
<b>11.</b>	<b>Food Premises Database</b>	
11.1	Database of premises to be set up and maintained	Requires to be constantly updated



11.2	Documented procedure to ensure accuracy	Requires liaison with other agencies to minimise duplication of effort
<b>12.</b>	<b>Food Inspection and Sampling</b>	
12.1	Food to be inspected	Need to ensure food complies with legally prescribed standards.
12.2	Take appropriate action on non-compliance	Requires action to remedy failure
12.3	Documented sampling policy and programme required	Requires a separate document with a programme based on types of food premises in the area and national or regional initiatives
12.4	Documented procedures required for sampling activity	Ensures results of samples can be relied upon for accuracy
12.5	Carry out sampling in accordance with documents and take enforcement action where required	Ensures appropriate action is taken according to risk
12.6	Appoint Public Analyst and Food Examiner	Ensures tests on food are carried out by competent staff
<b>13.</b>	<b>Control and Investigation of Outbreaks and Food Related Infectious Disease</b>	
13.1	Documented procedure required in relation to outbreaks of food related infectious disease	Requires co-ordination and development with other relevant organisations eg, Health Authority and Public Health Laboratories
13.2	Documented procedure required for investigation of notifications of food related infectious disease	As above. Quality management system fulfils these requirements
<b>14.</b>	<b>Food Safety Incidents</b>	
14.1	Documented procedure required for responding to food hazard warnings	Warnings often require immediate action which cannot be predicted
14.2	Maintenance of computer system to receive hazard warnings	Ensures information can be transmitted quickly and directly to food enforcement staff
14.3	Documented response to each food hazard warning	Provides evidence of action taken
14.4	Documented procedure for responding to food safety incidents	Quality management system fulfils this requirement
14.5	Notify FSA of serious localised incident or wider food safety problem	Ensures information about incidents that cross food authority boundaries is properly communicated
<b>15.</b>	<b>Enforcement</b>	
15.1	Documented enforcement policy required	Ensures compliance with good practice and transparency of process
15.2	Enforcement to be carried out in accordance with Codes of Practice	Ensures consistent activity between different food Authorities
15.3	All enforcement decisions to be made in accordance with Enforcement Policy	Ensures consistent decision making and effective implementation of policy
<b>16.</b>	<b>Records and Inspection Report</b>	
16.1	Up to date records to be maintained of premises including all relevant details	Specified details required of full history showing our involvement and activity.
16.2	Records to be kept at least 6 years	Needed for future reference both internally and externally
<b>17.</b>	<b>Complaints about the service</b>	
17.1	Documented procedure for complaints	Corporate system fulfils requirement

	about the service	
17.2	Records to be kept of complaints and action taken	For future reference and to demonstrate that we learn from our performance
<b>18.</b>	<b>Liaison with Other Organisations</b>	
18.1	Liaison with neighbouring authorities and other appropriate bodies	Helps to resolve facilitate consistent enforcement
<b>19.</b>	<b>Internal Monitoring</b>	
19.1	Documented procedure required for internal monitoring of compliance with all requirements	Quality management system fulfils this requirement
<b>20.</b>	<b>Third Party or Per Review</b>	
20.1	Participate in external review processes	Helps to ensure transparency of compliance and spread good practice
<b>21.</b>	<b>Food Safety Promotion</b>	
21.1	Promotion of food safety to be undertaken	Ensures proactive work in improving food safety in community as well as businesses
21.2	Records of food safety promotions to be kept	Ensures evidence of effectiveness is maintained.

## Chapter 5 - Service Delivery

5.1 The implementation of enforcement policy requires a blend of activities, broadly inspection, investigation, education and intelligence. No one activity is of greater importance than the other and each contributes, both alone and together, towards achievement of the aims of the Service. The relative importance of each type of activity is guided by good practice, external customer demand and the results of experience.

### 5.2 Food Premises Inspections

The Food Safety Section has documented guidance and procedures describing action to be taken in connection with inspections. Food businesses are categorised according to the inspection rating scheme produced by the Food Standards Agency. The frequency of inspection is specified as a minimum in relation to the inspection rating allocated during the previous inspection. Intervals between inspections vary from 6 months for highest risk premises to 3 years for low risk; the risk being broadly related to the risk of causing food poisoning.

5.3 The profile of food businesses in Leeds on 1.1.05 was as follows:

Table 2

Category	Inspection Frequency (months)	Number of Premises at				
		1/1/05	1/1/03	1/1/02	1/1/01	1/1/00
A	6	24	34	36	45	44
B	12	503	486	491	530	567
C	18	2888	2942	2965	2966	2951
D	24	670	728	815	915	908
E	36	1084	1013	823	737	737
F	Alt Strategy	478	480	436	392	385
*		2500#	2475	2,512	2556	2504
Total		8147	8158	8078	8141	8096

\* Uncategorised

# Estimated ( +357 remain unrated)

5.4 Premises which are uncategorised have not been inspected since 1991 when the inspection rating regime came into effect. These premises are almost entirely very low risk premises, such as milk roundsmen, premises which are low risk but are also visited regularly by other inspection staff, e.g., childminders, or premises which have very recently been added to the programme and are awaiting their first inspection.

5.6 The policy of the Section is to ensure that all available inspection resources are targeted at the highest risk premises. Premises already in the programme are inspected in accordance with the 50 % A-C target . Lower risk premises being either inspected or subject to a lower risk premises alternative strategy

Uncategorised premises are reviewed, in order to ensure that any notionally high risk premises are added to the programme. A low risk premises procedure has been implemented which reviews all low risk premises in order to exclude some from the programme and maintain an overview of those excluded. The FSA appear to accept such alternative approaches to inspection for low risk premises (E rated) albeit that the use of such strategy for D rated premises is not approved by the framework document.

The FSA set up an Expert Group to review the Codes of Practice and the Inspection Rating Scheme. The resulting Good Practice Guidance and Code of Practice has just been issued by the FSA ( Nov 05) in draft form, incorporating the requirements of the new European Community Regulations and Enforcement legislation

5.7 Revisits may be undertaken in certain circumstances e.g.

- a) where statutory notices have been served
- b) where inspectors need to ensure that particular requirements have been complied with

- 5.8 From 1<sup>st</sup> January 2006 the requirement to license butchers shops annually will cease, however the requirements of the new food hygiene legislation continues to require that a fully documented HACCP system is in place and operational. The risk assessment of butchers shops will continue to operate and frequency of inspection assessed accordingly
- 5.9 The profile of the premises, and the inspection rating scores, produces an inspection requirement as follows (assuming that ratings do not change at the time of inspection):

Table 3

Category	Inspections required p.a.	Inspections required in 2003	Inspections required in 2005
A	2	68	48
B	1	486	503
C	0.67	1959	1906
D	0.5	364	335/Alt
E	0.33	334	Alt
F	0.2	Alt Strategy	Alt
	Total	3307	2476*

\*excludes D rated premises. To this number must be added a backlog of inspections from previous years target. Actual total is 2942

Table 4 shows performance in relation to the premises inspection performance indicator.

- 5.10 Table 4  
Key Performance Indicators (Actual % Achievement )

Indicator	2004/2005	2002/2003	2001/2002	2000/2001
Inspections of A-C	41.8	82.6	98.4	87.3

Note 1 :Policy for 2005/6 onwards to inspect 50% of (A-C) high risk Premises. *Current levels of inspection (Nov 05) indicate a 36 % response , additional resources have been made available to achieve the target by end March 2006.*

*Note 2 : Until 2005 the above targets included all premises not just A-C*

- 5.11 Food Complaints

Complaints are made by consumers, and occasionally by businesses and others, concerning the following:

- a) the condition of food
- b) the condition of food premises or vehicles

- c) practices carried on in food premises or vehicles
- d) facilities for storage and disposal of food waste

The Section has documented Guidance describing the policy and action to take in connection with complaints.

5.12 The Section will respond to all such complaints and carry out sufficient investigation to determine the degree of importance of the issue that caused the complaint. The policy, which is described more fully in a Guidance document, is generally that; having initially decided the importance of the issue:-

- a) matters resulting in injury or harm to a consumer will be investigated fully
- b) matter of less importance can be dealt with by telephone contact, and/or
- c) deferred for detailed investigation at the time of the next programmed inspection.

5.13 The numbers of complaints received is as follows:-

Table 5

Complaint type	2004/2005	2002/2003	2001/2002	2000/2001	1999/2000
Food Complaint	251	372	438	446	538
Food Premises	65	178	158	155	171
Food Practices	163	127	127	185	188
Food Waste	57	139	145	165	191
Others	152	113	90	69	23
TOTAL	688	929	958	1020	111

5.14 Home Authority Principle

Leeds' policy on the Home Authority Principle is that it will agree a written arrangement should any organisation request a Home Authority (HA) partnership and where there is agreement that the decision making base of the business is in Leeds.

5.15 The Section's policy is to ensure that the HA principle is followed by staff where issues of wider significance than Leeds are found during inspections or investigations. Enquiries will then be made with the HA and their comments considered before any required action is determined, but action may be taken more rapidly depending on the degree of risk involved.

5.16 Currently three organisations have formal HA arrangements with Leeds. Two of these have a minimal impact on inspection group staff but the other may sporadically require a considerable amount of officer time. Other

organisations have expressed an interest in forming home authority agreements with the authority.

#### 5.17 Advice To Business

The policy of the Section is to provide advice and information to businesses as an integral part of the enforcement activity. It is viewed as an affective means of assisting businesses to comply with its obligations and to exceed minimum legislative requirements.

5.18 An information pack is sent to new food businesses on request. A range of advisory leaflets and booklets are provided on request of where the need is identified by staff during inspections or investigations. A range of "Advice to Business" sheets are produced and promoted in relation to duties under Animal Health legislation.

5.19 Food for thought a bi-annual news sheet is delivered to over 3000 food businesses providing information on current legislation matters of interest, details of prosecutions undertaken in the last 6 months. It is also used as a forum and vehicle to consult businesses. The publication is posted out to businesses and the returns if any investigated and used to update the ever changing computer data base.

5.20 Other than during inspection visits, emphasis is given to providing information and advice through prepared leaflets, booklets and notes rather than by personal visits. This is partly to ensure consistency of advice and information and partly to reduce the time resource required. Numerous items of advice are provided during ad hoc telephone conversations which are not quantified.

#### 5.21 Food Sampling

This Section has documented guidance describing the policy and action to take in connection with sampling.

5.22 A separate Sampling Policy has been developed and published in parallel with this document. It details the policy and programmes involved with the various sampling services.

5.23 Table 6 shows the volume of bacteriological sampling activity undertaken:-

Table 6

Samples obtained		2004/2005	2003/2004	2002/2003	2001/2002	2000/2001
Food –	information programme	1726	1197	2010	2005	2,158
Milk –	heat treated cows	300	257	330	278	319
	untreated goats	12	12	21	8	-
Water –	bottle rinses	144	119	100	68	62
	public supplies	130	113	131	134	
	a. bacteriological	105	95	106	102	114
	b. chemical	25	18	25	32	25
	private supplies	52	49	50	70	78
Ice cream -		79	49	9	14	26

5.24 Sampling programmes are devised for each of the above categories which ensure that sampling is targeted at high risk foods and the activity is designed to meet all requirements of legislation and Approved Codes of Practice. The programme is also linked to the inspection programme so food premises which are to be inspected have samples taken prior to the inspection. The inspector is then able to present the results which are also used to support any recommendation or actions to be taken. During 04/05 an average 11.5% of samples taken failed to meet required standards, resulting in action by the service.

5.25 A budget is provided for purchasing and analysis/examination of samples as follows.

Table 7

Sampling activity	2004/05	2003/2004	2002/2003	Budget 2001/2002
	£	£	£	£
Purchase food	2,000	2,000	2,000	2,000
Analysis public water	3,000	3,000	3,000	3,000
Analysis private water	8,000	8,000	8,000	8,000
Income private water	5,000	5,000	5,000	5,000

5.26 The sampling activity is undertaken by staff who undertake other activities including sampling for health and safety monitoring purposes.

5.27 Control of Investigation of Outbreaks and Food Related Infection Diseases

The Section has documented guidance to describe the policy in relation to the investigation of food poisoning.

5.28 The policy of the Section is to positively encourage the notification of any incident of gastro-enteritis amongst residents of, or consumers of food in, Leeds. By this means, a comprehensive overview can be maintained of the results of the food control system. Failures can more readily be identified and control action implemented as required.

5.29 A specialist unit is maintained comprising Section staff and Infectious Disease Nurses seconded from the NHS Public Health Team. All routine notifications, received by any route and from anyone, are investigated by the nurses and appropriate action taken. Any outbreaks identified and considered to be associated with food or food businesses are investigated by staff from the Food enforcement team with assistance by Sampling staff.

5.30 The workload of the Unit is unpredictable from day to day and is also subject to seasonal variations. This means that flexible staffing are required to ensure the Unit's work is delivered on a daily basis throughout the year. The numbers of cases and outbreaks investigated in recent years are as follows:

Table 8

		2004	2003	2002	2001	2000
Suspected food poisoning	- notifications	567	638	724	982	1,006
	- ascertained	713	673	610	876	982
Salmonella	- confirmed cases	144	206	165	208	210
Campylobacter	- confirmed cases	881	793	819	1,124	1,156
Outbreaks	- presumed bacterial	4	16	6	2	0
	- presumed viral & other	95	103	115	57	71



5.31 The trend in notifications and isolations of Salmonella is downwards while those of Campylobacter remain fairly static although remaining at a high level having climbed consistently over previous years. The majority of notifications and virtually all outbreaks now appear to be due to viral infections. The number of cases of Salmonella in 2002 was the lowest figure for 17 years but has continued to decline principally due to the marked decline in Salmonella enteritidis due to poultry vaccination programmes

#### 5.32 Food Safety Incidents

The Section has a documented procedure for responding to food hazard alerts and other information received concerning serious incidents. Generally the Section will respond to the FSA Food Hazard Warning System in accordance with the Food Safety Act and related Codes of Practice. Action in relation to specific notifications is determined by the Service Manager or Deputy after any necessary clarification of the issue.

5.33 As the nature, volume and importance of these issues are totally unpredictable, it is not possible to estimate the necessary resources required. However, where the Service Manager determines that immediate action is necessary, staff will give the matter priority above any programmed or other demand work. There has recently been an increase in these incidents due to the addition of Sudan 1 (a chemical dye banned for food use) into chilli / curry spice products, by the producers in the Far East.

#### 5.34 Liaison with Other Organisations

The Section is represented at Service Manager level on the West Yorkshire Principal Food Officers' Group which includes representatives of the five West Yorkshire Metropolitan Districts and the combined West Yorkshire Trading Standards Service and the Health Protection Agency HPA. Individual staff also act in an advisory capacity on National working groups when invited and are encouraged and supported by the Division to do so. The Group reports to the South and West Yorkshire Chief Officers' Group and also liaises with the Core Cities Group. The Health Surveillance Unit is represented on the Consultant in Communicable Disease Control EHO Audit Group.

5.35 The Health Development Manager and Health Promotion staff represent Environmental Health Services in relation to the Leeds Healthy School Standard.

5.36 Staff participate in the Pan Leeds Control of Infection Committee in order to co-ordinate infectious disease control activities.

5.37 Food Safety staff also liaise, and meet on a regular basis, with staff in the Catering Agency, Social Services and Legal Services and with the Primary Care Trusts (PCTs.)

5.38 Liaison in relation to Animal Health is maintained with DEFRA, LACORS and by participation in LACORS National and Regional Animal Health Panels, with the British Cattle Movement Service, the Meat Hygiene Service, the Meat and Livestock Commission and others.

5.39 Food Education and Promotion

The Service ceased to provide a range of educational courses from 2005 onwards and is prioritising work associated with the health agenda. Existing service users and enquirers are being directed to alternative suppliers. Food education and promotion work is done by staff both in the food enforcement team and those in the Health Promotion Unit of the Division. It includes food hygiene promotions as a means of improving the understanding of businesses, their employees, the self employed and of consumers and food preparers themselves.

5.40 Table 9 shows the numbers of candidates trained on the various courses.

Table 9

Course Title	Number of Candidates			
	2004/2005	2003/2004	2002/2003	2001/2002
Basic Food Hygiene	576	600	503	517
Intermediate Food Hygiene	12	26	34	24
Hazard Analysis	0	9	23	91

5.41 In addition to courses, a range of promotions and press releases are devised and delivered, targeted to areas of greatest perceived need. The subjects relate to topical issues and often reinforce National initiatives such as Food Safety Week.

5.42 In order to help improve the competence of food inspection staff nationally and internationally, the Division arranges, along with a number of other agencies, the annual 4 day Leeds Applied Food Microbiology course. Approximately 52 professionals are trained each year and the course has a National reputation for excellence.

5.43 The Food and Health team are looking to broaden focus to promote the wider aspects of food issues by working with partners to improve the health and well being of the communities in Leeds.

5.45 Two recent initiatives funded as a result of successful application to the Food Standards Agency include the "All being well" project which involves the conversion and setting up of an indoor stall within Leeds Kirkgate Market, this

will be used to deliver health messages, healthy food cooking demonstrations and a host of allied health messages over a programme of at least 6 months commencing December 05. This initiative is delivered with Primary Care Trusts (PCTs) and other agency partners. The second "Cs in a Desert" involves the delivery of Healthy eating messages within deprived communities using purpose designed promotional materials for businesses.

5.46 Work with Asian Food Businesses via the local trade organisation and nationally via the Asian Community project will continue to improve communication and understanding regarding food safety and healthy eating.

#### 5.47 Animal Health

The Service enforces a range of legislation intended to protect and preserve animal health and welfare during transport and in markets. This helps to minimise stress to which the animals are exposed, which itself has an influence on the microbiological and keeping quality of their meat after slaughter.

5.48 In addition, the Service monitors and enforces requirements connected with records that livestock farmers, transporters and markets need to keep. This facilitates traceability in the event of an outbreak of animal disease so that potentially affected animals can be traced.

5.49 Complaints are investigated concerning animal welfare in markets or in transit and in relation to a range of animal health legislation.

5.50 In order to ensure that legislation is complied with, it is the Section's policy to provide advice and information to people handling food animals to help them comply with their responsibilities.

5.51 The stringent controls resulting from the Foot and Mouth outbreak in 2001 continue to place new demands on the service as described in paragraph 4.4, the realisation of the importance of identification and movement controls has resulted in new legislation. To this is added new controls in relation to Animal By – Products and other European based legislative requirements.

5.52 The unit has successfully piloted the National Framework agreement for delivery of services, the agreement has now been rolled out nationally. Officers of the section continue to work with DEFRA and LACORS in the improvement of both the agreement and the national databases

#### 5.53 Imported food Regulations

The service liaises with Leeds Bradford Airport in respect of imported foods not of animal origin (NPOAO) and carries out visits at 5 Enhanced Remote Transit Shed locations in the city. The FSA undertook an audit of the imported food service in December 2003 from which an action plan has been prepared and implemented in 2004 onwards forming part of the ongoing service plan of

the service. In addition the Service Manager attends meetings of the Regional Group of the Association of Port Health Authorities.

## Chapter 6 – Resources Required

### 6.1 Financial Allocation

The financial resources allocated directly for food enforcement activities is as shown in table 10, please note that following restructuring of the Division implemented in March 05, the figures for 05/06 below include health surveillance and food safety staff but no allocation for health promotion staff who now have much reduced input in the service.

Table 10

	Budget 2005/2006	2004/2005	Actual 2003/2004	Actual 2001/2002	Actual 2000/2001	Actual 1999/2000
Salaries and on-costs	537,760	*	630,079	658,940	651,317	679,910
Travel	25,735	*	35,959	37,600	37,600	30,330
Consumables etc	115535#	*	39,886	40,100	40,650	41,962
Other			0	0	10,000	0
Total expenditure	679,030	*	705,924	736,641	737,567	752,202
Income	12,270		59,975	54,290	63,420	36,527
Net expenditure	666,760	*	645,949	682,350	676,147	715,675

\*The reallocation of codes as the result of restructuring has limited the availability of accurate costings.

# The increase in this figure is primarily due to allocation of Departmental oncosts

### 6.2 Staffing Allocation

The new structure in place from March 05 saw the amalgamation of the Health Surveillance and Food enforcement Teams to form a single Food and Health Team. The Health Promotion staff & function, formerly part of the Health Surveillance Team became a separate unit under the management of the newly created Health Development Manager post to provide support for a wider range of health agenda initiatives

The number of full time equivalent staff working on food enforcement activities, is currently as follows.

Table 11

	New Structure	Number before March 05	Grade
Group Manager	0.1	0.1	EO
Service Manager	1	2	PO5
Development Officer	0	0.3	PO5
Health Surveillance Manager, Health Protection Manager Deputy Service Manager	2	1.5	PO1/2 P03
Environmental Health Officer/ Senior EHO	8	9	SO2/PO2
Technical Officer	5.5	5.5	S4/5/6
Health Promotion Officers	1*	2	S5/6
Administrative Staff	3	3	S1/3

\* Work on healthy eating and food health agenda forms a significant part of activity in the new unit and is estimated at 1 FTE

### 6.3 Staff Development

As the quality of service delivery is totally dependant on the staff delivering the service, staff development is regarded with utmost importance. Staff competence is therefore maintained and developed in a number of ways:

- a) A high standard of quality is expected in recruited staff. All staff are assessed by the Service Manager before being authorised to undertake service delivery alone.
- b) All staff are assessed through the Department's Personal Appraisal and Development Scheme (PADS) which has been certified as complying with the requirements of Investors in People (IIP).
- c) Technical competence is maintained by a variety of means.
  - i. subscription to a range of trade and professional publications,
  - ii. associate membership of Campden and Chorleywood Food Research Association,
  - iii. access to EHC net, LACORS, Butterworths UK law and all relevant websites,
  - iv. attendance at the Health Protection Agency, FSA, LACORS and CIEH update and training seminars,

- v. regular in service staff training seminars, and regular team meeting presentations.
  - vi. regular joint training seminars with other West Yorkshire authorities co-ordinated through WYPFOG West Yorkshire Principal Food Officers Group
  - vii. encouragement of communication between staff in teams to facilitate the spreading of knowledge and information,
- d) training needs are identified by staff and managers through Personal Appraisal and Development Scheme and met through the Departments staff development plan.
- e) a training and development programme including workplace development logbook has been developed to ensure the competence of all food inspection staff.

## **Chapter 7 - Quality Assessment**

- 7.1 Environmental Health has a documented quality management system that includes the whole of the Food Safety Service.
- 7.2 Services are designed to meet the specified needs of all customers, including the FSA, businesses, consumers, staff and other stakeholders. Consultation processes are being established to ensure users needs are identified and met, especially those of ethnic minority businesses and consumers.
- 7.3 The Division has also achieved the Investors in People standard. This ensures that staff are assessed in relation to the requirements of the job and their training needs identified and met. Workplace Development Logbooks are being prepared to demonstrate the competencies required and each individual's progress in relation to those competencies. A consistent system is being adopted across West Yorkshire to verify the competence of food safety staff. Only properly qualified and experienced staff are employed to undertake food safety work.
- 7.4 The Department has adopted the EFQM Excellence Model as the preferred method for ensuring continuous improvement of the services.
- 7.5 The Division is participating in a benchmarking exercise along with all other authorities in South and West Yorkshire and also the other Core Cities, to compare and evaluate performance and help ensure continuous improvement and development of best practice.

During 2006, it is intended that the Section participate in an Inter Authority auditing scheme within West Yorkshire. The activity was previously undertaken in 2001 when an Action Plan was prepared and implemented, the service subsequently found to be satisfactory after external assessment of action taken.

## Chapter 8 – Performance Review

- 8.1 The Department operates an annual service review and planning process. All staff are involved in the review of previous and current performance and participate in the development of the future plans. A framework of monitoring and reporting meetings and documents is established. This exposes performance to rigorous assessment and all plans are reported to the Department's Management Team
- 8.2 One of the key tasks for 2004/5 was the introduction and development of a new computer data base system CAPs Uniform. Because of difficulties with the technology and data transfer the food safety team operated paper systems since November 2003 The dual handling and time out for re-training has had an effect on the overall performance of the team. A further software up date is planned for 2006. It is envisaged that this update will not only be able to generate improved management performance information, including the required annual return for the Food Standards Agency but also provide other benefits in terms of efficiency..
- 8.3 This strategy sits under the developing Food Strategy for Leeds currently being developed by the Health Leeds Partnership which looks at the wider health and wellbeing aspects of food. The Strategy and its action plan are to be published April 2006. The Food Safety Service Strategy and its performance measures may be required to reviewed following this publication.

## Chapter 9 - Risk Analysis

- 9.1 This strategy and it's policies have been developed after a process of risk analysis by balancing the needs and expectations of consumers, residents, businesses and employees, as they are currently understood, with the need to reduce the adverse effects to health, safety and welfare.
- 9.2 This strategy is considered to be:-
- a) proportionate to the chosen level of protection,
  - b) non-discriminatory in its application,
  - c) consistent with similar enforcement activity already taken,
  - d) balanced in view of the potential benefits and costs of action or lack of action
  - e) subject to review in the light of information received, including new scientific data and stakeholder input.
- 9.3 National and regional, professional and industry knowledge and research have been used as the base for priorities. The selection of policies and actions has been informed by guidance, codes of practice, best practice from expert sources, the review of the service and the impending changes following the Hampton Review of regulatory services. This ensures that selected policies and interventions are guided by, and consistent with,

established knowledge and experience from both inside and outside the authority.

- 9.4 The result of this risk analysis is that choices have been made regarding the level and types of enforcement activity. In accordance with best practice, enforcement activity is a mix of services; demand driven, inspection driven, education driven and intelligence driven. Resources and priorities are directed towards areas of maximum effect in respect of public health as well as looking to meet particular statutory duties.
- 9.5 The outcome of implementation of this strategy will inevitably mean that not all demands can be met. A capacity will always exist to deal with unforeseeable emergencies and new needs and demands, although this will invariably result in reductions of activity elsewhere, unless additional resources became available.
- 9.6 By pursuing this strategy, the service can be clearly seen to be based on priorities that are supported by published guidance and best practice, whilst recognising that there may be incidents, with a relatively minor consequence to environmental health, that will remain outside the scope of our activity.





# Leeds Food Matters

## A Food Strategy For Leeds 2006

Consultation Draft 2d

**Healthy, Affordable, Safe and  
Sustainable Food for All**

**Healthy Leeds**

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# INTRODUCTION

## **What is the Food Strategy?**

The Leeds Food Strategy aims to promote a co-ordinated and sustainable approach to increasing people's access to healthy food in Leeds. The strategy seeks to encourage joint working between the local authority, primary health care, the retail and agricultural sectors, and the voluntary and community sector, building on food related strategies and action plans that are already in place. The strategy will seek to raise the profile of the link between food and health and will set aims and objectives for how the issue should be tackled at a strategic level across the city. The strategy will also link with work to encourage local growing and production of foods in an environmentally friendly manner.

In Leeds, improving the diet of the population will contribute to the overall aims of Vision for Leeds (2004 – 2020) – the multi-agency community strategy for the city led by the Leeds Initiative. Health and well being is one of eight key themes that together will help Leeds “narrow the gap”. The impact of poor diets falls on the most disadvantaged of our population, and is a major contributor to health inequalities in our city. Taking effective action is therefore vital to meeting the aspirations of the Vision for Leeds.

The strategy and action plan have been developed by the food strategy steering group, which is a working group of the Health & Well Being Partnership of the Leeds Initiative.

While the implementation of this strategy is around general well-being, it is recognised that food facilitates social interaction, it is the catalyst at family and community celebrations and is an expression of cultural diversity. Food will continue to play an important role in the sheer enjoyment of life.

# UNDERPINNING PRINCIPLES

Underpinning the aims and objectives of this strategy are a number of important **principles**:

- **A balanced diet improves people's health and ability to pursue an active life**
- **All people in Leeds have a right to food that is nutritious, safe, and affordable**
- **People should be free to make choices about the food they eat.**
- **All agencies in Leeds should ensure that all people have fair and equal access to healthy food and the information / skills to choose a healthy diet at all stages of their lives.**
- **All agencies should work to ensure that food preparation is hygienic and safe. This should include businesses, community initiatives and individuals and families**
- **All agencies should target their efforts at areas and communities with the highest prevalence of food related ill-health.**
- **All agencies and sectors in Leeds should work towards promoting a sustainable food economy.**

# Food and Health in England and Leeds

## Food, health and disease prevention

Good nutrition is now officially recognised as vital to the health of the nation - primarily as a source of disease prevention but also for general fitness. Although many people in **Leeds** eat well, a large number do not, especially those who are more disadvantaged and vulnerable.. In particular a significant proportion of people eat less than the recommended amount of fruit, vegetables and fibre, but more than the recommended amount of saturated fats, salts and sugar

## Healthy eating – why is it important?

There is strong evidence that poor diet increases the risk of many diseases and death. Cancer and cardiovascular disease account for almost 60% of all premature deaths.

## Overall mortality

Although smoking remains the principal cause of mortality, in the USA, during 2000, 16.6% of all deaths were related to poor diet and physical inactivity (compared to 18.1% for tobacco - *Mokdad et al*) and the percentage is increasing – largely due to increasing prevalence of overweight / obesity. The same is likely to hold in the UK. (Health Survey results for England, 2003).

After smoking, what people eat is the next biggest contributor to cancer deaths, and may be responsible for up to a third of all cancer deaths (NHS Cancer Plan 2000).

In Leeds there are approximately 2000 new cancer cases (all ages) in any year.

- **Consumption of fruit and vegetables is highly protective for both Cancer and Cardiovascular disease** and low consumption of these causes 4% of all disease burden in developed countries (WHO). There could be 14% fewer heart disease deaths if we were all to consume the recommended number of portions. For Leeds, this would result in 188 less deaths, and a major reduction in admissions and illness due to heart disease in Leeds. (Yusuf et al)
- **Salt** is also a key dietary risk factor. Across the population, achieving the recommended 6g per day salt intake would reduce stroke deaths by approximately 30%, or 204 fewer deaths; and deaths from CHD by 18%, or 240 fewer deaths from heart attacks.
- Diet is a significant factor in the development of **obesity**,. Over 7% of the disease burden, and up to 50% of heart disease is due to obesity and overweight.

## Economic costs

- **Obesity** cost the NHS £0.5 billion in 2002, while the cost to society was £2 billion (National Audit Office, 2001).
- **Coronary Heart Disease** cost the NHS £1.7 billion, of which less than 1% was spent on disease prevention, while a further £5.3 billion is lost through days off, illness and informal care. British Heart Foundation 2003
- **Diabetes** costs the NHS approximately £2 billion a year.
- **Stroke**. Stroke costs about £7 billion a year. The direct cost to the NHS is about £2.8 billion a year – more than the cost of treating coronary heart disease – and annual costs to the wider economy associated with lost productivity, disability and informal care are around £4.2 billion. (National Audit Office, 2005)

## Food and Inequality

The connection between food and health must be viewed in relation to inequality and the difficulties experienced by those on a low income. This means that some people have limited money with which to purchase food, live in an area where fresh food is difficult to purchase or lack the necessary knowledge and skills needed to prepare healthy meals.

Diabetes is one and a half times more likely to develop in the most deprived 20% of the population

It is possible to identify socio-economic inequalities in diet-related diseases and diet. For example socio-economic differences account for 5,000 premature diet-related deaths a year in men aged under 65 (Acheson, 1998), while there are also considerable differences in what people eat depending on their socio-economic group, where they live and their ethnic group.

**The Leeds Life Style Survey** (2001) identified similar inequalities in diet across Leeds. The survey looked at factors such as the consumption of fruit and vegetables, fibre, oily fish, fried food and sweets and chocolate. Major differences between the richest and poorest socio-economic groups were found in all circumstances.

In Leeds 77% of people eat less than 5 portions of fruit and vegetables a day: 88.1% amongst the most disadvantaged group, compared to 71.6% amongst the best off.

## Food and Young People

A third of young people aged 16-24 are overweight

The eating habits of young people are a major concern. In England, children aged 4-18 are eating less than the recommended amount of fruit and vegetables, while consuming too much salt, sugar and saturated fats.

The **Leeds** Life Style Survey showed that younger people tend to eat less fruit and vegetables compared to other age groups and the 5 A DAY and Grab 5 campaigns are tackling this problem. Childhood obesity is a major issue and is addressed through the development of a local multi agency strategy.

In Leeds 20% of 16-24 year olds never eat beans, lentils or peas

## Food and Older People

The physical resources and abilities of older people are partly influenced by the extent to which they have been able to eat healthily during earlier periods in life. Many people will change the amount they eat and the frequency of meals as they get older, but the quality of their food is still an essential component to independent living, and both physical and mental health. Weight is still a consideration for an older person's health and wellbeing. Being overweight is related to a higher risk of developing diabetes, and a higher prevalence of osteoarthritis of the knees. Being underweight, as well as being a sign of illness or possible malnutrition can predispose an individual to pressure sores and these will take longer than average to heal. Amongst older women increased risk of hip fracture has also been associated with extreme thinness. Fibre-rich diets are important to reduce risks of constipation. Oral health is influenced by food and in turn may determine what an older person can eat. The National Institute for Clinical Excellence issued guidelines for routine clinical assessment of malnutrition in early 2006.

## Food and Ethnicity

In general there is considerable variation between the eating habits of ethnic minority groups. For example Bangladeshi men and women eat less fruit than any other ethnic minority. Pakistani men and women also have the lowest consumption of vegetables. Foods and cooking which may have been suitable in countries where the diets originated, may be less appropriate to circumstances in the UK.

Type II diabetes is a diet related disease and there is evidence that the prevalence of diabetes and some of its complications are 3-6 times greater in people of South Asian and African-Caribbean origin compared with the white population.

**In Leeds** 48.2% of the white population are above their ideal Body Mass Index compared to 55.6% of people from other racial groups. The non-white population also has a higher proportion of obese people, 20.2% compared to 12.9 amongst the white population (Leeds Lifestyle Survey).

## Initiatives which link to Food

Other **Leeds** citywide and local initiatives have strong links with healthy food. They include:

- strategies for sport, physical activity and tackling obesity,
- strategies for healthy childhood and older age,
- support for healthy workplaces,
- neighbourhood renewal,
- sustainability
- support for new business models such as social enterprise.

## Dietary Recommendations

The Balance of Good Health (BGH) is a pictorial representation of the recommended balance of foods in the diet. It shows the types of foods and the proportion in which they should be eaten in order to have a well balanced healthy diet.



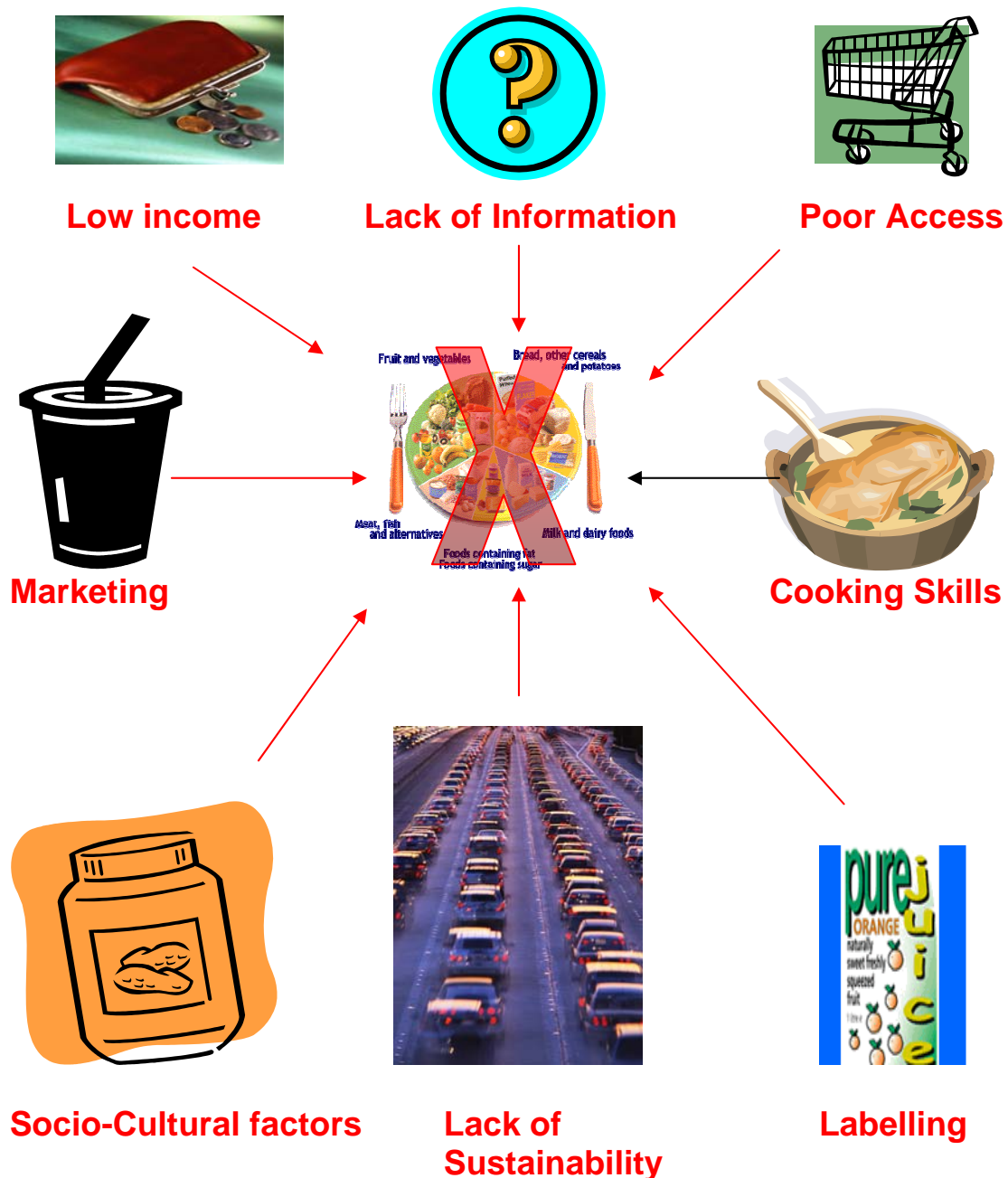
**The main dietary recommendations to reduce the incidence of diet related diseases are:**

- Increase the amount of fruit and vegetables
- Increase the intake of starchy foods especially those high in fibre
- Eat a varied diet from the 5 main food groups for a balanced diet
- Reduce the intake of salt
- Reduce the intake of sugar
- Reduce the intake of saturated fats
- Increase intake of oily fish
- Drinking plenty of water each day



# BARRIERS TO HEALTHY EATING

How we choose our food is not just a matter of being aware of healthy eating and our attitude towards it. A whole range of factors affects what food is available, what we can actually buy, what food is acceptable and what we know how to prepare.



## Low Income

Household incomes depend on a range of sources, including wages, pensions, family support, benefits and tax credits. Income is a huge factor which dictates how people eat. According to the 2001 National Diet & Nutrition Survey (FSA, 2002-4)

“People living on state benefits eat less fruit and vegetables, less fish and less high-fibre breakfast cereals than those not on benefits. One in three people on benefits ate no fruit at all in the week of the survey”.

## Poor Access

Mothers in deprived areas spent more as a percentage of income on food than people living in more affluent areas due to restricted access to supermarkets  
**Save the Children, 1997**

Some areas of the city have poor access to shops. The development of out of town supermarkets and the closure of local shops in socially deprived areas have led to poor quality and choice and high prices in the remaining small local shops. Discount stores often only offer a limited range of fresh fruit and vegetables; while many people don't have access to convenient and affordable transport (34.5% of Leeds households do not own a car (2001 census).

There is currently a debate as to whether 'food deserts' actually exist. Research has identified areas where people live too far away to walk to good quality food shops, let alone carry bags back. Opening a food superstore on the fringe of a food desert can increase fruit and vegetable consumption but it also brings disadvantages such as increase in traffic. In 2003 a study in the Inner East Leeds area concluded that physical accessibility to fruit and vegetables was not a problem (Badu, 2003) but that the level of fruit and vegetable consumption was below the recommended amount.

## Socio-cultural factors

Socio-cultural factors can have a huge impact on the food choices people make. Family food norms and preferences, family resistance, a lack of support and childcare demands have been associated with inhibiting dietary change. This subject is currently being addressed by the Food Standards Agency through the Food Acceptability and Choice Research Programme. Some cooking norms in black and ethnic minority cultures can also be modified to contribute to better health – such as the ways in which oils and fats are used.

## Cooking skills

Many people of all incomes lack knowledge and confidence to cook and they rely more and more on pre-prepared foods. The loss of active food preparation in schools led to generations with little awareness about the best way to cook. Interest in TV cookery programmes often translates into purchasing of more exotic convenience foods rather than cooking itself. Such reliance on pre-cooked food means much less control over its content. People on low incomes often prefer food which provides a quick energy rush. In addition they cannot afford the risk of uneaten food, lack the necessary cooking utensils and try to avoid increasing their fuel bills.

*People always ask me if what they have bought makes up 5 portions of fruit and vegetables. It can be confusing but very popular with customers.*

**Market stall holder, Kirkgate market**

### **Lack of Accurate Information**

Information about healthy eating is diverse and confusing. People receive advice from a variety of sources, which is often inaccurate. Written leaflets may be difficult to understand especially if the reader's first language is not English. We need our information to be consistent, to be informed by and based on evidence, and to be easy to read. Communication about food to the general public needs to be carefully considered, as traditional forms of health education have not always been successful. It will also need to be appropriate for the wide range of cultures within Leeds.

### **Food Labelling**

The labelling of food can be difficult to understand and is often misleading. When shopping, people rarely have the time to closely study and interpret the small print of labels. Making healthy choices is difficult and the Food Standards Agency is considering various different proposals including a traffic light system to simplify things and ensure food labelling is more informative. Consumer groups in Leeds could contribute to this process.

### **Food Marketing**

Hundreds of millions of pounds are spent each year by food manufacturers on advertising and marketing. Much of this is targeted at children, and affects their preferences, purchasing behaviour and consumption. Most marketed foods are high in fat, sugar and salt, all big contributors to the growth of obesity amongst children in the UK. In a recent survey, conducted by the BBC, 81% of people asked were in favour of a ban on the TV advertising of fast food and confectionery, while children are watching.

### **Manufactured Foods, Food Miles, and lack of Sustainability**

75% of our salt intake comes from processed foods (Scientific Advisory Committee on Nutrition, 2003). These foods generally contain high levels of fat and sugar. This makes eating a healthier diet harder, especially since processed foods are more convenient, come in ready sized portions and have a longer shelf life. The national sustainable development strategy recognises that "achieving more sustainable consumption and production of food is a major challenge.... When all environmental impacts are taken into account across the life cycle of goods and services, whether in the UK or abroad, food may be one of the most environmentally significant aspects of consumption. For example, consumption of food in the UK is responsible for global greenhouse gas emissions equivalent to 22 per cent of the UK's overall total." (Securing the Future 2005)

Food is also travelling further than it has done before. We are able to buy food all year round by purchasing imports from other countries. This food will have travelled huge distances, something referred to as 'food miles'. Food miles

For every calorie of carrot, flown in from South Africa, we use 66 calories of fuel

have increased by 50% in the past 15 years and contribute to higher levels of polluting emissions associated with the use of fuel oil, particularly carbon dioxide, a significant greenhouse gas. A government report from Defra states that food transport has 'a significant and growing impact.' In 2002 food transport accounted for an estimated 30 billion vehicle kilometres and produced 19 million tonnes of carbon dioxide. The direct environmental, social and economic costs of food transport are over £9 billion each year which is significant when set against the value which is added by the agricultural and food and drink industries to raw materials.

Packaging waste constitutes approximately 40% of municipal waste adding cost to local Council tax payers and placing an additional demand on scarce landfill facilities.

Buying local food reduces the amount of food miles, supports the local economy and creates a more sustainable food system. However we need to develop a better understanding about how to make local food systems practicable, economic and sustainable, as well as considering how more locally produced food could improve energy efficiency and reduce the wider economic, social and environmental impacts. Leeds is proud to be a Fair Trade city, supporting better trading conditions and sustainable development for food producers in developing countries.

## THE AIMS, OBJECTIVES AND ACTION PLANS OF THE FOOD STRATEGY SEEK TO ADDRESS THESE BARRIERS TO HEALTHY EATING.

## POLICY CONTEXT

This strategy is set against the background of numerous national, regional and local policies and initiatives.

Fuller details are given in Appendix I.



## **WHAT ARE WE DOING IN LEEDS ALREADY?**

*The following activities are just some of what we know to be taking place within the city to tackle the issues identified in this document. Through this strategy we intend to identify more agencies pursuing similar objectives so that resources can be shared and messages will be consistent across the city.*

### **CHILDREN AND YOUNG PEOPLE**

#### **Sure Starts/Children's Centres**

In Leeds there will have been 26 Children's Centres established by the end of 2006. Nutrition has been a key focus in Sure Start and this work will be expanded within Children's Centres. The new national Healthy Start scheme will be rolled out during 2006.

#### **Healthy Schools**

The Leeds Healthy Schools Standard (LHSS) is recognised as being one of the best in the country with more ambitious levels and targets than the original national Standard (now revised). Support and implementation are led by Education Leeds with support from multi-agency partners. The first stage was to focus on supporting schools where more than 20% of pupils were entitled to free school meals but by the summer of 2005 there were 230 schools engaged with the LHSS and more ready to start. Healthy eating became a core national requirement in September 05 and requires schools to have a Whole School Food Policy which includes both the provision of food at school and the curriculum. Some schools also participate in food growing projects.

#### **Breakfast Clubs**

Many schools now have breakfast clubs which are increasingly showing how school life and pupil achievement benefit from a nutritious start to the day.

#### **School Meals**

The Council's in-house catering agency introduced new healthier menus at the beginning of 2005. The agency is continuing to refine these in consultation with schools, young people and parents.

#### **5 A DAY**

The Leeds 5 A DAY project aims to increase daily fruit and vegetable consumption within lower socio-economic groups in Leeds, particularly targeting those disadvantaged communities who experience the highest incidence of coronary heart disease (CHD) and cancer. The project provides skill based activities to enable communities to increase their confidence to prepare and consume fruit & vegetables, therefore influencing family diets. The project works with both children and parents to ensure that good habits developed at school and learning that takes place in the classroom are continued within the home.

## **Childhood Obesity**

The PCTs have appointed a co-ordinator for action to tackle childhood obesity; a multi-agency strategy is being developed with government support. The strategy includes detailed information on the size, impact and causes of the problem. It makes use of current evidence base and findings from consultation work with children, parents and professionals to recommend how Leeds can best respond to this international epidemic. In particular it highlights the need for significantly more multi-agency action to ensure that Leeds becomes a setting which makes it easier for children and their families to make healthy lifestyles choices. It reiterates the important role of ensuring that all children and families have access to nutritious, safe and affordable food.

## **COMMUNITY BASED WORK**

**Healthy Living Centres:** In Leeds there are currently 7 Healthy Living Centres, currently financed by the New Opportunities Fund and targeting communities with high health needs including poor nutrition. Several have food workers who organise cookery classes and some have already set up or plan to set up community cafes.

**Black and Minority Ethnic Communities:** food work with these communities has predominantly concentrated on making small changes to people's diet and suggesting changes to the food habits that are related to certain cultures. For example in African-Caribbean communities the use of palm oil and the reliance on fried foods is a cultural norm that food workers are trying to change through cook and eat sessions and work in schools.

## **SOCIAL CARE**

**Adults:** Compliance with the National Minimum Care Standard for catering is being rolled out in Leeds during 2005 and new efforts are being made to go beyond the standards where possible. Care facilities for older people in Leeds have the opportunity to provide meals from fresh ingredients, where there are appropriate cooking facilities on the site. The Community Meals Service also seeks to supply individualised quality hot meals to service users with eligible needs, to provide frozen meals to adults at risk whose needs are still below the line of eligibility, and to signpost others to sources of healthy and appropriate foods.

**Children:** The Council follows the national standard for children and young people whom it looks after. The standard aims to ensure that children enjoy healthy, nutritious meals that meet their dietary needs with opportunities to plan, shop for and prepare meals.

## **FOOD SAFETY**

Leeds has over 8,000 food businesses. Each year a Food Safety Service Strategy is produced which details the activities to be undertaken by Environmental Health Services in terms of the local authority's food law enforcement activity. The service is aware of the Food Standards Agency (FSA) Framework Agreement which defines the Agency's expectations.

## **NEW DEVELOPMENTS**

**FSA awards:** Two grant awards from the Food Standards Agency are being used to tackle issues around healthy eating, one to operate a drop in advice centre in Kirkgate Market (Dec.05 to May 06) and one to address food safety and dietary advice in the Harehills/Richmond Hill areas.

**Database:** A database of food projects operating in the city is being prepared to facilitate co-ordination and identify gaps in provision.

## **PUBLIC SECTOR ORGANISATIONS (general issues)**

### **Leeds City Council Catering Agency**

The Council's Catering Agency has introduced standards which meet national recommendations and is involved in several of the initiatives detailed above.

A recent EMAS review of environmental management in the City Council found 'satisfactory' awareness of environmental aspects. A start in local reduction of 'food miles' has been made through rationalising deliveries from the central Cross Green Cold store to schools (e.g. weekly frozen food delivery). Consideration is also being given to local (regional) food sourcing which already happens for vegetables.

### **NHS – Corporate Citizenship and sustainable food**

Nutrition is increasingly recognised as an important contribution to successful treatment in a much wider sense than need for specialised diets. The NHS in Leeds will seek to pursue food standards which models general recommendations for healthy living. It will also address sustainability through its corporate citizenship agenda. In the Leeds Teaching Hospitals Trust, some of these issues will be taken forward with the support of a new Public Health Advisory Group for the hospitals. In June 2005 the LTHT nutrition and dietetics department ran a healthy eating week. It is expected that new NICE guidelines will inform hospitals' action in relation to malnutrition.



## **PRIVATE SECTOR**

### **Retailers**

All the major supermarkets promote fresh and healthy food but there is mixed evidence about how far they can effectively impact on the nutritional aspects of health inequalities. There are also political issues around the extent to which supermarkets should be seen as the key levers in influencing diet. However smaller retailers have problems around supply, demand, storage, cost and waste. The Food Strategy Group will seek to support a more consistent approach, engaging all sectors.

### **Food Co-operatives:**

The Leeds Co-operative and Wholesale Society is a partner in the Leeds Initiative and represented on the Food Strategy Steering Group.

As a responsible retailer, the Co-operative believes that promoting good diet and health is a priority but recognises that it can be difficult to know what is good for you and what is not. The Co-operative is committed to a 'whole truth' approach, providing full, open and honest information so that customers can make informed choices about the food and other grocery products they choose when shopping. Information is provided in a number of different ways including leaflets, Co-op own brand packaging, and through Customer Relations.

Leeds Co-operative ran a year long campaign in its stores across the city throughout 2005 encouraging customers to make small, simple changes to their lifestyles in order to improve their diet and health. The Society consider promoting diet and health to be an ongoing priority and is planning a number of initiatives for 2006 beginning with activities around salt awareness in January.

Longer term the Co-operative is planning to:

- Campaign for clear and honest labelling
- Work to remove Monosodium Glutamate from all foods.
- Work to ban more pesticides and control their use
- Accelerate the reduction of levels of fat, sugar and salt to support dietary improvement.
- Campaign to ensure that fatty sugary and salty foods are not advertised to children and maintaining its own ban on such advertising

There are also a number of smaller food co-operatives in the city, some just working as retail outlets and others which are also involved in food growing.

## **LOCAL FOOD PRODUCTION**

### **Links with growers**

Regional offices for Yorkshire and Humber have organised a number of workshops to help local growers to link to major local buyers of food.

**Allotments:** The Council is developing an Allotments Strategy to encourage and support the use of allotments. There are currently some 93 allotment sites with over 3000 individual plots that the Parks and Countryside Service is responsible for. There are other allotment sites that are Council owned, but fall outside the responsibility of Parks and Countryside. In addition there are other sites that fall outside Council ownership and include those held by Parish and Town Councils as well as private sites.

Around two-thirds of Council sites are 'Self Administered' through a committee structure and Trustees under a formal agreement with the Council. These sites keep their own list of plot holders, manage their own day to day affairs, produce annual audited accounts and retain two thirds of the rental income.

The remaining third of Council sites are 'Council Controlled', and managed directly by the Parks and Countryside service, which allocates plots to allotment holders, collects rent, and oversees the day to day running of the sites.

### **Smaller Scale Growers Organisations**

Organisations like L.O.G.S. (Leeds Organic Growers) have been successful in obtaining local and national grants to promote food growing in communities and some primary schools.

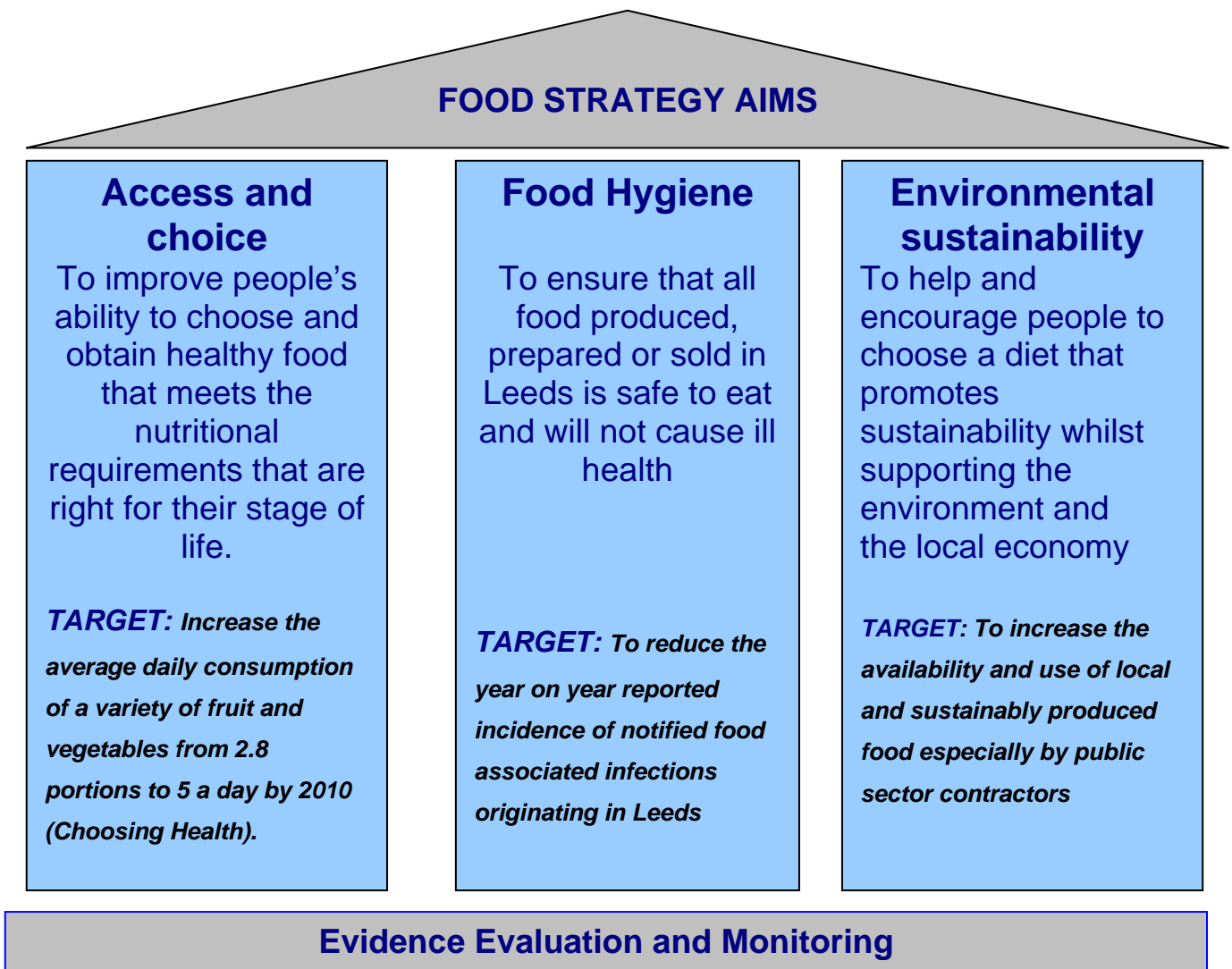
## OUR MISSION

Our purpose is to assist and encourage everyone in Leeds to have the opportunity to eat a healthy balanced diet from sustainable resources.

Eating a balanced diet improves people's health and reduces the risk of developing serious diseases later on in life. We want people to be able to eat the food that is right for them at each stage of their lives. While this strategy will support a lifecourse approach, it will particularly focus on 'narrowing the gap' in lifestyle inequalities that exist between the richest and poorest areas of the city.

## PRINCIPAL AIMS

The strategy is made up of three principal aims. These three pillars will form the backbone of the strategy into which individual objectives will sit. Each of the objectives relate to one or more of the principal aims.



## **AIMS, OBJECTIVES & ACTIONS**

### **CHOOSING AND ACCESSING HEALTHY FOOD**

**AIM:** To improve people's ability to choose and obtain healthy food that meets the nutritional requirements that are right for their stage of life.

#### **OBJECTIVES**

**1.1** To encourage healthy eating through improved knowledge and access to information about the balance of foods best for people's particular needs.

**1.2** To support people whose health is most at risk to develop the necessary awareness, knowledge and skills to choose, prepare and cook the appropriate foods for themselves and their families.

**1.3** To ensure that people in all parts of Leeds have access to healthy and affordable food.

**1.4** To ensure that the public sector addresses the issues of healthy eating through the catering services it provides and commissions.

**1.5** To support community food initiatives by providing financial, technical and nutritional assistance at all stages of development and implementation.

**1.6** To strengthen the links between the public, private, academic and community sectors and develop a co-ordinated approach to healthy eating.

## **TO PRODUCE FOOD IN AN HYGIENIC WAY**

**AIM:** To ensure that all food produced, prepared or sold in Leeds is safe to eat and will not cause ill health

### **OBJECTIVES**

**2.1** To work with the communities of Leeds to improve food hygiene practices.

**2.2** To carry out targeted interventions with food businesses to reduce the risk of food borne infections.

## **ENVIRONMENTAL SUSTAINABILITY**

**AIM:** To help and encourage people to choose a healthy diet that promotes sustainability whilst supporting the environment and the local economy

### **OBJECTIVES**

**3.1** To encourage all partners of the Leeds Initiative to source their food more locally and where possible, from the Yorkshire and Humber region.

**3.2** To encourage the retail, commercial, other public and community sectors to source their food more locally

**3.3** To reduce, re-use and recycle waste generated by the food system.

## **EVIDENCE, EVALUATION AND MONITORING**

**AIM:** To ensure that an effective process is in place to monitor and evaluate actions within the Food Strategy for Leeds and to guide future strategic interventions

### **OBJECTIVES**

**4.1** To support the collection of accurate information about patterns of food consumption in Leeds and their compatibility with healthy diet recommendations.

**4.2** To ensure that an effective evaluation process is in place.

## **IMPLEMENTATION**

The Food Strategy is led by a Steering Group responsible to the Healthy Leeds Partnership which is part of the Leeds Initiative. Development of the Food Strategy is included in the Partnership's Framework for Action and also in Leeds City Council's Corporate Plan.

**FOR DETAILS OF CURRENT & FUTURE ACTIONS RELATED  
TO THE STRATEGY AND ITS OBJECTIVES,  
PLEASE REFER TO THE  
FOOD STRATEGY ACTION PLAN**

Copies of this document and the Action Plan can be obtained from:

*(to include Leeds Initiative, Leeds Environmental Health Services)*

## Appendix I

### NATIONAL AND LOCAL POLICIES SUPPORTING THE FOOD STRATEGY

***Choosing Health: Making Healthier Choices Easier.*** This Public Health White Paper (Nov 2004) emphasises the fact that what people eat and drink has a significant impact on their health. It underlines the importance of partners working together at national, regional and local levels to help the population access and choose a healthier diet.

The White Paper is supplemented by *Choosing a Better Diet: a food and health action plan* which describes the actions needed to meet all the commitments relating to food and nutrition. The plan addresses the production, manufacturing and preparation of healthier food, access to food needed for a healthy diet and the provision of information about healthy eating and nutrition.

Priority health areas have been identified as: cancer, coronary heart disease, older people and improving life chances for children. Within each of these areas there are objectives which action on food poverty can help to achieve. Underlying these priority areas are the NHS Cancer Plan and the National Service Frameworks for coronary heart disease, diabetes, older people and children.

#### Health Inequalities

All the main reports on health inequalities including *The Black Report*, *Saving Lives: Our Healthier Nation* and *Reducing Health Inequalities: an action report* have highlighted the importance of food and nutrition issues. The *NHS Plan* (July 2000) explicitly included prevention and inequalities both in terms of NHS service delivery and the need to work with other agencies. It also set targets to be achieved by 2010 tackling geographical, socio-economic, ethnic and gender inequalities.

*Tackling Health Inequalities: A Programme for Action* states that it is the responsibility of the PCTs, local authorities, health professionals, Sure Start, community groups, retailers and food suppliers to improve the nutrition of families and children, and other groups in disadvantaged areas.

#### Every Child Matters

**Every Child Matters** provides a target to halt the year on year rise in obesity among children under 11, which is a key target within the Be Healthy Outcome

**The Children Act 2005** sets out a statutory obligation to promote the wellbeing of children. Health is one of the outcome categories and especial attention is being given to nutrition, from infancy onwards.

**Sure Start / Children's Centres;** Sure Start is a national programme which aims to deliver the best possible start in life to children in deprived communities. Improvement in nutrition is one priority. Sure Starts are now being integrated into an expanded Children's Centres programme. Children's Centres will provide advice and support around food and feeding. A centre will be developed in each locality by 2010

**Healthy Schools:** National targets now require all schools to be working towards the National Healthy Schools Standard by 2009 with ½ of all schools achieving

national status by 2006. Areas covered include emotional health and well being, Personal Social Health Education (PSHE) and physical health. Healthy eating became a core national requirement in September 05.

## **Social Care**

National Minimum Standards for Care Catering are now in place and enforced through the Commission for Social Care Inspection. Separate Standards apply to School Meals and catering for children and young people in local authority care.

## **5 a Day**

The *NHS Plan*, *The NHS Cancer Plan* and the *National Service Frameworks* for Coronary Heart Disease, Diabetes and Older People all highlight diet and nutrition as a key area for action. This includes action to reduce fat, sugar and salt in the diet, and to increase fruit and vegetable consumption.

Current recommendations are that everyone should eat at least 5 portions of a variety of fruit and vegetables each day, to reduce the risks of cancer and coronary heart disease and many other chronic diseases. Yet average fruit and vegetable consumption among the population in England is less than 3 portions a day. Consumption tends to be lower among children and people on low incomes.

The 5 A DAY programme aims to increase fruit and vegetable consumption by:

- raising awareness of the health benefits
- improving access to fruit and vegetables through targeted action

## **Healthy Start Scheme**

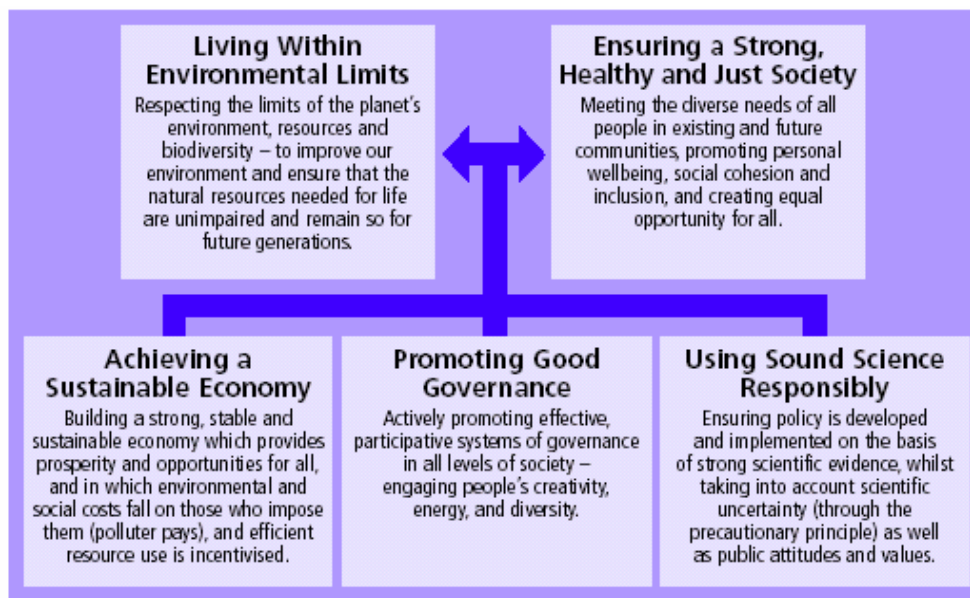
The new Healthy Start scheme (replacing the Welfare Food scheme) is expected to be implemented nationally in Spring 2006. Pregnant women, breastfeeding mothers and young children in low income families will be supplied with vouchers that can be exchanged for fresh fruit and vegetables, milk and infant formula. This scheme has been supported by a broader communications and awareness campaign

## **National Sustainable Development Strategy: *Securing the future (2005)***

“The goal of sustainable development is to enable all people throughout the world to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations.

For the UK Government and the Devolved Administrations this means, when developing policy, adhering to the 5 principles introduced in the 2005 strategy.





## Sustainable Food and Farming

The Food and Farming Strategy for Great Britain is consistent with the sustainability strategy and builds on the new vision set out in 2002 report of the Policy Commission on the Future of Farming and Food chaired by Sir Donald Curry. Many of the initiatives in the strategy are aimed at bringing processors, manufacturers, caterers and retailers together, reflecting Curry's call to reconnect the food chain with its customers.

A main objective is to help farmers gain a fair and better reward for their products by making consumers more aware of and interested in the origin of their food. This will be achieved by helping small regional producers develop new and niche markets. Yorkshire and Humber Region has developed its own framework for action.

## Food Safety

New European legislation replacing the majority of the current Food Safety legislation and the associated FSA Code of Practice come into effect on the 1<sup>st</sup> January 2006. The legislation will widen the application of HACCP (Hazard Analysis Critical Control Points) to all food producers, and will require a significant change in the focus of food inspections. The FSA have developed training for environmental health officers and information for food businesses under the "Safer Food Better Business" banner.

The current thrust of food enforcement activity is input based driven by the number of inspections required to be undertaken. The Hampton Report published in April 2005 which looked across a range of regulatory services questions this approach and suggests a boarder based intelligence lead enforcement raceme will provide greater benefits for businesses and their customers. The Hampton recommendations are currently being considered by the Local Authority Better Regulation Group (LABREG) with a view to implementation early in 2007.

## Appendix II

### Food Consumption in Leeds – Baseline Statistics

#### 1. Background

We have a partial picture of the current diet of Leeds residents; this is drawn from a number of national and local surveys:

- Leeds Lifestyle Survey
- British National Nutrition Survey
- 5 A Day Survey
- National Food Survey
- Office of National Statistics – Estimates of Healthy Lifestyle.

#### 2. The national picture

The Committee on the Medical Aspects of Food and Nutrition Policy has set out the recommended intake of food. The estimated average consumption set out in Choosing a Better Diet (2005), is indicated below:

<b>Nutrient</b>	<b>Recommended population average intake per person</b>	<b>Current average intakes per person (National Diet and Nutrition Survey 2000/01)</b>
Total fat	35% of total energy intake	35.3% of total energy intake
Saturated fat	11% of total energy intake	13.3% of total energy intake
Added sugars	11% of total energy intake	12.7% of total energy intake
Salt	6 grams per day	9.5 grams per day
Fruit and vegetables	5 portions per day	2.8 portions per day
Dietary fibre	18 grams per day	13.8 grams per day

The Food Standards Agency has set a target to reduce average salt intake by 10% (around 1g per day) by 2005–06, and by a third (to 6g a day) in five years.

From this table it can be seen that the priorities for moving to a healthy diet are:-  
To increase consumption of fruit, vegetables and dietary fibre;  
To reduce consumption of salt, saturated fat and added sugars.

#### 3. Fruit and vegetable consumption

Fruit and vegetables contain anti oxidants and fibre which can significantly reduce the risk of chronic illnesses like heart disease, strokes and cancer. The World Health Organisation has estimated that 4% of **all** disease burden in developed countries is due to low fruit and vegetable consumption.

This section gives an overview of food consumption in Leeds. Approximately one third of children (36%) consume the recommended portions per day (3 reflecting lower calorific and micronutrient requirement). Table 1 (overleaf) shows that there are large geographic variations across Leeds.

By the time children reach adulthood, many fewer adults consume the recommended number of portions per day. Roughly one adult in five (19%) consumes five portions

of fruit and vegetables per day. Available evidence again suggests that there are significant variations within Leeds and at Ward level. (See Table 1).

The Leeds Lifestyle survey concluded that 77% of the population consume less than 5 portions per day. This was confirmed by the Office of National Statistics who have recently released population estimates of Fruit and Vegetable Consumption – for both adults and children.

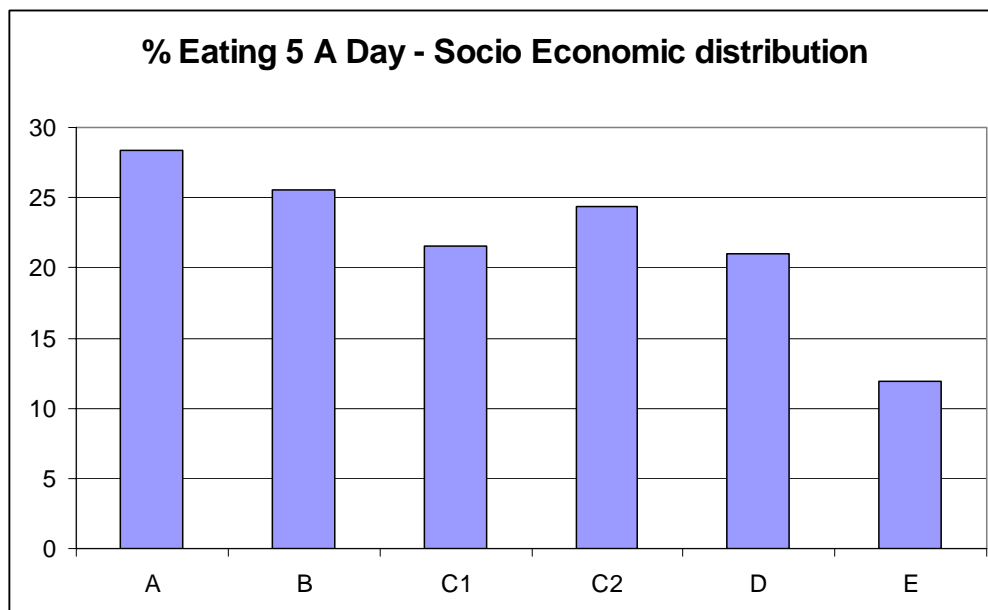
Low consumption is likely to be related to a number of factors including income and lack of access to fresh fruit and vegetables.

**Table 1 – Estimate of fruit and vegetables consumption for Adults and Children in Leeds**

<b>Ward Name</b>	<b>Synthetic Estimate of Consumption of 5 pieces of Fruit and Vegetables for % of Children</b>	<b>Synthetic Estimate of Consumption of 5 pieces Fruit and Vegetables; for % of Adults</b>
Aireborough	38.7	22.7
Armley	27.6	13.8
Barwick and Kippax	32.6	20.2
Beeston	25.3	13.3
Bramley	27	14.1
Burmantofts	19.8	10.4
Chapel Allerton	38.8	22.2
City and Holbeck	24.3	11.4
Cookridge	42.2	27.5
Garforth and Swillington	32.9	20.1
Halton	33.8	23.7
Harehills	31.6	13.5
Headingley	65.8	22.5
Horsforth	44.6	27.7
Hunslet	18.1	8.4
Kirkstall	41	21.5
Middleton	23.8	12.4
Moortown	45.2	27.4
Morley North	33	19.7
Morley South	31.3	17
North	45.7	31
Otley and Wharfedale	41.4	24.8
Pudsey North	39.4	22.6
Pudsey South	31.4	17.4
Richmond Hill	17.8	9.5
Rothwell	31.1	18.8
Roundhay	52.4	31.5
Seacroft	16.9	8.3
University	51.6	14.3
Weetwood	51.4	22.1
Wetherby	44.6	28.3
Whinmoor	26.4	16.7
Wortley	25.8	15.7

#### 4. Inequalities

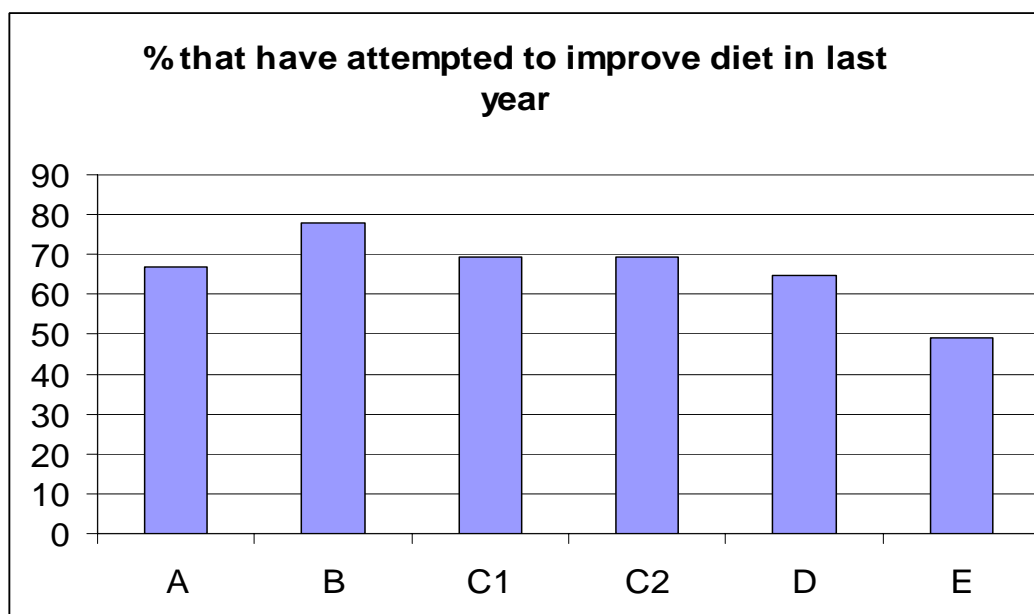
There are clear socio economic and ethnic differences in diet. The Leeds Lifestyle Survey demonstrated that the prevalence of 5 portions of fruit and vegetables a day in socio economic group A is double that of socio economic group E.



In addition, 86.7% respondents from the Black and Minority Ethnic Groups said they ate less than 5 portions of fruit and vegetables compared to 76.4% of white people.

#### 5. Attempts to improve diet

The Lifestyle Survey also suggested there were socio economic differences in the percentages of people who have tried to improve their diet.



## 6. Salt

The Food Standards Agency estimates that 85% of men and 69% of women eat too much salt. This is in the form of salt added to food at the table, and hidden in processed food. The FSA has set targets to reduce salt intake to 8 grams per day a 10% reduction by April 2006 and to 6 grams per day by 2010. There are a range of programmes to address this, both working with the food industry and public education.

The National Diet and Nutrition Survey estimates that children aged 4-18 are consuming an average of 5.9g of salt a day. This did not include salt they may add at the table, so some experts believe the figure to be an under-estimate, especially when applied to very young children who eat proportionately less food. 24 hour urinary collections are the only true way of estimating salt intake.

## 7. Other indicators of population nutrition (Leeds Lifestyle Survey)

### Consumption of fried food and pastries

The table below provides information on the amount of fried food and pastries consumed in one week; this is provided by the Leeds Lifestyle Survey 2002. Dieticians recommend that people eat fried food and pastries once a week or less.

PCTs	NE	E	NW	S	W
% of people who consume fried food and pastries once a week	43.4	47.5	42.1	47.4	35.6
% of people who consume fried food and pastries 2 – 5 times a week	20.1	19.9	25.1	20.8	24.4

### Consumption of beans, lentils and peas

20% of people aged 16-24 never eat beans, lentils or peas. Dieticians recommend that beans, lentils or peas should be eaten 2-4 times a week

PCTs	NE	E	NW	S	W
% of people consuming beans, lentils and peas 2-4 times a week	28.6	37.3	37.6	37.2	41.9

### Consumption of Oily Fish

Dieticians recommend oily fish is eaten once a week or more

PCTs	NE	E	NW	S	W
% eating oily fish once a week or more	75.6	68.3	71	60.4	62.6

## Appendix III

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**Report of the Director of Neighbourhoods & Housing**

**Executive Board**

Date: 22<sup>nd</sup> March 2006

**Subject: Chapeltown Community Centre Action Group  
Deputation to Full Council 28<sup>th</sup> February 2006**

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**Electoral wards affected:**  
Chapel Allerton

**Specific implications for:**

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

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

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**Executive Summary**

The report has been prepared at the request of Council following the deputation by the Chapeltown Community Centre Action Group and provides information on the background to the closure and demolition of the Chapeltown Community Centre. It sets out the context for decisions on the provision of Council-owned community centres and also local initiatives which are relevant to future decisions on community centres in Chapeltown. Responses to questions raised in the deputation have been provided. The report recommends that a review is carried out of community provision in the Chapeltown area. This will take into account the views of the CCCAG as well as other community organisations.

## **1.0 Purpose of this report**

1.1 The report provides contextual information for Members in response to the deputation made to full Council on the 28<sup>th</sup> February 2006 by the Chapeltown Community Centre Action Group.

1.2 This report seeks to inform Members about:

- the background to the closure and demolition of the former Chapeltown Community Centre;
- the proposals for a new LIFT Joint Service Centre for Chapeltown and any links to issues of concern to the Chapeltown Community Centre Action Group (CCCAG); and
- the current level of community provision in the Chapeltown area.

1.3 The purpose of this report is to enable Members to make an informed response to the deputation made by CCCAG and the questions they raised.

## **2.0 Background information**

2.1 Representatives of the CCCAG made a deputation to full Council meeting on the 28<sup>th</sup> February 2006 seeking land in the Chapeltown area for the building of a new community centre. In particular, the deputation raised their concerns about the allocation of land connected with the development of the new LIFT Joint Service Centre on the site of the former Hayfield Public House in Chapeltown. They asked for a full and transparent investigation with particular reference to the following questions:

- Which department has responsibility for the sites of the former community centre, the Hayfield pub and the green space between them?
- Has a decision been made about how the land will be allocated? In particular, has the land for the LIFT Company been allocated, and does that allocation in effect mean that land is no longer available for a new community centre?
- If decisions have been made, who made them and when?
- Will Leeds City Council review those decisions and allocate land for a new community centre?

2.2 A full copy of the deputation speech and a related press release from CCCAG is appended (Appendix1).

2.3 CCCAG was formed in 2001, when discussions about closure of the community centre were started; it meets monthly and has more than 280 local residents and groups on its mailing list. The group has the support of Fabian Hamilton MP and the Chapel Allerton ward Councillors. The aim of the group is to build a new centre to be developed and managed by the community for the community, preferably on the site of the old community centre. The group does not believe there is a facility in the area that meets the needs of the community as a whole.



### **3.0 Main issues**

3.1 With regard to the questions posed by the CCCAG deputation:

3.1.1 *Which department has responsibility for the sites of the former community centre, the Hayfield pub and the green space between them?*

The Council is the owner of the land. The site of the former community centre is vested with the Learning and Leisure Department. A small strip of land adjacent to this site is vested with the Development Department. The rest of the land that is currently green space and the site of the former Hayfield pub is vested with the Neighbourhoods and Housing Department. The Council acts corporately when making any decisions on land use through the considerations of the Asset Management Group.

3.1.2 *Has a decision been made about how the land will be allocated? In particular, has the land for the LIFT Company been allocated, and does that allocation in effect mean that land is no longer available for a new community centre?*

A decision has been made to use the site of the former Hayfield pub as the location for the Chapeltown Joint Service Centre LIFT scheme. This decision was confirmed by Executive Board on 15 September 2004 as part of the approval of the Outline Business Case to the Office of the Deputy Prime Minister in support of a request for PFI credits to fund the Joint Service Centres.

Work is currently being undertaken to determine the exact land requirements for the Joint Service Centre (JSC) coupled with initial estimates of the requirements for car parking space. The initial feasibility study is due by the end of March, this will be evaluated during April and May with a report due to be made to the Executive Board in June 2006 for approval to proceed.

It is likely that some of the 'green space' behind the former Hayfield pub site will be required for the JSC and car park. An option under active consideration is to compensate any use of this green space by incorporating all or part of the site of the former community centre as part of a new reconfigured and enhanced area of green space. Alternatively a Section 106 contribution could be used to enhance other green space or to buy an alternative green space site in the area.

Until the issues surrounding the proposed development of the site of the former Hayfield public house progress it will not be known whether any part of the site of the former community centre will be required for 'replacement green space'. At this stage it has not been considered prudent to consider other proposals for the site of the former community centre until this issue is resolved.

3.1.3 *If decisions have been made, who made them and when?*

No decisions have yet been made about the final allocation of the site of the former community centre.

### 3.1.4 *Will Leeds City Council review those decisions and allocate land for a new community centre?*

Decisions concerning the allocation of land for a new Chapeltown community centre must be taken in the context of a strategy for Community Centres. The Executive Board agreed a set of principles to guide the work of a review at their meeting in March 2003. These principles included:

The Council acknowledges that it is one of a number of providers of community facilities, and that the provision of LCC community centres must be balanced in the context of other providers in the public, private and voluntary sectors. The Council will therefore not seek to duplicate these facilities in instances where other agencies already make adequate provision.

Any decision to facilitate the provision of a community centre via another agency will need to have due regard for the long term sustainability of the proposed partnership.

Principles which would ensure the sustainability of the Councils community centre provision were also approved by Executive Board at its meeting in October 2004. Any decision about a new community centre for Chapeltown must take account of the current community provision in the area. Appendix 2 provides details of 19 different community facilities in the area providing a range of services. The ideas for provision at a new community centre set out by CCCAG, as the 'results of their consultations to date' (see last section of Appendix 1), could all be considered a duplication of provision already available to the area.

A Chapeltown Road Development Plan, incorporating an investment plan and land use framework is currently being consulted on and drawn up by consultants Bauman Lyons, GVA Grimley and Andy Edwards Design, appointed by the Council. The Development Plan is due to be completed in May 2006 with the aim of guiding future investment in the area through developing a shared vision to utilise available sites and buildings, to bring about physical regeneration and maximise benefit to the whole community. Any rationalization of community provision in Chapeltown must be considered in context of this work.

## **4.0 Implications for council policy and governance**

- 4.1 Any consideration for the allocation of land for a new community centre as proposed by CCCAG should be set within the context of the Council's stated policy and principles for Community Centres Review.

## **5.0 Legal and resource implications**

There are no legal or resource implications arising from this report.

## **6.0 Conclusions**

- 6.1 The former community centre was closed and demolished as it was underused, in very poor condition with asbestos needing removal and declared surplus to the requirements of the Council. Any future consideration of the use of the land where the former community centre was needs to be taken in the context of both the development of the JSC and the outcomes from the consultants report work on a

Chapeltown Road Development Plan. Any consideration of provision of land for a new community centre must also be taken in the context of the strategy for Community Centres, the principles approved by Executive Board and the extent of any current community provision.

- 6.2 The CCCAG are an active group of local residents with a strong commitment to community provision for Chapeltown residents. The Council and partners should seek to work closely with CCCAG in reviewing community provision in the area and ensure they are consulted, as a local stakeholder group, as part of the consultants work on the Chapeltown Road Development Plan.
- 6.3 No decision should be made at this point about the allocation of land for a new community centre. Any consideration on the allocation of land for a new community centre must be made as part of a review of the current community provision. It is proposed on another report on the agenda that responsibility for Community Centres transfers to Area Committees. In line with this proposal, it is recommended that North East Inner Committee takes forward a review of provision within Chapeltown. Such a review would need to take account of the Chapeltown Road Development Plan, which will be delivered in May 2006, and the land requirements of the new JSC.

## **7.0 Recommendations**

- 7.01 Members are requested to note that the North East (Inner) Area Committee will oversee a review of the current community provision in the Chapeltown area following the principles and policy of the Community Centres Review approved by Executive Board.

## Community Facilities in the Chapeltown Area

## Appendix 2

Facility	Address	Services	Ownership	Meeting space	Misc.
Austin Burke Memorial Hall  (Chapel Allerton)	196 Chapeltown Road Leeds LS7 4HZ  Sonia Walker 0113 237 4287			Main Hall 250 Theatre style Training Area 50 Theatre style and 30 boardroom style. Main Hall £30.00 per hour Training area £23 per hour	
Barbados Association  (Chapel Allerton)	15 Reginald Row Chapelton Leeds LS7 3HP  Tel: 2956054 Contact: Ralph Maynard/Jean White		Ownership and Management Barbados Association	Small meeting room 10/12 people £10.00 per hour	
Button Hill Community Centre  (Chapel Allerton)	Button Hill Chapelton Leeds  Mavis Adamczyk 0113 262 3922	Services and users: Centre is attached to a sheltered housing complex, but is open to the wider community to use.	Ownership: LCC (either N&H or Social Services) – need to check	Hall with kitchen and disabled toilet facilities. 40 people £10.65 per hour	
Chapelton Children's Centre	Leopold Street Chapelton Leeds, LS7 4AW  Amanda Ashe 0113 214 5880 0113 214 5878	Nursery – offering places for working/training families and sessional care offered to families for respite, if child has additional needs or there are child protection concerns. Grandparents Group Community Counselling Public Access Computer Facility etc etc	Leeds City Council, learning & Leisure Department, Early Years Service	Meeting / training PC access room.  Free at present hire charges under review.	

Chapelton Enterprise Centre  (Chapel Allerton)	231-235 Chapelton Road Leeds LS7 3DX  Claude Hendrickson 0113 262 3333 0113 242 5996	Services: The centre provides managed workspace units, office accommodation and conference facilities for up to 40 delegates. Also has a fully equipped IT training suite.	Ownership: LCC (Development)  Management: Managed by Unity Property Services (UPS) - a subsidiary not-for-profit company of Unity Housing Association.	Conference room - 30/40 people Meeting room – 15 people £100 – full day £50 - ½ day  Community Groups £50 full day - £30 ½ day	
Hillcrest Primary School.  Space @ Hillcrest	Cowper Street Leeds, LS7 4DR  Karen Golthorp 0113 262 4080	Space @ Hillcrest is used by a number of community groups.	Leeds City Council	Hall 150 people Lounge 20 people  Hall Lounge £50.00.p.h. £25.00.p.h	
HOST Media Centre  (Chapel Allerton)	21 Savile Mount Chapelton Leeds LS7 3HZ Gentian 0113 307 0178	Services: Host is committed to developing a vibrant and sustainable arts and creative media culture in West Yorkshire through the delivery of innovative community, education and professional development initiatives.	Ownership: LCC (N&H)? Leased to HOST at a peppercorn rent	Room 1. 80 people £40p.h +VAT Room 2. 25 people £20p.h +VAT Room 3. 15 people £15p.h +VAT	
Leeds Islamic Centre  (Chapel Allerton)	Central Jamia Mosque 44-48 Spencer Place Chapelton Leeds LS7 4BR Tel: 246 4686 Contact: Khan Chaudry	Services Caters for the social, educational and religious needs of the muslim population in Leeds. IT facilities.  Users The Muslim community	Ownership Leeds Islamic Centre	Main Hall 150 / 200 people Available for functions & Community Events. With Kitchen facility	
Mandela Centre  (Chapel Allerton)	Chapelton Road Leeds LS7 3HY  Terence Holness 07891 271015 Tel: 262 2816	Services: The Mandela Centre offers a full programme of activities in sport, recreation, education, culture and entertainment. Also Yes Cyber has satellite provision here.  Also used by Leeds Reach, Thomas Danby, RJC Dance and Women's Health Matters  Leeds College of Art & Design deliver an introduction to fashion course from here	Ownership: LCC (L&L)  Administration service provided by LCC's Lettings Unit		

Northern School of Contemporary Dance  (Chapel Allerton)	98 Chapeltown Road Leeds LS7 4BH  Sue Logan Tel: 219 3000 Email: <a href="mailto:info@ncsd.ac.uk">info@ncsd.ac.uk</a>	A Higher Education College, providing full time dance training plus evening and Saturday classes.	Ownership and Management: Is a Higher Education College affiliated to the University of Leeds		
Polish Catholic Centre  (Chapel Allerton)	Newton Hill Road Leeds LS7 4JE  George Tosta Tel: 262 8019			Main Hall 150 theatre style Small hall 50 theatre, 30 boardroom  All day rates Main hall £120.00 Small hall £40.00	
Prince Phillip Centre  (Chapel Allerton)	Scott Hall Avenue Leeds LS7 2DX  Winnie Wilkinson 0113 262 3241 07891271953	Services Base for youth work provision A play scheme also operates from here, as well as other activities such as bingo and keep fit CILrs hold drop-in sessions here IT facilities.	Ownership: LCC (L&L)  Administration service provided by LCC's Lettings Unit		
Ramgarhia Sikh Sports Centre  (Chapel Allerton)	8-10 Chapeltown Road Leeds LS7 3AP Tel: 262 5657 262 5234 Contact: Paramjit Singh/Mr S Samby			Class rooms 30/40 people. Games room 50/60 people Big Supports Hall 300/350 people  £20 - £25 and £30 per hour	
Roscoe Methodist Church  (Chapel Allerton)	Francis Street Leeds LS7 4BY  0113 262 2332	Services: Regular activities include: West Indian Family Counselling Service (WIFCOS); Roscoe luncheon club for elderly people needing friendship and support; girls brigade; steel band; Roscoe singers; church choir and breavement support group Other activities on the Church premises are: Chapeltown CAB and Roscoe Day Nursery			

<p>St Matthew's Church Hall</p> <p>(Chapel Allerton)</p>	<p>St Matthew's Vicarage Wood Lane Leeds LS7 3QF</p> <p>Email: stmleeds@fish.co.uk</p> <p>Mrs J Skillington 0113 237 1821 0113 268 3702</p>	<p>Services St Matthew's is the parish church of Chapel Allerton (C of E) It has a worshipping congregation of around 300 people and offers friendship, pastoral care and social activities to anyone who wishes to join in. It is involved in various community activities in the parish e.g providing holiday clubs for children, Inches for elderly people. St Matthews works closely with all other Christian churches in the area. The church primary school serves the community as a whole and is attended by children of other faiths (muslim,sikh etc) as well as Christians. [Anglican].</p>	<p>Ownership St Matthew's Church</p>	<p>Hall for hire at £15.00 per hour Discount available to Community and Voluntary groups.</p> <p>Capacity: 50 people</p>																
<p>Space @ Bracken Edge</p> <p>(Chapel Allerton)</p>	<p>Bracken Edge Primary School Newton Garth Newton Road Leeds LS7 4HE</p> <p>Emma Tregidden 0113 214 5862</p>	<p>Services: Artists studios, arts &amp; craft room, gym and multi-media suite. Aim is to provide a place where children, parents and anyone from the local community can go to enjoy playing sport and develop new skills in arts &amp; crafts</p>	<p>Ownership: Education Leeds Funding: In March 2005 was awarded £85,043 from the Community Fund. This 3 year grant will fund salary costs for a Project Manager, fees for freelance workers and consultancy and advice.</p>	<p>Hall &amp; Art rooms During out of school hours.</p>																
<p>Space @ Hillcrest</p> <p>0113 262 4080</p> <p>(Chapel Allerton)</p>	<p>Hillcrest Primary School Cowper Street Chapeltown Leeds LS7 4DR</p> <p>Tel: 262 4080 Everton Whattley</p>	<p>Services: All weather pitches/performance venue, community radio, music room and sprung dance floor. Aim is to provide a place where children, parents and anyone from the local community can go to enjoy playing sport and develop new skills in arts &amp; crafts</p>		<table> <tr> <td>Main hall</td> <td>Visual Art</td> <td>Lounge</td> </tr> <tr> <td>£25.p.h</td> <td>£20.ph</td> <td>£25.ph</td> </tr> <tr> <td>Theatre</td> <td>100</td> <td></td> </tr> <tr> <td>Boardroom</td> <td>40</td> <td>20</td> </tr> <tr> <td></td> <td></td> <td>16</td> </tr> </table>	Main hall	Visual Art	Lounge	£25.p.h	£20.ph	£25.ph	Theatre	100		Boardroom	40	20			16	
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Theatre	100																			
Boardroom	40	20																		
		16																		
<p>West Indian Centre</p> <p>(Chapel Allerton)</p>	<p>10 Laylock Place Leeds LS7 3JA</p> <p>Ian Charles 07931 291070 Tel: 262 8739</p>	<p>Services: Offers a range of activities such as social events, cultural events, dances and community services</p>	<p>Ownership: Leeds City Council  Funding: The centre is currently supported through Objective 2 funding</p>	<table> <tr> <td>Main Hall</td> <td>300 people</td> </tr> <tr> <td>Back Room</td> <td>200 people</td> </tr> <tr> <td>Lounge</td> <td>60 people</td> </tr> <tr> <td>Meeting Room</td> <td>30 / 40 people</td> </tr> </table> <p>£10.00 per hour</p>	Main Hall	300 people	Back Room	200 people	Lounge	60 people	Meeting Room	30 / 40 people								
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Lounge	60 people																			
Meeting Room	30 / 40 people																			

<p>180 Chapeltown Road</p> <p>(Chapel Allerton)</p>	<p>Chapeltown Road Leeds LS7 4HP</p> <p>Tel: 214 5852</p>	<p>Services:</p> <ul style="list-style-type: none"> <li>• Leeds Black Elders Association</li> <li>• Youth Service</li> <li>• Social Services</li> <li>• Community Languages</li> <li>• West Yorkshire Youth Association</li> <li>• Leodis</li> </ul>	<p>Ownership: LCC (L&amp;L)</p> <p>Administration service provided by LCC's Lettings Unit</p>	<p>Hall 30 people £9.00.p.h - during working hours £40.00 extra out of hour booking</p>	
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**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**  
**DATE: 22 March 2006**

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**SUBJECT: Amendments to Home to school Transport Policy**

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF THE REPORT**

- 1.1 To seek the agreement of the Executive Board for the acceptance and approval of amendments to the scope and terms of the Home to School Transport Policy.

### **2.0 THE ISSUE**

- 2.1 Executive Board approved the current Home to School transport Policy on the 15 October 2003. The opportunity has been taken to revise the existing policy by clarifying the wording and removing ambiguity in the policy. In addition the new policy seeks to clarify the scope of provision of free travel to denominational schools (Catholic, Church of England and Jewish).
- 2.2 In order to assist parents an appeals process has been introduced in 2005 to give parents the opportunity to expand upon their reasons for seeking free home to school travel. These appeals were set up to consider the decisions made by the School Transport Section based upon the existing policy. The majority of appeals have concerned the eligibility status of pupils attending denominational schools. Further revisions have also been made which will clarify the assistance that may be provided to pupils and students attending Pupil Referral Units and the Teacher Learning Centre. The school transport appeals process is also incorporated into the new policy.
- 2.3 The existing policy is attached to this report as Appendix 1 and the revised policy is similarly attached as Appendix 2 where for ease of reference revised sections have been shown underlined.

### 3.0 **IMPACT ANALYSIS**

3.1 The purpose of the revisions made to the existing policy is to remove instances of ambiguity in the wording of the old policy and to clarify the assistance that has been made available in practice during the currency of that policy but which had not previously been included in its wording. In these terms the impact of introducing the revised policy will be limited to reducing the number of Appeals and up-dating the information that is given to parents. Save for the introduction of a maximum journey length that can be considered in applications for free travel, the new policy does not curtail any previous entitlement contained in the old policy. Similarly, the policy does to expand the right to free travel to any new group and therefore these revisions do not, in themselves have any financial or other resource impact.

### 4.0 **RECOMMENDATIONS**

4.1 The executive Board is asked to approve the revised policy for implementation on 1 January 2007.

Agenda Item:

Originator: Allan Hudson

Telephone: 2475593

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## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 22 March 2006

SUBJECT: Amendments to Home to School Transport Policy

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### Electoral wards Affected:

All

### Specific Implications For:

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

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### 1.0 PURPOSE OF THE REPORT

1.1 To seek the agreement of the Executive Board for the acceptance and approval of amendments to the scope and terms of the Home to School Transport Policy.

### 2.0 BACKGROUND INFORMATION

2.1 Executive Board approved the current Home to School transport Policy on the 15 October 2003. The opportunity has been taken to revise the existing policy by clarifying the wording and removing ambiguity in the policy. In addition the new policy seeks to clarify the scope of provision of free travel to denominational schools (Catholic, Church of England and Jewish).

### 3.0 **MAIN ISSUES**

3.1 In order to assist parents an appeals process has been introduced in 2005 to give parents the opportunity to expand upon their reasons for seeking free home to school travel. These appeals were set up to consider the decisions made by the School Transport Section based upon the existing policy. The majority of appeals have concerned the eligibility status of pupils attending denominational schools. Further revisions have also been made which will clarify the assistance that may be provided to pupils and students attending Pupil Referral Units and the Teacher Learning Centre. The school transport appeals process is also incorporated into the new policy.

3.2 The existing policy is attached to this report as Appendix 1 and the revised policy is similarly attached as Appendix 2 where for ease of reference revised sections have been shown underlined

### 4.0 **SUMMARY OF MAJOR AMENDMENTS**

4.1 A date from which the new policy will become effective has been provided (01 January 2007). Previous policies did not make clear when they had been introduced.

4.2 Specific reference to the “No Child Left Behind” strategy has been made to provide a link, particularly where individual applications for free travel will require the exercise of an officer’s discretion in determining eligibility.

4.3 The conditions which determine eligibility to free travel to Voluntary Aided Schools have been split into distinct sections for Voluntary Aided Church of England Schools and Voluntary Aided Catholic Schools. The eligibility criteria for each section differs according to the wishes of the relevant Diocese and the separation of the two denominational categories serves to make these differing conditions more distinct.

4.4 Guidance is provided in the foot-notes covering regularity of church attendance and the Churches included in the group “Churches Together in England”. The required documentary evidence for the Catholic faith is also stipulated.

4.5 Reference has been included to the availability of free travel to Brodetsky Primary School subject to distance and denominational criteria being met. Although these provisions were previously available this had not been included in previous home to school transport policies.

4.6 Clarification of the definition of Home address is provided.

4.7 A maximum distance of 25 miles between home and school has been set beyond which free home to school travel will not be provided. This distance has been determined as ensuring that all pupils currently granted free travel remain eligible but that all new applications will be kept within reasonable distance proportions.

4.8 The terms relating to the provision of home to school transport on a Parent

to Pay basis have been made clear. This amendment will strengthen the Authority's hand to recover such costs in cases of dispute.

- 4.9 The right of appeal against decisions on eligibility to free home to school travel is incorporated into the policy. This facility had not previously been made available. The process has been discussed with Legal Services and mirrors appeals systems in other LEA's. The appeals will be heard by a Deputy Chief Officer and a Strategy Manager with the aim of providing a speedy resolution of disputes arising from the interpretation of policy.
- 4.10 The role of City Services has been made clear in the arrangements covering SEN home to school transport. This arrangement covered by the Service Level Agreement between Education Leeds and City Services has been in existence since 2004 but has not been previously mentioned.
- 4.11 The role and responsibilities of schools in relation to any of their pupils attending the Teacher Learning Centres has been clarified so as to ensure that there is no gap in provision of free travel for eligible pupils.
- 4.12 Reference is specifically made to the eligibility criteria for pupils seeking asylum or of refugee status.
- 4.13 The limitation of assistance available for qualifying students attending colleges outside of the West Yorkshire Passenger Transport operating area is defined. Although operating in practice for a number of years this limitation (to equivalent SchoolCard costs) has not been included in previous policies.

## 5.00 **IMPACT ANALYSIS**

The purpose of the revisions made to the existing policy is to remove instances of ambiguity in the wording of the old policy and to clarify the assistance that has been made available in practice during the currency of that policy but which had not previously been included in its wording. In these terms the impact of introducing the revised policy will be limited to reducing the number of Appeals and up-dating the information that is given to parents. Save for the introduction of a maximum journey length that can be considered in applications for free travel, the new policy does not curtail any previous entitlement contained in the old policy. Similarly, the policy does not expand the right to free travel to any new group and therefore these revisions do not, in themselves have any financial or other resource impact

## 6.0 **LEGAL AND RESOURCE IMPLICATIONS**

- 6.1 There are no financial implications. The changes incorporated in this report seek to clarify arrangements and avoid disputes with parents. The amendments made to the existing policy fully comply with current statutes.

7.0 **IMPLICATIONS FOR COUNCIL AND GOVERNANCE**

- 7.1 This report links with the Education Leeds plans priorities and objectives.  
Safeguarding Children  
Accessing Schools  
Supporting Inclusion In Mainstream Schools

8.0 **RECOMMENDATIONS**

- 8.1 The Executive Board is asked to approve the revised policy for implementation on the 1 January 2007 which will time allow for publication in the 2007-2008 Starting School in Leeds Booklets



## **POLICY FOR THE PROVISION OF HOME TO SCHOOL/COLLEGE TRANSPORT FOR PUPILS/STUDENTS PRIOR TO THEIR NINETEENTH BIRTHDAY**

It is the intention of the Council to comply with the statutory requirements placed on the Authority by the Education Act of 1996.

This document defines Leeds City Council's policy on the provision of transport from home to school/college. The various documents that combine to produce this policy are identified at the end.

Within the guidelines laid down in this policy, the type of transport provided (e.g. taxi, bus pass, tail lift, school bus, etc.) will be determined by what best meets the needs of the pupil/student and provides value for money.

In accordance with the views expressed by the Secretary of State, the LEA will continue to consider the particular circumstances of each pupil even if they fall outside the Authority's policy.

### **SECTION 1**

#### **FREE TRANSPORT FOR PUPILS OF COMPULSORY SCHOOL AGE**

1.1 Free transport will be provided for:

- (a) Pupils under the age of eight who travel two miles or more to their nearest school measured by the nearest available walking route. (Otherwise referred to as the statutory distance).
- (b) Pupils aged between eight and sixteen years (or pupils up to year 11) who travel three miles or more to their nearest school by the nearest available walking route. (Otherwise referred to as the statutory distance).
- (c) In cases where parents choose a Leeds Community or Voluntary Controlled school other than the nearest one, free transport for pupils who travel more than the statutory distance will only be provided if:
  - (i) attendance at the nearest school would entitle the pupil to free travel
  - or

**APPENDIX 1**

- (ii) the pupil is offered a place at a school in accordance with parental preference and where the Authority is unable to offer an alternative school within the statutory distance
  - or
  - (iii) the pupil is offered a place at a school which is more than the statutory distance in situations where parental choice cannot be met or is unspecified.
- (d) Pupils attending Leeds Voluntary Aided Schools will be entitled to free transport only if:
- (i) the first preference was for the denominational school
  - (ii) the parent/carer can produce written confirmation from the appropriate minister/vicar/priest that the child is baptised into the faith that the school embraces and that they are regular church attenders
- and
- (iii) in the case of Church of England schools, pupils attend the nearest Church of England School appropriate to their age group and they travel more than the statutory distance
  - or
  - (iii) in the case of Catholic schools, pupils attend the catchment school designated by the Diocese and travel more than the statutory distance
  - or
  - (iii) the school is outside the Leeds area but is designated by the relevant Diocese as being the nearest appropriate school and the pupil travels more than the statutory distance
- (e) Pupils attending Braim Wood High School for Boys and Parklands Girls High School, on the basis of a desire on the part of the parent/carer for a single sex education and where single sex education has been the first preference, will be entitled to free transport if they live three or more miles from the school measured by the nearest available walking route.
- (f) Entitlement to free transport for pupils whose parents/guardians move house will be based on the measurement from their new home to the nearest appropriate school regardless of whether they change schools. However, free transport may be provided to the original school if:
- (i) The pupil is in his/her final year before transfer or
  - (ii) He/she is following a course of study leading to a major public examination (Years 10-13 inclusive)



NOTES - When measuring the 'nearest available walking route' the Authority will give due consideration to the safety of the pupil over those portions of their journey which might be walked. However, the ultimate responsibility for the safety of any child during the journey to or from school rests with the parent or guardian.

## 1.2 CHARGED TRANSPORT

Transport will be arranged by the Local Authority and fully charged to parents in circumstances where no satisfactory public transport system exists.

## SECTION 2

### FREE TRANSPORT FOR PUPILS WITH SPECIAL NEEDS

#### 2.1 STATEMENTED CHILDREN

- a) Transport will be provided free of charge for pupils living less than the statutory distance from school if:
  - (i) He/she is the subject of a Statement of Special Educational Needs under the terms of the Education Act 1993and
  - (ii) Transport is specified in Section 3 of the Statementand
  - (iii) The pupil is attending the nearest appropriate school named in the statement
- b) Where a parent or guardian requests that a child should attend a school other than the nearest appropriate school named in the Statement by the LEA, the parent or guardian will have to agree to pay any additional costs incurred by the Authority as a consequence of that request. Those additional costs will be calculated on a mileage basis in accordance with the contractor's charges current at the date of any costs incurred.

#### 2.2 PHASED/RESPITE CARE

Transport requested by the Director of Social Services to enable children to attend respite/phased care will be arranged by Education Department's Transport Section where the journey starts or ends at school and provided, in normal circumstances, that 15 days notice is given by the Social Worker. However, any additional expenditure thus incurred will be charged to the Department of Social Services.

## 2.3 MEDICAL TRANSPORT

Pupils who have congenital or permanent medical conditions (e.g. arthritis, cystic fibrosis etc.) but who are not the subject of a statement under the Education Act 1981 and who are able to avail themselves of all or most of the education available in school, will be provided with free transport provided that:

- (a) The request is supported by the relevant medical specialist/ consultant.
- (b) The parent/guardian is unable to provide their own transport.

Pupils who suffer a temporary disability which impedes normal independent travel to school, but which does not prevent the pupil from benefiting from education, will be provided with transport if the parent/guardian is unable to transport the pupil.

Transport will only be provided on medical grounds if the relevant medical practitioner confirms the need and indicates that the pupil is in sufficiently good health to attend school.

All arrangements will be reviewed on a termly or annual basis depending on the nature of the disability.

## 2.4 PUPIL REFERRAL SERVICE

Pupils who have been permanently excluded from school are the responsibility of the Pupil Referral Service.

Where a pupil is placed in a mainstream school following the intervention of the Pupil Referral Service, transport will be provided free of charge if the school is more than three miles (for pupils aged between 8 and 16) or 2 miles (for pupils under the age of 8) from the home address, measured by the nearest available walking route. Free transport will be provided in these circumstances, irrespective of whether or not there are places available at a school nearer to the home and within the 3 or 2 mile distance.

# SECTION 3

## PUPILS WHO HAVE REACHED SIXTEEN

### 3.1 STUDENTS/PUPILS ABOVE COMPULSORY SCHOOL AGE BUT NOT YET 19

Students/Pupils who have reached sixteen but are not yet nineteen and are travelling three or more miles to school/college will receive free transport provided that:

- (a) They are attending full time

- (b) They are attending the nearest appropriate establishment for their course of study

**NB** Students who have enrolled on a specific course prior to their 19<sup>th</sup> birthday will continue to receive support with transport costs until the end of that course.

### 3.2 STUDENTS/PUPILS WITH SPECIAL NEEDS

The Authority has a statutory duty to make similar provision for students with special needs attending FE Colleges as for those attending schools. As the provision for 16+ pupils in schools currently extends to age nineteen then the same arrangements are made for colleges. However, Members agreed in May 1997 that, for students with special needs attending FE colleges, this provision would extend until the student reached his or her 25th birthday regardless of whether their attendance was full or part time.

Last amended October 2003

## POLICY FOR THE PROVISION OF HOME TO SCHOOL/COLLEGE TRANSPORT FOR PUPILS/STUDENTS PRIOR TO THEIR NINETEENTH BIRTHDAY

It is the intention of the Council to comply with the statutory requirements placed on the Authority by the Education Act of 1996.

This document defines Leeds City Council's policy on the provision of transport from home to a state funded school/college for pupils/students who are permanently resident within the boundary of the Leeds administrative area and whose parents or legal guardians ('carers') pay their Council Tax to Leeds City Council. It supersedes all previous policies and applies to all new enquiries and reassessments relating to a change of address or a change of educational establishment on or after 1 January 2007.

Within the guidelines laid down in this policy, the type of transport assistance provided (e.g. taxi, bus pass, tail lift, school bus, etc.) will be determined by what best meets the needs of the pupil/student and provides value for money.

In accordance with the views expressed by the Secretary of State and in keeping with the spirit of Education Leeds strategy "No Child left Behind", the LEA will continue to consider the particular circumstances of individual pupils even where they fall outside the Authority's Home to School Transport Policy.

### SECTION 1 - FREE TRANSPORT FOR PUPILS OF COMPULSORY SCHOOL AGE

1.1 Free transport will be provided for:

- (a) Pupils under the age of eight who travel two miles or more from their permanent home address to their nearest school measured by the nearest available walking route (otherwise referred to as the statutory distance).
- (b) Pupils aged between eight and sixteen years (or pupils up to Year 11) who travel three miles or more from their permanent home address to their nearest school by the nearest available walking route (otherwise referred to as the statutory distance).

1.2 In cases where parents choose the David Young Community Academy, a Leeds Community or a Leeds Voluntary Controlled school other than their nearest, free transport will only be provided if:

- (a) the distance between the pupil's permanent home address and the nearest Leeds Community or Leeds Voluntary Controlled school is more than the statutory distance **or**

## APPENDIX 2

- (b) The pupil is offered a place at a school which is more than the statutory distance in situations where parental choice cannot be met or is unspecified.

### 1.3 Pupils attending a **Voluntary-Aided Church of England school** will be entitled to free transport only if:

- (a) The nearest available walking route between the pupil's permanent home address and the school exceeds the statutory distance; **and**
- (b) The first preference was for a Voluntary-Aided school of that denomination; **and**
- (c) The parent/carer can produce written evidence from the appropriate minister of religion that the child regularly<sup>1</sup> attends a place of worship that is a member of, or affiliated to, Churches Together in England<sup>2</sup> or the Evangelical Alliance; and
- (d) The pupil attends the nearest Voluntary-Aided Church of England school that is appropriate for his/her age and permanent home address; **or**
- (e) The pupil attends a Voluntary-Aided Church of England school that is outside the Leeds administrative area, but is identified by the relevant Diocese as being the school that is appropriate for the pupil's permanent home address.

### 1.4 Pupils attending a **Voluntary-Aided Catholic school** will be entitled to free transport only if:

- (a) The nearest available walking route between the pupil's permanent home address and the school exceeds the statutory distance; **and**
- (b) The first preference was for a Voluntary-Aided school of that denomination; **and**

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<sup>1</sup> 'Regularly' is defined as being on average at least one attendance per month over the preceding twelve month period.

<sup>2</sup> Churches Together in England embraces: the Baptist Union of Great Britain, Cherubim and Seraphim Council of Churches, Church of England, Church of Scotland, Congregational Federation, Council of African and Afro-Caribbean Churches, Free Churches Council, Greek Orthodox Church, Independent Methodist Church, Joint Council for Anglo-Caribbean Churches, Lutheran Council of Great Britain, Methodist Church, Moravian Church, New Testament Assembly, Religious Society of Friends, Catholic Church, Russian Orthodox Church, Salvation Army, United Reformed Church, Wesleyan Holiness Church, Ichthus Christian Fellowship and International Ministerial Council of Great Britain.

## APPENDIX 2

- (c) The parent/carer can produce written evidence that the child has been baptised into the Catholic faith<sup>3</sup>; **and**
- (d) The pupil attends the nearest appropriate Catholic school; or
- (e) The pupil attends the school that is designated as being the appropriate school for the pupil's permanent home address by the Catholic Diocese of Leeds. This school may be situated in a neighbouring Local Education Authority.

### 1.5 Pupils attending Brodetsky Primary School will be entitled to free transport only if:

- (a) The nearest available walking route between the pupil's permanent home address and the school exceeds the statutory distance; and
- (b) The first preference was for the denominational school; and
- (c) The parent/carer can provide written proof of adherence to the Jewish faith.

### 1.6 Pupils who attend Parklands Girls' High School on the basis of a desire on the part of the parent/carer for a single-sex education will be entitled to free transport only if:

- (a) The nearest available walking route between the pupil's permanent home address and the school exceeds the statutory distance; **and**
- (b) The first preference was for the single-sex school.

### 1.7 Pupils who attend Belle Vue High School for Boys (within the Bradford Metropolitan District Council Local Education Authority) on the basis of a desire on the part of the parent/carer for a single-sex education will be entitled to free transport only if:

- (a) The nearest available walking route between the pupil's permanent home address and the school exceeds the statutory distance; **and**
- (b) The first preference was for the single-sex school

## NOTES FOR SECTION 1

Note 1 - When measuring the 'nearest available walking route', the Authority will give due consideration to the safety of the pupil over those portions of their journey which might be walked. However, the ultimate responsibility for the safety of any child during the journey to or from school rests with the parent or guardian.

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<sup>3</sup> 'Written evidence' may be in the form of a Certificate of Baptism or a Certificate of First Holy Communion or a Certificate of Confirmation or a Certificate of Religious Affiliation, signed by the appropriate parish priest.

## APPENDIX 2

Note 2 - Once eligibility to free transport has been determined, entitlement will only be re-assessed if there is a change of permanent home address or a change of educational establishment. In these cases, the policy in force at the time of the change will be applied.

Note 3 - 'Permanent home address' is deemed to be the address where the child habitually resides with their parent or legal guardian. Proof of address may be requested in the form of a recent utility or Council Tax bill, a tenancy agreement, evidence of registration on the electoral roll or other valid evidence.

Note 4 - Entitlement to free transport for pupils whose parents/guardians move house will be based on the measurement from their new home to the nearest appropriate school, regardless of whether they change schools. However, free transport may be provided to the original school if:

- (a) The pupil is in his/her final year (Year 6) before transfer **or**
- (b) He/she is following a course of study leading to a major public examination (Years 10 and 11 inclusive).

Note 5 - No assistance will be provided where the shortest distance between the pupil's permanent home address and the school he or she attends exceeds 25 miles.

Note 6 – Upon request transport will be arranged by the Local Authority and fully charged to parents in circumstances where no satisfactory public transport system exists. Parents must sign an agreement to accept such identified charges before such transport will be provided.

Note 7 - Parents have the right of appeal if free home to school transport is refused. Transport appeals will normally be considered by a panel of senior Education Leeds officials. Appeal forms may be requested from: Admissions & Transport, Education Transport (Appeals), Education Leeds, 10<sup>th</sup> Floor West, Merrion House, 110 Merrion Centre, LEEDS LS2 8DT

## SECTION 2 - FREE TRANSPORT FOR PUPILS OF COMPULSORY SCHOOL AGE WITH SPECIAL NEEDS

### 2.1 STATEMENTED CHILDREN

- (a) Transport will be provided free of charge for pupils living less than the statutory distance from school if:
  - (i) He/she is the subject of a Statement of Special Educational Needs under the terms of the Education Act 1993; **and**
  - (ii) Transport is specified in Section 3 of the Statement; **and**
  - (iii) The pupil is attending the nearest appropriate school named in the Statement.

## **APPENDIX 2**

- (b) Where a parent or guardian requests that a child should attend a school other than the nearest appropriate school named in the Statement by the LEA, the parent or guardian will have to agree to pay any additional costs incurred by the Authority as a consequence of that request. Those additional costs will be calculated on a mileage basis in accordance with the contractor's charges current at the date of any costs incurred.



## 2.2 PHASED/RESPITE CARE

Transport requested by the Director of Social Services to enable children to attend respite/phased care will be arranged on behalf of Education Leeds by Leeds City Services Department where the journey starts or ends at school and provided, in normal circumstances, that 15 days notice is given by the Social Worker. However, any additional expenditure thus incurred will be charged to the Department of Social Services.

## 2.3 MEDICAL TRANSPORT

- (a) Pupils who have congenital or permanent medical conditions (e.g. arthritis, cystic fibrosis etc.), but who are not the subject of a statement under the Education Act 1981 and who are able to avail themselves of all or most of the education available in school, will be provided with free transport provided that:
  - (i) The request is supported by the relevant medical specialist/ consultant **and**
  - (ii) The parent/guardian is unable to provide their own transport.
- (b) Pupils who suffer a temporary disability that impedes normal independent travel to school, but which does not prevent the pupil from benefiting from education, will be provided with transport if the parent/guardian is unable to transport the pupil.

Transport will only be provided on medical grounds if the relevant medical practitioner confirms the need and indicates that the pupil is in sufficiently good health to attend school.

All arrangements will be reviewed on a termly or annual basis depending on the nature of the disability.

## 2.4 PUPIL REFERRAL SERVICE

Pupils who have been permanently excluded from school are the responsibility of the Pupil Referral Service.

Where a pupil is placed in a mainstream school following the intervention of the Pupil Referral Service, transport will be provided free of charge if the school is more than three miles (for pupils aged between 8 and 16) or 2 miles (for pupils under the age of 8) from the home address, measured by the nearest available walking route. Free transport will be provided in these circumstances, irrespective of whether or not there are places available at a school nearer to the home and within the **statutory** distance.

## 2.5 THE TEACHING AND LEARNING CENTRE

Transport arrangements for pupils who have been allocated a temporary place at the Teaching and Learning Centre remain the responsibility of the school at which they are permanently on roll.

Where a pupil is placed in a mainstream school following the intervention of the Teaching and Learning Centre, transport will be provided free of charge if the school is more than the statutory distance from the home address. Free transport will be provided in these circumstances, irrespective of whether or not there are places available at a school nearer to the home and within the statutory distance.

## 2.6 ASYLUM SEEKERS/REFUGEES

Where the child of an Asylum Seeker is placed in a mainstream school following the intervention of the appropriate Admissions Officer, transport will be provided free of charge if the school is more than the statutory distance from the pupil's home address. Free transport provided in these circumstances does not automatically apply to younger siblings who subsequently attend the same school, if places are available at a school nearer to the home and within the statutory distance.

## **SECTION 3 - FULL-TIME STUDENTS WHO HAVE REACHED THE AGE OF SIXTEEN**

3.1 Assistance with travel costs will be provided to full-time students who are aged sixteen and under nineteen at the start of a course of further education who:

- (a) Attend school or college for at least twelve hours of guided learning per week; **and**
- (b) Qualified for assistance when they were in their compulsory years of secondary education, remain at the same school to undertake sixth-form studies and live more than three miles from the school, measured by the nearest available walking route; **or**
- (c) Change school in order to access a particular course of study, but attend the nearest appropriate sixth form offering that course and have to travel more than three miles to the school, when measured by the nearest available walking route; **or**
- (d) Attend the nearest government-funded college of further education in Leeds or a neighbouring local authority that offers the course of their choice and live more than three miles from that college, when measured by the nearest available walking route. The maximum level of assistance with transport costs in cases of attendance at colleges outside the Metro (WYPTE) operating area will be limited to the notional equivalent cost to Education Leeds of providing that student with a Metro SchoolCard.

## APPENDIX 2

Full-time students who have enrolled on a specific course of study prior to their nineteenth birthday will continue to receive support with transport costs until the end of that course, provided that they continue to reside at the same address.

### 3.2 STUDENTS WITH SPECIAL NEEDS

The Authority has a statutory duty to make similar provision for students with special needs attending FE Colleges as for those attending schools. As the provision for 16+ students in schools currently extends to age nineteen then the same arrangements are made for colleges. However, Members agreed in May 1997 that, for students with special needs attending FE colleges, this provision would extend until the student reached his or her 25th birthday regardless of whether their attendance was full or part time.

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**REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**  
**DATE: 22 MARCH 2006**

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**SUBJECT: Report on recent Ofsted Inspections**

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## **EXECUTIVE SUMMARY**

### **1 Purpose of the Report**

- 1.1 The purpose of this report is to summarise the outcomes of recent Ofsted inspections during the autumn term 2005.

### **2.0 Background**

- 2.1 A new framework for the inspection of schools was formally introduced in September 2005 by Ofsted. Schools will now be inspected every three years and at very short notice (3-5 days). This will test the reliability of the monitoring, support, challenge and intervention processes used by Education Leeds and schools' preparedness and accuracy of their self-evaluation. The grades assigned to the overall effectiveness of the school and to each aspect of the school are now:

Grade 1	Outstanding
Grade 2	Good
Grade 3	Satisfactory
Grade 4	Inadequate.

### **3.0 Summary of School Ofsted Inspection reports**

- 3.1 Twelve primary schools have been inspected since September 2005 during the autumn term.
- 3.2 Schools deemed to be inadequate may be given a Notice to Improve or be deemed to require special measures. Leeds has no primary schools in special measures and at the end of the autumn term only one primary school with a Notice to Improve. One school inspected under the new framework pilot in May 2005 was deemed at that time to have serious weaknesses (Manston St James). This school was re-inspected in January 2006 and was removed from this category and considered to be an effective school.
- 3.3 Of the twelve schools inspected, three were considered to be outstanding (Otley the Whartons, Harewood and Woodlesford); six were considered to be good (Hunslet St Mary's, Windmill, Greenside, Thorpe, Alwoodley and Whitkirk); two

were considered to be satisfactory (Middleton and Kippax Ash Tree); and one was considered inadequate and given a Notice to Improve (Bramham).

- 3.4 In these schools 75% were considered to be good or better for teaching and learning, 75% good or better for leadership and management, 83% good or better for personal well being and 'Every Child Matters' outcomes, and 75% good or better for achievement and standards.
- 3.5 Only four high schools have had reports published since September. Of these, two (Horsforth and Allerton High) were judged as good with outstanding features, and one (Carr Manor) judged to be satisfactory. Agnes Stewart, formerly with serious weaknesses, was given a Notice to Improve.
- 3.6 There were some significant and encouraging conclusions. Inspectors recognised that since the appointment of the new headteacher at Carr Manor, there had been many innovations, that the school had made good progress over the last year and was well placed to make further improvements. Allerton High was judged to have outstanding leadership, and to be outstanding in promoting racial and inter-faith harmony and, at Horsforth, the personal development and behaviour of pupils was found to be outstanding. At Agnes Stewart, inspectors recognised that improvements had been made since the last inspection, but issued a Notice to Improve because of the low attainment that was still evident at both key stages.

**REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS**

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Report on recent Ofsted Inspections**

<b>Electoral wards Affected:</b>  <b>ALL WARDS</b>
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<b>Specific Implications For:</b>  Ethnic Minorities <input type="checkbox"/>  Women <input type="checkbox"/>  Disabled People <input type="checkbox"/>  Narrowing the Gap <input type="checkbox"/>
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Eligible for Call-in

Not Eligible for Call-in

**1.0 PURPOSE OF THE REPORT**

1.1 The purpose of this report is to summarise the outcomes of recent Ofsted inspections during the autumn term 2005.

**2.0 BACKGROUND INFORMATION**

2.1 A new framework for the inspection of schools was formally introduced in September 2005 by Ofsted. Schools will now be inspected every three years and at very short notice (3-5 days). This will test the reliability of the monitoring, support, challenge and intervention processes used by Education Leeds and schools' preparedness and accuracy of their self-evaluation. The grades assigned to the overall effectiveness of the school and to each aspect of the school are now:

- Grade 1 Outstanding
- Grade 2 Good
- Grade 3 Satisfactory
- Grade 4 Inadequate.

### **3.0 MAIN ISSUES**

#### **3.1 SUMMARY OF SCHOOL OFSTED INSPECTION REPORTS**

#### **3.2 PRIMARY SCHOOLS**

##### **3.3 Alwoodley Primary School (October 2005)**

3.3.1 Alwoodley Primary School is a very effective and popular school, and is well placed to become an outstanding one. Children entering the nursery receive a high quality start to their education, which is systematically built on throughout the key stages. The children make overall good progress throughout the school. The hallmarks of the provision are the ways in which pupils from diverse backgrounds are encouraged to do well, and how the cultural richness of the community is used to enhance the curriculum and the learning. The pupils enjoy coming to school. They are extremely well behaved, look forward to new challenges, are considerate of others, and benefit from the rich diversity within the school.

3.3.2 The teaching is good overall with some which is satisfactory and some, which is outstanding. It enables the pupils to make good progress through work, which is almost always presented in an enthusiastic and challenging way.

3.3.3 The headteacher provides dynamic leadership and displays a clear vision for the school. She is ably supported by an effective senior management team and teachers who thrive on challenge. The school provides good value for money. The inspectors judge that the school is well placed to reach the goals to which it aspires.

Grade: 2 Good.

##### **3.3.4 *What the school should do to improve further***

- Raise the quality of teaching consistently to the highest level.
- Review the quality and use of evaluation and monitoring procedures to enhance performance.
- Improve the use of data to better inform the school's self-evaluation.

##### **3.4 Bramham Primary School (November 2005)**

3.4.1 In accordance with section 13 (3) of the Education Act 2005, Her Majesty's Chief Inspector of Schools (HMCI) is of the opinion that this school requires significant improvement, because it is performing significantly less well than in all circumstances it could reasonably be expected to perform. The school is therefore given a Notice to Improve. Significant improvement is required in relation to leadership and management, teaching and learning, the assessment and tracking of pupils' progress and the achievement of more able pupils.

3.4.2 Bramham Primary has declined in effectiveness in recent years and has not met adequately the issues raised at the last inspection. Its overall effectiveness, though judged by the school to be satisfactory, is inadequate. Although the school gives an acceptable standard of education, value for money is inadequate. The weaknesses in leadership and management, teaching, learning and assessment have been masked by reasonable results in national tests. More able pupils underachieve. Attendance, though below average nationally, is improving but the exclusion rate is

high and management of challenging behaviour is weak. The governing body, under new chairmanship, has taken effective measures to get the school back on its feet quickly. Satisfactory areas of the school's work include the progress and achievement of average and less able pupils, personal development, the care, support and guidance given to most pupils and the curriculum in Years 1 to 6. Provision for the Foundation Stage is inadequate. Pupils with learning difficulties and/or disabilities are given good support by teaching assistants and learn satisfactorily. However, their needs are not identified early enough and management of their programmes of work is inadequate. Pupils have satisfactory involvement in school and community activities and are aware of the need to lead healthy lives. The appointment of an experienced headteacher from another school to work with the acting headteacher is proving successful and there have been many effective changes since the start of term. Parents feel things are getting better. The school has a clear improvement plan and is demonstrating its capacity to make rapid improvements.

Grade: 4 Inadequate

### 3.4.3 ***What the school should do to improve further***

- Improve the leadership and management of subjects and also the management of provision for pupils who have learning difficulties and/or disabilities.
- Improve teaching so more able pupils are challenged and lessons and learning are more interesting and fun.
- Develop positive behaviour strategies so as to manage behaviour more effectively.
- Develop effective assessment systems so that the progress of different groups of pupils can be tracked and the information used to target what pupils need to learn next.

## 3.5 **Greenside Primary School (November 2005)**

3.5.1 This is a good school with many positive features, which gives good value for money. This matches the school's view of its own performance. Good teaching enables pupils to achieve well and reach at least average standards. However, in mathematics pupils could do a little better and in writing, boys do not do as well as girls. Children in the Foundation Stage make good progress and exceed the expectations for their age by the end of the Reception year. All pupils feel safe, secure and valued and enjoy school very much; they behave well and work hard. They have very responsible attitudes and the school gets them off to a good start in learning what it means to be a responsible citizen and contributor to the wider community. However, they need to develop a greater awareness of the cultural diversity of modern British society.

3.5.2 As a result of very effective leadership and management, the school has moved forward at a good pace since the last inspection. It has rigorous procedures in place for evaluating its work and from this stems an accurate understanding of its own relative strengths and weaknesses. The leadership of the school ensures that the central focus of its work is on raising standards and ensuring that pupils make the most of their time at school. The staff continually adjust their teaching to meet the pupils' needs. Consequently, the school's capacity for future improvement is good.

Grade: 2 Good



### 3.5.3 ***What the school should do to improve further***

Through its own self-evaluation, the school has identified the following issues in its improvement plan. Inspection findings confirm that these are the most important areas to improve:

- achievement in problem solving in mathematics and in writing, especially for boys
- pupils' knowledge and appreciation of the diversity of cultures in modern British society
- the effectiveness of marking and children's involvement in the assessment of their work.

## 3.6 **Harewood Church of England Voluntary Controlled Primary School (November 2005)**

3.6.1 The school's own evaluation modestly considered the school good in all aspects of its work because the headteacher had identified elements that could be improved. These assessments are correct but represent improvements from an already high level. The inspection finds that overall effectiveness and value for money are outstanding and the school is very well placed to continue to improve.

3.6.2 The new headteacher quickly established effective teamwork to tackle the lower standards in the 2004 Year 6 tests. Successful action has tackled relative weaknesses and led to significantly better 2005 results. New assessment and tracking systems give teachers a clear picture of how well pupils are doing and help set challenging overall targets. However, teachers do not make full use of individual targets to encourage progress. Effective development planning lacks sufficient clarity in how success can be identified and monitored.

3.6.3 High quality teaching and learning ensures children of different backgrounds achieve extremely well and reach high standards overall. Exemplary relationships ensure success in lessons by giving children confidence and encouraging them to try hard. Children with learning difficulties and/or disabilities are very effectively identified and supported so they make good progress.

3.6.4 Extremely good Foundation Stage provision helps children settle very quickly and gives them very good preparation for further learning. Children make good progress overall and most exceed the average standards by Year 1.

3.6.5 A happy, safe and secure environment ensures outstanding care and well-being of all children. Consistently very good provision ensures children's outstanding attitudes, behaviour and attendance.

Grade: 1 Outstanding

### 3.6.6 ***What the school should do to improve further***

The school's development planning has an extensive and appropriate range of priorities identified. To aid further improvement:

- teachers should make more use of individual targets to promote pupils' learning

- developments should identify more precisely how success will be judged and monitored.

### **3.7 Hunslet St Mary's Church of England Primary School (October 2005)**

3.7.1 This is a good school in which pupils make good personal and academic progress and achieve average standards by the end of Year 6. Pupils greatly enjoy school and behave exceptionally well. Teaching is of consistently good quality because teachers plan interesting activities, explain them well and make good use of support staff. The curriculum is very relevant to pupils' lives. Links with parents are good. Underpinned by the strong Christian ethos, the care and support provided for pupils is outstanding. Staff's belief in each individual's value and potential enables pupils to grow in self-confidence and become determined to try hard. The Foundation Stage is of good quality and provides a very solid basis for pupils' education. From a baseline of limited attainment, the children quickly settle into routines and become eager learners as they grow used to cooperating, listening and concentrating. Although a smaller percentage than the national average achieve the expected levels by the end of Reception year.

3.7.2 Since the previous inspection the school has made good progress, although standards in writing for all pupils and standards achieved by boys and higher attainers are still not high enough. The school's close partnership with Education Action Zone staff has enriched the curriculum, improved behaviour and attendance and greatly enhanced the provision for reading and information and communication technology (ICT). The extra funds provided are used well.

3.7.3 By using considered self-evaluation the school has a very good knowledge of its strengths and weaknesses, and these match the inspection team's judgements. The considerable improvements over recent years are attributable to the exceptional leadership of the headteacher, the good management team and the commitment of all staff. Taking into account standards achieved by pupils, the school provides satisfactory value for money. It has good potential to continue its improvement.

Grade: 2 Good

#### **3.7.4 *What the school should do to improve further***

- Improve standards and progress, especially in Key Stage 1.
- Increase the level of challenge in lessons for the more able pupils.
- Develop the communication and social skills of children in the Foundation Stage so that more of them achieve the early learning goals.

### **3.8 Kippax Ash Tree Primary School (October 2005)**

3.8.1 The school judges its effectiveness as good but inspectors found this to be satisfactory. Its strengths lie in the care it provides for its pupils and the way it encourages pupils to develop as individuals. Pupils care for one another, with the older pupils undertaking 'buddy' roles to support the younger ones. Less able and vulnerable pupils are included in all activities and well supported by a caring team. Pupils really enjoy their life at school; relationships between all adults and pupils are good. Behaviour is excellent both in lessons and during break times.

- 3.8.2 Through good provision, pupils in the Foundation Stage make good progress. Progress continues at a less rapid rate in Years 1 to 6 in relation to pupils' prior attainment. Teachers are aware of the need to improve standards with regards to boys' achievement, particularly in writing, and that of higher ability pupils across the curriculum.
- 3.8.3 Leadership by the headteacher is sound and governors adequately address their responsibilities, but their full involvement in monitoring achievement and standards is still at an early stage of development. There is great support from the parents for the work of the school; they strongly appreciate the care given by the headteacher and his staff to their children.
- 3.8.4 The school has some strategies in place to ensure accurate self-evaluation, but these systems have not been robust enough to discriminate between areas needing immediate attention and those which can be deferred. This has been due in part to the concentration in recent months on the move to the new school premises. In particular, this has occupied a disproportionate amount of the headteacher's time. However, the governors and management team are now well placed to refocus their efforts to ensure that their monitoring and self-evaluation are back on track. This work is being enhanced by the school's involvement in the Primary Leadership Programme.
- 3.8.5 Improvement since the last inspection has been satisfactory and there is an adequate capacity for further improvement. The school provides satisfactory value for money.

Grade: 3 Satisfactory

3.8.6 ***What the school should do to improve further***

In order to improve the current rate of progress and to raise standards so that all children reach their full potential the school should:

- further develop the systems for tracking pupils achievement, in order to make the most effective use of data collected to target provision
- ensure that robust monitoring procedures are consistently and routinely conducted in order that teaching and learning reach standards that are good or better
- improve strategic planning by the senior management in order that priorities for development are clearly linked to raising achievement and standards
- ensure that governors undertake a more active role in monitoring the success of these plans.

**3.9 Middleton Primary School (September 2005)**

- 3.9.1 This is a caring school where many pupils achieve what is expected of them. It gives satisfactory value for money. Most children start school with very low levels of basic skills. They make good progress in the Foundation Stage in all their areas of learning because of good teaching. In Years 1 to 6, pupils make satisfactory progress. Most pupils do better in numeracy than in literacy because they find the lessons more enjoyable and relevant. Overall, the teaching they receive is usually satisfactory and often good. A particular strength of the school is the way pupils are helped to develop their confidence and their personal and social skills. This helps

pupils with learning difficulties and/or disabilities to make good progress. The headteacher and staff work hard to meet the needs of all pupils. The school caters very well for a wide range of learning difficulties and social, emotional and behavioural problems. The school recognises that more could be done to improve standards in literacy and to check that different groups of pupils are learning as well as they should. The school should also continue to work on improving the unsatisfactory attendance. The headteacher and governors have a clear understanding of what needs improving and have taken sensible steps to raise basic literacy skills. The school has the capacity to improve further.

Grade 3 Satisfactory

### 3.9.2 ***What the school should do to improve further***

- Raise standards in literacy by ensuring that pupils do far more speaking, reading and writing in a wide range of enjoyable contexts throughout the school day, and by raising teachers' expectations of what pupils can achieve.
- Monitor effectively to get a clear overview of how well different groups of pupils are doing across the school.
- Continue to work on improving attendance.

### 3.10 **Otley The Whartons Primary School (October 2005)**

3.10.1 In formulating its self-evaluation over the last few months, the school considered its effectiveness to be very good, and possibly outstanding. In view of the very high standards apparent across the curriculum in Year 6 and the high quality of the pastoral and academic work of the school across the age and ability range, inspectors judge this to be an outstanding school. High quality has been sustained despite the financial stringency that has been necessary due to falling rolls; the school gives excellent value for money. Pupils start school with skills and capabilities that are mostly above average, but often only average, and sometimes below. They make rapid progress in their first year at school. The school's work in promoting pupils' personal and social development and their aptitude for learning is exceptional. Teaching is very good. Leadership and management are excellent. Not surprisingly, the school enjoys the stalwart support of its parents, many of who come into school to help. In a school of such quality, there is little that could be improved. Very occasionally, tighter monitoring of classroom practice or checking of lesson plans would improve lessons. And, whilst pupils at present make impressive progress, more frequent and more secure tracking of their attainment would ensure the continuation of that progress. Parents should know what improvements their children need to make. Resources for information and communication technology (ICT) are very good and improving, but the school does not yet exploit these facilities sufficiently. In view of its considerable improvement since the last inspection and current outstanding qualities, the school is well placed to improve further.

Grade: 1 Outstanding

### 3.10.2 ***What the school should do to improve further***

Teaching could be further improved by:

- Closer checks on lesson planning;

- Sharper attention to the way some teachers organise things in lessons, for example in giving more pupils an active part to play in activities; and
- More use of information and communication technology (ICT) across the curriculum.

Pupils' progress could be safeguarded by:

- More frequent and more secure tracking of their attainment; and
- Making clearer in reports to parents how children can improve.

### **3.11 Thorpe Primary School (November 2005)**

3.11.1 This is a good school that provides good value for money. Stimulating teaching and enticing activities in the Early Years Unit (nursery and reception) capture children's imaginations. They blossom from a low starting point, particularly in their personal and social development. Consistently strong teaching in all year groups ensures pupils look forward to school, are keen to learn and behave very well. Assessment information is not yet fine tuned enough to deliver strong enough challenges for some pupils. There is a rich curriculum where art enhances pupils' understanding of the world. Provision for information and communications technology has improved considerably since the last inspection when it was judged unsatisfactory. The strong ethos of care is a direct result of the vision of the headteacher. Pupils flourish under the nurturing care, guidance and support of teachers and mentors. Pupils who risk disaffection become successful learners. The school encourages all pupils to come to school regularly and on time and they are getting better at this. Pupils adopt increasingly healthy lifestyles.

3.11.2 The school is well led and managed although the governing body does not monitor well enough its health and safety policies. There is accurate self-evaluation of the school's performance. Staff and pupils work in difficult circumstances in cramped, run down accommodation that has a negative effect on teachers' work and pupils' learning. Staff and governors have a clear understanding of what needs to be done to continue the improvements achieved since the last inspection. The school has good capacity to improve.

Grade: 2 Good

#### **3.11.3 *What the school should do to improve further***

Focus on:

- seeking a sharper focus in the use of available data to support planning, set targets and monitor the progress of different groups of pupils
- continuing already effective efforts to improve pupils' attendance
- ensuring governors meet their statutory obligations with regard to health and safety
- implementing the school buildings' refurbishment once local authority problems with developers are resolved.

### **3.12 Whitkirk Primary School (October 2005)**

3.12.1 This good school provides good value for money. Overall, it is led and managed

well. The very good leadership of the headteacher has ensured good improvement since the previous inspection. The school has a good capacity to improve. Inspectors agree with the school's view of its effectiveness. Children achieve well in the safe, happy, friendly and interesting setting. They thrive because of the high standard of care they receive, along with an outstanding partnership between everyone involved in their education. Children's personal development is good, whilst their understanding of the need for a safe and healthy lifestyle is excellent. Good teaching and good quality support from adults ensure children achieve well. Children of reception age also achieve well, as a result of good quality provision. By Year 6, there is no significant difference in the attainment of girls and that of boys. However, the attainment of some boys in Years 3 and 4 is not as high as it should be for their ages. Throughout school, children's writing, and particularly boys' writing, is not as good as their reading. The school's written plans to raise standards in writing, especially for boys, are insufficiently robust. Children in Years 1 to 6 know little about how they need to improve if they are to achieve the National Curriculum learning goals set for them.

Grade: 2 Good

### 3.12.2 ***What the school should do to improve further***

Raise standards in writing across the school, and the standard of work of lower attaining boys in Years 3 and 4 in English and mathematics by:

- Checking progress regularly to ensure that children are on track to reach the targets that teachers have set for them
- Involving children fully in their own learning so that they know how well they are doing and what they need to do next to improve.

### 3.13 **Windmill Primary School (October 2005)**

- 3.13.1 This is a good and improving school, which gives outstanding care and support, helping its pupils to lead happy, healthy lives. It gives good value for money. Behaviour is good and most pupils enjoy learning. Although attendance is slightly below national levels, this is an improving picture due to the school's unstinting efforts to encourage regular attendance and punctuality. It does, however, remain an issue for the school. The large number of pupils with considerable learning difficulties and disabilities is reflected in well below average standards at the end of Year 2 and generally below average standards at the end of Year 6, despite some exceptional results in national tests in 2004. Pupils make good progress. This is because of good teaching, good provision for pupils' personal development and an interesting and varied curriculum. The school recognises that pupils make better progress in English than in mathematics and has begun intensive work to raise standards in mathematics though there is still some way to go. Provision for children in the Foundation Stage is good and the recent reorganisation of teaching gives children good opportunities to learn from interesting indoor and outdoor activities. Current levels of attainment in the reception year also show the benefits of the pre-school education offered by the recently established Children's Centre which replaced the school's nursery. Leadership and management are good and governors give effective support to all aspects of school life. The school's self-evaluation is accurate and excellent use is made of it to drive the school forward, as seen in good improvements since the last inspection. The school is well placed to improve further.

Grade: 2 Good

### 3.13.2 ***What the school should do to improve further***

- Raise standards in mathematics by ensuring that pupils build up basic skills progressively and systematically
- Continue to work with parents and pupils to improve the levels of attendance

## 3.14 **Woodlesford Primary School (November 2005)**

3.14.1 Inspectors agree with the school that its overall provision and value for money are outstanding. The headteacher and other staff ensure the school constantly examines its own effectiveness and tackles all relative weaknesses. For instance, children's writing is currently being developed. Significant improvements have therefore continued since the last inspection. Successful action to use assessment to establish challenging targets has maintained the high quality of teaching and learning. As a result, all children achieve extremely well and reach high standards.

3.14.2 Extremely good provision in the Foundation Stage sets a secure basis for further learning. Children make good progress overall and reach above average standards by Year 1. Throughout the school, because children with learning difficulties and/or disabilities are identified and supported very effectively, they make significant progress.

3.14.3 All adults in school work together extremely well to provide a happy, safe and secure environment that ensures all children's care and well-being. Children are provided with an outstanding range of opportunities to learn, including many successful visits to places of interest and sessions led by visitors. Extremely positive relationships contribute substantially to success in lessons by giving children confidence and encouraging enquiring minds. This consistently very good provision ensures children's personal development is first rate. They develop great respect for others and behaviour is exemplary.

3.14.4 Very strong teamwork ensures everyone makes significant contributions to identifying strengths and further priorities. The school's planning therefore sets out a wide range of appropriate developments but a small number of these lack sufficient clarity when identifying how to judge success.

Grade: 1 Outstanding

### 3.14.5 ***What the school should do to improve further***

The school has an extensive and appropriate range of priorities identified in its development planning. To improve the process further, the school should:

- ensure that evaluations focus more precisely on how developments impact on pupils' learning and achievement.

## 3.15 **SECONDARY SCHOOLS**

### 3.16 **Agnes Stewart Church of England High School (November 2005)**

3.16.1 In accordance with section 13(3) of the Education Act 2005, HMCI is of the opinion that this school requires significant improvement because it is performing significantly less well than in all the circumstances it could reasonably be expected to perform. The school is therefore given a Notice to Improve. Significant

improvement is required in relation to the standards achieved by pupils and the quality of teaching to ensure good enough progress relative to their starting points.

- 3.16.2 Although Agnes Stewart has become a better school, it does not yet provide an adequate education for all its pupils. Progress made by pupils is not good enough because actions taken to tackle key issues have been too slow. Standards remain well below average. The overall quality of teaching is inadequate. Although there are pockets of good practice, too much teaching is not good enough to promote positive attitudes or close the gaps in pupils' learning. However, recent interventions, through partnership with others, have secured the foundations to enable more rapid progress in reducing pupils' under-achievement. Improvements in behaviour have created a better climate for learning and pupils understand better what is expected of them. Personal development and well-being has improved and is satisfactory. Pupils feel safe and generally enjoy coming to school; they are well cared for and supported, especially those with additional learning needs or who are in vulnerable groups. The curriculum has been re-structured to better meet the needs of pupils in Years 7 and 10 and is satisfactory overall. Leadership and management are satisfactory. The executive headteacher has provided strong leadership and acted urgently with the support of the acting headteacher to ensure that senior and middle leaders understand what is required to raise standards although not all have yet developed the necessary skills. Governors give committed support to the school and are beginning to understand better its strengths and weaknesses. Targeted support and well prioritised actions means that the school provides satisfactory value for money overall and has the necessary capacity to improve.

Grade: 4 Inadequate

3.16.3 ***What the school should do to improve further***

- Raise standards achieved by all pupils
- Increase the proportion of teaching that is good or better
- Continue to develop pupils' social and learning skills so that they are well prepared for the next stage in their education

**3.17 Allerton High School (December 2005)**

- 3.17.1 This is a good school and the inspectors confirm the view the school has of its effectiveness. It is outstanding in promoting racial and inter-faith harmony. The school offers good value for money. Students enter the school with average levels of attainment and gain above average results in tests and examinations in the main school and the sixth form, representing good achievement and progression. The school is proud of its programmes to promote personal well-being and development, and rightly so. Its personal and social education curriculum is outstanding. Most students' behaviour is good. Students make good progress because they receive good, challenging teaching in the majority of their lessons. However, prolonged staff absences, beyond the school's control, are having an adverse effect on students' progress as they lose some continuity in their learning. The school's curriculum meets statutory requirements and is responsive to pupils' needs, for example it offers Jewish studies and a variety of community languages. The school's specialist status in business and enterprise is having a very positive influence on the range of vocational options for students, particularly in Key Stage 4 and the sixth form. The specialist status has also supported very good improvements to the provision for information and communication technology (ICT)



since the last inspection. Care, guidance and support for students are good; they feel safe and valued as individuals. The headteacher's leadership of the school is outstanding. Management is good, although procedures for the assessment of students' work are not yet rigorous enough. Since the last inspection, the school has made good progress. It has good capacity to improve further.

Grade: 2 Good

**3.17.2 *Effectiveness and efficiency of the sixth form***

The sixth form is good, as the school rightly judges. Strong leadership and management promote good learning. Students enjoy this friendly community and benefit from very good, supportive relationships with teachers.

3.17.3 Standards in 2004 were above average and students achieved well. In 2005 standards dropped to be in line with the national average, as a result of the more diverse nature of the intake.

3.17.4 The school modestly assessed teaching and learning to be satisfactory; however inspectors judged both to be good. The good academic and vocational curriculum meets students' needs well and is enhanced by a good variety of enrichment activities, such as Young Enterprise.

3.17.5 Students have positive attitudes, though some do not make best use of independent study time. Students' performance is regularly reviewed and challenging targets set. They receive good support when making career choices but find the step between Years 11 and 12 difficult. They make a very good contribution to the school and the wider community with their voluntary work.

Grade: 2 Good

**3.17.6 *What the school should do to improve further***

- Make marking and assessment procedures more effective, so that they show clearly what students need to do to improve.
- Share the existing good practice in teaching to increase the range of activities in all lessons so that students sustain good learning for longer.

**3.18 Carr Manor High School (November 2005)**

3.18.1 The school provides a satisfactory quality of education, a judgement that agrees with its own self-evaluation. Although standards are well below the national average, pupils make satisfactory progress in relation to their attainment on entry to the school. Teaching and learning are satisfactory, with teachers planning their lessons carefully to reflect the school's insistence on consistent procedures so that pupils know what to expect and what is expected of them. Pupils behave satisfactorily in lessons but they do not always expend as much energy as they might in learning for themselves. Their attendance is below average, though improving steadily. Too many pupils arrive late for school in the morning. The curriculum has several strengths, particularly in the new vocational courses, but is inadequate overall because it does not meet statutory requirements for information and communication technology (ICT) or religious education in Years 10, 11 and in the sixth form. The school gives all aspects of 'Every Child Matters' a high priority and provides good care and support for its pupils. It provides satisfactory value for money. Since it was previously inspected, the school has made satisfactory

progress, with some improvement in test and examination results. Since the appointment of the new headteacher, there have been many innovations and the school has made good progress over the last year. The school is therefore well placed to make further improvements.

Grade: 3 Satisfactory

3.18.2 ***Effectiveness and efficiency of the sixth form***

The overall effectiveness of the sixth form is satisfactory. Leadership and management are satisfactory. Students enjoy being part of this community and benefit from supportive relationships with fellow students and teachers. The sixth form provides a clear route to higher education for many students who otherwise would not have such a chance. Students learn and mature in a familiar, reassuring environment. Their behaviour and attitudes to learning are satisfactory.

3.18.3 Students make satisfactory progress, though they both enter and leave the sixth form with standards that are well below average. Overall, teaching is satisfactory, though students express concern over inconsistencies in the quality of teaching and in the feedback on their work. Most students have plenty of study time available to them and some provide a valued support service for younger pupils. However, students do not always make best use of their study time because they have not developed the skills required to work independently. The curriculum adequately meets students' needs, with vocational courses such as leisure and tourism and health and social care. Students benefit from regular progress reviews where both they and their parents are told how well they are doing. Targets are set and teachers give students good guidance on what to do to improve.

Grade: 3 Satisfactory

3.18.4 ***What the school should do to improve further***

- Raise standards, particularly in Years 10 and 11.
- Improve the quality of teaching by increasing the emphasis on how well pupils learn.
- Ensure that all pupils study information and communication technology and religious education, in line with statutory requirements.
- Improve attendance and punctuality at the start of the school day.

3.19 **Horsforth School Specialist Science College (September 2005)**

3.19.1 Horsforth School is a good school with some outstanding features. There is a firm commitment to the head's clearly articulated vision of 'Opportunity and achievement for all'. This, together with the school's Specialist Science status, provides a high quality, safe and rich environment within which pupils enjoy their learning. Good teaching, which clearly sets out to target pupils' progress, and an improved, more personalised curriculum contribute to the school's good performance. Self-evaluation is honest and there is good understanding on the part of governors and key staff as to where performance needs to be improved.

3.19.2 Pupils reach high standards and make satisfactory progress in Key Stages 3 and 4. Standards and progress reached by students in the Sixth Form are at least satisfactory. Pupils have great confidence in the good quality care and guidance given by the school. Whatever their backgrounds, pupils feel safe and enjoy

school. The overwhelming majority of parents have great confidence in the work of the school in leading their children to success.

3.19.3 The school is well led and effectively managed, ensuring it provides good value for money. A very committed and knowledgeable governing body is instrumental in ensuring high levels of quality control and provide energetic support.

3.19.4 The school has successfully addressed all the points from the previous inspection and standards have risen over recent years. There are many innovative and successful strategies for quality assurance linked to raising attainment. These are not yet consistently applied by some staff. The school recognises this and is well placed to apply more rigour to their systems in order to realise its commitment to 'Opportunity and Achievement for all'.

Grade: 2

3.19.5 ***Effectiveness and efficiency of the sixth form***

The school had judged provision in the sixth form as good; inspectors found it to be satisfactory. Students are very positive about the support and guidance they receive and are encouraged to become independent learners. Time out of lessons is used productively and students play an important part in the life of the school. Pass rates at A-level are around the national average, but there are significant variations in the performance of students across different subjects. Able students add value above local and national norms; however, a minority of less able students do not achieve the grade expected of them. Achievements on vocational courses are very good.

3.19.6 Teaching and learning are satisfactory. Students make reasonable progress in lessons and most are challenged appropriately. However, in less successful lessons, there is too much reliance on the teacher. The use of data to monitor progress and manage course performance is sound, but not applied consistently. The sixth form curriculum is broad and there is a good range of courses, including a small number of vocational options.

Grade: 3 Satisfactory

3.19.7 ***What the school should do to improve further***

In order to further improve progress and achievement the school should:

- Continue to improve the existing quality assurance procedures in order to ensure a consistent and systematic approach to monitoring, evaluation and intervention in:
  - teaching and learning; and
  - assessment for learningthroughout school, including the sixth form.
- Continue to improve the progress made by sixth form students in relation to their GCSE results.

#### **4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

4.1 The Education Leeds School Improvement Policy is being re-written and will take account of the new Ofsted framework. A new system of categorising schools will show the contribution that schools can make in partnership, and help to establish

priorities for support and intervention.

## **5.0 LEGAL AND RESOURCE IMPLICATIONS**

5.1 The increased emphasis on achievement, including the progress made by pupils in higher attaining schools and the close scrutiny of the school's self-evaluation procedures, extends the risk from inspections to schools who formerly would have been judged as satisfactory or even good. Her Majesty's Chief Inspector of Schools talks of 'raising the bar'. It will be important to maintain the support for schools to develop their self evaluation and improve achievement. Nationally, about 10% of schools have been judged as inadequate.

## **6.0 CONCLUSIONS**

6.1 The inspections since September have presented new and rigorous challenges to schools. Leeds schools overall have responded well. However, the expectations of inspectors have increased and Education Leeds will need to support schools in continuing to improve achievement and self evaluation.

## **7.0 RECOMMENDATIONS**

7.1 The Board is asked to note the impact of the change in the inspection framework.



**Not for Publication:** Appendix 1 is not for publication under paragraph 10.4(2)

## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Report on schools causing concern**

### Electoral wards Affected:

**ALL WARDS**

### Specific Implications For:

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

## 1.0 PURPOSE OF THE REPORT

1.1 The purpose of this report is to make members aware of the actions being followed to ensure that the schools causing the most serious concerns are being monitored, supported and challenged through planned interventions.

## 2.0 BACKGROUND

2.1 The terminology 'school causing concern' refers to those schools that have been identified by Ofsted as requiring special measures or those being given a Notice to Improve. In addition schools are also identified by Education Leeds (School Improvement Policy April 2004) as needing immediate intervention and support due to them being a cause for serious concern which if not addressed would result in them being placed in an Ofsted category. Schools may also be a cause for concern due to temporary or short term circumstances that leave them vulnerable.

2.2 There are 16 primary schools judged as causing concern.

- 2.3 Two Primary Schools have now been removed from the causing concern category following a successful monitoring visit by officers of Education Leeds.
- 2.4 Manston St James Church of England Primary has been removed from category seven following a successful HMI visit to the school which considered it to be no longer demonstrating 'serious weaknesses'.
- 2.5 Most of these schools are making good or satisfactory progress. However, three Primaries remain vulnerable to special measures. These schools are receiving intensive support from a variety of officers from Education Leeds.
- 2.6 Of the high schools causing concern most are making reasonable progress but three remain vulnerable to special measures.
- 2.7 A more detailed report is in the confidential part of this agenda under Access to Information Rules (10.4 1&2).

### **3.00 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

- 3.1 The new Education Leeds School Improvement Policy will describe a revised system of categorising schools. This will describe the contribution that schools can make in partnership, and help to establish priorities for support and intervention.
- 3.2 The public interest in maintaining the exemption in relation to the main report on this subject outweighs the public interest in disclosing the information by reason of the fact that the duty of Education Leeds in securing improvement and increased confidence in the schools concerned would be adversely affected by disclosure of the information

### **4.00 LEGAL AND RESOURCE IMPLICATIONS**

- 4.1 There is an increased emphasis in the new Ofsted inspection framework on achievement, including the progress made by pupils in higher attaining schools, together with a close scrutiny of the school's self evaluation procedures. This extends the risk from inspections to schools who formerly would have been judged as satisfactory or even good. The acting chief inspector talks of 'raising the bar'. It will be important to maintain the support for schools to develop their self evaluation and improve achievement. Nationally, about 10% of schools have been judged as inadequate.

### **5.00 CONCLUSIONS**

- 5.1 The inspections since September have presented new and rigorous challenges to schools. Leeds schools overall have responded well. However, the expectations of inspectors have increased and Education Leeds will need to support schools in continuing to improve achievement and self evaluation.

### **6.00 RECOMMENDATIONS**

- 6.1 The Executive Board is asked to note the contents of the report and to consider the actions taken in schools causing concern. The Board is also asked to note the impact of the change in the inspection framework.





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## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Annual Report on Achievement in Leeds Primary Schools 2004-5**

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### EXECUTIVE SUMMARY

#### 1.0 PURPOSE OF THE REPORT

- 1.1 This report outlines the performance of primary schools during 2004-5 and the action taken by Education Leeds to fulfil its responsibilities to the board and schools. Evidence is drawn from national and local performance data, monitoring activities undertaken by school improvement quality assurance advisers and Ofsted reports on schools inspected during the last academic year.

#### 2.0 BACKGROUND

- 2.1 The primary quality assurance team comprises a principal adviser, ten senior quality assurance advisers and three seconded headteachers who were working with the team throughout the academic year 2004-05.
- 2.2 The primary quality assurance team works closely with the national strategies team, the inclusion and special educational needs team, and the ethnic minority achievement team.
- 2.3 This report provides background information on:
- Detailed analysis of levels of achievement in Leeds, including differentiation between different groups (e.g. ethnic groups, boys and girls), and also between different schools
- Analysis of attendance and exclusion rates including Education Development Plan (EDP) targets
  - Analysis of the outcomes for schools inspected by Ofsted 2004/05
  - The Education Leeds School Improvement Policy and how it supports improvements in school achievement.



### **3.0 RECOMMENDATIONS**

3.1 Executive Board is ask to

- i) note the contents of the report
- ii) approve the action taken by Education Leeds to fulfil its responsibilities.

**Agenda Item:**

**Originator:** Christine Halsall  
Principal Adviser

**Telephone:** 2144068

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## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Annual Report on Achievement in Leeds Primary Schools 2004-5**

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**Electoral wards Affected:**

ALL

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

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### 1.0 PURPOSE OF THE REPORT

- 1.1 This report outlines the performance of primary schools during 2004-5 and the action taken by Education Leeds to fulfil its responsibilities to the board and schools. Evidence is drawn from national and local performance data, monitoring activities undertaken by school improvement quality assurance advisers and Ofsted reports on schools inspected during the last academic year.

### 2.0 BACKGROUND INFORMATION

- 2.1 Senior Primary Quality Assurance posts are fully funded and their core purpose is to raise standards and levels of achievement for all children ensuring all primary and special schools are managed and led effectively and that they provide all children with an appropriate education which meets their needs. This is achieved through monitoring and challenging all schools and supporting and intervening in schools in inverse proportion to success. Each senior quality assurance adviser is a named contact adviser for a group of schools and has responsibility for monitoring the performance of these schools. Senior quality assurance advisers maintain up to date information on them and record this on the individual school summary profile (SSP). This profile records key judgements and supporting evidence linked to the Quality Standards Framework (QSF) developed by Education Leeds to support school self-evaluation. This profile is updated annually as a result of self evaluation activities undertaken by the school and

validated by the senior quality assurance adviser team. Schools are expected to maintain an up to date self-evaluation statement at all times to ensure that a robust and rigorous self-evaluation process is in place.

In line with the DfES Code of practice for LEA-school relations, all schools have been visited at least once in the academic year to monitor standards and to set statutory performance targets. Other visits to school are undertaken either as part of statutory duties, by invitation, or as a result of the level of concern about a school.

2.2 This report provides background information on:

- Detailed analysis of levels of achievement in Leeds, including differentiation between different groups (e.g. ethnic groups, boys and girls), and also between different schools
- Analysis of attendance and exclusion rates including EDP targets
- Analysis of the outcomes for schools inspected by Ofsted 2004/05
- The Education Leeds School Improvement Policy and how it supports improvements in school achievement.

### 3.0 MAIN ISSUES

#### 3.1 Analysis of Primary attainment and progress

3.1.1 Performance in the primary sector has remained broadly static for five years. Benchmark levels of achievement are stable, but progress is showing signs of slowing. This is particularly the case when measured in terms of Contextual Value Added (CVA), the new vehicle for measuring performance, particularly by Ofsted. This methodology shows that there may be some indications that progress is slowing since 2003.

#### 3.2 Foundation Stage Profile

3.2.1 All eligible schools returned data to Education Leeds for the 2005 round of Foundation Stage Profile (FSP) assessments. This repeats the success of 2004 and allows for comparison to the results of the previous year. Comparisons with 2003 cannot be made due to the 50% return made in 2003. Some preliminary analyses of the data have been undertaken, summarised in the table below; however there are no national or local authority (LA) comparisons available against which to benchmark levels of achievement in Leeds.

Area of Learning	Average No. of Assessment Foci attained (max. 9)					
	2004			2005		
	Boys	Girls	All	Boys	Girls	All
Personal, Social and Emotional Development	7.1	7.5	7.3	6.7	7.2	7.0
Communication, Language and Literacy	6.6	6.3	6.9	5.9	6.6	6.3
Mathematical Development	7.1	7.0	7.2	6.6	6.9	6.7
Knowledge and Understanding of the World	7.2	6.9	7.5	6.6	6.8	6.7

3.2.2 In the absence of national comparative data it is difficult to formulate any fixed conclusions relating to these figures, however they are broadly in line with 'expected' levels of achievement. FSP guidance from the Department for Education and Skills (DfES) suggests that most pupils should be achieving between six and eight Assessment Foci by the end of their reception year. It should be noted that there has been a drop in levels compared to those observed in 2004. The largest drop was seen in Knowledge and Understanding of the World (0.8) and Communication, Language and Literacy (0.6). Further moderation between schools will be developed.

### 3.3 Key Stage 1 Performance in 2005

3.3.1 Following the successful trial of a new assessment methodology in 2004, Key Stage 1 was assessed solely with teacher assessments in 2005.

#### 3.3.2 Attainment – city wide

Key Stage 1 2005	% Pupils at L2+		
	Reading	Writing	Maths
<b>Leeds</b>	84	81	88
<b>National LAs</b>	85	82	91
<b>Stat Neighbour Rank (11 LAs)</b>	8th	8th	9th
<b>DfES National Rank (All LAs 150)</b>	87th	90th	117th

3.3.3 At Key Stage 1 performance has remained broadly static in reading and writing, both nationally and in Leeds.

Key Stage 1 % Level 2+	2001		2002		2003		2004		2005	
	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
<b>Reading</b>	84	84	83	84	84	84	83	85	84	85
<b>Writing</b>	85	86	85	86	80	81	81	82	81	82
<b>Maths</b>	90	91	90	90	90	90	90	90	88	91

3.3.4 The proportion of pupils who achieved Level 2 or better in reading in Leeds improved by one percentage point to 84%, while the national figure remained unchanged at 85%. The equivalent figure for writing remained unchanged at 81% with Leeds, 1% behind the national result.

3.3.5 In mathematics, however, the proportion of pupils achieving Level 2 or better in Leeds fell for the first time in four years, by two percentage points to 88%, while the national figure rose to 91%.

3.3.6 The gap between boys' and girls' achievement in Leeds follows similar patterns to those observed nationally.

#### 3.3.7 Attainment – gender

Key Stage 1 by gender		2001		2002		2003		2004		2005	
		Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
<b>Reading</b>	Girls	88	88	87	88	88	88	88	89	87	89
	Boys	80	80	80	81	80	80	78	81	80	81
<b>Writing</b>	Girls	89	90	89	90	86	87	86	87	86	88
	Boys	81	82	81	82	75	76	74	76	76	77
<b>Maths</b>	Girls	92	92	92	92	91	91	91	92	89	92
	Boys	89	90	88	89	89	89	88	89	87	90

3.3.8 However, the gender gap in Leeds is less than that seen nationally in reading and writing, whilst it is the same in mathematics. For all subjects girls outperform boys.

### 3.3.9 **Attainment – ethnic group**

At Key Stage 1 in 2005, Bangladeshi, Pakistani and Black African heritage pupils have low levels of achievement in all subject areas, while Black Caribbean heritage pupils are much closer to the city averages. Traveller heritage pupils were the group with the lowest levels of achievement in all subject areas. A breakdown for all minority ethnic groups is shown in Appendix 1.

### 3.3.10 **Attainment – Children in public care**

For children in public care, performance is well below city wide levels.

<b>% Level 2+</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Pupils</b>	45	55	34
<b>Reading</b>	58	47	65
<b>Writing</b>		44	62
<b>Maths</b>	69	60	74

3.3.11 Performance at Key Stage 1 has improved in all three subjects in 2005, to levels above that seen in 2003. This is encouraging, particularly following the drop seen in 2004.

## 3.4 **Key Stage 2 Performance in 2005**

3.4.1 At Key Stage 2, comparative data is available at a national level and for all local authorities. Statistical neighbour rankings have been calculated for Leeds in relation to all 10 of its 'closest' neighbours.

### 3.4.2 **Attainment – city wide**

<b>Key Stage 2 2005</b>	<b>% Pupils at L4+</b>		
	<b>English</b>	<b>Maths</b>	<b>Science</b>
<b>Leeds</b>	79	76	85
<b>National</b>	79	75	86
<b>Stat Neighbour Rank (total 11)</b>	4th	6th	8th
<b>DfES National Rank (All ies 150)</b>	59th	54th	94th

3.4.3 Performance in English and mathematics in Leeds has improved in comparison to 2004, with a 1% increase overall in the percentage of pupils achieving Level 4 or better, similar to the improvement seen nationally. Results in Leeds have improved at a slightly higher rate compared with statistical neighbour local authorities, although Leeds is the middle ranking authority in the statistical neighbours list. Leeds is in the 2nd quartile of local authorities nationally in English and mathematics.

3.4.4 Performance in science stabilised after a fall in 2004. The gap to national and statistical neighbour performance remained at 1%.

% level 4+	2001		2002		2003		2004		2005	
	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
<b>English</b>	75	75	74	75	76	75	78	78	79	79
<b>Maths</b>	71	71	74	73	75	73	75	74	76	75
<b>Science</b>	88	87	87	86	88	87	85	86	85	86
<b>Total</b>	234	233	235	234	239	235	238	238	240	240

### 3.4.5 Attainment – gender

Girls outperform boys in English and science at both Level 4+ and Level 5+, while the gap is reversed in mathematics. Levels of achievement in science are very similar for boys and girls. These trends are replicated at national level.

% level 4+		2001		2002		2003		2004		2005	
		Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
<b>English</b>	<b>Girls</b>	79	80	78	79	80	80	81	83	83	84
	<b>Boys</b>	71	70	71	70	72	70	71	73	75	74
<b>Maths</b>	<b>Girls</b>	70	70	74	73	74	72	72	74	75	75
	<b>Boys</b>	72	71	74	73	75	73	74	75	76	76
<b>Science</b>	<b>Girls</b>	88	88	87	87	87	87	85	86	85	87
	<b>Boys</b>	88	87	88	86	88	86	84	86	85	86

### 3.4.6 Attainment – ethnic group

In terms of specific ethnic groups, Appendix 1 gives a full breakdown of performance in 2005.

3.4.7 Mixed Black Caribbean and White, and Other heritage pupils have seen significant falls from 2004. Kashmiri Pakistani and Other mixed heritage pupils also fell from the levels of 2004 in all three subjects. Black African pupils have significantly increased in numbers due to the increase in asylum seeker and refugee pupils.

3.4.8 Pupils of Black Caribbean, Chinese, Gypsy/Roma, Mixed Asian and White, Other, Pakistani, Traveller Irish heritage and White Irish heritage pupils have seen improvements in comparison to performance in 2004 in all three subjects. Bangladeshi pupils showed an improvement in English and in mathematics.

### 3.4.9 Attainment – Children in public care

Children in public care, as at Key Stage 1, do not achieve as highly as the local authority-wide picture.

% level 4+	2003	2004	2005
<b>Pupils</b>	84	77	77
<b>English</b>	40	31	44
<b>Maths</b>	42	36	40
<b>Science</b>	68	51	53

3.4.10 Performance in all three subjects has improved on the results seen in 2004, but in mathematics and science they stay below results seen in 2003. Currently less than half of children in public care achieve a Level 4 or better in English or

mathematics.

### 3.5 Progress from Key Stage 1 to Key Stage 2 2005

<b>DfES Value Added Score</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Overall Score	100.0	100.1	100.2
Schools in top 5% Nationally	12 (5%)	13 (6%)	11(5%)
Schools in Upper National Quartile	45 (26%)	49 (29%)	58(27%)
Schools in Lower National Quartile	41 (23%)	35 (20%)	57(26%)
Schools in bottom 5% Nationally	9 (4%)	8 (4%)	5(2%)

3.5.1 The DfES Value Added (VA) measure reported in the official performance tables shows Leeds to have slightly improved on last year's position. This value added methodology takes account solely of prior attainment. The overall VA score is slightly above the national average, and Leeds has more schools in the national top quartile than last year. However despite a drop in the number of schools in the bottom 5% nationally, there was an increase in the number of schools in the bottom 25%.

<b>FFT Estimate-Actual 'Value Added' Judgements 2005</b>	<b>Estimate-Actual Difference</b>			<b>LA Contextual Percentile Ranking</b>		
	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>
<b>English L4+</b>	0.6%	0.8%	0%	45	43	56
<b>English L5+</b>	2.4%	2.4%	1.7%	32	33	47
<b>Maths L4+</b>	3.0%	2.4%	1.9%	25	40	44
<b>Maths L5+</b>	2.6%	1.7%	2.0%	29	44	37
<b>Science L4+</b>	1.3%	0%	0%	33	60	65
<b>Science L5+</b>	4.8%	1.5%	1.8%	7	48	39
<b>Mean Level</b>	0.05	0.04	0.03	32	45	47

3.5.2 The table shows the percentile ranking of Leeds for subjects at Key Stage 2. The greater the progress that pupils make in the key stage the lower the number. A number of 10 or smaller places an authority in the highest 10% of all authorities; a number of 75 or greater places an authority in the lower quartile.

3.5.3 Analyses generated through the Fischer Family Trust (FFT) 'Contextual Value Added Project' model show a positive picture in terms of pupil progress from Key Stage 1 to Key Stage 2. Unlike the DfES methodology outlined previously, this methodology takes of prior attainment and the context of the pupil and the school attended.

3.5.4 All of the key judgements show that more pupils achieved the benchmark level of performance than were estimated. All but two of the local authority rankings are above the median, English Level 4+ and science Level 4+ being the exceptions.

3.5.5 However, it should be noted that for all measures, the gap to estimate is becoming closer to zero, a reduction from the positive position that was held in 2003. The rankings are also dropping for most measures, indicating that progress is slowing when contextual indicators are taken into account.

3.5.6 FFT produce detailed analysis of the performance of the major pupils groups in Leeds. The main points from this are that:

- Nearly all groups were performing at or above their estimates, but over three

years this positive gap was closing.

- Lower ability girls were significantly below their estimates in terms of average level for all three subjects and Level 4+ in English and mathematics.
- Bangladeshi pupils were below estimates across the subjects, as were Black Caribbean pupils, but for the latter, performance against estimate was significantly improving in English.

### 3.6 Schools performing below floor targets at Key Stage 2

3.6.1 Approximately 48 schools performed below the 65% floor target in mathematics while 32 schools did so in English. This demonstrates some improvement on last year when 50 schools performed below floor target in mathematics and 41 below in English. Of great concern are the 29 schools that performed well below (i.e. below 55%) the floor target in mathematics which is an increase from the 15 schools that performed well below the floor target last year. There are also 12 schools that performed well below in English which is slightly better than the 18 which performed well below last year. Many of these schools performed well below in both subjects.

3.6.2 There are currently 40 schools that have a gap in attainment of 15% or more between English and mathematics. In small schools this may be insignificant and may represent very small numbers of pupils. However in larger cohorts there are many pupils who are not performing equally well in both subjects.

### 3.7 Target Setting at Key Stage 2

3.7.1 Actual performance, compared to targets set, reveals great disparities. Many schools set aspirational targets which they fail to meet while others set low targets that are exceeded.

#### School Inspection Judgements

2004-2005 Summary Inspection Judgements	1	2	3	4	5	6	7	% Good or better	% Satisfactory or better
Overall Effectiveness	0	15.4	65.4	19.2	0	0	0	80.8	100
Overall Standards	0	7.7	65.4	26.9	0	0	0	73.1	100
Attitudes, Values and Other Personal Qualities	0	76.9	19.2	3.8	0	0	0	96.2	100
Quality of Education	0	19.2	65.4	15.4	0	0	0	84.6	100
Leadership and Management	0	26.9	53.8	19.2	0	0	0	80.8	100

3.7.2 The total number of primary schools inspected in 2004/05 was 26. All judgements were satisfactory or better, with all schools being rated as at least satisfactory in each summary judgement. Over 96% of schools were judged as good or better in the Attitudes and Values judgement; but only 73% of schools were judged as good or better in the Standards judgement.



### 3.8 Attendance at Key Stage 2

Primary	% Attendance	% Authorised Absence	% Unauthorised Absence	EDP Attendance Target
1996/97	93.87	5.38	0.7	
1997/98	93.57	5.85	0.64	
1998/99	93.78	5.59	0.63	
1999/00	94.17	5.31	0.52	
2000/01	93.76	5.68	0.55	
2001/02	94.03	5.51	0.46	94
2002/03	94.12	5.45	0.43	94.2
2003/04	94.52	5.08	0.40	94.4
2004/05	94.67	4.91	0.42	94.6

- 3.8.1 Primary schools involved in the Behaviour Improvement Project (BIP) have increased at a greater rate than all primary schools. BIP primary schools attendance increased by 0.26% from 2003/04 to 2004/05, greater than all primary schools improvement of 0.15%. Overall targets for Education Leeds Education Development Plan are achieved.

#### Exclusions

Permanent Exclusions	Leeds		England
	number	rate per 1000 pupils	rate per 1000 pupils
2000/01	0	0.00	0.3
2001/02	0	0.00	0.3
2002/03	4	0.06	0.3
2003/04	6	0.09	0.3
2004/05	2	0.036	N/A till June

- 3.8.2 In the 2004/05 academic year there were once again permanent exclusions from Leeds primary schools. The number of primary permanent exclusions decreased from six in 2003/04 to two in 2004/05. The number of permanent exclusions is dropping in Leeds and is well below the national average which remains static at approximately three times the current level for Leeds.

Fixed Term Exclusions	Primary	
	number	rate per 1000 pupils
2000/01	651	9.60
2001/02	556	8.40
2002/03	670	10.25
2003/04	766	12.03
2004/05	565	10.3

### 3.9 Primary Intervention Strategy for schools causing concern

- 3.9.1 All schools are monitored and challenged to improve in accordance with the Education Leeds Policy for School Improvement (April 2004). They are required by law to set targets for pupils on an annual basis.

- 3.9.2 Senior quality assurance advisers undertake to challenge, support, monitor and intervene in schools through a cycle of annual visits which involve reviewing standards and progress, setting statutory targets, monitoring the quality of teaching and learning and leadership, and supporting the school self-evaluation.
- 3.9.3 Education Leeds has a statutory responsibility to intervene in schools which are not providing a satisfactory standard of education or in schools which find themselves in difficulty.
- 3.9.4 Since April 2004 support programmes have been agreed with all schools causing concern and for many schools in category 4.
- 3.9.5 The 20 lowest attaining schools are supported by the Intensifying Support Programme (ISP) which is a Primary National Strategy whole school improvement programme focused on establishing the 'non-negotiables' of school improvement. These include strategies for setting targets for all pupils in all year groups, establishing curricular targets across the school and agreeing developmental targets for staff. Each school is supported by a team of primary quality assurance advisers and national strategy consultants.
- 3.9.6 The impact of this programme can be seen initially in the end of Key Stage 2 SATs 2005 which demonstrated that schools in ISP made a gain of 3.5% in English while nationally schools in ISP gained 2.3%. Leeds schools entered ISP with English scores 16% below the Leeds average at Level 4+ and having made 3.5% improvement are now 14% below Leeds, (taking account of the improvement of 1% of all schools). In mathematics, schools entered ISP 16% below the Leeds average at Level 4+ and having made 2.2% improvement are now less than 15% below.
- 3.9.7 A further 90 schools are supported through the Primary Leadership Programme (PLP) the aim of which is to develop the capacity of the school leadership team in their strategic leadership of the core subjects. Schools in this programme are supported by a team of consultant leader headteachers, national strategy consultants and primary quality assurance advisers.
- 3.9.8 The impact of this programme can be seen through 2005 performance data. In English, schools in the Leeds PLP made a 4.2% gain which schools nationally in PLP made 1.8%. In mathematics, schools in the Leeds PLP made a 3% gain while schools in PLP nationally made 1.8%. In Leeds, schools entered PLP 3% below the Leeds average in English and having made 4.2% improvement are now in line with Leeds. In mathematics, schools entered PLP 3% below the Leeds average at Level 4+ and having made 3% improvement are now in line with Leeds.
- 3.9.9 Schools causing concern are provided with additional targeted support from a primary quality assurance adviser on agreed areas such as the use of data, self-evaluation and leadership, and teaching and learning. Education Leeds task groups, established for each school causing concern, ensures coherence and challenge across all priorities in the action plan. A joint review group of governors and officers of Education Leeds monitors the action plan and evaluates the impact of activities.
- 3.9.10 Since 2004 one school in special measures was removed from this category following an Her Majesty's Inspectors (HMI) inspection, after only four terms. There are currently no primary schools in special measures. A school which was deemed by Ofsted to have serious weaknesses in the summer term 2005, has

been removed from this category following a visit from HMI in spring 2006. In September 2005 the new Ofsted Framework for Inspection was introduced with a new category 'Notice to Improve'. Only two schools in Leeds have been placed in this category.

- 3.9.11 Schools in categories five and six are provided with a differentiated level of support from across Education Leeds to ensure that they are removed from these categories within one year. In January 2005 12 schools not on the causing concern register, were thought to be vulnerable to inspection. Additional adviser support was placed in these schools. Nine of these have now been inspected with a good outcome.

### **3.10 Priorities for improvement**

- Improve further the quality of teaching, learning and assessment at Key Stage 2 by directing support from the national strategy consultants to the areas of greatest need, and involving schools in the training available for teachers, middle managers and headteachers.
- Target support for under achieving groups – boys, Black and Minority Ethnic children, especially Black Caribbean and Black African children, disseminating and learning from the findings from the Primary African Caribbean Excellence (PACE) project.
- Improve standards and progress at Key Stage 2 by raising expectations and providing an appropriate and motivating curriculum for all students. Schools in the distributed leadership programme will receive specific support to achieve this aim across all areas of the curriculum
- Further improve Education Leeds' knowledge of schools to trigger intervention before a school becomes a cause for serious concern.
- Further develop and embed procedures that ensure all teams within Education Leeds work more cohesively to monitor schools to identify and then provide support to schools causing concern.
- Extend the use of the Quality Standards Framework to support rigorous school self-evaluation.
- Secure senior quality assurance adviser involvement in appointments of all headteachers and deputy headteachers to ensure the high standards of senior staff are maintained and enhanced.
- To target successful deputy headteachers for succession planning.

## **4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

- 4.1 This report informs the new school improvement policy and the development of a strategy for extending and developing partnerships which increase the capacity of all schools to raise achievement. The new inspection framework places additional pressure on schools and particularly on school leaders, who need support. The continued low performance of many minority and vulnerable groups means that tackling inequalities remains a very high priority for Education Leeds.

## **5.0 LEGAL AND RESOURCE IMPLICATIONS**

5.1 There is an increasing number of primary schools vulnerable to the new inspection and this places additional demands on teams and individuals dealing with large numbers of schools. Officers are considering how best to address this.

## **6.0 CONCLUSIONS**

6.1 Central and school-based strategies, and a variety of partnerships and initiatives, have been successful in raising achievement in Leeds. However, further developments will be necessary if the momentum is to be maintained and Leeds is to keep pace with national improvements.

## **7.0 RECOMMENDATIONS**

7.1 Executive Board is ask to

- i) note the contents of the report
- ii) approve the action taken by Education Leeds to fulfil its responsibilities.



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## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Annual Report on Achievement in Leeds Secondary Schools 2004/05**

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### EXECUTIVE SUMMARY

#### 1.0 PURPOSE OF THE REPORT

- 1.1 This report outlines the performance of secondary schools during 2004/05 and the action taken by Education Leeds to fulfil its responsibilities to the Education Leeds Board and schools.

#### 2.0 BACKGROUND

- 2.1 Although improving, secondary achievement in Leeds remains consistently below the national average, and was highlighted as one of the key areas for action following the Ofsted inspection of the Local Education Authority in Autumn 2004.
- 2.2 This report provides background information on:
- Detailed analysis of levels of achievement in Leeds, including differentiation between different groups (eg ethnic groups, boys and girls), and also between different schools.
  - Analysis of differing rates of change in the levels of achievement (eg 5A\*-C and 5A\*-G at Key Stage 4).
  - The Education Leeds School Improvement Policy and how it supports improvements in school achievement.

#### 3.0 RECOMMENDATIONS

- 3.1 Executive Board is asked to:
- i) note the contents of the report
  - ii) approve the action taken by Education Leeds to fulfil its responsibilities to the Education Leeds Board and school.

**Agenda Item:**

**Originator:** Brian Tuffin  
Principal Advisers

**Telephone:** 2144068

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## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22 MARCH 2006**

**SUBJECT: Annual Report on Achievement in Leeds Secondary Schools 2004/05**

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**Electoral wards Affected:**

ALL

**Specific Implications For:**

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

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### **1.0 PURPOSE OF THE REPORT**

1.1 This report outlines the performance of secondary schools during 2004/05 and the action taken by Education Leeds to fulfil its responsibilities to the Education Leeds Board and schools.

### **2.0 BACKGROUND INFORMATION**

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- Detailed analysis of levels of achievement in Leeds, including differentiation between different groups (eg ethnic groups, boys and girls), and also between different schools.
- Analysis of differing rates of change in the levels of achievement (eg 5A\*-C and 5A\*-G at Key Stage 4).
- The Education Leeds School Improvement Policy and how it supports improvements in school achievement.

### 3.0 MAIN ISSUES

#### 3.1 Key Stage 3 Performance in 2005

3.1.1 Key Stage 3 results for 2005 are still provisional, the performance tables will not be published until the spring and so results are still subject to amendments. The initial data shows that attainment remains four to five percent below national performance, a gap that has widened slightly over the past five years. Value added data shows that progress rates at Key Stage 3 in Leeds are very low.

3.1.2 Over the past five years results at English have improved in Leeds by 8%, slightly below the national improvement of 10%. In mathematics, results have improved by 7%, similar to the national improvement of 8%. In science the improvement of 3% in Leeds is close to the 4% increase nationally.

Key Stage 3 % Level 5+	2001		2002		2003		2004		2005	
	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
English	62	64	65	67	67	69	66	71	70	74
Maths	63	66	64	67	67	71	70	73	70	74
Science	62	66	64	67	64	68	62	66	65	70

3.1.3 Performance at Key Stage 3 in Leeds in 2005 showed significant rises in English and science. The gap in science widened, however, following an even greater improvement nationally, while the gap in English closed following the 4% rise in Leeds. Performance in mathematics remained at the level seen in 2004, resulting in a widening of the gap to national performance.

#### 3.2 Attainment – gender

Key Stage 3 % Level 5+ by gender		2001		2002		2003		2004		2005	
		Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
English	Girls	69	73	72	75	74	76	72	78	76	80
	Boys	55	56	57	58	60	62	60	64	64	67
Maths	Girls	63	67	64	68	68	72	71	74	70	74
	Boys	62	65	63	66	66	70	70	72	71	73
Science	Girls	61	66	63	66	64	68	63	67	65	70
	Boys	63	66	63	66	64	68	61	65	66	69

3.2.1 Differences in performance by gender are similar to the national picture. In English, the gap between boys and girls remains at 12%, just 1% less than that seen nationally. Boys' achievement is similar to girls' in mathematics and science. The improvement in science in 2005 can largely be attributed to the 5% increase of boys.

#### 3.3 Attainment – Ethnic Groups

3.3.1 Many of the larger minority ethnic groups – Black African, Black Caribbean, Kashmiri Pakistani, Mixed Black Caribbean and White and other Pakistani have results at least 8% lower than the average for Leeds in mathematics and English. Bangladeshi pupils score at the average in English but considerably lower in mathematics and science.

3.3.2 However, pupils of Black Caribbean, Black Other, Other Asian, and Other Pakistani pupils have seen improvements in comparison to performance in 2004 in all three subjects. Bangladeshi and Chinese heritage pupils have seen significant

improvements in English and mathematics.

3.3.3 A breakdown for all minority ethnic groups is shown in Appendix 1.

### 3.4 Attainment - Children in Public Care (CiPC)

3.4.1 Children in public care do not achieve at the same levels as that seen across the city.

<b>Key Stage 3 % L5+ for CiPC</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
<b>Number of Pupils</b>	95	95	86
<b>English</b>	22	15	26
<b>Maths</b>	29	22	24
<b>Science</b>	22	14	21

3.4.2 Following a significant drop in 2004, performance recovered in 2005. Overall performance in all three subjects is that approximately one-fifth of pupils achieve level 5 or better.

### 3.5 Key Stage 3 Value Added

3.5.1 Analysis of performance in terms of value added at secondary schools is currently limited to Fischer Family Trust (FFT) analysis as the Department for Education Skills (DfES) Value Added measure is not yet available.

<b>FFT Estimate-Actual 'Value Added' Judgements 2005</b>	<b>Estimate-Actual Difference (%)</b>			<b>LA Contextual Percentile Ranking</b>		
	<i>2003</i>	<i>2004</i>	<i>2005</i>	<i>2003</i>	<i>2004</i>	<i>2005</i>
<b>English L5+</b>	-1.6	-3.6	-3.1	77	93	92
<b>Maths L5+</b>	-2.8	-1.5	-2.9	91	81	95
<b>Science L5+</b>	-3.7	-2.5	-3.4	92	88	96
<b>English L6+</b>	-0.2	-2.6	-1.2	55	84	69
<b>Maths L6+</b>	-1.6	-0.4	-2.2	77	57	86
<b>Science L6+</b>	-2.0	-0.9	-1.7	78	67	75
<b>Mean Level</b>	-0.05	-0.06	-0.07	82	83	93

3.5.2 The table shows the percentile ranking of Leeds for subjects at Key Stage 3. The greater the progress that pupils make in the key stage the lower the number. A number of 10 or smaller places an authority in the highest 10% of all authorities; a number of 75 or greater places an authority in the lower quartile.

3.5.3 Progress at Key Stage 3 is well below national expectations in Leeds. It is ranked in the lowest 10% of Authorities for progress measured by the average of all three subjects. This is a worse position than in 2003 or 2004. Performance is weaker at level 5 where all three subjects are in the lowest ranking 10%, and results are approximately 3% below estimates (what should be achieved given typical national progress). At level 6 actual performance is still below estimates but the gap is only 2%, and the rankings are higher.

3.5.4 Detailed analyses of the FFT Estimate-Actual judgements over the last three years show that the majority of different pupil groups were significantly below their FFT estimates for all subjects, apart from:



- pupils in the upper national third at Key Stage 2 (both boys and girls) were achieving expected levels of performance in all three subjects at Key Stage 3.
- Pupils in the lowest 20% of attainment at Key Stage 2 made progress in English typical of the average, but made less progress in mathematics.

3.5.5 Black Caribbean pupils, although achieving below estimates, have closed the gap significantly in all three subjects, the only group to do so. Chinese pupils were achieving expected levels of performance over the past three years, although this cohort amounts to 77 pupils.

### 3.6 Key Stage 4 Performance in 2005

3.6.1 There are some encouraging signs at Key Stage 4, particularly at 5+ A\*-C. Progress at this level is improving, with the gap to estimated performance closing year on year.

3.6.2 Since 2001 performance at 5A\*-C in Leeds has improved by 9.8% compared with 3.8% nationally. This is a considerable achievement. The increase of 3.9% in 2005 helped to close the gap to the national performance, which is now 4.4% higher than in Leeds.

3.6.3 The figure for 5A\*-C including English and mathematics has also risen substantially, by 6.7% since 2001 compared with 6.3% nationally. However, in 2005 there was a significant rise in the national figure, greater than in Leeds.

3.6.4 Although since 2001, the gap to national performance at 5+ A\*-C has closed by over half, it has widened for other measures, particularly 5+A\*-G and 1+A\*-G.

Key Stage 4	2001		2002		2003		2004		2005	
	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
%5+ A*-C	39.6	50.0	42.4	51.6	44.4	50.6	45.3	51.4	49.4	53.8
%5+ A*-C (incl. En & Ma)	31.5	37.7	33.9	38.9	35.6	39.0	36.2	39.9	38.2	44.0
%5+ A*-G	86.5	88.9	85.0	88.9	85.4	88.8	85.7	88.8	86.1	89.4
%5+ A*-G (incl. En & Ma)	83.8	86.6	83.3	87.1	82.9	86.6	83.2	86.7	84.4	87.6
%1+ A*-G	93.4	94.5	92.1	94.6	92.5	94.9	93.3	94.9	94.2	96.8
Average S96 points	283.9		293.2		300.2		309.1	340.3	318.2	344.3

### 3.7 Attainment – gender

Key Stage 4 by gender		2001		2002		2003		2004		2005	
		Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat	Leeds	Nat
%5A*-C	Girls	45.4	55.2	48.2	56.6	48.7	57.8	50.1	56.7	53.9	59.4
	Boys	33.9	44.6	36.6	46.0	39.9	47.5	40.7	46.3	44.5	49.3
%5A*-G	Girls	88.9	90.8	86.7	91.0	87.7	90.8	88.3	91.2	88.6	92.3
	Boys	83.7	86.8	83.4	86.8	83.1	86.4	83.2	86.4	83.6	87.9
%1A*-G	Girls	94.0	96.5	92.6	95.7	94.0	95.7	95.4	96.1	95.1	97.4
	Boys	92.5	94.9	91.7	93.6	91.2	93.6	93.4	93.8	93.3	96.2

3.7.1 Girls outperform boys in all indicators in Leeds and the gap between the Leeds and national performance differences are consistent with previous years.

### 3.8 Attainment – Ethnic Groups

3.8.1 In terms of specific ethnic groups, Appendix 1 gives a full breakdown of performance in 2005. In summary it shows that several minority ethnic groups have made significant improvements in 2005. Bangladeshi (15%), Black African (6.6%) Black Caribbean (10.6%) Kashmiri Pakistani (5%) and Other Pakistani (6.7%) pupils all showed significant improvements for the 5+A\*-C measure.

3.8.2 Performance has also improved at 5+A\*-G and 1+A\*-G for several minority ethnic groups. Bangladeshi pupils showed improvements at 5+A\*-G and 1+A\*-G, rises of 15.7% and 12.2% respectively. Kashmiri Pakistani (2.4% and 5%) and Other Pakistani pupils (5.8% and 3.4% respectively) also showed improvements for these measures.

3.8.3 Several groups' performance dropped in 2005. The achievement of pupils of Chinese and Indian heritage dropped by 14% and 8.4% respectively in terms of 5+A\*-C, and performance of many of the different mixed heritage groups also dropped at 5+A\*-C.

### 3.9 Attainment – Children in Public Care

3.9.1 As at Key Stage 3, performance of children in public care is significantly below that seen for the city as a whole.

Key Stage 4 for CiPC	2003	2004	2005
<b>Pupils</b>	104	98	103
<b>% 5+ A*-C</b>	5	5	14
<b>% 5+ A*-G</b>	41	44	38
<b>% 1+ A*-G</b>	52	65	62
<b>% not entered</b>	43	33	32

3.9.2 There has been a significant improvement in the % 5+A\*-C rate for children in public care, up to 14% in 2005. However, for other indicators falls were recorded against 2004 levels. The percentage of pupils not entered for a Key Stage 4 examination fell again in 2005, but not significantly.

### 3.10 Key Stage 4 Value Added

3.10.1 Analyses generated through the Fischer Family Trust 'Value Added Project' model show that progress in secondary schools is still a major issue in Leeds. Students in a large proportion of the schools in Leeds do not make the progress expected compared with national expectations. However, the improvement noted last year has continued. The table below shows that the number of schools in the third and fourth quartile, making less than average progress, has fallen steadily since 2002, while the number of schools making average progress or better has increased. In 2002 only five schools were in the top two quartiles for added value measured by the average point score, but in 2005 there were 11 schools in these categories.

#### Number of Schools in each Fischer Family Trust Quartile

5A*-C Quartile	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>
2001	1	8	5	29
2002	1	4	13	25
2003	4	2	14	23
2004	2	11	10	20
2005	5	10	11	14
Capped Points Quartile	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>
2001	0	5	12	26
2002	0	5	13	25
2003	2	4	12	25
2004	1	9	11	22
2005	2	9	12	17

3.10.2 Overall, however, the performance of Leeds as a whole measured by value added between Key Stages 2 and 4 is still low. Key judgements show that city wide performance is in the bottom 10% for most indicators once the context of the pupils and the school attended is taken into account. Performance at 5+A\*-C has improved but is still well inside the bottom quartile.

FFT Estimate-Actual 'Value Added' Judgements 2005	Estimate-Actual Difference			LA Contextual Ranking/100		
	2003	2004	2005	2003	2004	2005
%5+ A*-C	-5.7	-4.9	-3.6	97	93	87
%5+ A*-G	-2.0	-2.8	-2.5%	90	94	92
%5+ A*-G (inc Eng & Ma)	-2.2	-2.9	-2.3	92	92	90
Points Score (old method)	-3.1	-2.8	-2.9	98	94	96

3.10.3 FFT produce a detailed analysis of the performance of the major pupils groups in Leeds. The main points from this are that:

- The vast majority of pupil groups were performing below their estimates, but over three years the gap was falling.
- Higher ability pupils were significantly below their estimates but were showing improvements in closing the gap to their estimated performance.
- Bangladeshi and Black African pupils were below estimates across the indicators but performance against estimate was significantly improving.

- 3.10.4 The progress of students between Key Stage 2 and Key Stage 4 has improved in recent years but most Leeds secondary schools are in the lower half of the value added tables. In 2003, 20 Leeds schools were in the lowest 20% ranked by value added Key Stage 2-Key Stage 4; in 2005 14 schools are in this category. In 2003 four schools were in the top 50%, in 2004 and 2005 ten schools made above average progress.
- 3.10.5 The gap between Free School Meals (FSM)–eligible and non eligible pupils was large for all measures. The gap between groups at 5+A\*-C was 32.3% in 2005, only slightly improved from 32.9% in 2004 Overall, performance has showed a widening of the gap between the FSM and non-FSM groups from 130 points per pupil, to 134 per pupil.

### 3.11 **Attendance**

Secondary	% Attendance	% Authorised Absence	% Unauthorised Absence	EDP Attendance Target
2000/01	89.84	8.31	1.85	Not available
2001/02	90.13	8.02	1.87	90.2
2002/03	90.59	7.48	1.92	90.5
2003/04	91.03	6.94	2.03	90.8
2004/05	91.33	6.75	1.91	91.1

- 3.11.1 Attendance has shown steady improvement over the past five years increasing from 89.8% to 91.3%. Authorised absence has fallen over the same period from 8.3% to 6.8% Greater rigour in monitoring has resulted in increased figures for unauthorised absence but this also fell in 2004/05.
- 3.11.2 Leeds has exceeded its attendance targets in the past three years. Secondary schools targeted by the DfES have improved at a faster rate than average, with an increase of 0.74% in 2004/5 compared with 0.3% overall.

### 3.12 **Secondary Intervention Strategy**

- 3.12.1 The current School Improvement Policy is being revised. The current version, which has been in place for two and a half years, was written to meet the requirements for the Code of practice for local authorities. This emphasised the principle of intervention in proportion to need so that priority has been given to supporting schools with the lowest achievement.
- 3.12.2 During the past two and a half years support programmes have been agreed for:
- five schools in Special Measures (Agnes Stewart, Copperfields College, Merlyn Rees, St Michaels and Intake)
  - four schools in Serious Weaknesses (Agnes Stewart, Matthew Murray, the two Key Stage 3 Pupil Referral Units)
  - six schools considered to be at risk of being placed in a category by Ofsted (City of Leeds, South Leeds High, Braim Wood, John Smeaton, Carr Manor, Rodillian)
- 3.12.3 Support has been given by task teams from Education Leeds and other agencies co-ordinated by the secondary quality assurance advisers. These include consultants working as part of the 'Six Schools' project in collaboration with the DfES and with Mouchel Parkman. The first schools in this programme all faced challenges of low

attainment and re-organisation.

- 3.12.4 The impact of this support has been successful in the majority of cases.
- 3.12.5 Situation in July 2003 at the start of the current policy:
- three schools in special measures (Agnes Stewart, Merlyn Rees, Copperfields).
  - one school in serious weaknesses (Matthew Murray).
  - At least seven schools considered vulnerable.
- 3.12.6 By April 2004:
- two further schools in special measures (St Michael's, Intake).
  - one school removed from special measures and placed in serious weaknesses (Agnes Stewart).
  - two PRUs in serious weaknesses.
- 3.12.7 Situation in July 2005:
- one school in special measures and making reasonable progress (Intake).
  - one school in serious weaknesses but stable and improved (Agnes Stewart).
  - two PRUs in serious weaknesses but improved.
  - five schools visited by HMI and deemed at least satisfactory.
  - five schools still highly vulnerable.
- 3.12.8 A further three schools have been given targeted support with work on agreed areas such as the use of data, managing challenging students, and middle leadership development. One school has made substantial improvements in achievement, largely as a result of its own very good leadership. The other two schools have had small increases in results but are at an earlier stage of improvement.
- 3.12.9 Twelve schools were invited to participate in the Releasing Potential project, a joint venture funded by the DfES. All these schools had a history of low value added scores, although some of them have shown strong improvement in recent years. All have good capacity for improvement. Quality assurance advisers arranged a series of visits for these schools to schools in other local authorities to see successful initiatives at first hand. Themes included curriculum, assessment, boys' achievement, and inclusion strategies. The schools are now using and sharing what they have learned. The visits took place in Summer 2005 and although it has generated some purposeful activity it is too soon to show an impact on results.
- 3.12.10 These and other schools have also been included in the science project designed to support leaders of science achieve improvements in their subject. Twelve schools have taken part in this project. Early analysis shows that this has helped to improve achievement with several of the schools showing substantial increases.
- 3.12.11 Other schools were classed as lighter touch under the School Improvement Policy and were entitled only to the regular monitoring and challenge of the quality assurance adviser visits. However, recently quality assurance advisers have worked in several of these schools to support the development of self-evaluation. This is crucial to judgements made in the new inspection framework.
- 3.12.12 The Leadership Incentive Grant has provided additional funding and the opportunity to establish collaborative working in area-based groups. It has helped schools to manage changes such as workforce reform and the devolution of responsibility for initiatives, and allowed collaboration by headteachers and other staff leading professional and curriculum developments. The substantial increase in results at Key Stage 4 is evidence of its contribution.

3.12.13 The effective contribution of Key Stage 3 consultants has been recognised in evaluations from schools, and by the regional Strategy Directors. Targeted support has helped to achieve the improvements in schools identified above. The introduction of lead consultants to co-ordinate support from the strategy team for particular schools has been a useful step in focusing support where it can make the greatest difference. Even though results have improved substantially, the corresponding increase in the national figures shows the high level of challenge for Leeds in this area.

### **3.13 The New School Improvement Partners**

3.13.1 The core role of challenge and monitoring is now being undertaken by School Improvement Partners (SIPs). These are mainly headteachers from other Local Authorities but include consultants and Leeds quality assurance advisers. All have been assessed under a national accreditation scheme. SIPs communicate closely with quality assurance advisers who co-ordinate support and intervention in a wedge (geographical area of schools).

3.13.2 The policy for school improvement is being rewritten to emphasis the partnership between schools and Education Leeds. A stronger emphasis is being placed on developing the capacity of schools for self-improvement, supporting areas requiring development in all schools, and encouraging schools to share and develop successful practice through collaboration and partnership.

### **3.14 The Strategy for Secondary Education**

3.14.1 In January 2004 Education Leeds adopted a strategy for secondary education which elaborated on the activities in the Education Development Plan (EDP) and acted as a platform for debating and generating additional activities. It is proposed that the outcomes of this report be used to inform the generation of a revised strategy, developed in partnership with headteachers and likely to include leadership, personalised learning, and the development of learning communities.

## **4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

4.1 This report informs the new school improvement policy and the development of a strategy for extending and developing partnerships which increase the capacity of all schools to raise achievement. The new inspection framework places additional pressure on schools and particularly on school leaders, who need support. The continued low performance of many minority and vulnerable groups means that tackling inequalities remains a very high priority for Education Leeds.

## **5.0 LEGAL AND RESOURCE IMPLICATIONS**

5.1 The low achievement that is evident in secondary education and the scale of the challenge faced by a number of schools, particularly in inner Leeds means that this must remain a high priority when allocating resources. The city has benefited from additional resources from the DfES for the 'Six Schools' project and the 'Releasing Potential' project, as well as from Excellence in Cities and the Leadership Incentive Grant. The school improvement partner programme has also provided new capacity to support leadership. As these initiatives are completed Education Leeds will need to ensure that capacity is created locally to continue the momentum from these projects.

## **6.0 CONCLUSIONS**

6.1 Central and school-based strategies, and a variety of partnerships and initiatives, have been successful in raising achievement in Leeds. However, further developments will be necessary if the momentum is to be maintained and Leeds is to keep pace with national improvements.

## **7.0 RECOMMENDATIONS**

7.1 Executive Board is asked to:

- i) note the contents of the report
- ii) approve the action taken by Education Leeds to fulfil its responsibilities to the Education Leeds Board and school.



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## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 22<sup>nd</sup> March 2006

**SUBJECT: Primary Review: Outcome of Statutory Notices for the Re-organisation Proposal in Far Headingley**

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### EXECUTIVE SUMMARY

#### 1. Introduction

- 1.1 The purpose of the report is to inform Executive Board of the outcome of the statutory representation period for the proposed closure of Beckett Park Primary School in Far Headingley.

#### 2.0 The Issue: Statutory Representations

- 2.1 A total of 98 statutory representations have been received from parents and staff associated with both schools, the governing body, members of the public and local ward councillors. 30 were from parents with children at the school and 29 were from local residents. Many did not make their connection to the school clear.

#### 2.2 Loss of local provision and reduced parental choice

Concerns were expressed about the impact of the loss of Beckett Park Primary School for the local community.

##### **Education Leeds Response:**

Concern about the impact of closing the school on the local community is acknowledged. However, the school is in actual fact not greatly supported by the local community – only about 15% of pupils attending state primary schools who live within half a mile of the school actually attend Beckett Park Primary School (less than 50 children). Over 250 children living within half a mile of Beckett Park Primary attend a range of alternative local schools, five times as many as attend the school. In recent years only a handful of families have preferred the school.

#### 2.3 Alternative Proposals:

The case for the removal of surplus places is generally accepted, but a number of respondents believe other solutions, which retain the Beckett Park site, to have greater merit. These included amalgamating with at least one neighbouring school on the Beckett Park Primary School site, or looking at the possibility of a Federation.



**Education Leeds response:**

The recently approved amalgamation of Headingley and St Michael's Primary Schools is aimed at ensuring a strong and viable school serving the community in central Headingley. An amalgamation of this new school on the Beckett Park site would see the loss of two central Headingley sites, which would be detrimental to the community regeneration efforts in the area.

Beecroft Primary School has gone from strength to strength in recent years. There is no guarantee that an amalgamation with Beckett Park Primary School on the Beckett Park site would be an improvement for children attending the school.

Kirkstall St Stephen's is an Aided school and many children that go to the school have chosen to do so specifically because of its faith ethos. The school has a very close association with the neighbouring church which the school and the Diocese are keen to maintain.

A Federation with a neighbouring school was also suggested. The decline in the birth rate in this area of Leeds is such that there is a need to reduce the number of school places available and tackle surplus places. A Federation in this area has been evaluated, but is not considered to be the best way forward in the particular circumstances the schools face.

**2.4 Transition Issues:**

A number of concerns were expressed about how pupils from the closing school would be accommodated at other schools if the proposal goes ahead. Many were concerned that the children could only possibly be housed in temporary accommodation.

**Education Leeds response:**

At the time of closure there will be around 50 pupils needing to transfer. It is intended to place children at one of a number of schools. If the proposal proceeds parents will be asked to express a preference for the school that they would like their child to transfer to and Education Leeds will try to meet as many preferences as possible. However this will depend on the number of places available at individual schools.

The need for temporary accommodation would be evaluated as part of the implementation of this proposal. It would depend on where parents would prefer their children to transfer to and what the impacts might be on individual schools. Experience from recent proposals and indications from local schools point to a co-operative and flexible solution being found that best meets the needs of pupils.

**2.5 Future of the school site:**

Many people felt that Beckett Park Primary School is the best site in the area, and feared that closure of the school meant the site would be lost to the community.

**Education Leeds response:**

Education Leeds agrees that Beckett Park Primary School is on an attractive site with plenty of hard play and green space. Despite these obvious benefits, parents have not chosen to send their children to the school, over a number of years. The quality of the site does not by itself support retaining the school. Demographic projections based on recent birth data clearly support the view that the current pattern of provision cannot be sustained and some action must be taken to reduce

the number of surplus places.

A number of suggestions have been made for future use of the site, such as the transfer of another local primary school to the site or use for other education purposes. Should this proposal proceed then Education Leeds will explore these fully. If Education Leeds concludes that the site is surplus to educational requirement, it would be for the City Council to consider its future use.

## **2.6 Impact of new housing:**

Concerns have been expressed that there are many new housing developments planned for the area, and this would lead to increased demand for school places

### **Education Leeds response:**

Education Leeds is informed of all new housing developments by the City Council's Development Department and has up-to-date information on known sites within an area. This information is factored into projections of future pupil demand before proposals of this nature are brought forward. Although there may be some additional families in the area, Education Leeds is confident that there are sufficient places in other schools in the area to accommodate them.

## **2.7 Impact on SEN pupils:**

Concern was expressed over where the autistic children attending Beckett Park Primary School would be accommodated. Respondents were full of praise for the resourced provision at Beckett Park Primary School and felt that the unit should be kept together.

### **Education Leeds response:**

If this proposal proceeds, Education Leeds would discuss the needs of each child accessing the resourced provision individually with parents to seek a suitable and appropriate alternative setting.

## **2.8 Community Issues:**

Concern was expressed that community facilities would be lost, rather than being expanded on the excellent site.

### **Education Leeds response:**

It is important the issue of school closure is not confused with the future of the site. Education Leeds will carefully consider the future use of the site, which if retained could continue to offer facilities for the community, such as access to school playing fields for local sports teams. If the site were to pass back to Leeds City Council, the needs of the local community would also be considered before determining a future for the site. It is highly likely that the green space and playing fields will be retained whatever the use on the current footprint of the building.

## **2.9 Early Years Issues:**

Concern was expressed over the future of the nursery on the site, which was recently located at the school housed in a temporary unit.

### **Education Leeds response:**

The neighbourhood nursery will remain open, although it may be relocated, depending on the future use of the site. Although the nursery it is not attached to the school, relocation onto an alternative school site could be a possibility welcomed by the nursery.

## **2.10 Previous Proposal:**

Education Leeds was questioned on the reasons for bringing forward a second proposal to close Beckett Park Primary School just two and a half years after an earlier proposal, when many of those affected believed the school would be given five years to improve its situation.

### **Education Leeds response:**

Although a proposal to close Beckett Park Primary School was withdrawn in the summer of 2003, Education Leeds was asked to continue to monitor primary provision in the area and has done so, leading to the recent resurrection of the proposal to close Beckett Park Primary School. Enrolment at the school has continued to fall. Larger year groups higher up the school are being replaced with very small numbers entering the school in Reception. In September 2004 the reception intake was just 6 pupils and a similar number have entered the school this September. This position cannot be sustained. The school will find itself in the position of a deficit budget if the situation was allowed to continue and the number of staff at the school remained constant. The consequent high cost of provision poses a threat to the viability of the school curriculum. The school is already operating with Reception, Year 1 and Year 2 pupils being taught together in a single class. The aim of the current proposal is to provide a sustainable pattern of provision for the future in Far Headingley

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

**3.1** Planning Primary School places is relevant to a number of key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan, in terms of managing the supply and demand of school places and school improvement. It is also relevant to the Closing the Gap agenda, with the planning of school places taking consideration of wider socio-economic factors and regeneration.

## **4 Legal and Resource Implications**

**4.1** The majority of school funding is distributed based on the number of pupils in a school, therefore when a school closes the majority of its funding will transfer to the school(s) that receive the pupils. However, there are a number of elements of the formula that do not transfer with the pupils (e.g. fixed costs, and premises factors based on the floor area of a school), that would represent revenue savings made when closing a school. These savings would be redistributed through the funding formula to all schools. There would be an annual revenue saving of approximately £150,000 from the closure of Beckett Park Primary School.

**4.2** Consideration will be given to the future use of the site. If no appropriate educational use is identified then the site will be declared surplus to educational requirements. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, a capital receipt is generated from the site, this would be used to fund primary review works.

## **5.0 Conclusion**

No substantively new issues have been raised during the statutory representation period. Whilst a level of objection is almost inevitable with a closure proposal, Education Leeds continues to believe that this proposal provides the best prospect for securing long term, viable, cost effective primary education in the area.

## **6.0 RECOMMENDATIONS**

### **6.1 Executive Board is invited to:**

- i) Consider the representations received
- ii) Agree to proceed with the proposal to close Beckett Park Primary School on 31<sup>st</sup> August 2006.
- iii) Note that as a result of the representations the determination of the notice falls to the School Organisation Committee
- iv) agree that the comments prepared by Education Leeds and contained in this report serve as the LEA's response to the representations for consideration

## REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 22<sup>nd</sup> March 2006**

**SUBJECT: Primary Review: Outcome of Statutory Notice for Review of Primary Provision in Far Headingley**

**Electoral wards Affected: Headingley, Kirkstall**

**Specific Implications For:**

- Ethnic Minorities
- Women
- Disabled People
- Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

### 1.0 PURPOSE OF THE REPORT

The purpose of the report is to inform Executive Board of the outcome of the statutory representation period for the reorganisation of primary provision in the Far Headingley area

### 2.0 BACKGROUND INFORMATION

**2.1** At its meeting on 14<sup>th</sup> December 2005, the Executive Board agreed the publication of a statutory notice to close Beckett Park Primary School on 31st August 2006. The notice was published on 9<sup>th</sup> January 2006 and expired on 20<sup>th</sup> February 2006.

**2.2** The objective of the reorganisation proposal is to address the long-term viability of schools in the Far Headingley Primary Planning area, which comprises Beckett Park, St Chad's CE Aided, Weetwood and Hawksworth Wood Primary Schools. Beckett Park in particular has felt the impact of falling rolls in recent years and in response have had to manage staff reductions. In January 2006 the school had 83 7 pupils in Reception and a total of 22 are in Key Stay 2. Projections suggest that there will be around 85 pupils in future years for the 120 places available across these schools. The consultation around this proposal expanded to reflect the potential impact on neighbouring Planning areas, and included Beecroft, Kirkstall St Stephen's CE Aided, Sacred Heart Catholic, Hawksworth Wood Headingley and St

### **3.0 MAIN ISSUES: Statutory Representations**

- 3.1** A total of 98 statutory representations have been received from parents and staff associated with both schools, the governing body, members of the public and local ward councillors. 30 were from parents with children at the school and 29 were from local residents. Many did not make their connection to the school clear.

A summary of the issues identified in the representations follows. Any summary inevitably leads to a loss of detail. A full copy of all the representations is available for Members.

### **3.2 Loss of local provision and reduced parental choice**

Concerns were expressed about the impact of the loss of Beckett Park Primary School for the local community.

#### **Education Leeds Response:**

Concern about the impact of closing the school on the local community is acknowledged. However, the school is in actual fact not greatly supported by the local community – only about 15% of pupils attending state primary schools who live within half a mile of the school actually attend Beckett Park Primary School (less than 50 children). Over 250 children living within half a mile of Beckett Park Primary attend a range of alternative local schools, five times as many as attend the school. The majority of local children have chosen and attend a range of alternative local schools. Whilst the closure of a school will by definition reduce the amount of choice available to parents, with this proposal it is an inescapable fact that in recent years only a handful of families have preferenced the school.

### **3.3 Alternative Proposals:**

The case for the removal of surplus places is generally accepted, but a number of respondents believe other solutions, which retain the Beckett Park site, to have greater merit. These included amalgamating with at least one neighbouring school on the Beckett Park Primary School site, or looking at the possibility of a Federation.

#### **Education Leeds response:**

Many respondents feel that a school should remain on the Beckett Park site, even if that involves the amalgamation with another school. Amalgamation requires the closure of two or more schools and the opening of a new school with a new governing body and leadership team. To proceed with a proposal to amalgamate would require a high degree of confidence that the end product would be better than either of the two existing schools. There would need to be a certain belief that the newly established school would have a viable future, along with the other schools in the local area.

It was suggested that Beckett Park should be considered with Headingley and St Michael's Primary Schools as part of one larger amalgamation on the Beckett Park site. To pursue this option would see the loss of two central Headingley sites which Education Leeds considers would be detrimental to the community regeneration efforts in the area. The decision to amalgamate Headingley and St Michael's is aimed at ensuring sustainable provision in the central Headingley area. Both schools are working together to ensure that the amalgamation will achieve a very positive outcome and result in a strong and viable school serving the community in that area.

**3.4** A second option that has been suggested is an amalgamation of Beckett Park and Beecroft Primary Schools. Beecroft Primary School is the only school in the Kirkstall, Headingley and Far Headingley areas that has seen its numbers increasing in the last ten years. This has occurred through a combination of factors including the governance and leadership of the school, its location and its diverse intake. Not only the pupil roll, but also levels of attendance and attainment have increased during this time. Beecroft Primary School is oversubscribed by parents, enjoys strong leadership, high standards and Beacon Status. The school is already popular and successful. There is no reason to believe that by bringing it together with another school on a different site would enhance and improve provision for a greater number of children. Education Leeds acknowledge that the site occupied by Beecroft is not owned by the City Council and that a rental is paid for the site. Despite this a significant amount of investment has been made in the school in recent years, much of it through successful bids that the school itself has made.

It has also been suggested that the City council amalgamates Beckett Park Primary School with Kirkstall St Stephen's CE (Aided) Primary School, also on Beckett Park site. The site at Beckett Park has significantly more space and extensive playing fields than the site of St Stephens. However, in this case there are factors beyond site and popularity to consider. Kirkstall St Stephen's is an Aided school and many children that go to the school have chosen to do so specifically because of its faith ethos. The school has a very close association with the neighbouring church.

A Federation with a neighbouring school was also suggested. The decline in the birth rate in this area of Leeds is such that there is a need to reduce the number of school places available. It would not be best value to retain the current number of sites, given that the number on roll at Beckett Park is already very low and likely to fall further. It has been generally acknowledged by stakeholders that there is a need to address the number of surplus places. A Federation in this area has been evaluated, but is not considered to be the best way forward given the particular circumstances schools face.

### **3.5 Transition Issues**

Concerns have been expressed about how Beckett Park Primary School children would be accommodated at other schools if the proposal goes ahead. Many were concerned that the children could only possibly be housed in temporary accommodation. It has been suggested that there would not be sufficient community places available in the area to accommodate all children.

#### **Education Leeds response:**

Education Leeds accepts that, based on admission numbers and current numbers on roll at the schools named for transfer in the consultation, there would be insufficient places in local community schools, if all children in Beckett Park at the time of closure preferenced a community school. In situations of school closure, however, other local schools typically work with Education Leeds during the transition period by taking above their admission number to accommodate parental preferences, to support parents through the transition period and to minimise the disruption to children. In this case Beecroft Primary has agreed to offer such support through the transition stage. At the time of closure there will be around 50 pupils needing to transfer. It is intended to place children at one of a number of schools. If the proposal proceeds parents will be asked to express a preference for the school that they would like their child to transfer to and Education Leeds will try to meet as many preferences as possible. However this will depend on the number of places available at individual schools. We accept that parents may want to choose

a range of different schools and would work with them to achieve a satisfactory outcome.

The need for temporary accommodation would be evaluated as part of the implementation of this proposal. It would depend on where parents would prefer their children to transfer to and what the impacts might be on individual schools. At the point of closure in August 2006, should the proposal proceed, there would only be around 60 children on roll at Beckett Park Primary. If all of those children chose to attend Beecroft Primary then the transition arrangements would be discussed in detail with the school. As the slightly higher numbers at Beckett Park are in the upper year groups, this would mean that any transitional accommodation that may be necessary would only be for a minimum period of time. Children would not be housed in temporary accommodation for longer than necessary. This is a feature of many transitional arrangements. Without its occasional and appropriate use it would be very difficult to bring forward organisational change.

Parents are welcome to express a preference for any other community school in the area with places, and where those schools are full Education Leeds would discuss with other head teachers and governing bodies if they are willing to exceed their admission numbers in support of the transition. Although a voluntary aided Church of England school, Kirkstall St Stephens Primary has also expressed a willingness to support the transition process should any parents wish to consider their school.

### **3.6 Future of the school site:**

Many people felt that Beckett Park Primary School is the best site in the area, and feared that closure of the school meant the site would be lost to the community.

#### **Education Leeds response:**

Education Leeds agrees that Beckett Park Primary School is on an attractive site with plenty of hard play and green space. Despite these benefits parents have not chosen to send their children to the school, over a number of years. The fact remains that the number on roll at Beckett Park Primary School has been falling for many years. The falling number on roll reflects the both the changing demographic profile of the area – there are simply fewer families in the locality, and local preference patterns. The school has not proved popular with those families who do have it as their nearest school, and a significant majority currently choose a school for their children that is further away from where they live than Beckett Park. The quality of the site does not by itself support retaining the school. Demographic projections based on recent birth data clearly support the view that the current pattern of provision cannot be sustained and some action must be taken to reduce the number of surplus places.

A number of suggestions have been made for future use of the site, such as the transfer of another local primary school to the site or use for other education purposes. Should this proposal proceed then Education Leeds will explore these fully.

If Education Leeds concludes that the site is surplus to educational requirement, it would be for the City Council to consider its future use.

### **3.7 Impact of new housing:**

Concerns have been expressed that there are many new housing developments planned for the area, and this would lead to increased demand for school places



**Education Leeds response:**

Education Leeds is informed of all new housing developments by the City Council's Development Department and has up-to-date information on known sites within an area. This information is factored into projections of future pupil demand before proposals of this nature are brought forward. Representations have suggested that more families are moving back into existing housing stock. The formula used to estimate the number of pupils generated by new housing is 25 primary aged pupils for every 100 family-sized units. This formula suggests that at least an additional six to seven hundred family-sized new houses would be required in the immediate vicinity for Beckett Park Primary School to be full at one form of entry. Although there may be some additional families in the area, Education Leeds is confident that there are sufficient places in other schools in the area to accommodate them. The largest single planned development in the area at Kirkstall Forge, whilst still several years away, would seem most unlikely to affect demand at Beckett Park, and more likely require some review of provision in Horsforth.

**3.8 Impact on SEN pupils:**

Concern was expressed over where the autistic children attending Beckett Park Primary School would be accommodated. Respondents were full of praise for the resourced provision at Beckett Park Primary School and felt that the unit should be kept together.

**Education Leeds response:**

If this proposal proceeds, Education Leeds would discuss the needs of each child accessing the resourced provision individually with parents to seek a suitable and appropriate alternative placement. There are currently nine children accessing the resourced provision at Beckett Park Primary School. However a number of these children are currently in year 6 and will be due to transfer to secondary school at the proposed time of closure. Education Leeds is confident it can accommodate the remaining pupils in alternative inclusive settings, if that is what the parents wish for their children.

**3.9 Community Issues:**

Concern was expressed that community facilities would be lost, rather than being expanded on the excellent site. The view was expressed that the Beckett Park Primary School site was not only ideally suited to meet the extended school agenda but possibly the only site in the local area to do this. It was noted that savings from the closure could only be made at a high social cost.

**Education Leeds response:**

The issue of school closure should not be confused with the future of the site. Education Leeds will carefully consider the future use of the site, which if retained could continue to offer facilities for the community, such as access to school playing fields for local sports teams. If the site were to pass back to Leeds City Council, the needs of the local community will also be considered before determining a future for the site. It is highly likely that the green space and playing fields will be retained whatever the use on the current footprint of the building.

The majority of the children living in the area already choose to attend an alternative school to Beckett Park. This proposal is driven by concerns around demographic demand and the sustained educational viability of provision at this school. Education Leeds fully supports the development of extended school facilities in the area as part of the Change for Children agenda. Across the city clusters of schools are considering how between them they can extend facilities for pupils and their families. Such developments would be supported in local schools, but the core

function of schools has to be sustainable and based on healthy pupil intakes.

### **3.10 Early Years Issues:**

Concern was expressed over the future of the nursery on the site, which was recently located at the school housed in a temporary unit.

#### **Education Leeds response:**

The neighbourhood nursery will remain open, although it may be relocated, depending on the future use of the site. Although the nursery it is not attached to the school, relocation onto an alternative school site could be a possibility and would be welcomed by the nursery. As the nursery is a neighbourhood nursery it is not attached to any school nor is it directly linked with the future of Beckett Park Primary School. The decision on its recent relocation to the site was taken knowing the uncertain future of the school.

### **3.11 Previous Proposal:**

Education Leeds was questioned on the reasons for bringing forward a second proposal to close Beckett Park Primary School just two and a half years after an earlier proposal, when many of those affected believed the school would be given five years to improve its situation.

#### **Education Leeds response:**

Although a proposal to close Beckett Park Primary School was withdrawn in the summer of 2003, Education Leeds was asked to continue to monitor primary provision in the area and has done so, leading to the recent resurrection of the proposal to close Beckett Park Primary School. Enrolment at the school has continued to fall. Larger year groups higher up the school are being replaced with very small numbers entering the school in Reception. In September 2004 the reception intake was just 6 pupils and a similar number have entered the school this September. This position cannot be sustained. The school will find itself in the position of a deficit budget if the situation was allowed to continue and the number of staff at the school remained constant. The consequent high cost of provision poses a threat to the viability of the school curriculum. The school is already operating with Reception, Year 1 and Year 2 pupils being taught together in a single class. The aim of the current proposal is to provide a sustainable pattern of provision for the future in Far Headingley.

## **4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

**4.1** Planning Primary School places is relevant to a number of key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan, in terms of managing the supply and demand of school places and school improvement. It is also relevant to the Closing the Gap agenda, with the planning of school places taking consideration of wider socio-economic factors and regeneration.

## **5.0 LEGAL AND RESOURCE IMPLICATIONS**

**5.1** The majority of school funding is distributed based on the number of pupils in a school, therefore when a school closes the majority of its funding will transfer to the school(s) that receive the pupils. However, there are a number of elements of the formula that do not transfer with the pupils (e.g. fixed costs, and premises factors based on the floor area of a school), that would represent revenue savings made when closing a school. These savings would be redistributed through the funding formula to all schools. There would be an annual revenue saving of approximately £150,000 from the closure of Beckett Park Primary School.

- 5.2** Careful consideration will be given to the future use of the site. If no appropriate educational use is identified then the site will be declared surplus to educational requirements. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, a capital receipt is generated from the site, this would be used to fund primary review works.
- 5.3** The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.
- 5.4** As statutory objections to the proposal have been received, the proposal falls to the School Organisation Committee for determination. The statutory notice expired on 20<sup>th</sup> February 2006. The statutory process requires the LEA to formally place the proposal before the School Organisation Committee within a month of the expiry of the notice, which in this case is before 20<sup>th</sup> March 2006.
- 5.5** Equality impact assessment indicates that these proposals are not likely to have differential impacts on the basis of ethnicity or gender.

## **6.0 CONCLUSIONS**

- 6.1** No substantively new issues have been raised during the statutory representation period. Whilst a level of objection is almost inevitable with a closure proposal, Education Leeds continues to believe that this proposal provides the best prospect for securing long term, viable, cost effective primary education in the area.

## **7.0 RECOMMENDATIONS**

- 7.1** Executive Board is invited to:
- 7.2** Consider the representations received
- 7.3** Agree to proceed with the proposal to close Beckett Park Primary School on 31<sup>st</sup> August 2006.
- 7.4** Note that as a result of the representations the determination of the notice falls to the School Organisation Committee
- 7.5** Agree that the comments prepared by Education Leeds and contained in this report serve as the LEA's response to the representations for consideration



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**Report of the Director of Learning and Leisure and Director of Development**

**Executive Board**

**Date: 22<sup>nd</sup> March 2006**

**Subject: REVIEW OF THE CEMETERIES AND CREMATORIA 50 YEAR STRATEGY:  
CEMETERY PROVISION FOR NORTH EAST LEEDS**

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**Electoral Wards Affected:**

Alwoodley, Burmantofts & Richmond Hill,  
Chapel Allerton, Crossgates &  
Whinmoor, Garforth & Swillington,  
Gipton & Harehills, Harewood,  
Killingbeck & Seacroft, Kippax &  
Methley, Moortown, Roundhay, Temple  
Newsam, Wetherby

**Specific Implications For:**

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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**EXECUTIVE SUMMARY**

1. The report outlines the work undertaken in reviewing the Cemeteries and Crematoria Strategy with particular reference to North East and East Leeds, as requested by Executive Board. The report focuses on the key issues in respect of small, medium and large cemeteries and seeks a decision from Executive Board on which options to pursue further with a report back to Executive Board if necessary.

**1.0 BACKGROUND**

- 1.1 At the meeting of the Executive Board on 21<sup>st</sup> July 2004, the Executive Member (Leisure) requested that the Executive Board reconsider the report of the Scrutiny Board (Learning and Leisure) of December 2002 on 'The Proposed Harehills Replacement Cemetery at Whinmoor' in relation to the works carried out at Whinmoor, and the Council's Cemeteries and Crematoria 50 year Strategy approved by the Executive Board on 16<sup>th</sup> January 2002. The report asked the Board to consider whether to continue with the previously approved Strategy for larger cemetery sites or to call for its review.

## 1.2 Executive Board resolved:

- (a) That a review of the Council's 50 year Cemeteries and Crematoria Strategy be carried out, the review to be completed and reported to Executive Board within 3 months and to exclude Lawnswood Cemetery from the review for the reasons outlined in paragraph 6 of the report.
- (b) That in the interim the highways works at Whinmoor continue
- (c) That officers be instructed to report on the position regarding Lawnswood Cemetery at the September meeting of the Executive Board.

## 2.0 CURRENT POSITION

- 2.1 In respect of the highways works at Whinmoor Grange, these were completed in late 2004, as detailed in the July 2004 report.
- 2.2 The report on the Lawnswood Cemetery extension was considered and approved by the Executive Board 13<sup>th</sup> October 2004 and negotiations with Leeds University are ongoing.
- 2.3 Throughout the development of the Cemeteries and Crematoria 50 year strategy there have been several recurring themes. These have included:-
  - Reference to the proposed legislation regarding the re-use of graves/burial reforms
  - The likely demand for cemetery provision
  - The location of a new cemetery to replace Harehills
  - The specific needs of the Muslim community for a separate area or burial ground

These issues have been considered in the review of the city wide requirements and specific issues at each cemetery and the conclusions are outlined in Appendix 1. The review has concluded that the most pressing need is in North East Leeds.

- 2.4 As part of the review further detailed investigation has been carried out by the Development Department on possible alternative sites (Appendices 2 and 3).

## 3.0 OPTIONS AVAILABLE

### Large or Small Cemeteries

- 3.1 The Scrutiny Board which considered the 50 Year Cemeteries and Crematoria Strategy and the proposed development of a cemetery at Whinmoor favoured smaller local community sites rather than the large developments such as the one at Whinmoor. The view that had been put forward by the Department was that large cemeteries were to be favoured because:
  - High access and development costs occur similarly for large and small sites but small sites would not have the benefit of long term (50 year) cemetery use therefore they are more costly per grave
  - Higher maintenance costs in terms of staff travelling times, moving equipment etc. necessarily accrue where there are a number of smaller sites to maintain compared to one large site
- 3.2 As noted above, the proposed cemetery extension at Lawnswood was excluded from the review sought by the Executive Board, as Members were satisfied that this proposal (for a large extension to an already large cemetery) represented the best option for the north/northwest of the city. However, the Whinmoor proposal for a cemetery of some 46 acres in size, to serve the east/northeast of the city and to be developed in phases over the next 20 years, was not approved, and Members asked for this proposal to be considered, along with the development of other possible sites, as part of the officers' review.

## **Possible Sites**

3.3 The Development Department have investigated the feasibility of a total of 21 sites in North East and East Leeds (Appendix 3). Discussions between Learning and Leisure and Development Officers have resulted in these sites being reduced to a short list of 6; the remaining 15 are considered to be prohibitive in terms of either cost, timescales or suitability, or a combination of all.

3.4 Site One at Appendix 2 has recently been brought to the attention of the Council by Leeds Federated Homes – this is a 3.5 acre site adjoining Harehills Cemetery which could be developed to extend the cemetery and provide burial space for the Muslim community for approximately 50 years.

3.5 It is considered that, in order for the review to be concluded, a decision is now required from Members as to whether (subject to the outcome to the ongoing negotiations with Leeds University for the extension of Lawnswood cemetery being successful) the Council's strategy for the remainder of the city (and for east/northeast Leeds in particular) should be focused upon the development of large, medium or small cemeteries. This decision will determine the location and pattern of provision over the coming years and will set the parameters for officers when looking for new sites.

### 3.6 Large Cemeteries Above 15 acres

If Members considered that the aim should be to secure the provision of a limited number of large cemeteries across the city, the following option is recommended to address the perceived deficiency in such provision in east/northeast Leeds:

- i) Proceed with the development of Whinmoor Cemetery as a long term 46 acre site. All approvals are in place and highways and planting works have been completed at a cost of £541,000. The cemetery could be ready for burials in 12 months time.
- ii) The total site area at Whinmoor is 105 acres and this scenario of a 46 acre cemetery would not preclude the relocation of other green belt permissible recreational facilities such as sports pitches, if this was considered to be desirable.

### 3.7 Medium Size Cemeteries Between 5 and 15 acres

If Members wished to see a middle course pursued, a decision could be taken to proceed with the development of the Whinmoor site as a medium size cemetery (phases 1 to 3) which would give a cemetery life of approximately 20 years. Phase 1 of the cemetery construction is completed including the highways and planting works as described above.

### 3.8 Small Cemeteries Below 5 acres

If smaller, local cemeteries were to be favoured as the solution, the following alternative options for east/northeast Leeds could be considered:

- i) Open negotiations with Leeds Federated Homes to develop Site 1 adjacent to Harehills Cemetery as a Muslim burial area, which would provide for Muslim burials for approximately 50 years, and would meet the needs of this community for a separate burial area.
- ii) At Site 3 (Killingbeck), revisit the Section 299 agreement with the developer and Secretary of State for Health with a view to developing a small cemetery in this location.
- iii) Evaluate the development of a 5 acre cemetery at Whinmoor.

Additional capital and revenue resources would be required to acquire and develop the sites at i) and ii) should either of these options prove to be feasible.

- 3.9 The search for, and evaluation of, alternative sites has been complicated by the East Leeds Extension proposals and proposals for the Parks and Countryside base at Redhall, the Horticultural Nursery, and four sports pitches and changing accommodation. The Red Hall site has been considered as a housing and business development site in the revised UDP which has now been accepted and approved by Council. This means that the Learning and Leisure Department needs to begin considering the future location of the facilities on this site should it be required for development. The facilities located at Red Hall include the Horticultural Nursery which has 6 acres of greenhouses producing 4m bedding plants for the city each year. The relocation of this facility will require long term planning and operation of dual facilities for a period of at least two years in order to not affect the City's bedding and floral displays.
- 3.10 In looking ahead at possible locations for the Red Hall playing pitches and a possible site for the Horticultural Nursery, officers have been looking at the total Council land ownership (of some 105 acres) at Whinmoor Grange Farm and it is recognised that highways infrastructure and access to and from the A64 will form an important part of any proposals for the site.

#### **4.0 PRESSURES AND TIMESCALES**

- 4.1 Given the time taken to plan for and develop cemetery sites, it is essential that a decision is taken to proceed with one or more of the options outlined above, as there is a pressing need for burial space in North East Leeds. Garforth Cemetery has seen a large increase in burials due to lack of suitable space at Harehills, from around 17 burials per annum to the current 40+ per annum. When the current extension was built in 1996 it was anticipated that the space would last for 35 years, however due to the continuing pressure on Garforth it will be necessary to extend the cemetery during the 2006/07 financial year. There will continue to be pressure on Garforth burial space until the Harehills extension or replacement is resolved.
- 4.2 The work on replacing Harehills Cemetery began in 1997, and there should be recognition that finding another new site will involve at the very minimum, two to three years work in ground work surveys, water table testing and liaison with the Environment Agency; and application for planning permission, before work can start on the construction of the cemetery site itself. If highways works are also required to access the cemetery then this could also lengthen the process.
- 4.3 Although this report is principally concerned with North East and East Leeds provision, the delays in carrying forward the extension of Lawnswood Cemetery, are similarly putting pressure on the smaller cemeteries in Horsforth and Otley. Horsforth will be full within six months and although it was not due to be extended or replaced within the original 50 year strategy, if Lawnswood cannot be progressed as quickly as anticipated, new land for a replacement Horsforth cemetery may be necessary to accommodate burials in this part of the City.

#### **5.0 RESOURCE IMPLICATIONS**

- 5.1 The resource implications for the various options, of which options ii) and iii) would require additional capital and revenue funding are as follows:
- i) If the decision is to proceed with Whinmoor as the replacement site, either large, medium or small scale, the scheme can be completed within existing capital provision and would be ready for burials within six months
  - ii) The extension of Harehills Cemetery into the 3.5 acre Leeds Federated Homes site for a Muslim burial area would require new capital provision in excess of £1m, but further feasibility work will be required on costs and timescale. There would be limited additional revenue impact as it would be an extension to the existing cemetery.

- iii) The development of the Killingbeck site through negotiation with the Developer and Secretary of State for Health would require new capital provision in excess of £550,000 depending on the negotiations and would have a possible three year timescale.
- iv) The extension of the Garforth Cemetery should proceed in the 2006/07 financial year, at an estimated cost of £200,000.

## **6.0 CONCLUSIONS AND RECOMMENDATIONS**

- 6.1 The key decision to be taken in respect of cemeteries and burials is whether (subject to what is said above about the urgency of carrying the Lawnswood cemetery-extension proposal forward) to develop large (above 15 acre), medium (5 to 15 acre) or small (below 5 acre) sites. Economies of scale in both capital and revenue spend for large and medium sites are inevitable as described earlier in the report, but, armed with this information, it was the view of all members of the Scrutiny Inquiry that communities would favour smaller, local cemeteries.
- 6.2 Further to the above, members of the Executive Board are recommended to consider the following options with respect to future cemetery provision in East and North East Leeds:
  - i) Large  
Proceed with 46 acre cemetery at Whinmoor
  - ii) Medium  
Proceed with phases 1 to 3 at Whinmoor, producing a medium size cemetery
  - iii) Small
    - Proceed with negotiations with Leeds Federated Homes on the acquisition of the Brander Mount site adjacent to Harehills Cemetery and undertake a feasibility study on its development as a Muslim burial site
    - Examine the feasibility of the Whinmoor Grange site as a small cemetery, taking account of the possible need to co-locate such a facility with replacement Red Hall facilities (the Nursery, East Leeds Depot, and sports pitches)
    - Re-negotiate the S299 agreement with the Killingbeck developer and the Secretary of State for Health with a view to developing a 5 acre cemetery within the allocated greenspace provision for the site.
- 6.3 Should Members be minded to approve option iii), it is recommended that officers be requested to report further on the matter by September 2006.



## CEMETERIES AND CREMATORIA STRATEGY

### 1.0 LEGISLATION

- 1.1 When the *Cemeteries and Crematoria 50 year Strategy* was formulated in 2000 it was suggested at that time that legislation was imminent on the re-use of graves, however, the Home Office consultation is still ongoing. There will be several more stages required before any changes to legislation can be made. Therefore, even if the re-use of graves is sanctioned by legislation, it is likely to be several years before any plans for the re-use of graves could be implemented, if this were to be a route that the City Council wished to pursue.
- 1.2 Public opinion will be a major factor in any proposed legislation on the re-use of graves, and the consultation document suggests that 're-use should not be adopted without prior local public consultation and local authority consent'<sup>1</sup>. Local Authorities will have the option whether to use the legislation taking into account factors such as land values and availability, and public opinion on both the development of new cemeteries and the issue of re-use of graves.
- 1.3 Justifying the disturbance of human remains will not be easy - a survey conducted by Co-op Funeral Care has indicated that 57% of responders object to the principle of graves being reused, and this matter is also receiving negative attention in the press<sup>2</sup>. In addition, certain religious faiths have already expressed an objection to the principle, including the Muslim community.
- 1.4 As described in previous reports to both the Scrutiny Board and Executive Board, the re-use of existing graves would prove a costly method of providing burial land. The exhumation of remains, digging a deeper grave, and reburial of remains at a lower depth to allow new burials in the grave, would be extremely labour intensive and it is estimated this would cost in the region of £1500 per grave. As a comparison, the cost of creating a new cemetery equates to an approximate cost of £200 per grave.
- 1.5 The consultation document also raised issues around the impact that the re-use of graves might have on other aspects/benefits of cemetery provision, including the heritage implications of relocating headstones, the impact on wildlife of reopening a previously closed cemetery, and the loss of closed cemeteries as informal green recreational space in otherwise built up urban areas, for example as is the case at Beckett Street Cemetery in East Leeds.
- 1.6 The ability to re-use graves will provide an extra option to Local Authorities seeking to increase their burial capacity. However, in view of the many social issues and the costs involved, this option is more likely to be utilised by authorities where land is scarce, or has a high value attached to it, e.g. in the London Boroughs.
- 1.7 The 50 year Strategy does make provision for the topic of re-use of graves to be considered [see *Cemeteries and Crematoria 50 year Strategy* sec. 7.8], and if legislation allowing grave re-use is introduced the strategy will be reviewed to take this into account.

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<sup>1</sup> *Burial Law and Policy in the 21<sup>st</sup> Century: The need for a sensitive and sustainable approach*, Jan 2004, Home Office

<sup>2</sup> *abainfo*, No. 27, Jul-Aug-Sep Autumn 2004, Association of Burial Authorities

## **2.0 CITY-WIDE CEMETERY REQUIREMENTS**

2.1 The *Cemetery Requirements* table and graphs attached show the city's cemetery requirements for the next 50 years. This has been calculated based on an assessment of:

- the average demand for new graves at each existing site over the past five years,
- the number of new graves which can be accommodated per acre (this is 750 based on existing sites), and
- the amount of space remaining at each site.

2.2 Although by no means an exact science, this process and the resulting table has enabled identification of the approximate dates when capacity will be reached at each site and a projection of how much space in acres would be required to ensure a continued operation for the next 50 years (until 2054/55).

2.3 The Council's Cemeteries and Crematoria Strategy has a notional 50 year life. However, it is worth noting that in seeking to provide sufficient burial space for the next 50 years the Council may, unintentionally, leave a future administration to face more severe problems and even tougher challenges than faced currently, e.g. by creating a situation where a number of cemeteries are likely to reach their capacity at approximately the same date. For this reason the Council may wish to take a longer-term strategic view, providing some cemeteries with a longer than 50 year life to alleviate such a pressure.

2.4 The *Cemetery Requirements* table clearly shows that all quadrants require increased cemetery provision. However, provision in the North West area was dealt with in a separate report to the Executive Board on 13<sup>th</sup> October 2004.

2.5 It can be seen from the table that there is a shortfall in each of the southern quadrants. However, overall capacity for these quadrants will not be reached for 15 years (South West) and 19 years (South East). The additional provision required to extend use in these areas to 50 years is also quite minimal at 6.1 and 4.3 acres respectively, and this could be mostly accommodated via extensions to the existing cemeteries for which possible land has already been identified.

2.6 As mentioned, the North East area is not the only area with insufficient capacity for provision for the next 50 years, however it is the most pressing, with capacity in Harehills, the only open cemetery in the area, expected to be reached during 2005/6. As has been mentioned in reports to the Executive Board, if capacity is not reached in 2005 it will be because actual burials at Harehills have fallen significantly, due to the issues surrounding anti-social behaviour at the cemetery and the poor location of remaining burial plots.

## **3.0 NORTH EAST AREA**

3.1 In calculating the demand for cemetery space in the North East area further assumptions have been made to take into account the specific needs of the Muslim community.

3.2 Development Department provided the following information regarding issues likely to impact on the demographic profile of the North East area:

- Deaths in Leeds are currently running at about 7000 a year - much down from levels approaching 9000 25 years ago, and 7500 in the 1990s.
- North East Leeds' share of this (defining NE Leeds as pre 2004 wards Burmantofts, Harehills, Moortown, North, Roundhay, Seacroft, Wetherby and Whinmoor) was almost exactly 25% in 2001 and 2002.
- Leeds' population has changed little in the last 25 years, and the latest Government projections (produced in draft earlier this year) point to no more than a 1% or so increase over the next 20 years. Throughout this period, deaths are projected to run at annual totals within the range 6600-6900.
- Housing stock changes - of whatever scale - will only have a significant impact on the distribution of population and deaths in Leeds if they are very heavily skewed towards a particular part of the City. If housing development and clearance is distributed relatively evenly, the effect on the distribution of deaths will be neutral.
- At 31 March 2004, the 8 wards in NE Leeds had 9% of outstanding planning permissions for housing, and 18% of total identified potential housing sites, including those allocated or proposed in the UDP Review. These totals include some greenfield land currently embargoed from development, but omit some of the East Leeds Extension proposal, which extends over several wards in a wide belt round the edge of the East Leeds built-up area. On current information, there is nothing to suggest that NE Leeds can expect to receive a disproportionate share of new development in the foreseeable future. It is more likely to receive less than a quarter of the Leeds total.
- Most clearance in the next decade is expected to be carried out by the ALMOs. NE Leeds probably has an above average share of the ALMO stock, so may be at risk of experiencing above average clearance in the short term.

3.3 In summary, no demographic changes are currently anticipated which would substantially alter these projections. Areas identified in the UDP for additional housing are likely to be countered by clearance of existing housing stock, and the city's population has changed little over the past 25 years, with only a 1% increase projected for the next 20 years. However, any emerging issues resulting from such changes will need to be considered on a periodic basis to ensure that the Strategy continues to meet the evolving needs of the community.

3.4 In consideration of all of these factors, a minimum additional cemetery provision of 18 acres is required in the North East to provide a replacement for Harehills cemetery adequate to cater for all denominations for the next 50 years. The 18 acres does not necessarily need to all be on one site, and could be provided on a phased basis.

3.5 As mentioned previously, all of these figures are estimates. However, it may be safe to assume that these will be minimum requirements in anticipation that any site chosen is likely to experience further pressure for a variety of reasons which cannot be quantified at this stage:

- greater than anticipated changes to the demographic profile of the area and
- impact of Church of England and other denominations cemetery closures as they become full [see *Cemeteries and Crematoria 50 year Strategy*, Sec. 3.6].

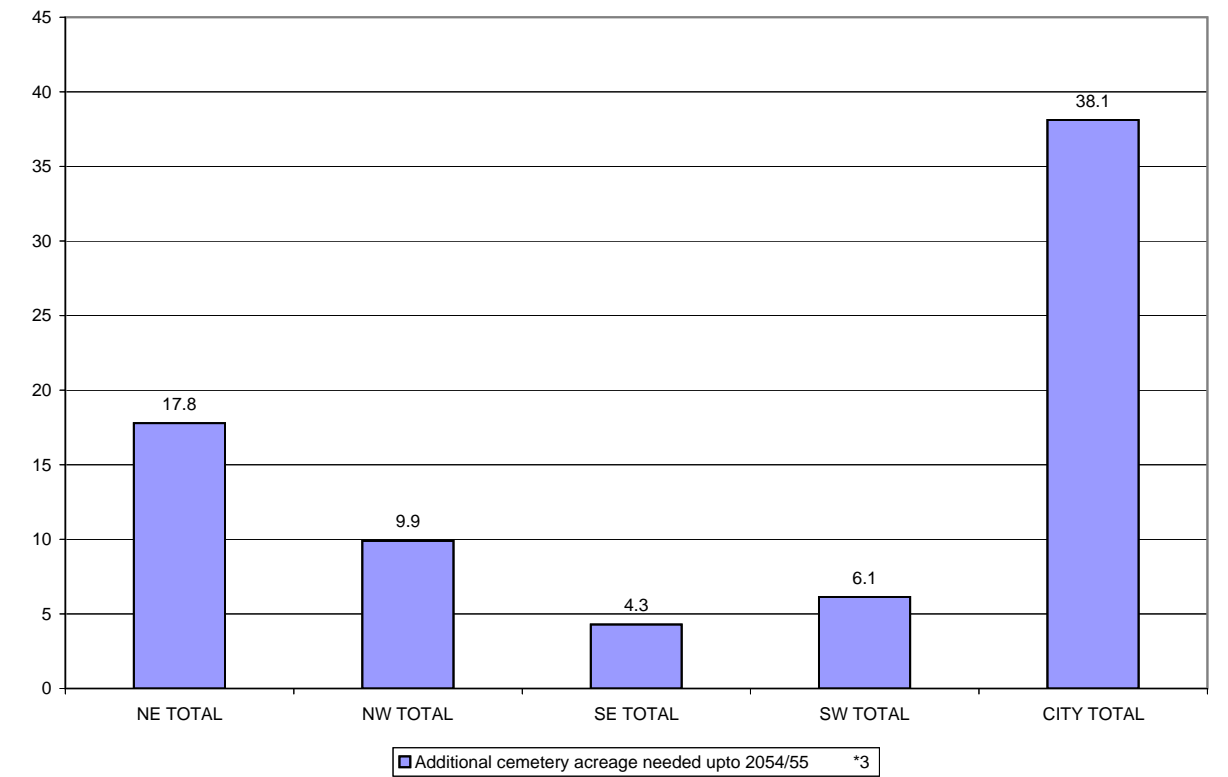
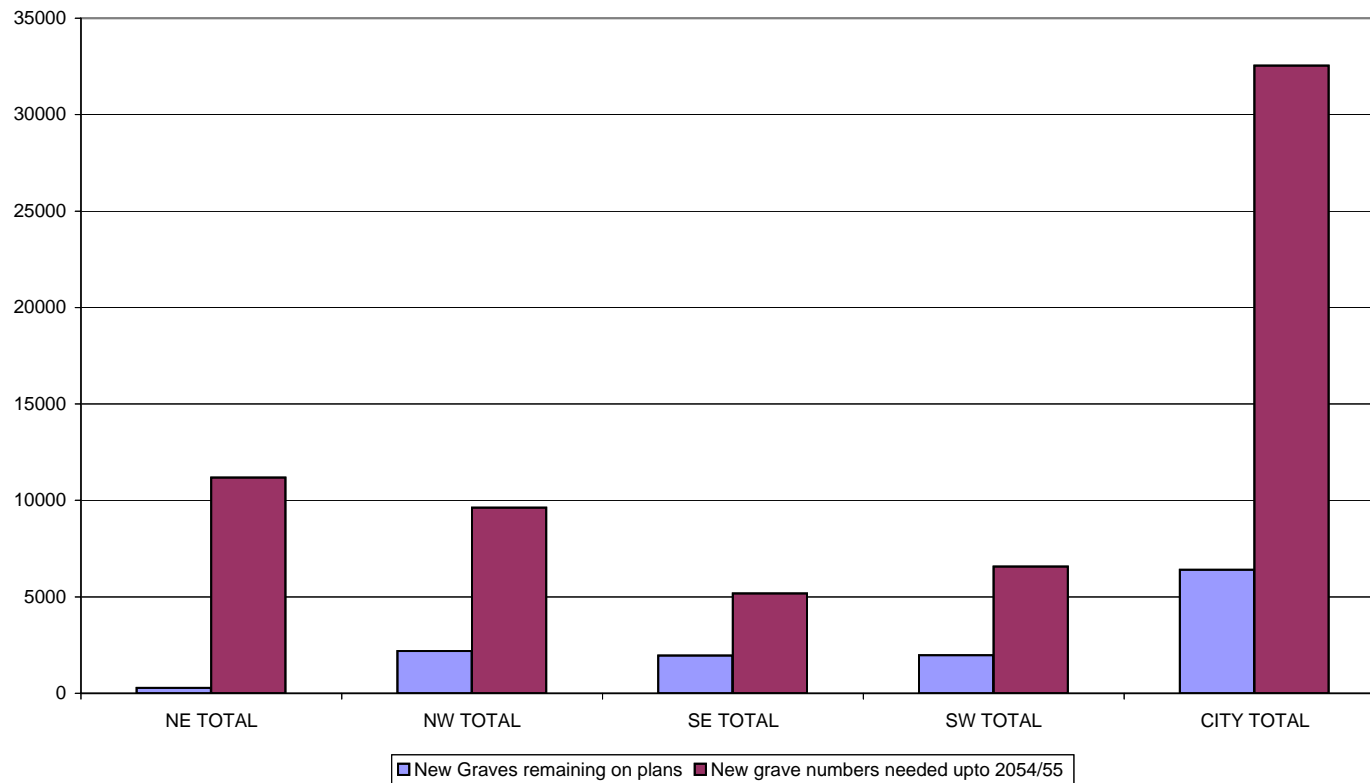
Appendix 1

Quadrant	Site / Cemetery	Total Number of Graves	Date capacity expected to be reached	Revised Date capacity expected to be reached *1	Land available for extension (Y/N?) and date this would extend use to	Costs	Other Issues	New Graves 1999/00	New Graves 2000/1	New Graves 2001/2	New Graves 2002/3	New Graves 2003/4	Average new graves *2	New Graves remaining on plans	Appox acreage	New grave capacity reached (no. of years)	New grave numbers needed upto 2054/55	Total cemetery acreage needed upto 2054/55	Additional cemetery acreage needed upto 2054/55 *3
NE	Beckett Street	25,000	Full	Full	No	-	Re-open Graves Only	0	0	0	0	0	0	0	0.00	0.0	0	0.0	0.0
NE	Harehills	26,000	2006	2005	No	-	Whinmoor	182	165	174	134	153	224	275	0.37	1.2	11178	18.2	17.8
<b>NE TOTAL</b>								<b>182</b>	<b>165</b>	<b>174</b>	<b>134</b>	<b>153</b>	<b>224</b>	<b>275</b>	<b>0.37</b>	<b>1.2</b>	<b>11178</b>	<b>18.2</b>	<b>17.8</b>
NW	Guiseley	1,500	2008	2079	Yes 2060	-	Extension Completed 2005	8	9	10	11	12	10	750	1.00	75.0	500	0.7	-0.3
NW	Horsforth	7,000	2007	2014	Yes 2055	£250,000	No Plans to extend	12	10	12	8	10	10	101	0.13	9.7	520	0.7	0.6
NW	Lawnswood	15,000	Full	Full	Yes 2065	£4,000,000+	Negotiations Ongoing	164	142	136	156	140	148	0	0.00	0.0	7380	9.8	9.8
NW	Otley	7,700	2040	2049	Yes 2090	£150,000	Cricket Field Land	11	16	19	15	16	15	698	0.93	45.3	770	1.0	0.1
NW	Yeadon	5,200	2060	2076	Yes 2110	£500,000	Land to Purchase	7	12	12	5	9	9	649	0.87	72.1	450	0.6	-0.3
<b>NW TOTAL</b>								<b>202</b>	<b>189</b>	<b>189</b>	<b>195</b>	<b>187</b>	<b>192.4</b>	<b>2198</b>	<b>2.93</b>	<b>11.4</b>	<b>9620</b>	<b>12.8</b>	<b>9.9</b>
SE	Garforth	2,500	2011	2009	Yes 2030	£120,000	Glebelands	30	35	34	40	22	32	166	0.22	5.2	1610	2.1	1.9
SE	Hunslet	24,000	2030	2026	Yes 2080	£300,000	Land Available	36	36	43	38	46	40	870	1.16	21.9	1990	2.7	1.5
SE	Lofthouse	1,350	2090	2113	No	-	No Land	3	5	4	6	3	4	459	0.61	109.3	210	0.3	-0.3
SE	Rothwell	3,800	2022	2021	No	-	No Land	34	22	26	28	27	27	465	0.62	17.0	1370	1.8	1.2
SE	Whitkirk	500	Full	Full	No	-	-	0	0	0	0	0	0	0	0.00	0.0	0	0.0	0.0
<b>SE TOTAL</b>								<b>103</b>	<b>98</b>	<b>107</b>	<b>112</b>	<b>98</b>	<b>103.6</b>	<b>1960</b>	<b>2.61</b>	<b>18.9</b>	<b>5180</b>	<b>6.9</b>	<b>4.3</b>
SW	Armley	9,300	2009	2005	Yes 2030	£20,000	Land in Cemetery	31	29	42	21	43	33	32	0.04	1.0	1660	2.2	2.2
SW	Beeston	1,300	Full	Full	No	-	-	0	0	0	0	0	0	0	0.00	0.0	0	0.0	0.0
SW	Cottingley	8,500	2015	2014	Yes 2070	£300,000	To Extend	57	45	34	41	44	44	441	0.59	10.0	2210	2.9	2.4
SW	Farnley	1,600	Full	Full	-	-	-	5	7	2	4	3	4	0	0.00	0.0	210	0.3	0.3
SW	Gildersome	1,300	2012	2012	No	-	No Land	4	1	2	3	5	3	25	0.03	8.3	150	0.2	0.2
SW	Holbeck	14,500	Full	Full	No	-	-	0	0	0	0	0	0	0	0.00	0.0	0	0.0	0.0
SW	Morley	8,200	2016	2021	No	-	No Land	22	19	20	14	20	19	314	0.42	16.5	950	1.3	0.8
SW	New Wortley	9,500	2035	2043	No	-	No Land	9	6	9	11	3	8	293	0.39	38.6	380	0.5	0.1
SW	Pudsey	8,000	2050	2037	Yes 2090	-	Extension Completed 2005	13	13	16	19	12	15	477	0.64	32.7	730	1.0	0.3
SW	Upper & Lower Wortley	7,000	2050	2074	Yes 2090	£60,000	Land in Cemetery	10	5	2	4	7	6	390	0.52	69.6	280	0.4	-0.1
<b>SW TOTAL</b>								<b>151</b>	<b>125</b>	<b>127</b>	<b>117</b>	<b>137</b>	<b>131.4</b>	<b>1972</b>	<b>2.63</b>	<b>15.0</b>	<b>6570</b>	<b>8.8</b>	<b>6.1</b>
<b>CITY TOTAL</b>								<b>638</b>	<b>577</b>	<b>597</b>	<b>558</b>	<b>575</b>	<b>651</b>	<b>6405</b>	<b>8.54</b>	<b>9.8</b>	<b>32548</b>	<b>46.6</b>	<b>38.1</b>

\*1 Based on current year (2004) plus number of years from 'New grave capacity reached' column

\*2 Average over 5 years, except Harehills where average based on the 5 year average of 162 plus a 3.5% year on year increase in Muslim burials over the 50 year period

\*3 Plus impact of church cemetery closures



At the request of Executive Board a search has been undertaken by the Development Department to investigate potential alternative cemetery sites to the current Whinmoor cemetery proposal.

A total of twenty one sites, in both Council and private ownership, have been assessed against a range of criteria including ownership, physical and operational suitability, cost and availability. Details of the operational search criteria, and the individual site assessments are set out in Appendix Three.

Notwithstanding the Scrutiny Board preference for small sites, on operational grounds sites below 12 acres have not been considered in the assessment for the municipal cemetery because they would each have high access development costs without the benefit of the necessary 40 – 50 year cemetery life. None of the sites identified are considered to approach the overall advantages of Whinmoor in suitability, timescale and cost. However, the following six locations are considered to be the least problematic of the twenty one alternative sites identified and they are summarised below:

### **SITE 1 – PRIVATE RESIDENTIAL PROPERTY AT BRANDER MOUNT ADJOINING HAREHILLS CEMETERY**

#### **Planning Comments**

The 36 houses on site are all vacant and boarded up as they have become very difficult to let. Although this is currently developed for housing, because it adjoins the south east corner of Harehills Cemetery, it could be suitable in land use terms as a cemetery extension

#### **Highways comments**

Given the existing layout of the housing on site, no highway or access problems are anticipated.

#### **Operational comments**

If the site could be acquired, it would be suitable as an extension to the existing cemetery and would be convenient for the Muslim community. The housing properties would need demolishing and their foundations and services would need removal. The site could then be fenced, drained and laid out to provide Muslim burial space for several decades.

#### **Total Scheme Cost**

It is understood that the Housing Association which owns the properties is willing to sell and an indicative valuation of £700,000 has been quoted, but an estimated additional cost of £150,000 (suggested by Leeds East Homes) is likely as they are planning to demolish the properties shortly. The cost of cemetery development is not yet known, but a budget figure in excess of £1m is anticipated for the scheme, which cannot be contained within the existing Whinmoor capital budget.

#### **Overall Suitability and Availability**

Subject to agreement of price and funding of the proposal, the site is both available and suitable for use by the Muslim community for several decades. However the site is not large enough to satisfy the overall land requirement which must still take place elsewhere at additional cost.

## **SITE 2 – COUNCIL LAND ADJACENT TO FORMER KILLINGBECK SITE**

### **Planning Comments**

Allocated as Greenspace (Policy N1) in the UDP. Wyke Beck Valley is identified as an area policy initiative in the UDP review - to improve the valley environment, enhance its corridor function & provide a linear footpath & cycle route linking Roundhay Park with Rothwell Country Park. The area has significant recreation potential & is one of the most visible & accessible parts of the Wyke Beck Valley. Recreational potential features strongly in EASEL proposals, which are likely to be incorporated into proposed Area Action Plan. Careful consideration therefore needs to be given to any proposals which would reduce public access. Part of site is allocated as Leeds Nature Area. A flood alleviation scheme is proposed for the lower lying parts of the site. The various parts of the site are to be evaluated separately.

### **Highways comments**

Severe flooding problems from Wykebeck. Anticipated Environment Agency opposition in this area due to flooding and high water table. Landfill upto 9m deep. Gas and contamination issues. Technical report to evaluate the separate parts of the site.

Access is possible to southern part from York Road with major junction requirement and traffic lights at estimated £262,000. Alternative access to that area is also possible from Wykebeck Valley Road but high cost with junction requirement as well as a bridge over Wyke Beck at estimated £702,000.

### **Operational comments**

There is contaminated fill in the south and sewers cross the site. Yorkshire Water and Environment Agency objections are anticipated due to flood plain and underlying water bearing rock. Archaeological remains exist in the north and south.

Layout and design cost estimated at £500,000 excluding impact of gradient, flooding, groundwater and landfill problems.

### **Total Scheme Cost**

Including the opportunity cost of 19 – 22 acres of land (£57,000 - £66,000) together with highway and site development costs, estimated range would be £820,000 to £1,260,000.

### **Overall Suitability and Availability**

Although the land is Council owned and could be made quickly available, the lower lying parts are not considered to be suitable. The topography and woodland of the northern quarter of the site would render it unsuitable for cemetery use and the central section contains a designated Local Nature Area. The southern area has flooding problems and, overall, the area has significant recreational potential within the context of the EASEL regeneration objectives. Further evaluation work would be necessary.

## **SITE 3 – PRIVATE LAND AT FORMER KILLINGBECK HOSPITAL SITE**

### **Planning Comments**

Part to north of former hospital site allocated only as Green Corridor (Policy N6), which could be consistent with cemetery use but currently committed for proposed 'wildflower meadow' greenspace under a Section 299 planning obligations agreement linked to development of former hospital site. Use for cemetery purposes would be subject to agreement of the developer / owner and the Secretary of State for Health as former owner to relax this part of the contract, which could result in a request for financial payment. Remaining open land to be evaluated along with the Wykebeck land.

### **Highways comments**

Access to the northern 'meadow' area would be required from Foundry Lane, but the gradient makes it difficult. An estimate of cost is awaited.

### **Operational comments**

The 'meadow' land form in the north is large enough to accommodate the separate Muslim cemetery, but because of its gradient it is not considered to be suitable for burial use. Operational issues / problems may be anticipated if access is to be taken through the Roman Catholic cemetery.

Layout and design cost estimated at £500,000 excluding oncost for gradient impact.

### **Total Scheme Cost**

Minimum of £600,000 including highway and site development costs, but a further £50,000 or more could be requested by the developer and / or the Secretary of State for Health to release the land from the S299 agreement.

### **Overall Suitability and Availability**

Under the Section 299 agreement, the 'meadow' land is to be transferred to the Council by the developer of the former hospital site following its laying out as an approved greenspace scheme. Other land is also to be laid out as greenspace within the scheme, but retained by the developer. Therefore because the 'meadow' land is not allocated as greenspace, it could be released for cemetery use in planning policy terms. However the developer is still the current owner of the land and his agreement and that of the Secretary of State could incur a financial consideration on the basis that the Council would otherwise have to use or buy other land for that purpose. The site is large enough for the Muslim requirement. The gradient of the land and its access renders it difficult to develop for cemetery purposes and its availability is uncertain. The municipal cemetery requirement cannot be satisfied from this site due to its small size.

## **SITE 4 - PRIVATE LAND ADJOINING THE FUTURE EAST LEEDS ORBITAL ROAD**

### **Planning comments**

Agricultural land allocated as Green Belt in the UDP and not restricted by any special landscape area designation. The sites lie to the north of the proposed East Leeds Extension and Orbital Relief Road. Acquisition at nil cost could be possible under S106 agreements in the longer term when development land in the same ownership can be brought forward by the developer and granted planning permission. Under current UDP policies this would not take place before 2012 at the earliest and would be dependent on the housing land supply requirements at the time.

### **Highways comments**

To be evaluated when site boundaries are known later.

### **Operational comments**

Cemetery layout and design cost estimated at £500,000, subject to site investigations.

### **Total Scheme Cost**

Too early to estimate

### **Overall Suitability and Availability**

Subject to the necessary detailed ground investigations, the sites could be physically suitable for cemetery use, although there may be planning objections from nearby residential properties.

Under current UDP policies this would not take place before 2012 at the very earliest.

## **SITE 5 - COUNCIL LAND (SITE C) AT AUSTHORPE**

### **Planning comments**

Council owned agricultural land allocated as Green belt and proposed open space (Policy N5). Urban fringe priority area - Policy N40: Support will be given to management initiatives to secure environmental improvements, the beneficial use of land & increased public access where this can be appropriately managed. A cemetery with sensitive planting would not prejudice the overall greenspace potential of this area given the significant area available.

### **Highways comments**

Access to the land is dependent on the Thorpe Park developer's timescale for development of the access link road and continuing building works. Highways estimate for establishment of access £198k.

### **Operational comments**

Isolated site with no public transport access, which is a vital attribute for a cemetery. Layout and design costs estimated at £500,000, subject to site investigation works and ground conditions.

### **Total Scheme Cost**

Including the opportunity cost of land (£433k - £500k) together with highway and site development costs, estimated range would be £1.13m to £1.20m.

### **Overall Suitability and Availability**

Agricultural land bounded by M1 motorway, railway and business park. Long term 'hope' value of future development potential. Currently inaccessible but rights are reserved for vehicular access from Manston link road when constructed by the business park developer. LCC could then connect access road to link road, but this is not in LCC control.

Minimum timescale estimated to be 2 years, but this is likely to be much longer.

Poor public transport - Unlikely that bus services will use the Manston link road unless the East Leeds Orbital Route and associated residential development is completed over the next 5 - 10 years. Therefore the site is suitable for cemetery use but only in the long term after construction by third parties of the Manston link road and East Leeds Orbital Route and establishment of bus services along it.

## **SITE 6 - COUNCIL LAND AT RED HALL PLAYING FIELDS**

### **Planning comments**

Currently used as municipal playing fields, but allocated as a Business Park under Policy E4:11 of the UDP. Access needs to be considered in conjunction with land to the south & west, including Council owned land, which is allocated as East Leeds Extension. Loss of employment land issue - this is one of the few sites allocated for employment in the northern part of the city.

### **Highways comments**

Staggered junction - road widening, island refuge & footways needed to nearest bus stop(s). Estimate £396k.

### **Operational comments**

Well used playing pitches, with estimated £700,000 relocation cost, subject to site investigations. Cemetery layout and design cost estimated at £500,000, subject to drainage and other site investigations re ground conditions.



### **Total Scheme Cost**

The current Business Park allocation for this Council owned site has been independently valued at £7.1m to £7.4m depending upon the exact site area. This gives an opportunity cost of £6.7m - £6.4m when the required relocation of pitches is included at £700k (this relocation cost will equally apply to a cemetery use). Together with highway and site development costs, the estimated development / opportunity cost range for this site would be £7.3m - £7.6m. NB The opportunity cost associated with cemetery use is likely to be higher than this figure on the basis that the adjacent UDP allocated Council owned housing site would also use the cemetery access road. This is considered to have a negative impact on the potential value of the housing site.

### **Overall Suitability and Availability**

The site would be physically suitable for cemetery use but this would be at the expense of achieving a significant Council capital receipt for Business Park use and the generation of employment opportunities in the north of the City. Cemetery use would also have a potentially negative impact on the value of other Council land earmarked for residential development in the UDP.

To accommodate either cemetery or business park use, the existing Redhall sports pitches will have to be relocated. The pitches could be relocated to the overall Whinmoor site which could accommodate both cemetery and playing fields. It could take up to 4 years to release the Redhall site for implementation of a new use and whilst the current business park proposal is longer term, there may be timescale issues in terms of delivery of a cemetery site

REPORT TO EXECUTIVE BOARD MARCH 2006										
SITE SEARCH FOR ALTERNATIVE CEMETERY PROVISION IN NORTH EAST LEEDS.										
DIRECTOR OF DEVELOPMENT										
<b>Operational Search Criteria:</b>										
North east Leeds between A58 Wetherby Road and M1 motorway, including EASEL Regeneration Area										
Minimum site area of 7 acres for possible Muslim Burial Ground and 12 - 15 acre site for municipal cemetery of 40 - 50 year life based on forecasted demographics and rates of burial										
Accessible by public transport										
Sites on left of arterial routes in outer locations for funeral corteges leaving Leeds (avoidance of right turning queues)										
Avoid land allocated as Special Landscape Area for protection of high quality landscape and topography										
<b>Notes:</b>										
For completeness, all sites previously suggested by all parties have been listed, including land allocated as Green Belt / Greenspace or Development land. The sites have been split into Council and privately owned land to reflect ease of delivery.										
The schedule sets out ownership, cost, timescale and physical suitability in comparison with the Whinmoor site.										
Estimated land values are indicative only and take no account of abnormal costs. Total costs (including Highway and operational development costs) have only been estimated for the five sites which are most physically suitable.										
Highway access costs estimates have been limited to junction formation and necessary improvements to the public highways. Estimated diversion costs of statutory undertakers equipment may vary considerably when details are known.										
Operational development estimates include costs of laying out the site for cemetery purposes, subject to no abnormal ground conditions being identified. If there is no opposition to a cemetery on a particular site which is already owned by the Council, a minimum period of 2 years could be expected for consultation, site investigations, planning, design, procurement and development before it would become available for use. If land has to be acquired for this purpose, it could take a further 12 months where agreement can be reached. If agreement to purchase cannot be agreed, compulsory purchase powers are available but are subject to legal challenge.										
Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
	<b>Short Listed Sites</b>									
1	Brander Mount, Harehills		3.56	Existing housing development - vacant and boarded up. Adjoins Harehills cemetery, therefore could form extension.	Existing access if additional access to cemetery required.	Extension would extend the life of Harehills cemetery in convenient location for Muslim community. Subject to acquisition from Housing Association and removal of all foundations / services required. Fencing, drainage and site layout then required. £150,000	850,000	£1m	Short term, subject to agreement of purchase price.	Housing Association willing to sell at residential price. Therefore potentially available and suitable for Muslim burial extension, although expensive and additional cost non-Muslim cemetery still required elsewhere.

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
2	Council Land adjacent to Former Killingbeck Hospital site.	Killingbeck & Seacroft	52.28	Allocated as Greenspace (Policy N1). Wyke Beck Valley is identified as an area policy initiative in the UDP review - to improve the valley environment, enhance its corridor function & provide a linear footpath & cycle route linking Roundhay Park with Rothwell Country Park. The area has significant recreation potential & is one of the most visible & accessible parts of the Wyke Beck Valley. Recreational potential features strongly in EASEL proposals, which are likely to be incorporated into proposed Area Action Plan. Careful consideration therefore needs to be given to any proposals which would reduce public access. Part of site allocated as Leeds Nature Area. Extent of proposed flood alleviation scheme to be discounted. Further work necessary to delineate and evaluate different parts of site.	Technical report available. Severe flooding problems from Wykebeck. Environment Agency opposition to any interference with flood alleviation scheme. Landfill upto 9m deep with gas and contamination issues on higher land. Access from York Road - major junction requirement with traffic lights £260,000, or from Wykebeck Valley Road - junction required as well as a bridge over Wyke Beck £700,000.	Land badly tiered in north for burial and contaminated fill in south. Archeological remains in north and south and sewers crossing site. Yorkshire Water and Environment Agency objections anticipated due to flood plain and underlying water bearing rock. Layout and design cost £500,000.	7 acres = £21,000 12-15 acres = £36,000 - £45,000 opportunity purchase	Max £1.26m Min £820,000	Not available	The topography and woodland of the site would render it unsuitable for cemetery use. Northern and western part unsuitable due to flooding and groundwater. South eastern part has landfill, contamination issues. The central section contains a designated Local Nature Area. The south east has strong recreational potential within the EASEL regeneration objectives. <b>Not recommended</b>

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
3	Private land at Former Killingbeck Hospital Site	Killingbeck & Seacroft	7.00	Residential development commenced. Site includes Catholic cemetery extension along with greenspace etc proposals as part of existing S299 planning agreement. Northern part is proposed 'meadow' Greenspace under S299, but only allocated as Green Corridor (Policy N6), therefore could be consistent with cemetery use in policy terms. Negotiation for variation of S299 would be subject to agreement with developer and S of S for Health with possible request for financial payment. North western part is within Wyke Beck Valley which is identified as an area policy initiative in the UDP review - to improve the valley environment, enhance its corridor function & provide a linear footpath & cycle route linking Roundhay Park with Rothwell Country Park.	New and steep access would be required from Foundry Lane - estimated cost £ .	Gradient of land very steep for cemetery use. Cemetery layout and design cost estimated min £500,000, subject to site investigations.	7 acres to be transferred to Council as greenspace. Developer payment of £50,000 or more for consent to use as cemetery.	£550,000 + new access cost.	3 years	Residential planning application approved on 24 March 2005 and development commenced. Includes a transfer of land for an extension to the adjacent Roman Catholic cemetery. Planning agreement already signed re greenspace 'meadow' land to north, which could be used for Muslim cemetery, subject to agreement with Developer and Secretary of State. More accessible to visitors than Whinmoor but very steep gradient of land. Not large enough for full requirement therefore full development costs of another cemetery site still required for municipal cemetery elsewhere. Remainder of open land to be evaluated along with adjoining Council owned land in Wykebeck valley.

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
4	Private land adjoining East Leeds Orbital Road	Cross Gates & Whinmoor / Harewood	Various	Green belt. Not within special landscape area. Sites lie to the north of the proposed East Leeds Extension & proposed orbital Road. Possible long term strategy to acquire green belt land in developers' ownership under S106 when development land comes forward.	Highways estimates for establishment of access needed when opportunities arise.	Cemetery layout and design cost estimated at £500,000, subject to site investigations.	Land acquisition at no cost under S106 opportunities.		Long term	Agricultural land in green belt. Potentially available under S106 agreements for cemetery or other open land uses subject to development land in same ownership gaining planning permission in <b>longer term</b> .
5	Council land at Site 'C' Austhorpe	Cross Gates & Whinmoor	50.14	Green belt, proposed open space (Policy N5) & urban fringe priority area - Policy N40: Support will be given to management initiatives to secure environmental improvements, the beneficial use of land & increased public access where this can be appropriately managed. A cemetery with sensitive planting would not prejudice the overall greenspace potential of this area given the significant area available.	Timescale for development in terms of access link & continuing building works. Highways estimate for establishment of access = £198k.	Isolated site with no public transport access, which is a vital attribute for a cemetery. Layout and design costs estimated at £500,000, subject to site investigation works and ground conditions.	7 acres = £160,000. 12 - 15 acres = £273,000 - £340,000 'hope' value.	Max £1.20m Min £1.13m	3 - 10 years	Agricultural land bounded by M1 motorway, railway and business park. Long term 'hope' value of future development potential. Currently inaccessible but rights reserved for vehicular access from Manston link road when constructed by business park developer. LCC could then connect access road to link road, but not in LCC control. Minimum timescale 2 years, but could be longer. Poor public transport - Unlikely that bus services will use the Manston link road unless the East Leeds Orbital Route and associated residential development is completed over the next 5 - 10 years. <b>Long term</b>

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
6	Council land at Red Hall Playing Fields	Cross Gates & Whinmoor	21.67	Allocated as a Business Park under Policy E4:11 of the UDP. Access needs to be considered in conjunction with land to the south & west which is allocated as East Leeds Extension. Loss of employment land issue - this is one of the few sites allocated for employment in the northern part of the city.	Staggered junction - road widening, island refuge & footways needed to nearest bus stop(s). Estimate £396k.	5 Well used playing pitches, with estimated £970,000 relocation cost, subject to site investigations. Cemetery layout and design cost estimated £500,000, subject to drainage and other site investigations re ground conditions.	£6.43m opportunity cost allowing for £970k pitch relocation.	£8.30m	4 years	Physical potential for cemetery, but not value for money due to cost of relocation of playing fields and loss of development value. Due to playing field relocation, could take 2 - 3 years to develop. Loss of gateway site into valuable Red Hall development land. Loss of scarce employment land in north of city. <b>Not recommended.</b>

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
<b>OTHER COUNCIL SITES</b>										
7	Council land at Red Hall Recycling Centre	Cross Gates & Whinmoor	5.11	Green Belt. Site may be affected by the East Leeds Orbital Route	Left turn access from Wetherby Road. Impact of East Leeds orbital.	Not large enough site - could need CPO to acquire adjoining private land. Severed from playing fields	£37,500 opportunity cost	N/A	4 years	5 acre site likely to be affected by the Orbital Road, not large enough without acquiring adjoining land - possible CPO over 3 years. <b>Not feasible.</b>
8	Barnbow	Cross Gates & Whinmoor		North - Green Belt. South west corner is SEGI (Site of Ecological & Geological Importance). Southern part falls within washland which provides essential storage for floodwater. South - Western part falls within the East Leeds Extension and remainder is Green Belt. entral part is a SEGI and includes an ancient monument.	Poor current accessibility - single track lanes, lack of footways & no public transport.. Access feasible subject to opening up of area following construction of East Leeds Orbital Route.		7 acres = £21,000 12-15 acres = £36,000 - £45,000 opportunity cost	N/A	Not suitable	A. Northern part not readily accessible in the absence of an East Leeds Orbital route and then for at least 5 - 10 years and constrained by washland & SEGI. Formation of accesses on Scholes side of Orbital road not favoured on policy grounds. B. Southern part not readily accessible in the absence of an East Leeds orbital route and then at least 5 - 10 years and constrained by contaminated land etc. <b>Not appropriate or feasible.</b>
9	Bullerthorpe Lane	Temple Newsam		Green Belt, Greenspace, Green Corridor, Ancient Monument (Grims ditch) and Special Landscape Area.	Access is possible & site lines achievable.		N/A	N/A	Not suitable	Part of Temple Newsam Estate. Allocated as special landscape area. <b>Not feasible.</b>
10	Cobble Hall Farm	N/A		Green Belt, Green Corridor & Roundhay Conservation Area.	N/A		N/A	N/A	Not available	Long leasehold disposal by LCC of the land since initial sitesearch. <b>Not deliverable.</b>
11	Site 'A' Austhorpe	Cross Gates & Whinmoor		Greenspace allocation to be laid out in conjunction with Thorpe Park Business Park through S106 agreement. LNA in south east corner and a section of Grims Ditch. Ancient archeological features restrict development potential.	Access unlikely from business park due to construction of bund. Alternative access possible from Austhorpe Lane.		7 acres = £50,000 12-15 acres = £90,000 - £112,000 opportunity cost	N/A	3 years	Land held for open space purposes. S.106 agreement with developer to lay out recreational use / public open space as business park planning condition. Physical potential for cemetery but reliant on agreement from developer. <b>Not deliverable.</b>



Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
12	Primrose Hill, Halton	Temple Newsam	85	Greenspace and Green Corridor. Current and previous uses that may pose contamination constraints include scrapyards, former colliery, sewage works and former landfill. Elevated methane levels in the central / northern area and elevated carbon dioxide levels. Putrescible materials associated with former landfill. High value uses would be required in order to deal with contamination and gas generation issues.	Several access points but all have difficulties.		7 acres = £21,000 12-15 acres = £36,000 - £45,000 opportunity purchase.	N/A	Not suitable	In total an 85 acre site but difficult levels, access points and site history of contaminative uses make it <b>not appropriate or feasible at reasonable cost.</b>
13	Red Hall Nursery (part)	Cross Gates & Whinmoor	12	Within East Leeds Extension (phase 3 of UDP review from 2012 onwards subject to housing land supply). Access to the site needs to be considered in conjunction with the adjacent Business Park.	Access from Wetherby Road difficult due to road curve & necessity for junction.		7 acres = £5.25m 12 acres = £9.00m opportunity cost, subject to nursery decant cost	N/A	10 years	Only 5.83 acres currently available, therefore not large enough on its own. Additional 6.17 acres required is occupied by Red Hall nursery, which would require relocation at additional cost. Lengthy access would need to be taken through Red Hall playing fields, which would also require relocation. <b>Not feasible.</b>
14	Asket Hill Primary School Seacroft	Killingbeck & Seacroft		Substantial redevelopment opportunity on this and adjacent sites as part of the East & South East Leeds regeneration initiative in the context of an Area Action Plan. Open land is currently allocated as playing fields protected under Policy N6.	Existing access not ideal - narrow & residential.		7 acres = £2.1m 12 - 15 acres = £3.6m - £4.5m opportunity cost	N/A	Not suitable	Over 7 acres assumes use of existing playing fields, which would be subject to relocation. Proposed for comprehensive redevelopment in the EASEL regeneration initiative. <b>Not recommended</b>
15	Primrose High School Burmantofts	Gipton & Harehills	6.04	Site falls within the EASEL initiative boundary. Potential for high density uses given proximity to city centre in conjunction with an Area Action Plan. Open land currently allocated as Greenspace under Policy N6.	Access from three possible locations but not favoured due to constricted nature of site.		6.04 acres = £3.0m.	N/A	Not suitable	Fringe of city centre location – likely high-density residential development. <b>Not recommended</b>

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
<b>Other Privately Owned Sites</b>										
16	Private land adjacent to Seacroft Hospital	Killingbeck & Seacroft	43.96	Allocated for residential development (phase 2 of UDP review from 2008 onwards subject to housing land supply), subject to outcome of UDP Inquiry. Development prior to that date would not be supported on planning policy grounds. Green Corridor to the west and south of the site.	Access more likely through land at city end of site with direct access on to York Road - major junction with right turn & traffic lights required.		7 acres = £3.50m 12 -15 acres = £6.00m - £7.50m	N/A	10 years	Greenfield site – designated as Phase 3 housing development (i.e. after 2011 earliest). NHS site to be transferred to English Partnerships. Difficult shaped site - Owner likely to seek full development value for land and very unlikely to release part in advance of remainder as large cemetery could prejudice future development layout. <b>Contact to be made with owner.</b>
17	York Road – outer area			Green Belt outside Special Landscape Area, therefore cemetery use possible in policy terms. Contains two farmsteads - possible impact on viability of agricultural holdings.	Access feasible via a left turn from Leeds direction. Junction works likely to include road widening & island refuge, footways needed to nearest bus stop(s).		7 acres = £35,000 12-15 acres = £60,000 - £75,000	N/A	4 years	Technically feasible but dependent on land acquisition by agreement or probable CPO. <b>Not deliverable in a timely manner. No benefit over the Whinmoor scheme and similar location.</b>
18	Close to Whinmoor Park & Ride north side of York Road	Cross Gates & Whinmoor		Within East Leeds Extension (phase 3 of UDP review from 2012 onwards subject to housing land supply). Release for cemetery would be subject to developer agreement and premature until a detailed development framework has been drawn up to guide development.	Access feasible via a left turn from Leeds direction. Junction works to include road widening, island refuge & footways needed to nearest bus stop(s) & Park & Ride. Estimate £390k.	Adjoins Grimes Dyke - scheduled ancient monument with significant archeological interest. Cemetery cost and design estimated at £500,000, subject to site investigations, drainage etc.	7 acres = £5.25m 12 - 15 acres = £9m - £11.25m.	Max £12.15m Min £6.15m	5 years	Residential development land close to proposed Supertram park & ride. Physical potential for cemetery, but not value for money and dependent on land acquisition, possibly by CPO. <b>Not recommended.</b>

Site No	Address	Ward	Site area (acres)	Planning Comments	A Highways Comments / Cost	B Operational Comments / Costs	C Land Value 7 acre & 12/15 acre	Total Cost A+B+C (notes)	Time Scale	Physical Suitability & Value For Money Compared to Whinmoor
19	Wetherby Rd/Coal Road	Cross Gates & Whinmoor / Harewood	49.32	Within East Leeds Extension (phase 3 of UDP review from 2012 onwards subject to housing land supply). Release for cemetery would be subject to developer agreement and premature until a detailed development framework has been drawn up to guide development.	Difficult right turn off Wetherby Road. Pedestrian access off A58, vehicular access off side road.		7 acres = £5.25m 12 -15 acres = £9.00m - £11.25m	N/A	5 years	UDP phase 2 residential development land, subject to construction of Orbital Road. Physical potential for cemetery, but access not favoured by Highways due to Wetherby Road right turn for funeral corteges leaving Leeds. Not value for money and dependent on land acquisition, possibly by CPO. <b>Not feasible.</b>
20	East of Coal Road	Cross Gates & Whinmoor / Harewood	26	The site is within East Leeds Extension (phase 3 of UDP review from 2012 onwards subject to housing land supply). Release for cemetery would be subject to developer agreement and premature until a detailed development framework has been drawn up to guide development.	Not accessible from main Wetherby Road.		7 acres = £5.25m 12 -15 acres = £9.00m - £11.25m	N/A	5 years	UDP phase 2 residential development land, subject to construction of Orbital Road. Physical potential for cemetery, but access not favoured by Highways due to Wetherby Road right turn for funeral corteges leaving Leeds. Not value for money and dependent on land acquisition, possibly by CPO. <b>Not feasible.</b>
21	Thorpe Business Park Austhorpe	Cross Gates & Whinmoor		Development underway. Site includes Manston Lane Link Road.			N/A	N/A	Not available	Under development as a business park. Infrastructure works are underway. <b>Not deliverable</b>

**Report of the Director of Learning and Leisure**

**Executive Board**

**Date: 22<sup>nd</sup> March 2006**

**Subject: Appraisal of Trust Option for Sport Services**

<b>Electoral Wards Affected:</b>	<b>Specific Implications For:</b>
	Ethnic minorities <input type="checkbox"/>
	Women <input type="checkbox"/>
	Disabled people <input type="checkbox"/>
	Narrowing the Gap <input type="checkbox"/>

**Decision**  
Eligible for Call In

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

**Executive Summary:**

This report outlines the key findings, areas requiring further consideration and the proposed next steps for the creation of a not for profit Sports Trust to manage the entire Sports and Active Recreation Service.

Executive Board are requested to:

- 1.1 Note the contents of this paper and the attached appendices.
- 1.2 Approve the in principle development of an NPDO/Trust for the Sport and Active Recreation Service.
- 1.3 Approve the reinvestment of all savings accruing from the establishment of the Trust back into the Trust and the City's Leisure Centres to help maintain and improve service delivery.
- 1.4 Note the need to establish a project board to oversee the implementation process for the Sports Trust
- 1.5 Agree that subsequent reports are brought back to Executive Board indicating progress and seeking the required approvals.

## **1.0 PURPOSE OF REPORT**

- 1.1 The primary purpose of this report is to seek approval for the development of a Not for Profit Charitable Sport Trust to manage the Sport and Active Recreation service. The report is based on the findings of the recent NPDO (Non Profit Distributing Organisation) feasibility appraisal for the Sport and Active Recreation Service, completed by solicitors Lawrence Graham in November 2005.
- 1.2 The report will highlight the reasons for proposing the establishment of a Sports Trust, including the benefits and implications, as well as illustrating the various issues that need to be considered and to propose the next steps that need to be undertaken.
- 1.3 The issues are complex and it should be understood that an in principle approval is being sought to develop a Sports Trust. There will be a number of key issues to be resolved to the satisfaction of both the Council and the emerging Trust before a final transfer would actually take place.

## **2.0 BACKGROUND**

- 2.1 The Sport and Active Recreation Service has made significant improvements in recent years in very difficult circumstances. The service is currently recognised as being high performing. The Best value review in 2003 assessed the service as being good with promising prospects and subsequent developments have helped the service significantly contribute to a 4 Star assessment for Cultural Services under CPA. This included the service scoring the highest public satisfaction score of any other equivalent local authority sports service at 78%. Some of the other highlights that contribute to the assessment are;
  - Over 4 million visits to leisure centres every year
  - Investment in Fitness/Bodyline Gym leading to nearly 10,000 members and helping to stabilise the income budget
  - Targeted Sports programmes aimed at hard to reach young people, such as Positive Futures
  - Fitness Testing and Talent identification programme (RADS) with the city's Year 7 school children (8,500 tests to date)
  - The establishment of one of the strongest local sports partnerships in the country, SportLeeds
  - Leisure centres are low cost (top quartile performance).
  - Major capital investment schemes now underway or recently completed; including new £16m Sports Lottery supported Swim/Dive centre at South Leeds; new £5m Big Lottery Funded leisure centre at John Smeaton high

school; new £1m+ Big Lottery funded outdoor activities centre at Yeadon Tarn

- Strong Partnerships with PCT's as illustrated by the joint appointment of a city Physical Activity manager
- Successful LPSA 1 with a 22% increase in participation in the city's` leisure centres by young people from deprived areas of the city
- £30m PFI credits awarded to Leeds to build up to 3 new leisure centres.

2.2 But, despite this improvement, major challenges lie ahead for the service. The long term sustainability of the current levels of service are largely underpinned by the quality and location of the existing leisure centres and the ability to lever in funding to deliver targeted programmes at increasing participation in sport and active recreation. Many of the city's leisure centres are tired and in need of major capital investment to bring them up to the required standards expected by today's customers and client groups. Furthermore the city's leisure centres operate in an increasingly competitive market and the ability to keep costs low are largely determined by the range of services offered, the quality of the product and the speed at which an organisation can respond to its environment. In response to these key drivers an assessment was conducted that sought to highlight the most appropriate management vehicle to help address these key issues.

2.3 A summary of the review is included in Appendix 1. The main management vehicle options considered were a) in house, b) Non Profit Distributing (Trust) and c) Private sector. The different vehicles were evaluated using the following criteria:

- The ability of the organisation to meet the social objectives of the council
- The ability to integrate services rather than fragment them
- Partnership working
- Revenue savings
- Revenue investment
- Capital investment
- Staff welfare
- Service quality
- Risk to the council

2.4 The assessment found that the Non Profit Distributing Body would provide the best overall solution to the current services needs. The principle reasons being that the Trust option provided significant tax efficiencies that could be wholly reinvested back into the service as well as striking the best balance between being socially led (i.e. Sports development/social inclusion) and business focussed. In partnership with the Council, the Trust could utilise its significant tax efficiencies by taking advantage of the councils borrowing powers under the Prudential Code, this being cheaper than borrowing on the private market. Further business growth could also allow further future reinvestment in the service.

- 2.5 There are many implications that the council needs to consider when embarking on the Trust route. If the Partnership with the council is set up correctly it will have major positive impacts on the service. This is a major decision for the Council that warrants careful consideration of both the benefits and the risks.
- 2.6 There are currently over 100 leisure Trusts operating in the UK, with a combined annual turnover in excess of £480m, over 118m visits every year and employing over 12,300 full time staff. Leisure Trusts already manage public leisure centre provision in Barnsley, Greenwich, Kirklees, North Lincolnshire, Salford, Sheffield, Stockport and Trafford and, to name but a few. A number of these Trusts have seen income levels increase considerably in the first few years of operation. Of the 100+ Trusts established the vast majority have proved to be successful. There are very few examples of where the Trust has become insolvent. Where difficulties have been experienced it has often been as a consequence of poorly drafted partnership agreements with the local authority and/or where there are unrealistic expectations placed on the Trust (e.g. a Trust established only to release the rates and VAT savings. In the experience of many Authorities who have established Sports Trusts most have stressed the critical need for the exercise to be viewed as one of improving the service for residents and not one of making savings through tax efficiencies. This principal is central to the proposed establishment of a Sports Trust in Leeds. If Leeds were to establish a Sports Trust to include Leisure centres and Sports Development Services it would be one of the largest Trust operators in the Country
- 2.7 The remaining part of the report will outline in greater detail the implications of creating a Trust and what the next steps would be. This is based on an appraisal report prepared by Lawrence Graham solicitors.

### **3.0 KEY FINDINGS AND IMPLICATIONS OF THE LAWRENCE GRAHAM REPORT**

- 3.1 The major feature of any decision to progress to the establishment of a Trust must be to determine whether the transfer will bring about continued improvements to service delivery. Given the potential benefits of establishing the Trust it is considered essential that the existing high levels of service delivery should be maintained in the future.
- 3.2 The primary reason for forming the Trust would be to take full advantage of the considerable levels of reinvestment such a development could generate. If fully reinvested into the Trust, via Prudential Borrowing, then the estimated £700,000 approx. of annual net savings could provide an extra £5m to £11m of capital investment into leisure facilities over 20 years. Whilst this would not in itself provide the entire solution to the capital requirements of the various leisure centres across Leeds, it would move a considerable way further towards addressing these aspects. No other

current source of funding or possible management options could generate such capital investment.

- 3.3 **Scope** - Lawrence Graham suggest the whole Sport and Active Recreation Service transfers and not just leisure centres. This would therefore include Sports Development services, thereby further enhancing the role the Trust would be expected to undertake. This approach would secure a more socially led organisation aimed primarily at the developing opportunities for people to be active throughout the City rather than simply be based on managing leisure centres which some Trusts have pursued. The Council would retain a “Strategic Sport and Active Recreation Unit”, who would lead on a range of strategic aspects and liaison with the new Trust.
- 3.4 **Tax Efficiencies-** The major reason for forming a sports trust relate to the savings that could be made available for reinvestment in the service. In total the financial benefits of rates (NNDR) and VAT savings are in the region of £1.2m gross. After additional estimated costs (eg insurances) are set against the annual operating costs of the Trust the net available fund for reinvestment could be in the region of £700k per annum. The precise implications will not be known until more detailed work is undertaken as part of the implementation period, however it is fair to assume that the annual additional funds available are significant
- 3.5 **Capital investment needs** – the report recognises the significant backlog of repairs and the need for considerable capital investment. It is estimated nationally that there is backlog maintenance of £3billion to bring the country’s Local Authority leisure centres up to appropriate standards. Leeds is no exception and whilst there is progress being made there are still a number of major challenges to face. In parallel to the development of a sports Trust the council will need to embark on a clear investment plan on which the trust can model its future business plans. The Council needs to consider the changes in the market, the expansion of the private and education sectors and produce a plan that supports a long term financially sustainable leisure centre facility base. Given the likely funding shortfalls and the absence of a national investment fund the likely implications are that the council will need to reduce its overall portfolio of facilities. The Lawrence Graham report did highlight that there are some opportunities for an NPDO to contribute to this investment by expanding and improving the current facilities and thereby increasing revenues. There is a large body of evidence to show the extra revenues that Trusts have been able to generate. Trusts are not considered as appropriate vehicles to secure by themselves large scale capital investment/replacement of the existing Leisure Centre stock. However, the Trust establishment can help by allowing the Council to Prudentially borrow against the considerable tax savings and by enabling further reinvestment through any additional ongoing surpluses also being used for Prudential borrowing purposes.
- 3.6 **Staff Welfare** – Lawrence Graham found the existing staff to be dedicated and enthusiastic. Generally the staff appeared to be receptive to establishing an NPDO, seeing increased staff involvement and potential



service improvements through reinvestment savings. The Trust appraisal identifies that the staff currently involved in the delivery of service would transfer under TUPE regulations and the Trust would apply to take on admitted body status to the West Yorkshire pension fund in terms of pension provision

- 3.7 **Governance** –To satisfy the charity Commission the Trust must operate as a completely separate legal entity. However, LCC would maintain some influence through:
- Nominees on the NPDO board
  - The landlord (LCC)/tenant (NPDO) relationship ( a 25 year non business lease is suggested);
  - Grant funding. The funding partnership agreement would also contain the framework within which issues such as programming, opening hours, etc. could be stated; and
  - Monitoring, partnership and strategic roles.
- 3.8 **Best Value/ Strategic fit** – NPDO approach links with the policies set-out across various strategies, both local and regional, and relates to Best Value principles. The Best value review of 2003 did highlight the need to consider more fully alternative management options for the service. The Governments drive to engage local communities in the delivery of services through social enterprises is supported through the establishment of a Sports Trust
- 3.9 **Central overheads/support costs** – These are considerable and need to be closely scrutinised if an NPDO is formed. The Sports Trust would initially buy back services from the city council. A written agreement will be put in place so that staff implications can be effectively managed. This will help the Trust effectively manage the costs of its support charges whilst allowing the council to responsibly manage the impacts on its own staff of any future variations to the existing arrangements.
- 3.10 **Form of NPDO** – Lawrence Graham recommend that a charitable NPDO is established in the form of a Charitable Company Limited by Guarantee. The main alternative legal form of Trust would be to establish a charitable industrial provident society. The company limited by guarantee is the most popular route because it is quick to establish and well understood by solicitors.
- 3.11 **Leisure Centre Ownership**– Lawrence Graham recommend that the 25 main leisure facilities are transferred by way of a non-business long lease of at least 25 years. This would be reviewed regularly (e.g. 5 year) and extended on a rolling basis. The council would still retain the overall responsibility for the Strategic development of the city’s leisure centres. The Trust would primarily be responsible for planned maintenance and reactive repairs.
- 3.12 **Strategic Lead role for sport in the city** – The NPDO would be expected to play a major role in achieving relevant local strategies. The Council must

be clear about its lead strategic role. Ensuring that Leeds City Council continues to have a leading strategic role within the development of sport and active recreation across the Leeds local authority area is essential. For the partnership with the Trust to work effectively this role is critical.

- 3.13 The role of the NPDO compared to the remaining strategic functions of LCC is outlined within the attached paper (Appendix 2). The NPDO, amongst other aspects, would have a key role to play in helping the local authority address the requirements of CPA. For example, the NPDO and the services it provides will play a vital role in ensuring that the participation rates of those taking part in physical activity, including sport, across the Leeds area continues to increase. These requirements will be clearly written into the partnership agreement with the NPDO. This function would be co-ordinated by the Strategic Sport and Active Recreation Unit, which would be created on establishment of the NPDO and would be located within the Recreation Division of the Learning and Leisure Department. Some existing staff will be retained within the council to fulfil this important function.
- 3.14 **Set-up costs** – While there will be some immediate savings through NNDR and VAT, these must be balanced by the NPDO’s set-up and additional running costs and the imperative to reduce, over time, LCC’s central overhead costs (See 4.0 – Financial Implications below).

#### 4.0 FINANCIAL IMPLICATIONS AND PARTNERSHIP AGREEMENT

Details of the financial implications have been considered in the Lawrence Graham report. The analysis has been made on current operating conditions and has attempted to give as accurate an assessment as possible as to the financial implications to be considered by both the Trust and the Council. In summary the overall financial appraisal is outlined below;

Saving/cost	£'000	Comment
NNDR	748 cr	Assumes the existing stock is transferred in full. NPDO would receive 80% tax relief on the mandatory tax element. This would effectively save LCC 75% of the current NNDR liability
VAT/ Tax savings	490 cr	High income and relatively low cost service means the Trust will benefit from VAT. Activity charges are largely standard rated but exempt under an NPDO. Loss of irrecoverable VAT is also low as LCC has substantial internal support services, and the service has relatively low levels of expenditure.
From the above	559	The Trust will have additional costs

savings, a number of additional, annual costs would apply to the Trust/Council eg Insurance/VAT on buy back of support services/legal		over and above those currently funded within the service delivered in house
Total	679 cr	

There will also be additional one off costs to set up the Trust. This is required to fund the necessary legal, financial and project management support.

For establishing the Trust, the following minimum cost estimates have been identified

<i>Business Planning and Leisure Consultancy</i>	15,000
<i>Legal Costs</i>	75,000
<i>Property work (Legal)</i>	45,000
<i>Land registry, search fees and other expenses</i>	15,000
<i>Project support/staffing</i>	100,000
<b>Total:</b>	<b>250,000*</b>

\*Subject to VAT

Budget provision has been made in the Department's OE for 2006/7 to fund the project development costs based on preliminary estimates.

There will be considerable work required to establish a workable partnership agreement between the council and the Trust. Clearly understood expectations must be included in any agreement especially relating to the management grant payment that goes from the Council to the Trust to support its annual business plan. Despite being low cost and generating high levels of income the existing service is still heavily subsidised and the fee payment to the Trust will be essential. Any agreement with the Trust will be expected to reflect the Councils requirement under CPA and Gershon to deliver financial efficiencies and improved services. By agreement it is possible to build mechanisms into the partnership agreement that allow both the Trust and the Council to meet their required objectives. There will, however, be pressure placed on the council to agree a realistic annual budget settlement that reflects the condition of the leisure centres and major fluctuations in costs eg recent major energy rises.

## **5.0 SERVICE CONTINUITY**

- 5.1 The proposed Trust model of management allows the potential for a range of future capital investment delivery models to be managed by the Trust. The current PFI leisure centre project is an example of this, where a case is being made to allow the Trust to operate any new leisure centres developed. This has the clear benefit of ensuring a “single service” approach for public leisure centre provision across the Leeds City Council area. A major reason why services have improved over the past 5 years is the concerted effort to manage the service as one with leisure centres and sports development working closely together. The potential proliferation of separate private service providers (sports/leisure management services) that could arise from PFI or other Public partnership routes should be discouraged unless there is no other alternative means of delivering the investment. The consequences will be fragmentation of services, internal competition and a risk of the reduction in overall service quality

## **6.0 RISK MANAGEMENT**

- 6.1 Given the nature of the proposal to establish a Sports Trust there are risks that must be considered.
- the savings are reliant on the Government maintaining the existing tax incentives. Changes to the current tax benefits could be considered by the Government although there are no known current plans to do so.
  - If the partnership agreement is poorly drafted it could lead to conflict between the Trust and the Council
  - Given the capital investment requirement of the city’s leisure centres and the impending PFI programme there is significant risk to the accurate profiling of grant requirements of the Trust. For example the council will need to account for the impacts of closure of buildings for refurbishment, as it needs to currently. However the potential scale of redevelopment makes the exercise more difficult.
  - Should the Trust become insolvent the Council would, once again, become responsible for the management of these facilities, with the option of re-starting an in-house service or outsourcing the management to the private sector.
  - Recent EU case law (Brixen) implies that there is a need for a full procurement exercise to be undertaken to demonstrate that there has been competition and that the contract is awarded using objective, non-discriminatory criteria. However, it is felt that this is unrealistic, given that the Trust would not actually be formed initially and that if a procurement exercise was undertaken following the Trust’s creation, then this leaves open the possibility that the work and cost in establishing a Trust will have been wasted if the contract is awarded to another organisation. In addition, as stated earlier, the proposal is for the Trust to work in partnership with the council,

rather than within the restrictions of a formal contractual arrangement, albeit that the Trust would be a separate legal entity. It is proposed that any concern of anti-competitive behaviour is addressed through the completion of an effective options appraisal exercise, which is summarised under Appendix 1 attached. This clearly demonstrates the Trust as the most suitable management vehicle across the range of criteria used. –

A detailed risk profile was undertaken by Lawrence Graham as part of their appraisal and is attached at Appendix 3.

## **7.0 CONSULTATION**

7.1 Staff and Unions are being briefed on the key findings and further consultation sessions are planned. The Unions will be provided with a full copy of the Lawrence Graham feasibility report. An internal cross-Service Communication Group has been formed to ensure staff, users and other interested partners are kept informed. This group also includes HR and Union representation. The Group will develop a number of communication/consultation mechanisms, including:

- Briefing letter and Frequently Asked Questions sheets to all staff;
- Quarterly Sport Seminar briefing sessions, open to all staff;
- Establishing an internet site, with key reports and information to share with the public and partners, with the opportunity for people to raise their questions and concerns;
- Visits by the Sport and Active Recreation Service/Elected members to other, existing Trusts to speak to their staff and get their opinion as to pros/cons working for a Trust.

7.2 The decision to approve the formation of a Sports Trust in principle is seen as the start of a more formal consultation process with Unions, Elected Members, staff, users and partners.

7.3 Members can obtain a copy of the Lawrence Graham report on request.

## **8.0 DELIVERY OF A TRUST – NEXT STEPS**

8.1 The Lawrence Graham report states that it will take approximately 9 to 12 months before the Trust will be fully operational (subsequent consultation has indicated that the full transfer could actually take up to 18 months). Therefore, based on the comments made, the majority of work to establish an NPDO would take place between approximately April 2006 and September 2007. This would also allow for a degree of preparatory work prior to this to ensure the success of the projects. Lawrence Graham advise that the Trust should go live from the beginning of a new financial year, but it is not essential. There is considerable work to undertake including the formation of relevant project teams to steer and deliver implementation. If approved the Council will need to appoint the required consultancy and

project management resources to effectively manage the Trust development.

## **9.0 SUMMARY**

- 9.1 The creation of an NPDO from the current Sport and Active Recreation Service presents a major opportunity for both the Council and for the Service itself. The financial benefits are substantial, with the potential for ongoing investment into the Service to ensure that it meets the demands of the local population and provides a modern, effective service for the city to be proud of. Over time it is envisaged that the existing low net costs to the City Council could be further reduced.
- 9.2 It is the prospect of developing a new organisation capable of further improving the service that creates the strongest argument for creating a Trust. The ability to generate efficiencies coupled with reinvesting savings create an excellent opportunity, that should be grasped.

## **10.0 RECOMMENDATIONS**

Executive Board are requested to:

- 10.1 Note the contents of this paper and the attached appendices.
- 10.2 Approve in principle the development of an NPDO for the Sport and Active Recreation Service.
- 10.3 Approve the reinvestment of all savings accruing from the establishment of the Trust back into the Trust and the city's Sports Centres to help maintain and improve service delivery.
- 10.4 Approve the establishment of a project management Board to oversee the inception of the project and the subsequent project development requirements
- 10.5 Agree that subsequent reports are brought back to Executive Board indicating progress and seeking necessary approvals.

# Appendix 1

## Leeds Sport and Active Recreation Services – Management vehicle options appraisal January 2006

### METHODOLOGY

The Management options appraisal has been developed based upon the work of the Core Cities Sports group as well as benchmarking exercises undertaken over the past 3 years, including the most recent Best Value Review in 2003. It has been developed in order to objectively assess the most appropriate Management vehicle by which to operate the whole Sport and Active Recreation Service. The approach is designed to assess whether there is a clear preferred option or whether a further exercise would be required to identify a preferred method of delivery e.g. full market test or competitive tender.

### EVALUATION CRITERIA

To evaluate the three principle service delivery options of in-house provision, NPDOs (Non Profit Distributing Organisations)/Trusts and independent for profit leisure companies (private sector), for effectively delivering the City Council's Sport and Active Recreation Service, the following nine evaluation criteria have been identified for assessment purposes:

- **Social Objectives**  
This concerns the ability of each service delivery option to achieve a close alignment between the Council's and the deliverers' aspirations which will most effectively satisfy the Council's key aims and objectives in increasing participation, and widening access, and meeting its social and health objectives. Issues for consideration would include ability to target priority groups, establish partnerships with key agencies, and engage in effective community sports development programmes.
- **Service Integration**  
It is important that the service delivery vehicle is able to integrate effectively across the Learning and Leisure Department and the wider City Council. As examples, the emerging physical activity agenda, capital developments (in particular the current New Leaf PFI project), the successful Positive Futures project, contributions towards numerous cross-Departmental initiatives, have clearly demonstrated the service benefits for the citizen and the community. This integrated approach is increasingly forming an important part of future service planning.
- **Partnership Working**  
Equally important is the ability of each service delivery option to work in close partnership with other key agencies and partners in view of the importance of maximising effective working and achieving wider social objectives.
- **Revenue Savings**  
This concerns the ability of each service delivery option to secure revenue savings whether it be through improved efficiencies or tax efficiencies such as savings on the national non-domestic rates (NNDR).
- **Revenue Investment**  
For a service that needs to keep abreast of contemporary demands and developments, the ability of the service delivery option to secure revenue for ongoing investment in the continuous improvement of the service in areas such as replacement of plant and equipment and IT is crucial.
- **Capital Investment**  
Whilst Leeds City Council's Sport and Active Recreation Service has benefited from substantial capital investment in recent years, there still remains clear requirements for considerable further investment. This is particularly the case in large-scale refurbishment of a number of leisure centres and the development of new facilities in key areas of deficiency. This criteria concerns the ability of each service delivery option to raise capital investment whether it be through partnership funding from public bodies, the City Council's capital programme, commercially or a mix of these sources.
- **Staff Issues**  
This concerns the ability of the each service delivery option in effectively meeting staff development, training and welfare interests, whilst maintaining staff representation and negotiation rights and as a consequence impacting positively on staff morale, motivation and skill levels.
- **Service Quality**  
Quality services that meet changing community and customer needs and expectations focusing on market research, community consultation, customer care, and appropriate pricing and programming

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policies is a key objective for the Council. It is important to ensure that each delivery option can be held accountable for their service by the Council on behalf of the communities it represents.

- **Risk**

This concerns an evaluation of the different service delivery options in respect of the risks they may or may not present themselves in terms of interruption or suspension of services due, for example, to trading conditions. It also concerns the consequences for the Council of, for example, the service delivery option failing to clearly meet the non-financial objectives of the Council in respect of quality of service delivery or failing to meet social objectives.

### WEIGHTING OF EVALUATION CRITERIA

The above nine evaluation criteria have been equally weighted in respect of scoring ranging from 1 to 10 against the respective service delivery options. The exceptions to this would be the criteria relating to “social objectives”, “risk” and “revenue savings” where a higher weighting of a factor of 1.5 is recommended.

The NPDO consideration has been assessed against the proposed model for Leeds City Council’s Sport and active Recreation Service as outlined within the appraisal completed by the legal firm Lawrence Graham in October 2005.

The detailed assessment of the nine criteria, in respect of advantages/opportunities and disadvantages/risks, are set out in tabular form in the following pages of the report.

### SUMMARY ASSESSMENT

Criteria -	IN-HOUSE: Sport and Active Recreation Service	Non Profit Distributi Organisation/ Trust	Private Sector
• Social objectives	13.5	12	3
• Service integration	8	6	2
• Partnership working	9	9	3
• Revenue savings	6	15	9
• Revenue investment	5	7	6
• Capital investment	5	8	7
• Staff issues	8	8	6
• Service quality	8	7	7
• Risk	9	9	6
<b>TOTAL -</b>	<b>71.5</b>	<b>81</b>	<b>49</b>

### CONCLUSION AND RECOMMENDATION

Following an assessment of the nine evaluation criteria in respect of advantages/ opportunities against disadvantages/risks, it is the recommendation that the Trust service delivery option should be developed for the future delivery of sport and active recreation services. Of critical importance were the capital investment options afforded through tax efficiencies, the ability to retain a very strong social focus and the ability of the Trust to work within and develop effective partnerships. There are risks that need to be fully considered in developing the Trust, with the key risks identified within the below table.



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## CRITERIA 1 : SOCIAL OBJECTIVES

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: Medium/High</p> <p>9 x 1.5 = 13.5</p>	<ul style="list-style-type: none"> <li>• A strong sports development unit, including a dedicated community sports team that is primarily concerned with meeting social objectives.</li> <li>• Sports development and facility management operated as a “single service”, reporting to the same Head of Service.</li> <li>• Greater ability to adopt an integrated service-wide approach to meeting social objectives.</li> <li>• Ability to be more flexible and responsive to local need.</li> <li>• Existing service performance high.</li> </ul>	<ul style="list-style-type: none"> <li>• Remains a strong/financially driven approach in facility management as a legacy of CCT that can sometimes inhibit delivery of social objectives.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: High</p> <p>8 x 1.5 = 12</p>	<ul style="list-style-type: none"> <li>• The intention is for the NPDO to also incorporate the entire sports development unit i.e. its charitable objects would be socially driven.</li> <li>• Assuming above, the NPDO would be flexible and responsive to local need.</li> <li>• Opportunity to involve community/expert opinion on the Board, specifically highlighted as being desirable within the NPDO appraisal.</li> <li>• Objectives of the NPDO, as a charitable organisation, would complement the objectives of the Council;</li> <li>• The NPDO would be required to deliver against both its’ own charitable objectives and the objectives of the Council, as would be required under the terms of the agreement between the Council and the NPDO</li> <li>• Financial flexibility would facilitate delivery of social objectives.</li> </ul>	<ul style="list-style-type: none"> <li>• As a former Council operated service, a strong/financially driven approach in facility management as a legacy of CCT may well exist initially, which can sometimes inhibit delivery of social objectives.</li> <li>• Financial pressures may influence commitment to social objectives.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Low</p> <p>2 x 1.5 = 3</p>	<ul style="list-style-type: none"> <li>• Advances in contract arrangements and ‘partnership’ output/outcome performance criteria could help to address greater flexibility in terms of responding to social objectives.</li> <li>• The Council could request that its’ objectives were addressed and outputs/outcomes addressed as part of its’ management agreement with the private sector. However, the private sector may request additional funding in order to meet such objectives/requirements.</li> </ul>	<ul style="list-style-type: none"> <li>• Inflexibility of management contract in responding to social objectives.</li> <li>• Potential for variations to contract and additional costs.</li> <li>• Limited track record of private leisure sector in delivering social objectives and Sports development.</li> <li>• Restricted ability to adopt service wide/integrated approach.</li> </ul>

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## CRITERIA 2: SERVICE INTEGRATION

	ADVANTAGES/OPPORTUNITIES	DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: High</p> <p>8</p>	<ul style="list-style-type: none"> <li>• Service integration important to Sport and Active Recreations' approach.</li> <li>• Sport and Active Recreation Services' senior and management team structure supports this approach.</li> <li>• Service wide/integrated approach more effective in encouraging participation in sport and active recreation e.g. Community Sport Team, holiday programmes and co-location of facilities.</li> <li>• Current high levels of performance reflect integration.</li> </ul>	<ul style="list-style-type: none"> <li>• Overcoming silo mentality.</li> <li>• Lack of profile of current Service.</li> <li>• Service pressures to simply maintain basic service provision prevent resource allocation towards an improved and more integrated approach.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: Medium</p> <p>6</p>	<ul style="list-style-type: none"> <li>• By incorporating sports development and developing close relationships with Area Management, the new Leeds PCT, schools, other LCC departments/services, there is major opportunity for the NPDO to effectively contribute to service integration, playing a clear role of delivery vehicle.</li> <li>• The intention to retain a strong "client" unit within the Council would allow for opportunities and partners to be signposted towards the Trust</li> </ul>	<ul style="list-style-type: none"> <li>• Financial parameters may lead to a more narrowly defined service focus.</li> <li>• Consideration of available resources and the need to achieve income targets may reduce the level of integration with remaining LCC services.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Low</p> <p>2</p>	<ul style="list-style-type: none"> <li>• Possible chances to explore new approaches. DCMS looking at ways to engage private sector and voluntary sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Limited track record in delivering sports development or integrated approach.</li> <li>• Financially driven management contract does not lend itself to a flexible and integrated approach to development.</li> </ul>

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### CRITERIA 3 : PARTNERSHIP WORKING

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: High</p> <p>9</p>	<ul style="list-style-type: none"> <li>• Well established partnerships with key agencies at local/city/regional/national levels exist.</li> <li>• Partnership working viewed as integral to effective service delivery particularly in respect of social/sports development objectives.</li> <li>• Recognition, through development of Sport Leeds and the emerging Physical Activity partnership, of the clear benefits of partnership working and the vital role that LCC plays within this.</li> </ul>	<ul style="list-style-type: none"> <li>• Partnership working could potentially dilute focus on service quality/delivery at operational level.</li> <li>• Limited current success within facility management to develop partnership working.</li> <li>• Expectation of Council can lead to dissatisfaction amongst partners</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: High</p> <p>9</p>	<ul style="list-style-type: none"> <li>• Should have equally well established network of partnerships at local/city/regional/national level.</li> <li>• Opportunities to develop new links with range of partners due to charitable status/ more flexible method of operation/ freedom from Council controls.</li> <li>• By retaining strategic functions within the strong "client", the potential for strong partnership working between Council and Trust will be actively sought.</li> <li>• Could partner with private sponsors, operators more easily.</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on service quality/business plan may impact adversely on perceived need/priority for partnership working.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Low</p> <p>3</p>	<ul style="list-style-type: none"> <li>• May be better placed to establish business partnerships with commercial/financial sectors.</li> </ul>	<ul style="list-style-type: none"> <li>• Less well placed to establish/develop a network of partnerships, especially with the community/voluntary sector.</li> <li>• Focus on profit and working to management contract/business plan may adversely impact on perceived need/priority for partnership working, especially if financial gain is limited.</li> </ul>

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### CRITERIA 4 : ADDITIONAL REVENUE SAVINGS

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: Medium/Low</p> <p>4 x 1.5 = 6</p>	<ul style="list-style-type: none"> <li>• Service already operates to a minimum expenditure level, evidenced through BV reviews, annual APSE benchmarking, etc – Low operating cost base.</li> <li>• Opportunity for further savings limited, unless facility closure or officer redundancy is considered.</li> </ul>	<ul style="list-style-type: none"> <li>• If political priorities change, the Sport and Active Recreation Service could be subject to stringent savings for redirection to other services eg area management, Chief Exec's Department.</li> <li>• Non-statutory service will always be the target for further budget cuts. .</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: High</p> <p>10 x 1.5 = 15</p>	<ul style="list-style-type: none"> <li>• NNDR saving can be considerable (currently subject to mandatory rate relief of 80% and estimated at £748k for Leeds).</li> <li>• VAT savings can be made, amount variable depending on circumstances. Lawrence Graham appraisal estimates these to be in the region of £450k</li> <li>• Efficiency savings arising from new ways of working as a consequence of a more flexible working environment, matched with increased income potential through faster/more effective investment.</li> <li>• Staff have vested interest in saving expenditure/ making additional income.</li> </ul>	<ul style="list-style-type: none"> <li>• The local authority for the may take up the NNDR saving in full or part, so no guarantee NPDO will benefit.</li> <li>• NPDO may, in future, be viewed as 'soft option' for revenue savings with grant being reduced.</li> <li>• Local authority might need to re-assign central charges across other services or make staff redundant if support services are not engaged by the NPDO.</li> <li>• Potential for rates relief being reversed in future by central government.</li> <li>• One off set up costs.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Medium</p> <p>6 x 1.5 = 9</p>	<ul style="list-style-type: none"> <li>• Efficiencies arising from the operation, especially those from being able to use non central services.</li> <li>• Working in a commercial way outside of the normal rules applicable to local authorities.</li> <li>• Low cost of current service would make it unlikely that the private sector could operate for less.</li> </ul>	<ul style="list-style-type: none"> <li>• Once contract agreed scope to amend could be subject to protracted negotiations, usually with a financial cost attached.</li> <li>• Local authority would have to reassign central charges across other services or make staff redundant.</li> <li>• Savings not necessarily given back to service can become profits for company.</li> </ul>

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### CRITERIA 5 : REVENUE INVESTMENT

	ADVANTAGES/OPPORTUNITIES	DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: Medium</p> <p>5</p>	<ul style="list-style-type: none"> <li>Leeds City Council has some scope to make budgets available for new priority initiatives (e.g. reduced price swimming) if they are aligned to Council Key Objectives.</li> </ul>	<ul style="list-style-type: none"> <li>Corporate priorities can change.</li> <li>A slower decision making process due to the Governance arrangements.</li> <li>Less flexibility to reinvest efficiency savings.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: Medium</p> <p>7</p>	<ul style="list-style-type: none"> <li>More control over the investment programme and flexibility to reinvest efficiency savings in the service.</li> <li>Ability to raise finance from charitable organisations/banks/ etc,</li> <li>Quick decision making process.</li> <li>Ability to quickly invest funds if a financial return is assured.</li> <li>Carry over of funds from year to year possible.</li> <li>All investment made will be made in Leeds – not elsewhere</li> </ul>	<ul style="list-style-type: none"> <li>NPDO must maintain financial stability.</li> <li>Limited resources to call upon, no corporate parent.</li> <li>Investment more likely to be linked to making a return.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Medium</p> <p>6</p>	<ul style="list-style-type: none"> <li>Investment finance can be secured from the parent company.</li> <li>Most decisions can be taken at area level without delay.</li> <li>Less restrictive financial rules apply, especially to budgets.</li> <li>Carry over of funds from year to year possible.</li> </ul>	<ul style="list-style-type: none"> <li>Require significant contract term for major injection of funds to ensure adequate return on investment.</li> <li>If a subsidiary of parent company, potential to be sold, and as a result may have less financial resources available for investment in the service.</li> <li>Ability to invest reliant on the stock market situation of parent company.</li> <li>Cost implications for local authority in monitoring the contract and administering penalties and variations.</li> <li>Savings made in Leeds/ profits generated in Leeds may well not be reinvested into Leeds.</li> </ul>

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## CRITERIA 6 : CAPITAL INVESTMENT

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Services</b></p> <p>Score: Medium</p> <p>5</p>	<ul style="list-style-type: none"> <li>• More likely to prioritise integrated capital development (e.g. leisure facilities with libraries/learning centres.)</li> <li>• LCC has a good track record in strategic capital investment in sports facilities over last 10 years (£30+ million approx.)</li> <li>• Equally good track record in attracting partnership funding (approx. £12+ million of above, as well as recent £30m PFI credits).</li> <li>• Local authorities don't pay VAT on capital costs.</li> <li>• Introduction of Prudential Borrowing.</li> </ul>	<ul style="list-style-type: none"> <li>• Less able to raise funds commercially from banks or via private fund-raising.</li> <li>• Not able to raise funds only available to NPDO sector/ charities</li> <li>• Capital pressures across the rest of LCC require investment</li> <li>• Slow decision making process within LCC leads to increased project costs.</li> <li>• Funding gap on investment plan.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: Medium</p> <p>8</p>	<ul style="list-style-type: none"> <li>• Arguably, LCC/Grant Funders more willing to invest capital in a NPDO than private sector.</li> <li>• Better able to raise funds from private fund-raising.</li> <li>• Better track record in small scale capital investment where commercial return can be identified.</li> <li>• Retain ability to use Prudential Borrowing.</li> <li>• Frees up element of LCC VAT de-minimus limit, as Sport capital expenditure would be separate to this.</li> <li>• Strategic "client" team retained within the Council would ensure strategic delivery of capital investment and that LCC advantages/experience was maintained where possible.</li> <li>• Tax savings can be invested into Capital.</li> </ul>	<ul style="list-style-type: none"> <li>• Less able than private sector to raise funds commercially.</li> <li>• Staff resource implications of major capital development – this should be lessened by the scale of the LCC NPDO, with greater flexibility to re-locate staff during periods of capital investment.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Medium</p> <p>7</p>	<ul style="list-style-type: none"> <li>• Opportunities for Public Private Partnership (PPP).</li> <li>• More able to raise funds commercially.</li> <li>• Good track record in small-scale capital investment where commercial return can be identified eg health and fitness.</li> </ul>	<ul style="list-style-type: none"> <li>• Limited track record in major capital investment.</li> <li>• Leeds City Council may be less willing to invest capital.</li> <li>• Some grant funders may also take same view unless there was surety ie sports development/social objectives.</li> <li>• VAT payable on capital costs unless local authority took lead on capital development.</li> </ul>

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		<ul style="list-style-type: none"><li>• PPPs will tend to be stand alone facility developments rather than whole service delivery method.</li></ul>
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### CRITERIA 7: STAFF ISSUES

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: Medium</p> <p>8</p>	<ul style="list-style-type: none"> <li>Local authority perceived as a more secure employer.</li> <li>Opportunities for advancement across local authority.</li> </ul>	<ul style="list-style-type: none"> <li>Limited flexibility available to reward good staff for motivational and retention purposes.</li> <li>Within current staff structure limited planned career development opportunities.</li> <li>Regular re-structures unsettling for staff.</li> <li>Sport, as a non-statutory service, tends to be the focus for cuts when required</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: High</p> <p>8</p>	<ul style="list-style-type: none"> <li>Staff focus more clearly defined.</li> <li>Greater flexibility for staff to be involved in decision-making, especially if represented on Board of Trustees.</li> <li>Staff would transfer on current LCC terms and conditions.</li> <li>Opportunity to enhance terms and conditions over time and without the slow decision making process of LCC as a whole.</li> <li>More ability to increase training budgets</li> </ul>	<ul style="list-style-type: none"> <li>Potentially less security if NPDO runs into financial trouble.</li> <li>Trust could alter terms and conditions for new staff. Possible 2 tier workforce.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Medium</p> <p>6</p>	<ul style="list-style-type: none"> <li>Staff with potential have an opportunity to progress at a fast rate.</li> <li>Training regarded as essential and not optional.</li> <li>Scope to move around the UK with the company.</li> </ul>	<ul style="list-style-type: none"> <li>New front line staff may be required to change to less favourable conditions of service.</li> <li>Employment potentially less secure due to market forces.</li> <li>Possible 2 tier workforce.</li> </ul>



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### CRITERIA 8 : SERVICE QUALITY

	ADVANTAGES/OPPORTUNITIES	DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: High/Medium</p> <p>8</p>	<ul style="list-style-type: none"> <li>• Very high level of customer satisfaction with key areas of service delivery eg customer care, programming/sports development.</li> <li>• Number of sites and the sports development unit have successfully achieved Quest accreditation.</li> <li>• Service also has IIP status</li> <li>• APSE benchmarking undertaken annually, demonstrating that the Service operates effectively</li> <li>• Service scored via PWC Service Prioritisation exercise as being top “delivery” service for LCC.</li> </ul>	<ul style="list-style-type: none"> <li>• Local authority constraints and procedures can restrict management choice and negatively affect service quality.</li> <li>• Customers concerns with current service in respect of building maintenance, building condition and cleanliness.</li> <li>• Ongoing lack of investment will lead to a deterioration of the service.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: High/Medium</p> <p>7</p>	<ul style="list-style-type: none"> <li>• More flexibility in relation to delivery of support/ancillary services.</li> <li>• More focused approach on service quality/delivery.</li> <li>• Good track record in having accredited quality systems in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Need to address quality aspects in isolation, without input from other LCC services.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: High/Medium</p> <p>7</p>	<ul style="list-style-type: none"> <li>• More flexibility in relation to delivery of support/ancillary services.</li> <li>• More focused approach on service quality/delivery.</li> <li>• Good track record in having accredited quality systems in place.</li> </ul>	<ul style="list-style-type: none"> <li>• Focus on commercial return may lead to targeted approach to quality, with, for example, investment in sites with highest income generation potential.</li> </ul>

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### CRITERIA 9 : RISK

High Score = lower risk

ADVANTAGES/OPPORTUNITIES		DISADVANTAGES/RISKS
<p><b>Sport and Active Recreation Service</b></p> <p>Score: Medium</p> <p>6 x 1.5 = 9</p>	<ul style="list-style-type: none"> <li>• Level of Leeds City Council resources and support minimises risk.</li> <li>• Equally, can enable service to take calculated risks and benefit from investment.</li> </ul>	<ul style="list-style-type: none"> <li>• In a competitive financial climate, the service is not perceived as a political priority and has suffered from a lack of/declining investment.</li> <li>• As a non-statutory Service then budget cuts are always at risk of being implemented.</li> <li>• Future Council restructuring into Children's/Adult Services, etc, may result in the Service being fragmented and divided amongst a range of other services.</li> </ul>
<p><b>Non Profit Distributing Organisation</b></p> <p>Score: Medium</p> <p>6 x 1.5 = 9</p>	<ul style="list-style-type: none"> <li>• More freedom to take decision/risks in furtherance of service quality.</li> <li>• Greater potential for self-sufficiency which can help to reduce impact of local authority financial savings on provision of service.</li> <li>• Management contract with local authority protects an agreed level of investment/subsidy from local authority and arguably an agreed level of service.</li> <li>• With strong "client" team ability to diffuse any potential tension between Trust/Council before it escalates.</li> </ul>	<ul style="list-style-type: none"> <li>• With exception of insolvency, legally difficult to reverse.</li> <li>• Maybe viewed as soft option for financial savings in local authority budget process.</li> <li>• If NNDR/VAT savings not provided to the NPDO for re-investment in the service then service quality may well continue to deteriorate.</li> <li>• Financial pressures may limit ability to deliver social objectives.</li> </ul>
<p><b>Private Sector</b></p> <p>Score: Medium/Low</p> <p>4 x 1.5 = 6</p>	<ul style="list-style-type: none"> <li>• Management contract with local authority protects an agreed level of investment/subsidy from local authority and arguably an agreed level of service.</li> <li>• Private sector leisure management companies now more likely to be part of larger, well-established parent companies.</li> <li>• Growing track record in delivery of leisure management services.</li> <li>• Easily reversible at end of management contract period.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for creating similar negative tensions that existed under CCT between client and contractor.</li> <li>• Failure to deliver on Leeds City Council social/sports development objectives.</li> <li>• Disruption to staff and service continuity if decision is taken to reverse/change management contract.</li> <li>• Private operator likely to seek long term contract to justify investment.</li> </ul>

## Appendix 2 - Leeds Sports Trust Appraisal - Strategic roles

A major issue to be considered and resolved within the Leeds Sports Trust appraisal is the range of strategic roles currently undertaken by the Sport and Active Recreation Service and how these roles would be addressed within any future Sports Trust.

The table below attempts to look at the major areas of activity that need to be considered and outline the role of the Trust and the City Council's – Strategic Sport and Active Recreation Unit (SSU) (*\*To be formed on creation of the Trust*) within each area. More detail about the structure and key roles of the SSU are detailed on page 19.

It needs to be remembered that, over time, the role of both the City Council and the Trust is likely to change as the organisations develop and opportunities, challenges and policy changes take effect. The roles of each organisation therefore need to remain flexible and able to adapt to changing circumstances.

Across all of these areas there will be a heavy reliance on both the City Council and the Trust working closely and proactively together to ensure the effective delivery of services and the ongoing strategic development of sport and active recreation across the Leeds area.

Area of activity	Role of the - Trust	City Council – Strategic Sport and Active Recreation Unit (SSU)	Notes & comments
<b>Sport Leeds</b> (i.e. the multi-agency sport and active recreation partnership for Leeds)	<ul style="list-style-type: none"> <li>• Key partner on Sport Leeds Board;</li> <li>• Key partner within various Task Groups;</li> <li>• Providing required information against strategic targets</li> </ul>	<ul style="list-style-type: none"> <li>• Facilitating the Sport Leeds Board and providing, with the Leeds Initiative, secretariat support;</li> <li>• Overseeing delivery of sport and active recreation strategy;</li> <li>• Collating information regarding progress made with strategy targets;</li> <li>• Producing an annual report and action plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Future development of Sport England's Community Sports Network (CSN) initiative may well mean that Sport Leeds develops a grant-giving responsibility. This may also lead to a dedicated Sport Leeds officer post being created that would work closely with LCC in developing the partnership.</li> </ul>

Area of activity	Role of the - Trust	City Council – Strategic Sport and Active Recreation Unit (SSU)	Notes & comments
<b>Health &amp; Physical Activity</b>	<ul style="list-style-type: none"> <li>• Key delivery partner, providing and developing a wide range of opportunities to take part in physical activity, especially sport and active recreation;</li> <li>• Working directly with the Leeds PCTs on local area specific projects (e.g. “Nip it in the Bud”);</li> <li>• Contributing to the achievement of physical activity targets;</li> <li>• Providing regular updates to LCC about projects, progress against targets, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic lead for developing physical activity opportunities, working alongside the Leeds PCTs;</li> <li>• Host for Physical Activity Manager, jointly funded by LCC and PCTs;</li> <li>• Co-ordination of the development, implementation and review of a Leeds Physical Activity Strategy;</li> <li>• Development of the workplace health initiative across LCC and, ideally, with the PCTs</li> <li>• Providing feedback and comment to emerging physical activity papers, reports, strategies, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Physical Activity Manager appointed in September 05, jointly funded by LCC and 4 of the 5 PCTs.</li> </ul>
<b>Performance Management</b> - e.g. meeting CPA targets; ensuring Council and Local Strategic Partnership aims are being addressed; benchmarking the Service	<ul style="list-style-type: none"> <li>• Provide information to LCC as required within the Management/ Funding Agreement;</li> <li>• Provide ad-hoc information to LCC as required;</li> <li>• Provide information to users and partners to demonstrate the performance of the Trust;</li> </ul>	<ul style="list-style-type: none"> <li>• Clearly outline within the Management/Funding Agreement the performance information requirements of the Trust;</li> <li>• Ensure that the Trust is meeting the performance information requirements, as laid out in the Management/Funding</li> </ul>	<ul style="list-style-type: none"> <li>• The Trust will clearly develop its' own performance management system, closely linked to the Trust's Business Plan.</li> <li>• Re. CPA: clarification still required to confirm whether facilities within the Trust would be subject to some of the PI requirements of the CPA</li> </ul>

Area of activity	Role of the - Trust	City Council – Strategic Sport and Active Recreation Unit (SSU)	Notes & comments
	<ul style="list-style-type: none"> <li>• Ensure that suitable action is taken to address poor performance;</li> <li>• Ensure that the Service provided meets quality assurance requirements as outlined within the Management/Funding Agreement (e.g. QUEST, liP, etc.)</li> </ul>	<p>Agreement;</p> <ul style="list-style-type: none"> <li>• Ensure that action is being undertaken by the Trust to address poor performance;</li> <li>• Provide relevant performance information to Corporate and Departmental level and to partners (e.g. West Yorkshire Sport) as required;</li> <li>• Act as the Leeds representative within the Core Cities – Sport group</li> </ul>	
<p><b>Major Capital Investment (Strategic Facility Development)</b></p>	<ul style="list-style-type: none"> <li>• Identify and, alongside LCC, agree areas of capital investment across the Trust;</li> <li>• Liaise with LCC to prioritise and identify potential funding sources;</li> <li>• Explore funding opportunities as they arise, especially any that are accessible only to a Trust-type organisation;</li> <li>• Contribute funding to capital projects where possible;</li> <li>• Ensure Business Plans accurately reflect the impact of facility closures as a</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to implement the Sport Capital Investment programme;</li> <li>• Identify and, alongside the Trust, agree areas of capital investment across the Trust;</li> <li>• Explore funding opportunities as they arise;</li> <li>• Lead on Prudential Borrowing applications;</li> <li>• Report to Asset Management Group regarding capital expenditure proposals and actual project expenditure;</li> <li>• Act as Client for the delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Day-to-day minor capital works also need to be considered and probably managed by the Trust, within a budget held by LCC - SSU</li> </ul>

Area of activity	Role of the - Trust	City Council – Strategic Sport and Active Recreation Unit (SSU)	Notes & comments
	<ul style="list-style-type: none"> <li>result of capital investment;</li> <li>Ensure customers are informed of disruptions to services provided due to capital work.</li> </ul>	<ul style="list-style-type: none"> <li>of major capital sports projects, ensuring projects are delivered on budget, within agreed timescales and effectively handed over to the Trust on completion;</li> <li>Liaise effectively with relevant LCC Departments/Services regarding capital projects;</li> <li>Effectively communicate capital proposals and progress on specific projects to the Trust;</li> <li>Lead on the management and development of the Leeds aspect of Sport England's Active Places planning tool</li> </ul>	
<b>Consultation and research</b>	<ul style="list-style-type: none"> <li>Undertake six monthly user surveys, following the format of either a) the Customer Satisfaction Index (as used currently) or b) Sport England's National Benchmarking Service</li> <li>Undertake ad-hoc consultation as required by LCC and as outlined within the Management/Funding</li> </ul>	<ul style="list-style-type: none"> <li>Oversee and co-ordinate the effective delivery of research to meet the requirements of CPA;</li> <li>Oversee and co-ordinate research identified to inform strategic targets for sport and active recreation;</li> <li>Undertake small-scale local research regarding particular sectors, such as</li> </ul>	<ul style="list-style-type: none"> <li>If the CPA requirements are introduced as proposed there will be a significant cost increase in order to carry out the necessary research. Some of this will need to be built into the Trusts funding agreement if the Trust is expected to undertake survey work, for example, using Sport England's National Benchmarking Service</li> </ul>

<b>Area of activity</b>	<i>Role of the - Trust</i>	<b>City Council – Strategic Sport and Active Recreation Unit (SSU)</b>	<b>Notes &amp; comments</b>
	Agreement	sports clubs, volunteers, etc. <ul style="list-style-type: none"> <li>Summarise research undertaken and ensure it is accessible to partners, including the Trust.</li> </ul>	
<b>Strategic comment and input</b>	<ul style="list-style-type: none"> <li>Comment on particular aspects as requested by LCC and required by the Management/Funding Agreement.</li> </ul>	<ul style="list-style-type: none"> <li>Co-ordinate and lead on providing a response, linking to the Trust, Sport Leeds partners and others where necessary.</li> </ul>	

Area of activity	Role of the - Trust	City Council – Strategic Sport and Active Recreation Unit (SSU)	Notes & comments
<p><b>Major events –</b> i.e. Leeds Half Marathon, Tour of Britain, Breeze, etc.</p>	<ul style="list-style-type: none"> <li>• Operate events as required within the Management/Funding Agreement or as additionally agreed with LCC or another agency;</li> <li>• Jointly with LCC access sponsorship to assist with the funding of any major event;</li> <li>• Follow the guidance provided by LCC in terms of the type of event that can be held within a LCC facility.</li> </ul>	<ul style="list-style-type: none"> <li>• Commission the Trust or others to operate the events;</li> <li>• Jointly with the Trust access sponsorship to assist with the funding of any major event;</li> <li>• Outline the events that the Trust is required to operate within the Management/Funding Agreement;</li> <li>• Provide the Trust with guidance as to the type of events that are considered suitable and not suitable to take place within a LCC facility</li> </ul>	<ul style="list-style-type: none"> <li>• The Trust may well wish to provide funding towards an event if they believe that it meets the aims of their business plan in terms of increasing income and/or throughput, raising the Trust's profile, etc.</li> </ul>
<p><b>Constitutional Management</b> i.e. Responsibility for reporting to Scrutiny Boards, managing relationship with Area Management, District Partnerships, etc.</p>	<ul style="list-style-type: none"> <li>• Support LCC – SSU and provide input and information where required, as stated within the Management/Funding Agreement;</li> <li>• Respond to requests for providing services at particular locations, at a rate to be agreed depending on the scale and type of service required.</li> </ul>	<ul style="list-style-type: none"> <li>• Collate and provide information as required;</li> <li>• Proactively raise issues with Area Committees, supported by the relevant Officers of the Trust;</li> <li>• Assist with the negotiation of a suitable rate for additional services provided by the Trust at the request of LCC Corporately or Area Committees.</li> </ul>	<ul style="list-style-type: none"> <li>• This has the potential to be a particularly contentious area, where the Trust will respond to requests for services to be provided as best they can, but at a fair rate for the resource time involved.</li> </ul>



<b>Area of activity</b>	<i>Role of the - Trust</i>	<b>City Council – Strategic Sport and Active Recreation Unit (SSU)</b>	<b>Notes &amp; comments</b>
<b>Links with other Council departments</b>	<ul style="list-style-type: none"> <li>• Ability to contact and interact with other LCC Departments as required in pursuit of developing the Trust and ensuring it fulfils its' aims;</li> <li>• Requirement for LCC – SSU to be kept informed of contact made as laid out within the Management/funding Agreement, to ensure effective communication and avoid duplication of effort.</li> </ul>	<ul style="list-style-type: none"> <li>• Active engagement with various other LCC Services for a range of purposes including performance management, planning, asset management, finance, HR, legal, etc.</li> </ul>	
<b>Strategic links with external bodies</b>	<ul style="list-style-type: none"> <li>• Supporting role to LCC – SSU when dealing with strategic matters in general;</li> <li>• Lead role with sector specific agencies, such as other Trusts or sports development deliverers</li> </ul>	<ul style="list-style-type: none"> <li>• Lead strategic role when interacting with key external bodies, such as Sport England, Government Office, Yorkshire Forward, Yorkshire Sports Board.</li> <li>• Joint role with the Trust when appropriate, especially regarding operationally focused partners, such as West Yorkshire Sport, Leeds Sports Federation</li> </ul>	<ul style="list-style-type: none"> <li>• Key area requiring effective communication between LCC – SSU and the Trust to ensure that both are kept well informed and able to react to opportunities as they arise</li> </ul>

<b>Area of activity</b>	<i>Role of the - Trust</i>	<b>City Council – Strategic Sport and Active Recreation Unit (SSU)</b>	<b>Notes &amp; comments</b>
<b>Links with Education Leeds/ School Sport</b>	<ul style="list-style-type: none"> <li>• Lead role when operating alongside and complementing the work of the various School Sport Partnerships;</li> <li>• Responsible for meeting the requirements of relevant aspects of any dual use agreements in place</li> </ul>	<ul style="list-style-type: none"> <li>• Strategic lead with Education Leeds, as the LEA, especially regarding capital aspects and access to school facilities for the community (i.e. extended schools agenda);</li> <li>• Responsible for ensuring that dual use agreements are complied with and regularly reviewed</li> </ul>	<ul style="list-style-type: none"> <li>• General liaison with Education Leeds, but also dual-use agreements, and any strategic issues that may arise. Particularly relevant perhaps in the light of the discussions that have taken place with regard to the new PFI schools.</li> </ul>
<b>Future change</b>	<ul style="list-style-type: none"> <li>• Respond to the requirements of LCC as required by the Management/funding Agreement. This may be subject to additional financial payment being made, which will be negotiated between the Trust and LCC – SSU.</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate future policy areas and assess the input that sport and active recreation can make;</li> <li>• Approach the Trust and request that they address the emerging policy area, as required within the Management/funding Agreement, subject to any additional financial payment that may be eligible.</li> </ul>	<ul style="list-style-type: none"> <li>• Definition of “Future change”: if a major policy area develops, as physical activity has done in the last couple of years.</li> </ul>

## APPENDIX 3: NPDO RISK MANAGEMENT

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
<b>STRATEGIC ISSUES – ALL SECTIONS</b>						
S1	Development	Imprudent diversification/ new development initiatives/loss of Partnership Status	H	H	M	Business Plans Group review of Business Plans Business Strategy/marketing strategies Project appraisal methodology Monitoring arrangements Valuations Funding
S2	Financial Management/ Development	Unable to meet all commitments	M	M	L	Business Plan Budgets Budgetary control Cashflow forecasts
S3	Financial Management	Business plan omissions/ errors/incomplete	M	H	L	Board Managers Finance Dept review processes Business Plan/model
S4	Relationships/PR	Audit Commission report	L	M	L	Monitoring arrangements Internal audit Procedures
S5	Asset Management	Inability to meet demands	M	M	M	Business Plan Asset Management strategy Stock Condition Surveys Budgets
S6	Corporate mgt & strategy	Major health and safety incident/adverse HSE report	M	M	M	Business/Disaster Plans H&S Strategy/Plans H&S Committee Contract Procedures etc. H&S Standards Reporting Mechanisms Service Standards
S7	Corporate mgt	Failure of management control/inappropriate culture	L	M	H	Committee Standing Orders and Delegations Board & Committees SMT and Management structures

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
						Community processes
S8	Corporate mgt and strategy	Unsustainable growth	M	M	M	Board Business Plans IT Strategy Consultation with stakeholders
S9	Human Resources	Inability to recruit and retain high calibre staff, committed to the business and its values	M	M	M	Terms and conditions of service Pay and rewards strategy Accommodation Core Values Recruitment and training methods
<b>OPERATIONAL RISKS – CORPORATE MANAGEMENT</b>						
10	Corporate mgt and strategy	Failure to respond to CC returns	M	M	M	Board & Committee papers Management briefings
11		Failure to achieve continuous improvement in the business	M	M	L	Performance Plan SMT Monitoring Best Value Reviews Complaints monitoring system Audit Plan
12		Failure to address equality and diversity issues resulting in actions against the organisations	L	H	M	Diversity and Equality Group Policies and procedures Management Training Audits
13		Lack of clear management direction	L	M	H	Policies and Procedures Terms of Reference Board Reports Performance and other plans
14		Failure to prepare accounts	L	M	M	Financial Regulations Accounts/audit timetables Office timetables Performance Monitoring/ Standards
15		Ineffective Management/ Failure to implement legislative/other requirements	L	L	M	Board/Committees SMT Company Secretary Training

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
16		Major legal proceedings	L	L	M	Legal representation Legal expenses and other liability insurances Policies and Procedures Board/SMT
<b>OPERATIONAL RISKS – DISASTER</b>						
17	Disaster	Inadequate disaster planning	H	H	H	Disaster/Contingency Plans IT recovery arrangements Disaster publicity guidelines Insurance Maintenance programmes Incident/Health and Safety reporting Emergency (including evacuation) arrangements/ call-out lists
<b>OPERATIONAL RISKS – EXTERNAL</b>						
18	External	Inability to undertake capital improvements	M	M	M	Regeneration policies and procedures Development Strategy Equality and diversity policy & Stats Customer surveys Management information
<b>OPERATIONAL RISKS – FINANCIAL</b>						
19		Major fraud/corruption/error	L	H	H	External Audit Internal Audits Budgets/Budgetary Control Internal Control systems Internal Control Assurance & Procedures Financial Regulations Whistle blowing policy
20		Funding problems	H	M	H	Treasury Strategy Funding Advisors
21		Breakdown in relations with Finance/Repairs provider	M	M	L	Partnering agreements Service Level Agreement Contract monitoring

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
						Accessibility to prime data
22		Inadequate/Gaps in insurance	L	M	L	Insurance policies/policy conditions Insurance brokers advice Policy excess Tenancy agreement/lease/management agreement conditions
23		Increasing cost of 'final salary' pension scheme	H	H	M	Admission Agreement with LCC Conditions of service Budget
24		Inoperative electronic invoice processing or inadequate IT	M	M	M	System Specification Finance Liaison Thorough testing Project monitoring
25		Failure in relations with Leeds City Council as service providers etc.	L	M	L	Liaison with LCC Legal requirements
<b>OPERATIONAL RISKS – FACILITY MANAGEMENT</b>						
26	Facility Management	Cost of delays in refurbishment	M	M	M	Monitoring Partnering contract
27		Failure in Facility Management/supervision	M	L	M	Clarity of responsibilities Visits by staff Maintenance and major repairs User feedback Legal/financial advice
28		Inability to sustain reputation/inability to meet user demands/ manage expectations	L	M	H	User communication and surveys Service standards/Nuisance Procedures Management structure/performance Management information
<b>OPERATIONAL ISSUES – HUMAN RESOURCES</b>						
29	Human Resources	Inability to maintain staff morale/commitment	H	H	H	Recruitment and appointment procedures Induction Staff Surveys Sickness Monitoring

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
						Exit Surveys Terms and conditions Communication/ consultation processes 1:1s Appraisals
30		Failing in recruitment procedures leading to appointment of inappropriate staff	M	M	M	Fraud policy HR procedures Audits Quality Audits Management Supervision
31		Poor communication	L	M	M	PR Section Management Briefing Staff publications Intranet Complaints System 1:1s
32		Breach of code of conduct	L	M	M	HR Policies and Procedures Code of Conduct Disciplinary Procedure Hospitality and annual declarations
33		Unfair dismissal/breach of rights/Employment Tribunal loss/failure to dismiss	L	M	M	Employment law/HR procedures Legal Expenses Training Management training Appraisals/1:1s Professional advisors
<b>OPERATIONAL ISSUES – INFORMATION SYSTEMS</b>						
34	Information Systems	Collapse of computer systems/supplier/loss of data	M	H	M	IT Disaster recovery System backups Servers Escrow Agreements Supplier choice Data Retention practices
35		Security Breach/Breach of software copyright/ Viruses	L	H	L	Security policies and practices Firewalls/Anti-virus software

No.	Risk Category	Risk	Probability	Impact		Control/ Monitoring Procedures/ Management
				Financial	Image	
						User awareness Acceptable Use policy
36		Failure to implement to secure continuous improvement through use of IT	L	L	M	IT Strategy Project Teams IS Contracts Procedure Agreement IS Advice on Options Monitoring via SMT etc
<b>OPERATIONAL ISSUES – DEVELOPMENT AND REFURBISHMENT</b>						
37	Development and Refurbishment	Poor project control leading to Contractor and other project problems	L	M	M	Design Briefs Scheme checklists Planning Approval Building Regulations Site surveys/environmental checks Development and handover procedures Maintenance costs Contractor checks Specialist insurance
<b>OPERTIONAL ISSUES – PR &amp; RELATIONSHIPS</b>						
38	PR/Relationships	Loss of good reputation	L	M	L	Board Business Strategy & Plan Budget Publicity Strategy Supplier relations Customer services
39		Failure to resolve customer complaints promptly and satisfactorily	L	M	L	Service Standards Complaints System Appeals process
40		Poor customer involvement mechanisms	L	L	L	Board/Committee representation Communications Strategy Customer Focus Groups