



SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING)

Meeting to be held in Civic Hall, Leeds on
Wednesday, 8th November, 2006 at 10.00 am

A pre-meeting will take place for ALL Members of the Board
in a Committee Room at 9.30 am

MEMBERSHIP

Councillors

| | | |
|-----------------|---|----------------------------------|
| J Akhtar | - | Gipton and Harehills |
| S Armitage | - | Crossgates and Whinmoor |
| D Atkinson | - | Bramley and Stanningley |
| P Ewens | - | Hyde Park and Woodhouse |
| R Finnigan | - | Morley North |
| A Gabriel | - | Beeston and Holbeck |
| G Hyde | - | Killingbeck and Seacroft |
| M Phillips | - | Garforth and Swillington |
| R Pryke (Chair) | - | Burmantofts and Richmond Hill |
| M Rafique | - | Chapel Allerton |
| D Schofield | - | Temple Newsam |

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

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A G E N D A

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|---------|--------------------------|---------------|--|---------|
| 1 | | | <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded.)</p> | |
| 2 | | | <p>EXCLUSION OF PUBLIC</p> <p>To identify items where resolutions may be moved to exclude the public.</p> | |
| 3 | | | <p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p> | |
| 4 | | | <p>DECLARATIONS OF INTEREST</p> <p>To declare any personal / prejudicial interests for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct.</p> | |
| 5 | | | <p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p> | |
| 6 | | | <p>MINUTES OF THE PREVIOUS MEETING</p> <p>To receive and approve the minutes of the previous meeting held on 11th October 2006.</p> <p>(Copy attached.)</p> | 1 - 6 |

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| 7 | | | <p>MINUTES OF THE OVERVIEW AND SCRUTINY COMMITTEE</p> <p>To receive and note the minutes of the Overview and Scrutiny Committee meeting held on 9th October 2006.</p> <p>(Copy attached.)</p> | 7 - 10 |
| 8 | | | <p>MINUTES OF THE EXECUTIVE BOARD</p> <p>To receive and note the minutes of the Executive Board meeting held on 18th October 2006.</p> <p>(Copy attached.)</p> | 11 - 20 |
| 9 | Beeston and Holbeck; City and Hunslet; | | <p>HOUSING BASED REGENERATION IN BEESTON HILL AND HOLBECK - PARTNERSHIP INFRASTRUCTURE AND FUNDING ISSUES</p> <p>To consider the report of the Director of Neighbourhoods and Housing providing Members with further information which supplements the tour of Beeston Hill and Holbeck that was undertaken and the initial report that was presented to the Board's September 2006 meeting.</p> <p>(Report attached.)</p> | 21 - 28 |
| 10 | | | <p>THE PURPOSE AND ROLE OF THE SAFER LEEDS EXECUTIVE AND BOARD</p> <p>To receive the report of the Director of Neighbourhoods and Housing updating the Board on the work of the Safer Leeds Partnership.</p> <p>(Report attached.)</p> | 29 - 32 |

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| 11 | | | <p>PCSO REVIEW</p> <p>To consider the report of the Head of Scrutiny and Member Development informing Members of the completion of a review into PCSOs which was commissioned during the last municipal year by the Scrutiny Board (Environment and Community Safety.)</p> <p>(Report attached.)</p> | 33 - 54 |
| 12 | | | <p>WORK PROGRAMME</p> <p>To consider the report of the Head of Scrutiny Support and Member Development on the Board's work programme.</p> <p>(Report attached.)</p> | 55 - 60 |
| 13 | | | <p>DATE AND TIME OF NEXT MEETING</p> <p>Wednesday 6th December at 10:00 am.</p> <p>(Pre-meeting at 9.30 am for Board Members)</p> | |

Agenda Item 6

SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING)

WEDNESDAY, 11TH OCTOBER, 2006

PRESENT: Councillor R Pryke in the Chair

Councillors J Akhtar, P Ewens, A Gabriel,
M Phillips, M Rafique and D Schofield

30 LATE ITEMS

The Chair indicated that the following late items would be admitted to the agenda for consideration at the meeting – agenda item 11 ‘Homelessness Strategy’ and agenda item 12 ‘Performance Indicators.’ These items had been listed on the agenda, however these reports had not been available at the time of agenda despatch.

31 DECLARATION OF INTERESTS

The following Members declared personal / prejudicial interests for the purpose of Section 81 (3) of the Local Government Act 2000 and paragraphs 8 to 13 of the Members Code of Conduct:

Councillor P Ewens – Declared a personal interest as a Member of Leeds North West ALMO Board (Minute no. 36 refers.)

Councillor A Gabriel – Declared a personal interest as the Chair of the Beeston Hill and Holbeck Regeneration Board (Minute no. 37 refers.)

Councillor D Schofield – Declared a personal interest as a Director of South East Leeds ALMO Board (Minute no. 36 refers.)

32 APOLOGIES FOR ABSENCE

It was reported that apologies for absence had been received from Councillors Armitage, Atkinson and Hyde.

33 MINUTES - 6TH SEPTEMBER 2006

RESOLVED – That subject to the agreed addition of the following paragraph to Minute No. 23 (Questions to the Director) the minutes of the previous meeting held on 6th September 2006 were agreed as a correct record: ‘The Board discussed the issues raised in a letter sent by Ward Members to tenants of Leeds South Homes in April in order to clarify the situation regarding decency money and its allocation, alleged diversion and its expenditure. The Board noted that a letter of clarification was sent to tenants by Leeds South Homes. Representatives from the department explained to the Board that the procedures for allocating and spending decency money were transparent and audited. The Executive Board Member with responsibility for Neighbourhoods and Housing commented that under no circumstances could money be diverted from this fund.’

34 MINUTES - OVERVIEW AND SCRUTINY COMMITTEE - 4TH SEPTEMBER 2006

Draft minutes to be approved at the meeting
to be held on Wednesday, 8th November, 2006

35 RESOLVED – That the minutes of the Overview and Scrutiny Committee meeting held on 4th September be noted.

36 MINUTES - EXECUTIVE BOARD - 20TH SEPTEMBER 2006
RESOLVED – That the minutes of the Executive Board meeting held on 20th September 2006 be noted.

37 MINUTES - THRIVING COMMUNITIES CORPORATE PRIORITIES BOARD - 14TH SEPTEMBER 2006

Neil Evans, Director of Neighbourhoods and Housing, attended the meeting to respond to any questions arising out of the minutes and any associated issues.

Discussion on the following topics then ensued:

- Whether a duty of care should be extended beyond the age of 18 to those young people leaving local authority care;
- Progress made by the authority in reducing the number of void properties in the city (Minute No. 37 also refers;)
- The scope and possible implications of the current Area Management Review;
- Office accommodation for Neighbourhoods and Housing staff;
- The result of the ballot in the recent ALMO Review and the process likely to be adopted to establish the three new ALMOs.

RESOLVED – That the minutes of the Thriving Communities Corporate Priority Board meeting held on 14th September 2006 be noted.

(Councillor Akhtar joined the meeting at 10:10 am during consideration of this item.)

38 EMPTY PROPERTY STRATEGY

The Director of Neighbourhoods and Housing submitted a report advising the Board of the revised Corporate Empty Property Strategy for 2006 – 2010 and associated updated targets. Appended to the report for Members' information was a copy of the strategy, which had been updated in August 2006.

Jon Hough, Environmental Health Project Manager, Neighbourhoods and Housing and Neil Evans, Director of Neighbourhoods and Housing attended the meeting to present the report and to respond to Members' queries.

The Board were informed that the revised strategy reiterated the authority's approach to empty properties as proactive rather than reactive. The strategy dated back to 1999, when a pilot scheme had taken place in Beeston Hill and Holbeck. Over time the strategy had evolved to become city-wide, however its main thrust was still concerned with regeneration. The strategy recognised the need to deal with the underlying causes that lead to properties becoming empty and the affect this has upon areas, particularly in terms of deterring outside investment. The meeting heard that the overall void rate throughout the city, calculated in July 2006, stood at 5.45%.

Members raised the following issues in relation to the report:

- The benefit of one over-arching strategy for the city but the recognition that different areas often required different solutions;
- The use of recent housing legislation in tackling the problem of empty properties, such as selective licensing;
- Problems anticipated with student housing in this regard, which was of particular concern given the current trend for purpose-built student accommodation in the city;
- The fact that many properties in the city are empty despite the current demand for affordable housing;
- The negative effects of void properties upon those areas most in need of investment and regeneration;
- Recognition of the success of the authority's work in securing empty properties which has led to a low number of instances of squatting.

The Board expressed the hope that funding for the strategy would continue. The Chair thanked Officers for their attendance and contribution to the meeting.

RESOLVED – That the revised Empty Property Strategy be noted and approved.

39 HOMELESSNESS STRATEGY

The Director of Neighbourhoods and Housing submitted a report detailing information relating to the key challenges facing the Council in relation to tackling homelessness in the city and how the Homelessness Strategy proposed to address these challenges.

Bridget Emery, Head of Strategic Commissioning, Neighbourhoods and Housing and Neil Evans, Director of Neighbourhoods and Housing, attended the meeting to present the report and respond to Members' comments.

Members heard that under the 2002 Homelessness Act the authority is required to develop a Homelessness Strategy for the city. This had first been developed back in 2003, with the current strategy designed to run up until 2010. Officers reported that significant progress had been made in responding to homelessness in the city since the strategy was first introduced. The report detailed how the authority had begun to focus on prevention initiatives in the first instance, as well as dealing with homelessness when it occurred.

The revised strategy, as well as working in conjunction with other initiatives such as the Empty Property Strategy, sets out the Council's plan to meet the target to reduce the number of households placed in temporary accommodation by 50% by March 2010, which was recently set by the Department of Communities and Local Government for all local authorities.

Members went on to discuss the following points in relation to the report:

- Where individuals living in sub-standard accommodation fit within the strategy;

- The need for the Council to work closely with the ALMOs on the issue of homelessness;
- Increasing financial pressures on some households and the importance of the authority providing advice on this issue as part of measures to prevent homelessness;
- Whether migrants coming into the city were placing any additional pressures on the homelessness figures.

The Chair thanked Officers for their attendance and contribution to the meeting.

RESOLVED – That the contents of the report be noted.

40 PERFORMANCE INDICATORS

The Director of Neighbourhoods and Housing submitted a report which set out performance information for the Neighbourhoods and Housing department against a range of Best Value Performance Indicators and other key national and local indicators for the year 2005/06.

Neil Evans, Director of Neighbourhoods and Housing, attended the meeting to present the report to Members and respond to any comments.

The meeting heard that overall during 2005/06 there was an improving trend, however there were a small number of performance indicators in which performance was shown to have declined on the previous year, but there were often explanations for these figures. For example, whilst there was shown to be a decline in BV-212 (Average time taken to re-let local authority housing) the Director explained that this was largely due to the letting of properties that had previously been labelled 'difficult to let.' Whilst this had obviously had a negative impact on the performance indicator, it was deemed to be positive for the department in terms of service delivery.

Members noted that progress had been made in other areas, notably BV-66a, rent collection and arrears, (where the proportion of payments made via direct debit had contributed to the improvement) BV-64, private sector dwellings returned to occupation, (which had seen marked improvement this year) and BV-63, energy efficiency SAP rating of local authority owned dwellings, (which had benefited from the ALMO investment strategy.)

The Board then went on to discuss the contents of the report and its implications.

RESOLVED – That the contents of the report be received and noted.

41 WORK PROGRAMME

The Head of Scrutiny and Member Development submitted a report which detailed the current work programme of the Board, including scheduled and unscheduled items.

Appended to the report for Members' information was a copy of the Forward Plan for October to January 2007. Members noted that the acquisition of additional commercial premises in the Beverleys Regeneration area had been delayed at the current time. The Board had visited this area as part of the Inquiry into Regeneration in Beeston Hill and Holbeck at the previous meeting (Minute No. 27 refers.)

The Board were invited to comment on and make amendments to the work programme, as appropriate. Members queried whether the Lettings Policy Update, which was scheduled for the January 2007 meeting, should be considered prior to the forthcoming restructure of the ALMOs. It was therefore agreed that a summary report would be provided before this date.

RESOLVED – That the contents of the report and the revisions to the work programme be noted.

42 DATE AND TIME OF NEXT MEETING

Wednesday 8th November 2006 at 10:00 am (pre-meeting for Board Members at 9:30 am.)

(The meeting concluded at 12:00 pm.)

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Agenda Item 7

OVERVIEW AND SCRUTINY COMMITTEE

MONDAY, 9TH OCTOBER, 2006

PRESENT: Councillor G Driver in the Chair

Councillors B Anderson, J Bale, B Cleasby,
P Grahame, B Lancaster, T Leadley and
R Pryke

34 Declaration of Interests

Councillor Anderson declared personal interests in respect of the following items:-

Agenda Item 7 (Minute No.36 refers) – Scrutiny Inquiry ‘Narrowing the Gap’ (Lead Member on ‘Narrowing the Gap’)

Agenda Item 8 (Minute No.37 refers) – Leeds Statement of Gambling Policy (Chair of Leeds Casino Advisory Group)

35 Minutes - 4th September 2006

RESOLVED – That the minutes of the meeting held on 4th September 2006 be confirmed as a correct record.

36 Scrutiny Inquiry - 'Narrowing the Gap'

Further to Minute No 16, 3rd July 2006, the Committee considered reports submitted by the Head of Scrutiny and Member Development and the Director of Neighbourhoods and Housing relating to the Council's 'Narrowing the Gap' objective, and received evidence from the Leader of the Council and Council Officers in this regard.

In attendance at the meeting were Councillor Mark Harris, Leader of the Council, Sue Wynne and Stephen Boyle (Neighbourhoods and Housing) and Martin Gray (Chief Executive's Department). A written summary of evidence received is attached to the minutes.

RESOLVED –

- (a) That the proposed Terms of Reference for the Committee's Inquiry be approved.
- (b) That the Chair be nominated as this Committee's representative to be co-opted onto the 'Narrowing the Gap' Project Group for the duration of the Inquiry.

(NB: Councillor Grahame joined the meeting at 10.00 am during the consideration of this item)

Draft minutes to be approved at the meeting
to be held on Monday, 6th November, 2006

37 Council's Statement of Gambling Policy

Further to Minute No 28, 4th September 2006, the Director of Legal and Democratic Services submitted a report outlining the results of the public consultation regarding the Council's draft Statement of Gambling Policy and enclosing a revised draft version of the Policy Statement, which would now be submitted to the Executive Board on 15th November and Full Council on 13th December 2006 for approval. The Council's Policy had to be published by 3rd January 2007.

In attendance at the meeting were Nicola Raper and Anne Marie Pollard (Legal Services) and Steve Speak and Colin Mawhinney (Development Department). In brief summary, the main areas of discussion were:-

- On 4 September, Overview and Scrutiny Committee had received and considered a preliminary report on the Statement of Gambling Policy.

At this stage the Committee made some initial observations which were forwarded to officers and the Leader of Council.

The Committee's greatest concern had been the seemingly limited range of those who had been consulted on the draft policy. Whilst acknowledging that some of its concerns might be alleviated when the full list of those who had been consulted was available, the Committee felt that, as the document stood at that stage, it appeared that some key partners had not been consulted, particularly, District Partnerships, Area Committees, PCTs and faith organisations.

The Committee had stressed that its wish to see these bodies consulted was not in any way a statement of whether the Committee did or did not support gambling, but a feeling that the absence of views from these organisations weakened the legitimacy of the policy.

It was also the Committee's view that consultation should not end with the publication of the policy, but should continue throughout the life of the document including during any review of its effectiveness.

- The Committee considered an updated report on the Draft Statement of Gambling Policy against the above background. This report included the results of the consultation on the draft policy.

A number of issues emerged from these discussions. Whilst satisfied that further consultation work had been undertaken, a key concern of the Committee remained the need for the Council to establish robust mechanisms to ensure a continuing dialogue with those who may wish to comment on gambling. The Committee was not convinced that these mechanisms were in place.

- Members also had concerns that the provisions of the Act itself limited the Council's ability to exercise its legitimate role of promoting community wellbeing.

The key concepts of the Act, i.e. the licensing objectives of the Act are:

- preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime,
- ensuring that gambling is conducted in a fair and open way, and
- protecting children and other vulnerable persons from being harmed or exploited by gambling.

The most common local issues such as nuisance, general disorder and public safety are not within the scope of the objectives, and therefore the Licensing Authority would not be able to accept any objection on these grounds as being relevant. This was of concern to the Committee.

The Committee was aware that enforcement and licence condition regulations have not yet been issued. The Committee felt that the Council should therefore lobby the Minister of State for the Department of Culture, Media and Sport and the Gambling Commission for the right for Councils to ensure community wellbeing.

- Notwithstanding the above, members of the Committee were also of the view that there are practical actions the Council could now do:-

Acknowledging the broader responsibilities of the Council, the Committee was of the view that the Council should use other arenas to discuss gambling, for example schools.

A key recommendation coming from the Scrutiny Inquiry into Alcohol Misuse was;

“That the Director of Legal and Democratic Services and the Director of Development arrange for the Development Plan Panel and the Licensing Committee to meet to consider the consequences of licensing and planning policies on each other”.

The Committee recommends that this same approach is taken for gambling.

The Alcohol Misuse Commission also recommended;

“That the Head of Entertainment Licensing provides Ward Councillors with up to date information on all the on and off

licensed premises in their Ward, and the licensed hours and opening times for each of the premises”.

The Committee recommends that this principle is extended to premises offering gambling and that Ward Members are informed at the earliest possible opportunity by the Licensing Section and by the Development Department of any proposals relating to proposed gambling premises in their areas.

RESOLVED – That the above comments be forwarded from this Committee for consideration by the Executive Board on 15th November 2006.

38 Work Programme

The Head of Scrutiny and Member Development submitted the Committee’s work programme, updated to reflect decisions taken at previous meetings, together with a relevant extract of the Council’s Forward Plan of Key Decisions and a copy of the minutes of the Executive Board meeting held on 20th September 2006.

With reference to the ‘Narrowing the Gap’ Inquiry, Members felt that as part of the ‘Obtaining the Community Perspective’ element, it would be helpful to go out into different locations and obtain residents views, perhaps by establishing small working groups for each identified area, which could then feed their views into the main Inquiry. It was agreed that the Head of Scrutiny and Member Development should liaise with OSC Members to develop this idea.

RESOLVED – That the Committee’s work programme be approved and accepted.

39 Dates and Times of Future Meetings

Monday 6th November 2006
Monday 4th December 2006
Monday 8th January 2007
Monday 5th February 2007
Monday 5th March 2007
Monday 2nd April 2007

All at 10.00 am (pre-meetings at 9.30 am)

EXECUTIVE BOARD

WEDNESDAY, 18TH OCTOBER, 2006

PRESENT: Councillor M Harris in the Chair

Councillors R Brett, A Carter, J L Carter,
R Harker, P Harrand, J Procter, S Smith,
K Wakefield

Councillor Blake – Non Voting Advisory Member

73 Gary Broughton

In opening the meeting the Chair referred to the recent and sudden death of Gary Broughton, a Civic Buildings attendant known to all users of the Civic hall.

RESOLVED – That the condolences of this Board be conveyed to Gary's wife, daughters and wider family.

74 Exclusion of Public

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

- (a) Appendix 2 to the report referred to in minute 81 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, by reason that the report contains commercially sensitive information about post-close negotiations with the Contractor.
- (b) The appendix to the report referred to in minute 84 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption in relation to the appendix on this subject outweighs the public interest in disclosing the information by reason of the fact the appendix is part of contract negotiations and the release of the information contained therein may compromise the Council's commercial position and could cause the Council to breach its, and European rules on procurement.
- (c) The detailed report referred to in minute 87 under the terms of Access to Information Procedure Rule 10.4(1) and (2) and on the grounds that the public interest in maintaining the exemption in relation to the main report 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.

- (d) Appendices 1,2 and 4 to the report referred to in minute 95 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information by reason of the fact that the disclosure of appendices 1 and 2 could potentially prejudice the success of the scheme by speculative investors acquiring properties in advance of the Council's action and of appendix 4 because the costs attributed to the purchase of private properties are purely estimates at this stage and their disclosure could prejudice the Council's ability to reach an agreement on the purchase price with owners.

75 Declaration of Interests

Councillor Brett declared a personal interest in the item relating to the future of ALMOs in Leeds (minute 78) as a board member of South East Leeds ALMO.

76 Minutes

RESOLVED – That the minutes of the meeting held on 20th September 2006 be approved.

NEIGHBOURHOODS AND HOUSING

77 Deputation to Council - Leeds Gypsy and Traveller Exchange regarding Provision of Accommodation in the City

The Director of Neighbourhoods and Housing submitted a report in response to the above deputation to Council advising that the accommodation needs assessment is to be undertaken in accordance with the decision of this Board as referred to in minute 70 of the meeting held on 20th September.

RESOLVED – That the report be noted.

78 The Future of Arms Length Management Organisations for Housing in Leeds

Further to minute 71 of the meeting held on 20th September 2006 the Director of Neighbourhoods and Housing submitted a report on proposed governance arrangements for the three new ALMO Boards, their registration as companies and proposals for Area Panels.

RESOLVED –

- (a) That the proposed governance arrangements for the new Boards be approved.
- (b) That the proposals for Area Panels be approved and that the Director of Neighbourhoods and Housing be authorised to consult with the ALMOs to finalise the details.
- (c) That authority be given for the formal registration of the new companies and that the Director of Neighbourhoods and Housing be authorised to

progress the Section 27 arrangements with the Department of Communities and Local Government.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on this decision insofar as it related to the arrangements for the appointment of elected members to the new ALMO boards)

CENTRAL AND CORPORATE

79 Corporate Debt Policy

The Director of Corporate Services submitted a report presenting a revised Corporate Debt Policy agreed by the Financial Inclusion Steering Group and intended as part of the Council's Beacon application 'Promoting Financial Inclusion and Tackling Over Indebtedness'.

RESOLVED – That the changes to the policy and the part which it plays in the Council's Financial Inclusion policies be noted.

80 Treasury Management Borrowing Limits

The Director of Corporate Services submitted a report on a proposed increase to the Authorised and Operational borrowing limits to be recommended to Council as a variation to those set in February 2006 (minute 202(e))

RESOLVED – That Council be recommended to approve the revised borrowing limits for 2006/07 and the revised investment limit for 2006/07 both as set out in Section 3 of the submitted report.

81 Progress Report on the PPP/PFI Programme

The Deputy Chief Executive submitted a report on progress of Leeds City Council PPP/PFI projects and Programmes, their governance and on the outturn of the Leeds Street Lighting PFI Project.

Appendix 2 to the report relating to the Street Lighting Project was designated as exempt under Access to Information Procedure Rule 10.4(3).

Following consideration of the exempt appendix in private at the conclusion of the meeting it was

RESOLVED – That the report be noted.

82 Parish and Town Council Charter

The Chief Democratic Services Officer submitted a report on a charter to underpin the relationship between the City Council and the local councils within its administrative area as agreed in consultation with the Parish and Town Council Forum.

RESOLVED –

(a) That the charter, as appended to the submitted report, be approved.

- (b) That the charter be reported to Area Committees for information.
- (c) That this Board, noting the current delays in processing applications for the establishment of new parish councils, requests the Department for Communities and Local Government to more efficiently process such applications.

CHILDREN'S SERVICES

83 Admissions Round for Community and Controlled Schools for 2006

The Chief Executive of Education Leeds submitted a report providing statistical information on the September 2006 admission round for community and voluntary controlled schools.

RESOLVED – That the report be noted.

84 ICT Strategic Partner for Building Schools for the Future - Selection of Preferred Bidder

Further to minute 59 of the meeting held on 20th September 2006 the Chief Executive of Education Leeds submitted a report on the proposed appointment of a preferred bidder for the ICT Strategic Partner and arrangements for final negotiations and award of the contract.

Appendix 1 to the report was designated as exempt under Access to Information Procedure Rule 10.4(3).

Following consideration of the exempt appendix in private at the conclusion of the meeting it was

RESOLVED – That Research Machines be selected as the preferred bidder for the ICT Strategic Partner contract and that the Deputy Chief Executive be authorised, in consultation with the BSF/PFI Project Board, to conduct final negotiations and to award the contract.

85 Thorpe Primary School

The Chief Executive of Education Leeds submitted a report on a proposed scheme to provide a new hall, additional classrooms and remodelling works at Thorpe Primary School.

RESOLVED -

- (a) That approval be given to the design proposals for Phase One works in respect of the scheme to provide a new hall and additional teaching accommodation, together with internal remodelling at Thorpe Primary School.
- (b) That expenditure of £940,000 from capital scheme 12050/PH1/000 be authorised.

86 Recent Ofsted Inspections

The Chief Executive of Education Leeds submitted a report summarising the outcomes of recent OfSTED inspections.

RESOLVED – That the report and the impact of the change in the inspection framework be noted.

87 Schools Causing Concern

The Chief Executive of Education Leeds submitted a report on the actions being followed to ensure that the schools causing the most serious concerns are being monitored, supported and challenged through planned interventions.

The second detailed report on this matter was designated exempt under Access to Information Procedure Rules 10.4(1) and (2).

Following consideration of the exempt report in private at the conclusion of the meeting it was

RESOLVED – That the report, actions being taken in schools causing concern and the impact of the change in the inspection framework be noted.

LEISURE

88 Leeds Sports Trust

The Director of Learning and Leisure submitted a report on progress made since the initial Executive Board decision in March 2006 (minute 246), to the in principle transfer of the Sport and Active Recreation Service to a Non Profit Distributing Body (Trust). The report proposed that progress be made to the next implementation stage of the Trust transfer, with a target date of 1st April 2008 for the Sports Trust to become fully operational.

In presenting the report the Executive Member (Leisure) made reference to the fact that all members of this Board had received the GMB trade union response to the Lawrence Graham Report appraising the Sports Trust option together with the letter of the Director of Learning and Leisure in response to the GMB paper.

RESOLVED –

- (a) That a charitable company limited by guarantee be approved as the intended legal form of the Trust, with 19.9% Leeds City Council representation, as outlined under the legal and resource implications section of the report.
- (b) That this Board recognises the reconsidered level of net annual savings from NNDR (rates)/VAT as being a maximum of £1,164,921 and an estimated minimum of £725,921 per year, based on 2006/07.
- (c) That the increased, estimated set up costs of £467,417 involved in creating the Trust, due to be committed over the 2006/07 and 2007/08 financial years be approved.
- (d) That the next implementation stage of the Trust transfer through to March 2007, with a target date of 1st April 2008 for the Sports Trust to become fully operational be approved.
- (e) That the key tasks to be addressed during the next implementation stage be noted.

- (f) That the proposals for decision making be approved and that further progress reports be brought to this Board at key moments throughout the process, in particular to formalise the legal establishment of the Trust and the formal approval to transfer staff and facilities to the Trust.
- (g) That all other aspects of the report and the attached appendices together with progress being made be noted.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on this decision)

ADULT HEALTH AND SOCIAL CARE

89 Commissioning Plan for Day Services for Disabled People

The Director of Adult Social Services submitted a report setting out proposals for the modernisation of day services for disabled people with particular reference to the three existing Social Services Department Resource Centres, describing a more person centred service model based on meeting an individual's assessed needs flexibly, in their local communities and, wherever possible, within mainstream services rather than in settings catering only for disabled people.

RESOLVED –

- (a) That the proposals for day services for disabled people as outlined in the report be approved.
- (b) That the proposed new service model be implemented.
- (c) That the Board notes the proposal that in the context of the new service model a separate, building-based reprovion of Clifford Brooke Resource Centre would not be appropriate when the centre leaves the Roundhay Road site given the available spare capacity at other centres.
- (d) To agree (with reference to paragraph 7.7 of the report) that there should, wherever practicable, be consultation with service users on the full range of possible reprovion options prior to a report on a proposal such as that referred to in (c) above being brought to this Board.
- (e)
 - (i) To note that consultations with such users at Clifford Brooke, on the proposal that there should be no separate building based provision of the centre, have now commenced;
 - (ii) to agree that such consultations should continue, and
 - (iii) to note that a report on the outcome of the consultations will be brought back to this Board.

90 Outline Plan for The Breece, Scarborough

The Director of Adult Social Services submitted a report on the proposed outline plan for The Breece to comply with the Short Breaks Policy.

In presenting the report the Executive Member (Adult Health and Social Care) referred to a petition which he had received on the day of this meeting with regard to the proposals.

RESOLVED –

- (a) That the outline plan for the disposal of The Breece and the development of alternative arrangements as detailed in the report be approved.
- (b) That the statutory consultation process be commenced immediately with a view to fully implementing the plan by January 2007.

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he voted against this decision)

DEVELOPMENT

91 Deputation to Council - Queenshill and Lingfield Estate Residents concerned about Ringroad safety.

The Director of Development submitted a report providing information relating to the Deputation received by Council at the 13th September 2006 meeting in relation to concerns about road safety on the A6120 Outer Ring Road at Moortown.

RESOLVED – That the report and the actions being taken in relation to the concerns raised by the deputation be noted.

92 Deputation to Council - Local Residents Concerned About the Britannia Quarry, Morley

The Director of Development submitted a report in response to the deputation to Council on 13th September 2006 regarding dust in Rein Road, Morley associated with Britannia Quarry, operated by Woodkirk Stone.

RESOLVED – That the report and the actions taken in respect of the operation of the quarry be noted.

93 Former Horsforth Library

The Director of Development submitted a report on the proposed marketing of the Stanhope Youth Centre and, subject to the capital receipt that would be generated being sufficient, to use that receipt and other resources already identified in the Capital Programme to fund the refurbishment of the former Horsforth Library to provide accommodation for the relocated Youth Centre and for the North West Area Management Team.

RESOLVED –

- (a) That the proposal to market the site of the Stanhope Driver Youth Centre be approved and recognised as being in line with the Ring Fence Policy approved by this Board on 23rd March 2005.
- (b) That subject to the potential receipt that may be generated being sufficient, a Design and Cost report be brought back to this Board seeking authority to incur expenditure for the refurbishment works at the former library.

94 Local Enterprise Growth Initiative

The Director of Development submitted a report on the production of a round two Local Enterprise Growth Initiative bid for Leeds and outlining the key features of the proposed programme.

RESOLVED – That the bid ‘Sharing the Success’ be endorsed.

95 Regeneration of Holbeck

The Director of Neighbourhoods and Housing submitted a report on the options for the regeneration of the Holbeck area and on a proposed scheme for the acquisition and clearance of 53 properties within Holbeck by utilising £2.95m of Regional Housing Board funding from the capital grant of £8m allocated for a long term housing market renewal programme to tackle poor quality pre1919 housing stock in Beeston Hill and Holbeck.

The report outlined the options of (a) doing the minimum to meet legal conformity, (b) group repair and internal remodelling and (c) the preferred option of acquisition, clearance and redevelopment of the site for housing.

Appendices 1, 2 and 4 to this report were designated as exempt under Access to Information Procedure Rule 10.4(3).

After consideration of the exempt appendices in private at the conclusion of the meeting it was

RESOLVED –

- (a) That the injection into the Capital Programme of £2.95m of Regional Housing Board money be approved and that scheme expenditure in the same amount be authorised.
- (b) That officers be authorised to commence acquisition of the properties detailed at Appendix 2 by voluntary agreement with the owners and that in the event that agreement cannot be reached with the owner of any property within the target area for its acquisition, the Director of Neighbourhoods and Housing be authorised to make and promote any necessary Compulsory Purchase Orders.

CITY SERVICES

96 Integrated Waste Strategy for Leeds 2005 -2035

The Director of City Services submitted a report presenting the proposed revised Integrated Waste Strategy for Leeds, the associated three year action plan and the proposed final draft of Expression of Interest for Private Finance Initiative funding to support the development of the waste solution infrastructure.

In presenting the report the Chair referred to a note commenting on the proposals handed to members of the Board on the day of the meeting.

RESOLVED –

- (a) That the Integrated Waste Strategy for Leeds 2005-35, as attached to the report, be adopted.
- (b) That the action plan for implementation for which financial provision will need to be secured following appropriate budget submissions be approved.
- (c) That the governance arrangements for the programme outlined in the terms of reference attached to the report be approved.
- (d) That the content of the Expression of Interest for PFI credits be noted, that the proposed strategy for securing external funding be approved and that the Asset Management Group be authorised to approve the final Expression of Interest document.
- (e) That the Board notes that an outline business case for PFI funding will be brought to this Board for approval following approval of the Expression of Interest by DEFRA.
- (f) That the indicative financial implications of delivering the overall waste solution for Leeds be noted.
- (g) That the site selection work in progress, relating to the location of facilities, including the approach to regional working outlined in the report be noted.
- (h) That a progress report be brought back to this Board in three months time,

(Under the provisions of Council Procedure Rule 16.5 Councillor Wakefield required it to be recorded that he abstained from voting on this decision)

DATE OF PUBLICATION: 20TH OCTOBER 2006
LAST DATE FOR CALL IN: 27TH OCTOBER 2006

(Scrutiny Support will notify relevant Directors of any items Called In by 12.000 noon on 30th October 2006)

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REPORT OF: Director of Neighbourhoods & Housing
MEETING: Neighbourhoods and Housing Scrutiny Board
DATE : 8th November 2006

SUBJECT : Housing Based Regeneration in Beeston and Holbeck – partnership infrastructure and funding issues

Electoral Wards Affected :

Beeston & Holbeck
City & Hunslet

Specific Implications For :

Women
Disabled People

1.0 Purpose of Report

- 1.1 The purpose of this report is to provide Members of Scrutiny Board with further information, which supplements the tour of Beeston Hill and Holbeck that was undertaken and the initial report that was presented to the Board's September meeting.
- 1.2 This report specifically picks up on the following topics from the Board's agreed terms of reference for this investigation:-
- Partnership infrastructure
 - Funding and resources

2.0 Background

- 2.1 Members of Scrutiny received an initial report at their September meeting. This outlined, amongst other things, statistical information on the area; gave a historical perspective to the area; provided information on recent major developments, housing investment and raised the difficulties with the scale of back-to back housing in the area.
- 2.2 As part of the Board's agreed terms of reference for this topic, four outstanding issues remain to be considered, these being partnership infrastructure; funding and resources; complementary improvements to service and environmental factors; and the role of the private rented and private development sectors. It is proposed to

consider the first two of these issues in this report and the final two in a report to a future meeting.

3.0 Partnership Infrastructure

- 3.1 Partnership working in Beeston Hill and Holbeck goes back a long way – in the early 1990s there was a lot of effort to put together a City Challenge bid, which, though unsuccessful, showed the value of agencies and residents working together to seek to secure valuable resources. Later in that decade a bid to the Government for funding through the Single Regeneration Budget (SRB) Round 4 brought in over £7 million to be spent between 1998 and 2005 and as part of the allocation of that funding projects needed to evidence how they were working with other agencies to tackle particular issues. Various theme based groups were set up which helped agencies and groups not only access the funding but also witness the value of genuine partnership and complementary working. The SRB4 Programme has recently had an official evaluation published and this highlighted, under a “lessons learnt” section, the value of this approach :-

“The success.....demonstrates the importance of regular partnership group meetings. In addition to all key agencies being kept informed of progress of the regeneration programme, they provide opportunities for key developments in different work areas to be discussed and encourage cross-agency working. This is useful for many reasons, not least of which because it means that schemes funded through particular programmes are not working in isolation.”

(SRB Round 4 End of Programme and Evaluation Report)

- 3.2 Linked to, but outside the SRB4 Programme, two separate strategic partnership groups had been established. One was a group of housing partners to take forward the housing strategy and early projects and the other was a neighbourhood renewal board to work on improving service delivery to meet floor targets, given the area’s designation under the City’s Neighbourhood Renewal Strategy. In November 2004 these groups merged to form the Beeston Hill and Holbeck Regeneration Partnership Board and this has been the local strategic body that has helped encourage agencies to prioritise attention on the area and bring together partners to agree how both the physical and service delivery side of the regeneration work should progress. This Partnership Board links to other networks such as the Residents’ Forum for the area, to the South Leeds District Partnership, and sends a representative to the Holbeck Urban Village Board to ensure that connections are in place at a strategic level with the developments in an important neighbouring locality.
- 3.3 A further vital aspect of the partnership infrastructure has been the network of residents’ forums and other groups that have existed in the Beeston Hill and Holbeck area. There are six neighbourhood based forums which meet and cover the majority of the area and an overarching residents’ group that takes a wider view across the whole area and which in turn sends representatives to the Partnership Board referred to at 3.2. Some of these forums were established through the regeneration work but others are of longstanding and were established in the 1990s in response to some of the issues residents were facing. In total around 500 people are contacted through these networks on a regular basis and attendance at forum meetings averages between 30 and 40 people at most meetings. In addition there are many other voluntary and community groups that meet in the area on a theme or issue basis and

it is relatively easy to make contact with these to promote events or share information. The Area Regeneration Team currently has 67 such groups on its database.

- 3.4 For some years it has been clear that many of the deep-rooted social, economic and physical issues in the area will only be addressed comprehensively by transformational change which values the contribution of local residents who are committed to the area, but also seeks to introduce major change that will bring benefits. One of the key areas of work has been to start to establish what physical developments and land use developments should be encouraged and facilitated and so in July 2003 a group of officers was established to take forward the development of a land use framework, subsequently approved as Supplementary Planning Guidance. This team of officers still meets and now comprises:-

Neighbourhoods and Housing Department – Regeneration; Environmental Health; PFI team
Development Department– Renaissance Unit; Planning; Highways
Re’new
Leeds South Homes

It has gone on to oversee consultancy studies that have advised further proposals; provide support for the Round 5 Housing PFI bid; bring forward neighbourhood action plans; co-ordinate consultation work; and keep track of key sites and developments, raising issues with the relevant agencies where there have been problems or delays.

- 3.5 A separate Housing sub-group is convened by the re’new organisation and includes representatives from Neighbourhoods and Housing Department, Leeds South Homes ALMO, Leeds Federated Housing Association and Firebird JVC (the joint venture company which is the development arm for both Leeds Federated and Unity Housing Associations). It meets every six to eight weeks to coordinate activity by the main social landlords specifically in Beeston Hill and Holbeck, to ensure sharing of information and experience, and to plan forward strategy for housing in the area (including work on public sector funding bids). It also offers a link to the broader physical regeneration activity mentioned at 3.4 so that housing plans in the area are integrated with wider regeneration proposals.
- 3.6 Whilst housing is a key area of work that requires co-ordination and progress, simply regenerating the housing stock will not bring about comprehensive change and issues such as crime, community cohesion, educational attainment, health, jobs and skills and environmental improvements all need uplifting at the same time. To assist with this a co-ordination group has been recently re-established which brings together service providers from a variety of statutory and voluntary sector backgrounds. These meetings help to keep people up to speed with physical regeneration proposals, allow information exchange and networking and provide the opportunity for innovative thinking around how to tackle issues through actively working with partners.
- 3.7 There are various time limited partnership networks that have been established to look at specific issues in the Beeston Hill and Holbeck area. Of these, one example is a stakeholders’ group that has been considering improvements in the Parkside area, which is within the regeneration area and encompasses the new facilities in and around the John Charles Centre for Sport and has focused on access and environmental issues in particular between there and Dewsbury Road, which is an industrial area. The group has brought together different officers from a variety of disciplines to work on resolving some of the issues within that locality and seek to

maximise co-ordination and resources. A further example is the group that meets to co-ordinate work on Intensive Neighbourhood Management, which, for example, has led to improved delivery of environmental services on the ground in Beeston Hill and Holbeck.

- 3.8 Particular mention should be made of the contribution of re'new leads to the work in Beeston Hill and Holbeck. The organisation has been committed to the area for a number of years and currently is involved in convening the Housing Sub Group, providing a secretarial function for the Regeneration Partnership Board, offering an input to the work of various other groups and networks, and working with Planning colleagues on longer term proposals for aspects of physical regeneration in the area. Re'new recently offered funding support to ensure a full-time planning resource for the area.
- 3.9 As the focus of part of this report is partnership working it was felt appropriate that Members of Scrutiny Board should have the opportunity to meet and discuss this issue with one of the key partner organisations in the work in Beeston Hill and Holbeck and therefore Steve Williamson, Chief Executive of re'new, has been invited to attend. Steve chaired the Regeneration Partnership Board in its initial year and is currently vice-chair, as well of course as having a citywide partnership perspective through his support for and work with the Leeds Initiative. Steve is also the area's link on the Holbeck Urban Village Board.
- 3.10 The partnership infrastructure referred to above specifically addresses issues within the defined Beeston Hill and Holbeck priority regeneration area, but of course the area is a priority and gets raised in wider partnership structures and networks and it is important to recognise this and to register some of the key forums in South Leeds where this happens, mainly through District Partnership structures, and what the impact of these are.
- 3.11 South Leeds has sought to take an inclusive approach to its District Partnership structure. The Partnership comprises of a Board made up of representatives from the statutory sector (40%), Voluntary , Community and Faith sectors(40%) and the Private sector (20%). In addition to the main board, the Partnership has a smaller officer core group, who essentially act as the engine room for the partnership. There are also a number of other local partnership groups which send reports to the District Partnership or work on the detail of agreed partnership priorities. In 2005 the Partnership produced its action plan which recognises the need to prioritise particular neighbourhoods; Beeston Hill and Holbeck is central to this. One of the key issues the Partnership has been involved in is the Intensive Neighbourhood Management programme, which seeks to improve crime and grime issues within the most problematical Super Output Areas in the city, of which 7 are within Beeston Hill and Holbeck. The most relevant sub-groups are:
- The District Housing Partnership is a partnership of key housing providers across South Leeds who consider strategic issues for the area and who liaise on approaches to addressing common problems. This group specifically worked on co-ordinating the bids that were eventually put forward to the West Yorkshire Housing Partnership.
 - The Education, Employment and Training Group is working on how to narrow the gap in respect of these issues. The group is undertaking a series of actions including seeking to develop two tightly focused action plans for Beeston Hill and Holbeck, and Middleton, Belle Isle and Hunslet which, with the assistance of funding provided by

the Learning and Skills Council, will enable individuals in those areas who are presently without work to be assisted to identify and resource their training needs. The group is also working on a programme of vocational training for young people aged 14-16 designed to motivate and enable young people to access employment in Leeds' growth industries once they leave school.

- The Health and Well Being partnership is also seeking to take a targeted approach to tackle key issues, in particular with regards to alcohol and smoking related problems, which are prevalent in Beeston Hill and Holbeck.
- The Divisional Community Safety Partnership (CSP) is the sub group of the District Partnership that addresses issues of crime reduction. It manages the South wide Community Safety Action Plan, that covers the priority issues identified by the Safer Leeds Strategy and the Area Committee's Plan. The CSP is also responsible for overseeing and guiding the work of four Tasking Groups across the wedge. The Tasking Groups are action focused and involve representatives from the key agencies involved in addressing crime in each area. The Tasking Group for Beeston, Holbeck and Hunslet includes actions to address ASB and criminal damage in the Beeston Hill and Holbeck area. Recent actions have included environmental audits and subsequent removal of bricks and rubble in order to improve the appearance of the area and to reduce incidences of criminal damage.
- Children Leeds South – officers with knowledge of Beeston Hill and Holbeck attend both full partnership and sub-group meetings. This helps in information exchange with the Interagency group for South Leeds High School; the Beeston Hill and Holbeck Children, Young People and Families Group; and the Middleton Youth Work Network. One of the officers is now chair of the Play and Leisure sub-group that will allocate the Lottery Play Fund against the Play strategy now agreed by the Partnership.

4.0 Funding and Resources

- 4.1 A study of the issue of funding and resources for a significantly deprived area like Beeston Hill and Holbeck is one that reveals massive investment needs – even if the PFI bid for nearly £90 million of credits is successful. Comments were made at the last Scrutiny Board about the need to improve facilities in the area and this is in the context of a period of five or six years when there has been funding available through a variety of sources to help with this. The previous report to Members in September underlined a specific example:-

“For truly transformational housing regeneration to occur, significant levels of investment will continue to be required for at least the next 15 years and possibly longer. As an example, financial option modelling as part of the PFI bid has indicated that £60 million will be required to regenerate the older terraced housing stock within Holbeck. This will involve selective demolition and rebuild and renovation of the remaining stock to transform the area and link to other proposals for the Matthew Murray School site and for the tower blocks. Regeneration of the area is a long term project that will need continual financial support and resources to make a difference to one of the poorest areas of the city.”

- 4.2 Public sector funding streams, however useful and necessary in kickstarting a process of change and giving both the local residents and investors confidence, will never be of sufficient levels to cover all the costs, not only of the housing, but of other infrastructure requirements such as greenspace, highways etc. There is therefore

strong consideration being given to the involvement of the private sector. A report to Executive Board in April obtained approval for sites to be included within a development agreement to establish a complementary Public Private Partnership as part of the PFI scheme. A future report will be drafted giving further details once the outcome of the PFI bid is known.

4.3 Regarding the PFI, in March 2006 the Council submitted an Expression of Interest (Eoi) proposal in response to the Government's invitation for bids to be included on the Housing PFI Round 5 programme. The Council was seeking in the order of £90m PFI credits to help fund the Eoi scheme to be supplemented by a contribution of appx. £3.1m from the proceeds of a number of development sites within the area which are owned by the Council. One of the bidding conditions was that the Council needed to demonstrate what level of capital contribution it was prepared to commit towards the scheme to offset its request for PFI credits. The above was covered in detail in a report to Executive Board on 19th April 2006. A Ministerial decision from the DCLG regarding which schemes are to be placed on the programme is still awaited. The original expectation was that a decision would be made in late July (i.e. before the summer recess).

4.4 One element of funding that has been made available to the area is through the Regional Housing Board and West Yorkshire Housing Partnership. For the period 2006-08 approximately £8 million is envisaged to be available to the area through this source. The schemes were listed in the previous report in September but in summary include:-

Beverleys, Beeston Hill (acquisition and demolition Phases 1 and 2)

Holbeck (Recreations acquisition and demolition Phase 1; Phase 2 to be agreed)

Beeston Hill Group Repair (Phases 2 and 3)

In addition there is funding through the Housing Corporation for Hird Street, Beeston Hill (7 new build houses replacing 16 to be demolished)

This is a very significant scale of investment:-

The Beverleys scheme involves the acquisition of 132 properties and the aim is to achieve a cleared site in 2007. £7.56m has been allocated from Regional Housing Board (RHB) funds for this specific project. The scheme in the Recreations in Holbeck (which gained Executive Board approval on 18th October, 2006) involves the acquisition of 53 properties and the aim is to achieve a cleared site in 2008. £2.95m has been set aside from RHB funds for this particular project.

There is a need to have the capacity to deliver against our programme commitments if we are to have credibility to support bids in future investment rounds. The Department has established a Programme Board in relation to housing investment funded through Regional Housing Board, to ensure coordination of work and effective delivery performance.

4.5 In addition to the private sector, PFI scheme and Regional Housing Board as potential sources of funding for improvements, there is a potentially important role to be played by organisations such as the Housing Corporation, English Partnerships and Yorkshire Forward. The Housing Corporation could be supportive in terms of

providing resources for registered social landlords to improve their stock in parallel with other regeneration initiatives. English Partnerships are operating in Leeds through the Allerton Bywater regeneration programme and expressed an interest in receiving further information on the Beeston Hill and Holbeck area when more definite proposals had been worked up. Finally, Yorkshire Forward has already funded some work in the area in terms of consultants' studies and other work and it is possible that further shared benefits could be developed, especially given the proximity of some of the area to Holbeck Urban Village.

- 4.6 Another issue that Members will be aware of is the rapidly approaching deadline of 2010 for bringing social rented sector housing up to decency standard. In some areas, and this is the case in some parts of Beeston Hill and Holbeck, the public sector owns enough stock in a particular neighbourhood to be a significant positive factor in potential plans for wider regeneration. Decision time is approaching where public sector housing providers will need to decide what to do with this stock and ultimately options of sale or retention may need to be made. If such social housing is sold then future comprehensive regeneration costs are significantly enhanced and could become unaffordable.
- 4.7 On a separate point, the existing and future commitment of the private rented sector in individual properties at one end of the scale, to major developers committing millions of pounds of private funding at the other, will also be crucial in ensuring that investment continues to be made to assist in the regeneration and revitalisation of the area. It is proposed that Members consider this as one element of a future report and invite a private landlord and private developer to give evidence and be interviewed.
- 4.8 One final issue with regards to funding and resources is that some staff who work on driving forward the regeneration agenda in the area are supported through external funding. It is hoped that future agreements with the private sector will lead to some of these costs being offset through one element of a partnership agreement, but this is some way down the line, so it is important that Members of Scrutiny Board acknowledge the support external funding is giving to the regeneration work and note that if future rounds of funding are not as positive then there will be budget pressures on the Council and other agencies.

5.0 Conclusion

- 5.1 This report seeks to summarise details of partnership infrastructure and provide information on funding and resources issues in relation to the Beeston Hill and Holbeck regeneration area. Partnership working has been crucial to the area's progress over recent years and will continue to be so with the work with residents being a key feature of that partnership. Funding and resources issues remain crucial to be able to deliver the level of transformational change that is being proposed for the next 10 – 15 years.

6.0 Recommendations

- 6.1 Members of the Board are asked to:-

- a) Note and comment on the report in relation to section 3.0, partnership infrastructure in Beeston Hill and Holbeck

- b) Take evidence from and ask questions of Steve Williamson, Chief Executive of re'new leads on this issue
- c) Note and comment on the report in relation to section 4.0, funding and resources
- d) Agree that the focus for the next and final report will be complementary improvements to service and environmental factors and the role of the private rented and private development sectors, hopefully with evidence from two interested parties.



Report of the Director of Neighbourhoods and Housing

Neighbourhoods and Housing Scrutiny Board

Date: 8 November 2006

Subject: Purpose and Role of Safer Leeds Executive and Board

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|---|--|
| <p>Electoral Wards Affected:</p> | <p>Specific Implications For:</p> <p>Ethnic minorities <input type="checkbox"/></p> <p>Women <input type="checkbox"/></p> <p>Disabled people <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p> |
|---|--|

1.0 Executive Summary

The purpose of the report is to update Members on the work of the Safer Leeds Partnership.

2.0 Background

Leeds Community Safety Partnership was formed following the introduction of the Crime and Disorder Act in 1998 which stipulated that statutory Crime and Disorder Reduction Partnerships be established across the country. Leeds Community Safety Partnership has since become Safer Leeds Partnership following the merger of the Drug Action Team with the Leeds Community Safety Partnership. The Partnership's work is supported through Leeds Community Safety which is a service stream of the Department of Neighbourhoods and Housing. The service consists of staff from Leeds City Council and West Yorkshire Police.

3.0 Safer Leeds Partnership

The Safer Leeds Partnership's vision is for people to be able to live without fear for their own safety, or the safety of others. It aims to tackle crime and drugs and to address the fear of crime and drug misuse in the Leeds district.

The Partnership consists of a Board and an Executive. The Executive's primary role is to implement the Safer Leeds Strategy and it reports to the Board on the implementation and performance of the strategy. The Executive meets monthly and its members represent the responsible authorities and key members. The meetings are chaired by Chief Superintendent Geoff Dodd.

The Board's primary role is to oversee the Safer Leeds Strategy. It is a decision making group that sets the framework for the Executive and scrutinises the work being carried out by the Executive. The Board meets quarterly and its members represent agencies from the public, private and voluntary sectors, the meetings are chaired by Councillor Les Carter.

4.0 **Current Priorities and Targets – Safer Leeds Strategy 2005-08**

The third Crime and Disorder Audit was conducted in 2004 and the Safer Leeds Strategy was produced for 2005-08 and the priority themes based on the findings of the audit. These are:

- Acquisitive Crime (including burglary, vehicle crime and commercial crime)
- Anti-Social Behaviour
- Drugs
- Reassurance
- Violent Crime

Each of the priority themes has a strategic lead responsible for driving forward the strategy. The local delivery of the strategy is through the Divisional Community Safety Partnerships (DCSP), there are five DCSP responsible for delivering local community safety activity.

The Partnership is responsible for delivering the above priorities identified through the audit but is also responsible for targets set by the Government. The Partnership reports to Government Office on how they are performing on the Home Office Public Service Agreement (PSA1) target. The PSA1 is an agreement containing the crime reduction targets that the police, local authority and CDRP must achieve by March 2008. The PSA1 target for Leeds is to reduce BCS comparator crime by 35% from the level recorded in 2003/04. As the PSA covers three years from April 2005 to March 2008, there are annual targets to monitor progress towards the overall target of 35%. In 2005/06 the PSA1 target for Leeds was 25%.

5.0 **Funding**

Funding for the Safer Leeds Partnership comes from a range of sources:

Safer and Stronger Communities Fund
Neighbourhood Renewal Fund
Single Regeneration Budget
Leeds City Council
Pooled Treatment Budget
Trailblazer

A commissioning process is currently being developed. From April 2007, the majority of these funds will be pooled or aligned with the Leeds Local Area Agreement. The Partnership will agree to deliver its activities in order to meet agreed targets and outcomes under the Local Area Agreement.

6.0 **Key Achievements 2005/06**

Acquisitive Crime - The Burglary Reduction Unit has improved the security of over 26,000 properties in the city. The development of the alleygating scheme has proved to be successful in the piloted areas.

Anti-Social Behaviour - 390 Anti-Social Behaviour Orders issued (including bolt-on ASBOs). Leeds has been invited to be a Respect Action Area by the Home Office.

Drugs - The target of 2894 people in treatment has been exceeded with 4102 in treatment at April 2006. Retaining people in treatment - the target of 60% exceeded with 83% retained in treatment. There is faster access to treatment with waiting times substantially reduced in the last six months.

Reassurance - A number of community safety events have been held e.g. community safety roadshows in various parts of the city aimed at reducing people's fear of crime and reassuring communities and also a number of events hosted by different agencies where community safety/crime prevention advice has been provided. The Neighbourhood Wardens and PCSOs are deployed in communities city wide. Major developments in the field of CCTV, which play a significant part in reducing fear of crime throughout the city and neighbourhoods.

Violent Crime - Publication of the Hate Crime and Domestic Violence Strategies and the introduction of a Designated Public Place Order to prevent street drinking and alcohol related incidents in the city centre and a number of town centres. These are Garforth, Headingley, Pudsey and Wetherby.

7.0 Other Achievements

- Safer Leeds Partnership has approved the Drugs Strategy for the city
- Draft strategies have been produced around the issues of Alcohol and Prostitution
- The establishment of the S17 Community Safety Lead Officers group across Leeds City Council which has the responsibility to mainstream community safety activity across the Council

8.0 Future Direction

A review of the partnership provisions of the Crime and Disorder Act 1998 (CDA) was carried out by the Home Office, the Local Government Association, the Association of Chief Police Officers and the Association of Police Authorities between November 2004 and January 2005. The Government's overall objective in carrying out the review was to strengthen the visibility, responsiveness, membership and role of local partnerships. The aim is to make them the most effective possible vehicle for tackling crime, anti-social behaviour, behaviour adversely affecting the environment and substance misuse at a local level.

Safer Leeds Partnership is confident that it is already working towards the recommendations that are likely to be agreed as part of the crime and disorder review. We await further guidance from the Government.

9.0 Recommendations

Members are requested to note the report and make comments and recommendations as appropriate.

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Neighbourhoods and Housing)

Date: 8th November 2006

Subject: PCSO Review

Electoral Wards Affected:

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 INTRODUCTION

- 1.1 During the last municipal year, Scrutiny Board (Environment and Community Safety) discussed Police Community Support Officers in some detail. The Board was particularly interested in the impact these new posts had in terms of community safety in general and in solving specific local issues.
- 1.2 At its September 2005 meeting it was recommended that the department conduct thorough research into the impact of PCSOs and wardens to be reported back to the relevant Scrutiny Board. Members were informed that there was a possibility that such a research project could be undertaken through the graduate placement scheme.

2.0 REPORT SUBMITTED TO THE BOARD

- 2.1 Attached is the report of the review now completed by the department, in line with the recommendation made by Scrutiny Board (Environment and Community Safety).

3.0 RECOMMENDATION

- 3.1 Members are requested to note the information and make comments and recommendations as appropriate.

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Report of the Director of Neighbourhoods and Housing

Neighbourhoods and Housing Scrutiny Board

Date: 8th November 2006

Subject: The impact of Police Community Support Officers and Neighbourhood Wardens across four ward areas in Leeds.

Electoral Wards Affected:

ALL

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Executive Summary

This study has found that PCSOs and wardens are highly valued and have generally made a significant impact in Leeds, but would highlight that there is ongoing debate regarding their roles and responsibilities, particularly in terms of environmental enforcement work. Currently PCSOs prioritise anti-social behaviour and intelligence gathering while wardens concentrate on tackling environmental issues. Both have made promising achievements in terms of public reassurance, although the study has identified differences between the impact of PCSOs in inner and outer wards.

An important distinction between PCSOs and wardens is how they are funded. The council only pays a percentage of the cost of a match-funded PCSO, but does not have direct control over them in the same way as wardens.

1 Summary

- 1.1 This report presents the findings of research into the impact in Leeds of Police Community Support Officers (PCSOs) and neighbourhood wardens. Scrutiny board set a number of objectives for this study:
- i. to study at least 2 inner and 2 outer council wards;
 - ii. to study neighbourhoods where PCSOs/wardens are well established;
 - iii. to include areas where council match-funded PCSOs are in operation.
- 1.2 The research involved two components. The first was a quantitative study of existing research and information. The second was qualitative research gathering data from officers themselves, local communities, elected members and other service providers. This second element took the form of structured interviews and focus groups.
- 1.3 The chosen wards were **Chapel Allerton** (focussing on Chapeltown and Meanwood areas), **Gipton & Harehills** (focussing on Harehills area), **Horsforth** and **Morley** (North and South). These were selected both as a representative range of areas within Leeds and because all have well-established match-funded PCSOs and, in the case of the inner wards, neighbourhood wardens operating within them.

What were the main findings?

- 1.4 The research found that PCSOs and wardens have generally made a significant impact in their areas and have been well received by local communities, elected members and other service-providers. PCSOs and wardens are much more visible and familiar to local people than regular police officers. They are making promising achievements in their primary roles of public reassurance, community engagement and intelligence gathering. Local police and council managers consider them a valuable resource.
- 1.5 In the four Neighbourhood Policing Teams (NPTs) studied, local commanders expressed recognition of the need to ensure that match-funded PCSOs operate in the areas they are funded to patrol with exceptions being made only for major police operations or emergencies. Match-funding does not affect the PCSO role, but simply where and how certain officers are deployed. There is a trade off for the council between part-funding PCSOs (the council pays between 25-50% of the cost of a PCSO) and having direct control over the activities of street patrols.
- 1.6 In interviews with a range of local community representatives there was no negative feedback regarding PCSO and warden services. Everybody that was spoken to felt these officers had made a big difference to their areas and to local people's feelings of personal safety.
- 1.7 In general PCSO and warden powers seem appropriate to carry out their work effectively, although for the former there was considerable debate concerning PCSO powers of detention and whether handcuffs should be issued to officers.

- 1.8 There is considerable debate about whether it would be appropriate for inner-city PCSOs to pick up on some environmental work and whether this would compromise warden services. While PCSOs have the necessary powers it is unclear how satisfactorily they could balance environmental enforcement with their other roles; officers would almost certainly prioritise other incidents. That said the outer wards, where there are no wardens, are an example of how PCSOs can carry out environmental work successfully, albeit that officers are not under the same reactive pressures as their inner-city counterparts. This issue is yet to be settled and there are rational arguments on both sides.

A related factor is that the public see wardens as independent of the police and so wardens can often integrate more easily than PCSOs in areas with high levels of distrust for the police. In outer wards the potential benefits of a warden service are less obvious and the decision to concentrate funding on PCSOs appears to have been appropriate.

- 1.9 Interviews with PCSOs identified a tension between their role in tackling anti-social behaviour and their 'non-confrontational' working ethic. While current deployment and working practises of PCSOs seems generally appropriate, careful consideration needs to be given to any developments of their role that may affect this balance. Some PCSOs felt their training was 'out of touch' with the reality of their work on the streets and that parts have proven of no benefit.
- 1.10 The research also found that in all study areas PCSOs are based centrally in police stations, often with a number of shifts operating from the same building. In contrast the wardens operate far more locally from offices based on the estates they work. These house only 2 or 3 officers and are easier for people to 'drop in.' This localisation appears to be one factor in making integration within inner-city housing estates easier for wardens than for PCSOs.
- 1.11 For both PCSOs and wardens a lack of transport combined with large beat areas was identified as a source of significant inefficiency. This has been partially relieved for PCSOs by the introduction of bicycles and PCSO transportation is an issue which is currently being reviewed by West Yorkshire Police.
- 1.12 While PCSOs and wardens do operate together on occasion, there is an opportunity to improve this. Different working patterns and limited channels of communication seem to be the main barriers to co-operation with a lack of understanding between PCSOs and wardens of their respective roles being another, less significant, factor.
- 1.13 Finally there is strong agreement among police supervisors (especially sergeants) that PCSOs have created management issues that have not been adequately addressed. The two main issues officers identify are the lack of any additional training for police supervisors in the management of support staff (who have different working terms and conditions) and the added workload put onto supervisors by increasing the number of personnel they are responsible for.

2 Introduction

- 2.1 Since the early 1990's official statistics demonstrate that successive Governments have achieved considerable success in the reduction of high volume crime with burglary and car theft being most notable (official statistics show a national reduction of 43% and 35% respectively since 1993/94).
- 2.2 Yet surveys reveal that when the public are asked about crime levels, the majority of respondents believe that they are rising. Falling crime levels have not been accompanied by a rise in public perceptions of safety, or confidence in the police.
- 2.3 The response in Leeds was to introduce neighbourhood wardens and, after the 2002 Police Reform Act allowed their creation, PCSOs. Leeds City Council runs the warden scheme directly while the PCSOs are managed by West Yorkshire Police with the council match-funding a number of officers to operate in specific areas. This is currently 71 posts and is set to increase by 99 to 170 by the end of this financial year. The police estimate that the total number of PCSOs operating in the city by this date will be around 330. This is in line with Home Office targets.

3 Summary of existing local and national research

3.1 *'A national evaluation of Community Support Officers' (2006): Home Office.*

- 3.1.1 PCSOs spend the majority of their time in contact with the public, usually on foot patrol. They most often deal with youth disorder, alcohol related issues, low-level crime and anti-social behaviour.
- 3.1.2 Local people are often more willing to approach a PCSO than a regular police officer. This is due to many factors, including approachability, accessibility (through foot patrols) and the time officers' have available to 'listen'.
- 3.1.3 Nationally PCSOs have not had a significant impact on crime figures. However many of the incidents they deal with are not categorised as crimes.
- 3.1.4 The ability of PCSOs to make local people feel safer is based on two key factors:
 - the length of time they have been deployed in an area;
 - how well informed local people are of the PCSO role.
- 3.1.5 Evidence shows that PCSOs are particularly effective at dealing with youth disorder – the main public concern in all the study areas. There is strong evidence that in areas where PCSOs were well known the public feel they make a real impact.
- 3.1.6 PCSOs tend to be significantly more diverse in terms of gender, age and ethnicity than their regular police colleagues.
- 3.1.7 In conclusion PCSOs provide a service that is highly valued by the public and police. The public are more likely to pass on information to PCSOs than regular police and

also greatly appreciate PCSOs ability to tackle youth crime and anti-social behaviour. However there are some concerns highlighted for future consideration:

- the turnover of staff and its impact on service provision within a neighbourhood;
- the implications of PCSOs doing tasks outside their normal patrolling and community engagement function in order to 'free up' regular officers;
- how to ensure proper supervision of PCSOs without overburdening police sergeants.

3.2 *'An evaluation of neighbourhood and street wardens in Leeds' (2005): University of Leeds.*

- 3.2.1 Properly managed wardens can act as a vital, street-level link in bringing together local service provision. However by filling this void left by other local providers, other services and residents can come to rely on wardens too heavily.
- 3.2.2 Wardens are seen as independent of West Yorkshire Police and have worked well in areas where police officers are highly distrusted. However many warden successes are difficult to quantify under current organisational measures (for example, crime statistics).
- 3.2.3 There is a link between the quality of their local, urban environment and people's fear of crime. Neighbourhood wardens have had a big impact on the physical environment and assist the renewal and regeneration of neighbourhoods; two thirds of the incidents wardens deal with on a daily basis are environmental issues.
- 3.2.4 Amongst the extended policing family (police constables, PCSOs etc.), wardens are the most likely patrol personnel to be tied to a tight, geographical area.
- 3.2.5 Residents cited 'local knowledge' as the most important skill for a neighbourhood warden. There is also evidence that neighbourhood wardens are able to successfully engage with hard-to-reach groups.
- 3.2.6 There is evidence of considerable differences in the levels of contact with wardens across various neighbourhoods in Leeds. These could not be adequately explained by demographics alone. The research emphasised the importance of a long-term commitment from individual neighbourhood wardens.

3.3 *'PCSO Interim Report' (2006): Sheffield Hallam University.*

- 3.3.1 In West Yorkshire on average 50% of people interviewed knew the difference between a PCSO and a regular police constable. People were less aware of the role of neighbourhood wardens, although those who did were never less than 40%.
- 3.3.2 In West Yorkshire 47% of people surveyed described sightings of PCSOs as 'frequent' or 'regular.'

3.3.3 *“In Leeds and Pudsey & Weetwood, 84% and 80% of people felt at least ‘reassured’ by the presence of PCSOs alone. In these areas, it would appear that public reassurance has increased markedly since the Leeds evaluation of 2004 and that this reassurance can be attributed to the specific contribution made by PCSOs.”*

The research team found that the public in all three areas surveyed were equally as reassured by PCSO presence on the streets as uniformed police officers.

3.3.4 In all areas surveyed people were significantly more likely to be ‘very positive’ or ‘positive’ about the quality of service they had received from PCSOs compared with that from police officers. However this may be explained by the relatively low sample size or the possibility that people have higher expectations of police officers. This needs more research.

3.3.5 In all areas the reassurance value of CCTV was not as high as that reported for PCSOs.

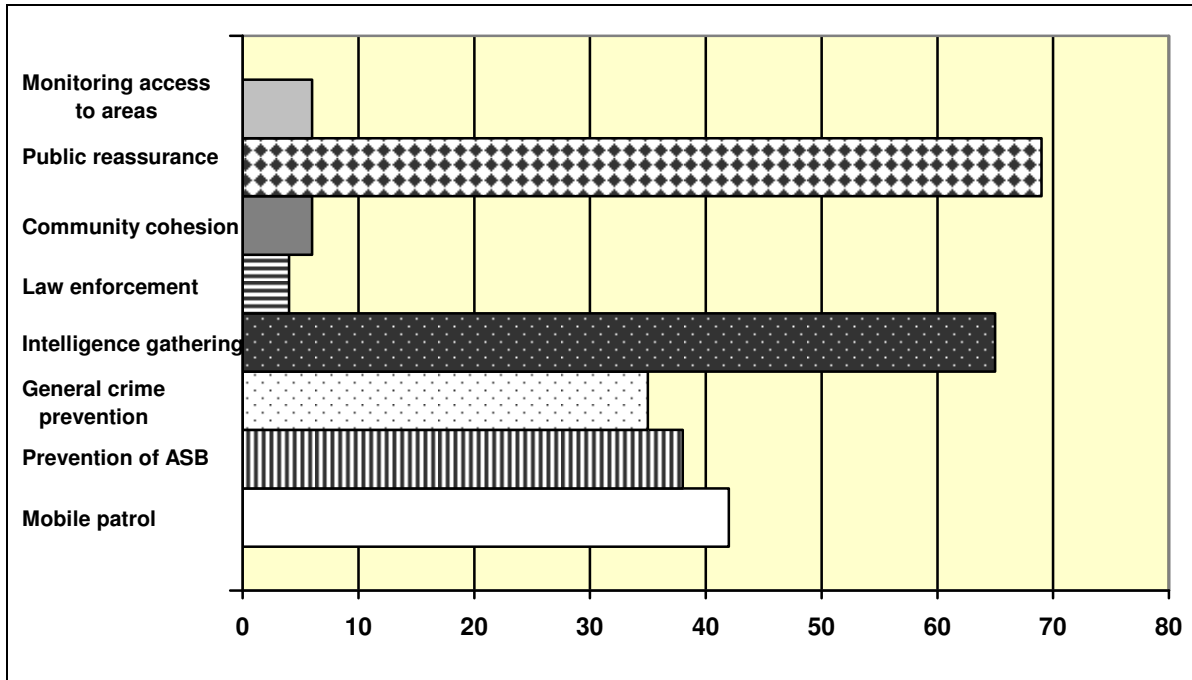
3.4 *‘Patrolling with a Purpose - An Evaluation of Police Community Support Officers in Leeds and Bradford City Centres’ (2004): University of Leeds.*

3.4.1 PCSOs constitute an important link in the chain that binds together the ‘extended policing family’. They provide a street level linkage between diverse service providers that impact, directly and indirectly, on crime and disorder. Clear and consistent communication of the role, aims and limitations of PCSOs can help build trust and effective inter-agency working relations.

3.4.2 PCSOs in Leeds contribute to significant reductions in vehicle-related crime by providing crime prevention advice. These reductions occurred particularly in ‘hot spot’ areas, suggesting that the PCSO patrols are appropriately targeted. However some geographical crime displacement is also apparent.

3.4.3 For many members of the public the confidence and reassurance vested in PCSOs is enhanced by their uniform and identity which visibly associates them with the police. Nevertheless, a significant degree of public confusion remains regarding their powers and role.

3.4.4 The public report high levels of satisfaction regarding contact with PCSOs. Some 96% say that the officer(s) had dealt with or responded to them well. Two-thirds of these said that the officer(s) had dealt with them very well or excellently.



3.4.5 PCSOs were asked to identify their 3 core functions from the list of options above. As can be seen 'law enforcement' received the lowest response and 'public reassurance' the highest.

3.4.6 The researchers conclude that for maximum impact upon public reassurance PCSOs need to be targeted at times and places which judiciously combine:

- high levels of crime risk;
- high levels of public fear of crime;
- low presence of other 'capable guardians' (wardens etc.);
- high visible presence to the public.

4 A study of four electoral wards in Leeds

4.1 The impact of PCSOs and wardens:

PCSOs in Leeds spend around 82% of their duty-time outside the police station. For regular police officers this figure is only around 43%.

- 4.1.1 Across all the study neighbourhoods it is clear that PCSOs and wardens are making a significant impact in reassuring their local communities and that both are far more visible to local people than regular police patrols. PCSOs are deployed for community engagement and dealing with low-level incidents, such as underage drinking or anti-social behaviour. A large variety of tasks, other than general street patrol, fall under this role, including promoting neighbourhood watch and property marking schemes.
- 4.1.2 The impact of PCSOs and wardens on crime figures is less clear. However the NPTs studied, in-line with ACPO guidelines, do not treat this as PCSOs' prime function. Officers are deployed to tackle anti-social behaviour and reassure the public and are only responsible for following up minor crimes, such as petty criminal damage. Often these are cases where the chances of catching an offender are considered low and the PCSO's main function is to support the victim and give crime prevention advice.
- 4.1.3 That said PCSOs and wardens generate a lot of high quality intelligence. This is widely recognised as being of great assistance to regular police officers in combating crime. For example police and council managers strongly linked the recent, successful 'crack house' closures in Harehills to intelligence provided by local PCSOs and wardens.
- 4.1.4 Wardens and PCSOs also carry out a great deal of crime prevention work. For example if they pass a vehicle that has been left insecure or with property on display they report it under the 'VCRAT' system. The DVLA then send the vehicle owner an advice letter. They also carry letters to leave for householders if a property is found insecure. Additionally both are involved in regular 'Smartwater' property marking initiatives.

4.2 Public surgeries

- 4.2.1 Both PCSOs and wardens hold regular public surgeries. The impact of these depends upon the location used. Wherever possible this should be identified in terms of local experience of 'what works.' Such factors might include:
- a building which is well used by the public;
 - with a single main entrance or thoroughfare which officers can man for maximum effect;
 - where a private room is available for people who want to speak in confidence.
- 4.2.2 A good example of this was identified by the Horsforth NPT. Officers from the team also operate in Adel & Wharfedale ward and hold surgeries in the local ASDA. The supermarket is used by a wide range of local people and has a single main entrance where PCSOs set up a table and hand out crime prevention leaflets. A private room is

also made available for them to use. In addition an ASDA ‘greeter’ announces the presence of the PCSOs frequently over a microphone to help maximise awareness amongst shoppers. The supermarket is happy to provide these facilities as it benefits from extra security and publicity by having PCSOs regularly on site.

- 4.2.3 In parts of the outer wards PCSOs do however feel that some form of mobile surgery would be very useful for increasing their accessibility among people for whom transport and mobility are an issue.
- 4.2.4 In Gipton & Harehills some PCSOs feel that their surgeries are a failure. Local residents are often too afraid to be seen talking to the police and the direct telephone-line to the NPT office is far more popular for reporting problems or supplying information. Fortunately local wardens also hold surgeries and are not affected in this way, which is a good example of how they can offer an alternative reporting avenue and service to the public and complement the work of PCSOs.

4.3 Roles and responsibilities

PCSOs

“PCSOs are not a replacement for police officers. Their purpose is to complement and support police officers by addressing many of the quality of life issues that affect our communities, such as reporting vandalism, that do not require the experience or powers held by police officers but which often take officers away from more appropriate duties.” (ACPO).

- 4.3.1 Table 5 sets out how often PCSOs felt that they carried out a number of identified specific functions when interviewed by the University of Leeds in 2004.

| Table 1: PCSO specific functions (%) | | | |
|---|-------------------------|---------------------|----------------------|
| | Often/Very often | Occasionally | Rarely/ Never |
| Monitor occupied homes | 19 | 19 | 59 |
| Monitor void properties | 8 | 17 | 70 |
| Deal with environmental issues (graffiti, litter abandoned vehicles) | 26 | 32 | 43 |
| Gather evidence as professional witnesses | 49 | 28 | 21 |
| Interact with residents | 72 | 17 | 11 |
| Offer security advice to the public | 58 | 40 | 2 |
| Respond to incidents reported by the public | 79 | 17 | 4 |
| Respond to alarms | 47 | 45 | 8 |
| Respond to incidents notified by the police | 60 | 29 | 8 |
| Control traffic | 13 | 62 | 25 |
| Signposting and referring people to other services | 34 | 25 | 36 |
| Facilitating partnership working between services | 38 | 36 | 21 |

These figures come from PCSOs in the city centre but are typical of the response of officers to this report. In inner wards particularly, PCSOs face responsive pressures and so environmental issues are not a high priority.

4.3.2 PCSOs are often used to respond to local concerns which PCs find difficult due to lack of time. For example they have recently been committed to deal with the problem of alcohol abuse in Horsforth Park. Police supervisors generally feel a new confidence that such incidents of anti-social behaviour can be committed to and dealt with thoroughly whereas in the past the job would often have had to become low priority for regular police officers due to more urgent commitments.

Another example of this is personal follow up visits to burglary victims. PCSOs in all four NPTs do these to fill a void which PCs, due to time pressures, cannot. A patrol PC often has to deal with burglaries as quickly as possible in order to get to another incident, which can leave victims feeling let down and unsupported.

4.3.3 A major role of PCSOs is intelligence gathering. A number of police managers stated this data is as good in quality as that from PCs and in addition PCSOs have local knowledge which is unique. It is a common occurrence for PCs to circulate photos of suspects to local PCSOs for identification. While they cannot know everyone on their beat, PCSOs are very aware of local criminals and problem individuals (who are also very aware of them in return).

4.3.4 PCSOs will also get involved in police work or initiatives. The merits of these need careful consideration as they risk taking officers away from their core function of community policing. One Inspector describes this danger as "*mission creep*." Local commanders should always consider how to build into such initiatives the unique skills of PCSOs. A good example is the use of a Speed Indication Device (SID) by the Horsforth NPT among others. The intention is for PCSOs to work alongside PCs in crewing the device, which will give them an opportunity to speak to motorists that are stopped and discuss road safety with them informally. An issue PCSOs can face on some quiet beats is a lack of contact with the public (especially with people who work during the day). Therefore initiatives that generate positive communication opportunities can be a good use of PCSO time.

Neighbourhood wardens

4.3.5 Warden powers are far more limited than those of PCSOs and their main priorities are issues concerning the local, urban environment. A study of wardens' activity data from 2004 showed that in an average month each warden dealt with:

- 120 environmental issues (6 a day);
- 27 nuisance problems;
- 14 crime related matters;
- 3.5 traffic problems;
- 3.5 needle collections;
- 1.5 incidents of drunkenness;
- 23 other incidents.

In addition each warden on average made the following number of official reports to relevant authorities each month:

- 41 rubbish related matters;

- 21 reports to council departments;
- 20 anti-social behaviour incidents;
- 11 reports to the police;
- 2.5 untaxed vehicles;
- 1.5 cases of vandalism;
- 1.3 abandoned vehicles;
- 1.3 cases of graffiti (wardens also clean up graffiti where possible);
- 1.1 housing repairs;
- 81 other reports to self or colleagues

4.4 Relative pay levels

| Table 2: Comparison of neighbourhood warden, PCSO & PC salaries | | | | |
|--|-------------------------------|-------------------------------|------------------------|---------------------|
| | Minimum basic salary £ | Maximum basic salary £ | Shift allowance | Hours worked |
| LCC warden | 16,137 | 17,985 | 14% | 8am – 10pm |
| WYP PCSO | 16,203 | 17,967 | 14 - 20% | 7am – 3am |
| WYP constable | 19,803 | 31,092 | Overtime payments | 24hrs |

4.4.1 PCSOs receive pay increments based on service in the same way as other police staff. They also receive a shift allowance for working unsociable hours. But while an experienced PCSO or warden may not be so much cheaper than a new probationer PC in terms of salary, they cost much less to train. Over the long term, once incremental salary increases are considered, even an experienced PCSO or warden would be much cheaper to employ than a PC with the same years' service. In the case of council funded PCSOs, the council pays no more than 50% of the overall cost.

4.5 Community Policing

4.5.1 Many police officers identify PCSOs with traditional community policing. But this does beg the question of how the community feel about the police? If local people are hostile and the police distrusted then the presence of PCSOs is likely to be more a cause for local concern than for welcome.

4.5.2 PCSOs require strong communication skills and the fact that many have them reflects well on the WYP recruitment process. Talking to strangers is not easy for many people and PCSOs are no different. Their uniform also adds a barrier. PCSO training is far shorter than that of regular PCs and it is to their credit that most cope so well on the streets. The national and local statistics available show the public are well satisfied with the response and service they get from PCSOs.

“Officers must have the wit and patience to turn potentially hostile contacts into positive ones. This is no mean task, day after day, night after night, in all weather. No matter what their mood the police are expected to be firm but pleasant.”
(Graef, 1989:90).

Many PCSOs identified that this was an area in which their training was insufficient and many felt that the classroom element could have been compressed into a shorter timescale to allow more practical development of these skills. It was also felt being partnered with an experienced PCSO when newly qualified is good practise before patrolling alone.

4.5.3 **Community policing in outer wards**

In the outer wards of Morley and Horsforth there are clearly greater levels of trust for the police than in inner wards. They generally seem to have a more static population, less highly stressed, with clearer loyalties to their place of residence and a stronger sense of community. Involvement in decisions over the use of PCSOs is often devolved to a more local level than in inner wards; parish councils in both Horsforth and Morley choose to fund additional officers. One elected member theorises that this involvement encourages ‘active citizens’ which are a vital element of successful community policing.

4.5.4 **Community policing in inner wards**

It is often more difficult in the inner-city to identify who ‘the community’ is that is to be policed. Neighbourhoods are often far smaller and less cohesive than in outer wards and more likely to be comprised of pockets of alienated people and social groups predisposed to be hostile towards anyone in a police uniform. High levels of anti-social behaviour mean PCSOs can become very reactive, rushing from one incident to the next with little time for stopping and speaking to people.

| Table 3: Relative populations and crime levels by ward (2004-05 data) | | |
|--|-------------------------|--|
| | Total households | Total recorded crimes per 1000 population |
| Chapel Allerton | 10,749 | 209.77 |
| Gipton & Harehills | 10,972 | 257.78 |
| Horsforth | 9187 | 90.85 |
| Morley North | 9197 | 99.57 |
| Morley South | 9297 | 110.15 |

4.5.5 The figures above illustrate another problem; inner-city PCSOs face higher crime levels than colleagues in outer wards, yet they are match-funded by LCC in equal numbers across the city.

4.5.6 Neighbourhood wardens do not suffer from the same natural hostility as PCSOs (they report being subject to far less physical and verbal abuse). In Gipton and Harehills both wardens and PCSOs feel there are advantages in maintaining an obvious distinction between wardens and the police - such as local people inviting wardens in high visibility clothing to visit them at home who would not allow PCSOs to do the same for fear of reprisals. There is also a link between wardens' environmental work and their relationship with the local community. An elected member for Gipton & Harehills identified this as a strong source of public faith and the local Phoenix Residents Association agrees.

4.6 Base location & transport

4.6.1 The wardens interviewed are based on the estates in which they work. These are small, local offices with 2-3 wardens each. The premises are also used as drop in points for local people and other service providers working in the area. One warden described the effect of these offices as making him and his colleague "*part of the furniture on the estate*". Unfortunately very limited ICT facilities at the offices is an issue and leads to inefficiencies with wardens having to 'borrow' email access at other locations as and when available.

4.6.2 PCSOs are based in local police stations. This resolves communications and ICT issues, but gives only limited assistance to their local integration. Additionally, while bicycles are a big help, when on foot patrol reaching distant beats is considered a real issue in many places. PCSOs are not allowed to drive police vehicles and patrol cars very rarely have time to give them lifts. Public transport is an option, but this is not always available, especially at night. WYP are currently looking at a number of options for PCSO vehicle transportation.

4.7 Night patrols

4.7.1 A shift system has been established for deploying wardens to regularly work up until 10.00pm and is currently being established across the city. The details of how the shift systems are operated are agreed locally, to meet community needs. Although they have no powers beyond those of normal citizens, wardens can often recognise night time trouble-makers and then identify and report them to the relevant agencies. Local witnesses often will not pass such identifications on out of fear of reprisals. Night patrolling also reassures residents and is often initiated at their request.

4.7.2 PCSOs work shifts which are set locally and report that evening and night time duties are particularly effective. They can be seen by residents who are away at work during the day and local people often feedback that the reassurance value of uniformed patrols is even greater at night.

4.8 Partnership

- 4.8.1 The University of Leeds research recommended that wardens be integrated into NPTs. It would be inadvisable to combine them as part of a formal team under police control since the priorities of wardens and PCSOs differ. The police are naturally crime focussed and their role often means coming into contact with the public in confrontational situations. Wardens have the freedom to be more proactive and to reach out to local people; they tend to have a softer approach. Nevertheless it is important that links between wardens and NPTs continue to be improved since wardens are an important part of wider neighbourhood policing.
- 4.8.2 Community safety managers and the police are continuing to improve their co-operation. For example in the East area, community requests get tasked out to PCSOs via council area management speaking to NPT inspectors. They also get feedback from the police on member enquiries (it took time to get this in place, but the system is reported to work well now). The area forums usually include a sergeant and PCSO(s) who also attend neighbourhood tasking meetings. Finally for Gipton & Harehills an electronic 'intelligence box' has been created which both local wardens and PCSOs can access and contribute to.

4.9 Public reaction

A key element of this study was to determine the public reaction to PCSOs and wardens. None of the groups surveyed gave any negative responses. Highlights of the results are given below.

- 4.9.1 ***Residents of the Broadfields Sheltered Housing Complex, Horsforth:***
"They [PCSOs] do an excellent job, we know them and they are reliable. They keep an eye on the place. Things have been bad in the past; we've had a lot of trouble from gangs of youths. The PCSOs respond to the information we give them; they even have nicknames for all the residents."
- "The PCSOs visit us frequently. Before they were here there were crime problems. Kids used to play on the fire escapes and roofs. There was also a lot of stone throwing ... the kids are frightening to us, but the PCSOs know many of them and can stop problems before they start. They also deal with illegally parked cars and rubbish."*
- "The PCSOs will also call in if there is anything unusual, such as a light on at night. They have helped when residents have fallen and been locked in."*
- "The community police [PCSOs] always speak to people and have time for us. As well as listening they also provide a lot of information. They are the best thing that ever happened to us."*
- "The PCSOs respect people and don't make you feel foolish when you report anything. They are not feared by elderly and young people in the way regular police are."*

4.9.2 **Chairman of the Horsforth pubwatch scheme:**

"Definitely they [PCSOs] have had a positive effect. They talk to people and they pick up on things; I get on well with them. Some people said at first that they were policing on the cheap, but they have made a real difference - I mean they get a full response from the regular police straight away [if needed]. The PCSOs are very good and friendly. The more the better, that's what I say."

4.9.3 **Meanwood Elders Neighbourhood Action:**

"Meanwood Elders Neighbourhood Action covers LS6, 7 and 17 areas of Leeds offering a range of services to older people. We have recently had quite a lot of contact with PCSOs from the Chapeltown area as one of our members who lives in the Miles Hill area has been having a lot of trouble with local young people, including two thefts from her home and other nuisance disturbances.

"I know from talking to our member that the PCSOs who have worked with her have been incredibly supportive and have helped to arrange a variety of safeguards to try and help the lady feel more secure and safe in her own home, as well as helping her to feel better within herself. We have also met the PCSOs ourselves and were much impressed by their commitment and attitudes."

4.9.4 **CASAC Leeds:**

"We have done lots of work with the local PCSOs and neighbourhood wardens in terms of door knocking to promote CBR [CASAC Burglary Reduction] and they have been extremely helpful. We have done this... for general awareness around the issues relating to burglary - keeping doors locked etc.

"I have found that the PCSOs are extremely helpful when organising specific operations. This has mostly involved 'door knocking' [with a safety engineer] in order to advise people of our service ... I don't think that we could have offered our service in this way without the PCSOs because regular police officers have other priorities. It is my understanding that the PCSOs are extremely familiar with their particular areas and have always been extremely friendly and helpful.

"These figures relate to the number of properties visited in the Chapeltown area:

*February 2005 - 33
March 2005 - 25
September 2005 - 25
October 2005 - 27
November 2005 - 63
March 2006 - 40*

"Another of our safety engineers works regularly with the PCSOs in Morley and we have also completed door knocking activities in the Horsforth area during the past 12 months."

4.9.5 **Bell Isle Family Centre:**

"We have had a lot of success with the Community Support Officers, being based in Belle Isle, near a challenging high school, their input has been invaluable to us.

4.9.6 Leeds Federated Housing Association:

"Leeds Fed has about 120 properties on the Stonegate estate in Meanwood. Our Housing Officer reports that although he has less contact with them now than in the past (we've recently closed an estate office) they [PCSOs and wardens] have a wealth of local knowledge and seem to know the people causing trouble in the area. He added that they have become part of the environment."

4.9.7 Head teacher of Hovingham Primary School:

"I would like to make very positive comments about the PCSOs and wardens in this area. They have attended public meetings at our school, the wardens have also followed up complaints made by our parents/superintendent in the area and attended some of local 'fun afternoons' over the holiday. The PCSOs also attended and had great fun supervising the bouncy castle. They also patrol at the end of the school day to ensure the safety of our parents, carers and children as parking is hazardous and traffic moves far too quickly outside our school ... I think they provide a valuable service to the community."

4.9.8 Leeds YMCA

"We have a positive relationship with both PCSOs and neighbourhood wardens. They do an effective job in not only dealing with issues of crime, disorder and anti-social behaviour, but in bringing different organisations in our community together and being pro-active in improving the range of diversionary activities available to young people. They have actively involved us in the local multi-agency team meetings."

4.9.9 Email relating to a phone-call from a Beckhill resident to LCC

"She [the resident] is extremely pleased with the estate. She's lived there for four years and ... she said the atmosphere was different, there was an air of optimism, it's clean, lovely, and a great place to be. She said [the local wardens] have made such a difference to the estate and felt she had to phone up today to say how pleased and grateful she was that all the services have helped make it a better place to live and she would like to thank them."

5 Conclusions and Recommendations

- 5.1 Careful consideration should be given to any expansion of the role and powers of PCSOs. There is already a tension between officer's being 'non-confrontational' and their charge to tackle anti-social behaviour. It should be acknowledged however that many PCSOs favour such an expansion and **building more awareness and experience of these issues into PCSO training would be beneficial**. Many PCSOs reported feeling unprepared for the 'reality' of their job. **It is suggested that West Yorkshire Police also consider commissioning new training for NPT supervisors** to assist them in managing PCSOs who have different terms, conditions and responsibilities to regular officers.
- 5.2 **Neighbourhood wardens should be seen as complementary, but distinct from, PCSOs**. In the inner wards, where distrust of the police is high, wardens have been able to build up closer relationships with communities. PCSOs have an enforcement role and exist to release police officer time and to help meet police targets. Wardens demonstrate more flexibility with an emphasis on social inclusion and community regeneration. In the outer wards, where levels of crime and disorder are different, PCSOs can operate in a more proactive manner.
- 5.3 There are examples of good practise regarding warden and PCSO intelligence sharing and co-operation, such as electronic 'intelligence boxes.' However channels of direct communication still remain a problem. **PCSOs are issued 'Airwaves' personal radios which are capable of receiving incoming telephone calls, but this feature is not currently enabled** because of concerns that it would reduce a PCSO's ability to monitor and respond to his or her radio. There would also be a cost-implication in making such an upgrade. **It is recommended that the options for direct communication between wardens and PCSOs are fully explored with a view of addressing current deficiencies. In addition the council should also reconsider the communication and IT equipment available in warden offices** (particularly in terms of email access and report submission).
- 5.4 **West Yorkshire Police is asked to consider whether the benefits wardens get from operating at a very localised level can be relevant to police personnel**. There are a number of ways other police forces are attempting to introduce more local policing beyond that of NPTs. The Metropolitan Police is moving to an 'estate-based' model with teams of six officers operating from small bases within the heart of communities. **It is recommended that, once appropriate conditions have been addressed, the police look at establishing local, secondary bases for PCSOs** within beat areas. These would offer 'on site' facilities for PCSOs and a drop in location for members of the public. It is also recommended that these bases be created with the intention of becoming multi-agency with other local service-providers using the facilities and sharing costs as appropriate.

Another approach to community engagement which West Yorkshire Police are asked to consider is that demonstrated by Leicestershire Constabulary: officers are given small 'microbeats' to patrol and oversee. These can cover a few streets, an estate, crime hotspots or vulnerable locations. Officers are encouraged to become

guardians for their little area and to build relationships with residents. On the St Matthews estate in Leicester, crime has fallen by more than 20% in nine months using this technique.

- 5.5 Some elected members from the inner-city expressed concerns that area committees can sometimes lead to inconsistencies in decision making and do not always address the complex needs of individual wards and neighbourhoods. In the outer wards studied this concern was not raised. In these areas there are additional, direct links between parish councils and NPTs with the former having some genuine influence over tactical decisions around the deployment of local PCSOs.

It is therefore recommended that ways of strengthening ward or even estate-level links to NPTs be explored where appropriate. This would be consistent with the new Government White Paper, 'Strong and Prosperous Communities,' which stresses the importance of empowering localities and specifically of increasing the responsiveness to communities of PCSOs and the police.

- 5.6 By the end of 2006/07 there should be at least five city council match-funded PCSOs in each ward of the city. Although obviously people will still want to see increased numbers of officers, when combined with PCSOs funded through the Home Office and other organisations this will provide a significant number of policing staff across the city; West Yorkshire Police estimate that the total number will be around 330 by the end of the financial year.

It will be important that ward resources are targeted where victims most need those services and it suggested that this be done by the police in conjunction with local stakeholders as discussed above in 5.5. It is known that public fear of crime is often greatest in high-crime areas and targeting of resources at identified hotspots would be consistent with policy on other performance targets such as burglary reduction.

- 5.7 **It is also recommended that should additional funding become available in the future, consideration be given to financing a balanced mix of patrol personnel** including additional neighbourhood wardens where appropriate. Such decisions should be taken based upon local circumstances and need. Due to the inherent limitations of their role, the ability of PCSOs to impact on communities is likely to reach a peak without other support.
- 5.8 **Finally it is recommended that this report be used to encourage best practise** and is circulated to Safer Leeds, area management and West Yorkshire Police.

References:

- Accenture** (2005) *'Study of Terms and Conditions of Police Community Support Officers,'* Home Office
- Crawford, A. et al** (2005) *'Filling the void, Connecting the Pieces: An Evaluation of Neighbourhood and Street Wardens in Leeds,'* University of Leeds.
- Crawford, A. et al** (2004) *'Patrolling with a Purpose: An Evaluation of Police Community Support Officers in Leeds and Bradford City Centres,'* University of Leeds.
- Graef, R.** (1989) *'Talking Blues,'* Collins Harvill.
- HMIC** (2001) *'Open All Hours – A Thematic Inspection Report on the Role of Police Visibility and Accessibility in Public Reassurance,'* Home Office.
- Home Office** (2006) *'A National Evaluation of Community Support Officers,'* London.
- Home Office** (2005) *'Neighbourhood Policing – Your Police; Your Community; Our Commitment,'* London.
- Long, M. & Robinson, A.** (2006) *'PCSO Interim Report,'* Sheffield Hallam University
- Neighbourhood Renewal Unit** (2004) *'Guidance for Warden Schemes on Working with Community Support Officers,'* ODPM.

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Originator: S Winfield

Tel: 24 74707

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Neighbourhoods and Housing)

Date: 8th November 2006

Subject: Work Programme

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

1.0 INTRODUCTION

1.1 Attached at appendix 1 is the current work programme of the Board which includes scheduled and unscheduled items.

1.2 The Forward Plan for November to February 2007 is at appendix 2.

2.0 RECOMMENDATION

2.1 The Board is requested to receive and make any changes to the attached work programme following discussions at today's meeting.

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SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING) - WORK PROGRAMME - LAST REVISED OCTOBER 2006

Appendix 1

| ITEM | DESCRIPTION | NOTES | DATE ENTERED INTO WORK PROGRAMME |
|---|---|-------|----------------------------------|
| Suggested Areas for Scrutiny Currently Unscheduled | | | |
| Partnership working – District Partnerships and Area Delivery Plans | | | |
| Supporting People | | | |
| Meeting date: 6th December 2006 | | | |
| EASEL update | To receive a report updating the Board on the EASEL programme | | |
| Lettings Policy Update | To receive an update on the local Lettings Policy | | |
| Inquiry into Regeneration in Beeston Hill and Holbeck | To agree the Board's recommendations. | | |
| Ombudsman briefing | | | |
| Meeting date: 10th January 2007 | | | |
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| | | | |
| Meeting date: 7th February 2007 | | | |
| Monitoring report | | | |
| | | | |
| Meeting date: 7th March 2007 | | | |

SCRUTINY BOARD (NEIGHBOURHOODS AND HOUSING) - WORK PROGRAMME - LAST REVISED OCTOBER 2006

| ITEM | DESCRIPTION | NOTES | DATE ENTERED INTO WORK PROGRAMME |
|---|---|-------|----------------------------------|
| | | | |
| Meeting date: 11th April 2007 | | | |
| Annual Report | To agree the Board's contribution to the Scrutiny Annual report | | June 2006 |
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LEEDS CITY COUNCIL

FORWARD PLAN OF KEY DECISIONS

For the period 1 November 2006 to 28 February 2007

| Key Decisions | Decision Maker | Expected Date of Decision | Proposed Consultation | Documents to be Considered by Decision Maker | Lead Officer (To whom representations should be made) |
|---|--|----------------------------------|---|---|--|
| LCC Empty Property Strategy 2006-2010 Approval of Strategic Document | Executive Board (Portfolio: Neighbourhoods and Housing) | 15 Nov 2006 | Previously undertaken | The report to be issued to the decision maker with the agenda for the meeting | Director of Neighbourhoods and Housing |
| Leeds Affordable Warmth Strategy To approve the plan to deliver services to assist low income households to keep warm affordably. | Executive Board (Portfolio: Neighbourhoods and Housing) | 13 Dec 2006 | Two workshops in September and October. Draft plan to public comment in late October. | Affordable Warmth Strategy | Director of Neighbourhoods and Housing |
| 10th Home Energy Conservation Act Report For information only. Report identifies the improvements in energy, heating and insulation to all areas of the City in the 2005/06 period. | Director of Neighbourhoods and Housing | 24 Jan 2007 | None. | 10th Home Energy Conservation Act Report | Director of Neighbourhoods and Housing |

NOTES

Key decisions are those executive decisions:

- which result in the authority incurring expenditure or making savings over £500,000 per annum, or
- are likely to have a significant effect on communities living or working in an area comprising two or more wards

Executive Board Portfolios

Executive Member

Central and Corporate

Councillor Mark Harris

Development

Councillor Andrew Carter

City Services

Councillor Steve Smith

Neighbourhoods and Housing

Councillor John Leslie Carter

Leisure

Councillor John Procter

Children's Services (Lead)

Councillor Richard Brett

Children's Services (Support)

Councillor Richard Harker

Adult Health and Social Care

Councillor Peter Harrand

Customer Services

Councillor David Blackburn

Leader of the Labour Group

Councillor Keith Wakefield

Advisory Member

Councillor Judith Blake

In cases where Key Decisions to be taken by the Executive Board are not included in the Plan, 5 days notice of the intention to take such decisions will be given by way of the agenda for the Executive Board meeting.