



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 14th June, 2006 at 1.00 pm

MEMBERSHIP

Councillors

M Harris (Chair)	K Wakefield
A Carter	J Blake*
D Blackburn	
R Brett	
J L Carter	
R Harker	
P Harrand	
J Procter	
S Smith	

*non voting advisory member

A G E N D A

Item No K=Key Decision	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded)</p>	
2			<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>	
3		<p>Item 13- Appendices 1,2 & 4 (to be circulated at the meeting)</p> <p>Item 18- Appendix 1</p>	<p>EXCLUSION OF PUBLIC</p> <p>To identify items where resolutions may be moved to exclude the public</p>	
4			<p>DECLARATION OF INTERESTS</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>MINUTES</p> <p>To confirm as a correct record the minutes of the meeting held on 17th May 2006</p>	1 - 8

Item No K=Key Decision	Ward	Item Not Open		Page No
6 k			<p><u>CENTRAL AND CORPORATE</u></p> <p>COUNCIL PLAN</p> <p>To consider the report of the Acting Chief Officer Executive Support on the production of the Council Plan containing the Best Value Performance Plan to be presented to Council for approval on 21st June in advance of publication in its final form on 30th June 2006</p>	9 - 12
7 k			<p>EQUALITY AND DIVERSITY STRATEGY 2006 - 2008</p> <p>To consider the report of the Chief Officer, Executive Support providing background information, outlining the processes undertaken in the development of the Equality and Diversity Strategy, outlining how it will be developed and monitored and seeking approval of the strategy prior to a launch event on 29th June 2006</p>	13 - 72
8			<p>FINANCIAL OUTTURN 2005/06</p> <p>To consider the report of the Director of Corporate Services on the Council's financial performance for the year ending 31st March 2006, prior to the submission of the annual accounts to the Corporate Governance and Audit Committee for approval, and subject to audit</p> <p><u>DEVELOPMENT</u></p>	73 - 88
9 k			<p>UDP REVIEW RESPONSE TO MODIFICATIONS</p> <p>To consider the report of the Director of Development providing an overview of the response to the Proposed Modifications and to consider what further action is required to progress the UDP Review to adoption by full Council</p>	89 - 142

Item No K=Key Decision	Ward	Item Not Open		Page No
10			<p>A STRATEGIC CHANGE PROGRAMME FOR PLANNING AND DEVELOPMENT SERVICES</p> <p>To consider the report of the Director of Development seeking approval for the recommended outcomes of a Strategic Review of Planning and Development Services</p> <p><u>NEIGHBOURHOODS AND HOUSING</u></p>	143 - 180
11 k			<p>AREA FUNCTION SCHEDULES 2006/07</p> <p>To consider the report of the Director of Neighbourhoods and Housing outlining the Area Function Schedules for 2006/07</p>	181 - 200
12 k			<p>LEEDS HATE CRIME STRATEGY</p> <p>To consider the report of the Director of Neighbourhoods and Housing presenting the Leeds Hate Crime strategy designed to provide a framework to deal with all aspects of hate crime with a vision to create an environment where no form of hate motivated crime is tolerated</p>	201 - 204
13	Gipton and Harehills	10.4 (3)	<p>REGENERATION OF THE FLORENCE STREET AREA OF HAREHILLS</p> <p>To consider the report of the Director of Neighbourhoods and Housing on options for the regeneration of the Harehills area and on a proposal for the acquisition and clearance of 36 properties</p> <p>Appendices 1,2 and 4 to this report are designated as exempt under access to Information Procedure Rule 10.4(3) and will be circulated at the meeting</p> <p><u>CHILDREN'S SERVICES</u></p>	205 - 218

Item No K=Key Decision	Ward	Item Not Open		Page No
14 k			<p>FRAMEWORK FOR MANAGING PRIMARY SCHOOL PLACES</p> <p>To consider the report of the Chief Executive of Education Leeds presenting a policy document for the planning of primary school places to replace the existing Strategy for School Reorganisations approved by the Executive Board in early 2005.</p>	219 - 242
15 k	Chapel Allerton; Moortown;		<p>REVIEW OF PRIMARY PROVISION IN MEANWOOD PRIMARY PLANNING AREA</p> <p>To consider the report of the Chief Executive of Education Leeds on the outcome of the further discussions that have taken place since the formal consultation that took place in Summer 2005.</p>	243 - 254
16 k	Horsforth		<p>REVIEW OF PRIMARY PROVISION IN HORSFORTH PRIMARY PLANNING AREA</p> <p>To consider the report of the Chief Executive of Education Leeds on the outcome of a review of primary provision in the Horsforth Primary Planning Area</p>	255 - 262
17			<p>LOCAL GOVERNMENT OMBUDSMAN REPORT ON A SCHOOL CLOSURE NOTICE</p> <p>To consider the report of the Director of Legal and Democratic Services on a recent finding of maladministration and injustice in a report issued by the Local Government Ombudsman in relation to a school admissions matter.</p>	263 - 272
18		10.4(1) & (2)	<p>SCHOOLS CAUSING CONCERN</p> <p>To consider the report of the Chief Executive of Education Leeds on actions being followed to ensure that the schools causing the most serious concerns are being monitored, supported and challenged through planned interventions</p>	273 - 320

Item No K=Key Decision	Ward	Item Not Open		Page No
19			<p>RECENT OFSTED INSPECTIONS</p> <p>To consider the report of the Chief Executive of Education Leeds summarising the outcomes of recent Ofsted inspections during the spring term 2006</p> <p><u>ADULT HEALTH AND SOCIAL CARE</u></p>	321 - 336
20			<p>SCRUTINY BOARD REPORT - CHILDHOOD OBESITY PREVENTION AND MANAGEMENT</p> <p>To consider reports of the Chief Executive (a) and of the Chief Democratic Services Officer (b) presenting a recommendation made by the Scrutiny Board (Health and Wellbeing) following their recent inquiry into childhood obesity prevention and management</p>	337 - 368

EXECUTIVE BOARD

17TH MAY 2006

PRESENT: Councillor A Carter in the Chair
Councillors D Blackburn, J L Carter, Harrand,
Harris, J Procter, Smith and Wakefield

Councillor Blake – Non-Voting Advisory Member

267 Substitute Member

Under the terms of Executive Procedure Rule 2.3 Councillor Bentley was invited to attend the meeting on behalf of Councillor Harker.

268 Exclusion of the Public

RESOLVED – That the public be excluded from the meeting during consideration of appendix 1 to the report referred to in minute 277, during consideration of appendix 3 to the report referred to in minute 271 and during consideration of appendix 4 of the report referred to in minute 284 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt or confidential information, defined in Access to Procedure Rules as indicated in the minutes.

269 Declarations of Interest

Councillor Blackburn indicated his intention to leave the room during the discussion on the item relating to the sale of land at Elmwood Road, Leeds 2 (minute 277) in order to avoid any perception of predetermination at such time as the matter may be considered by the Plans Panel (City Centre) of which he was a member.

Councillor J L Carter declared a personal interest in the item relating to Re'new – Expenditure of Reserves (minute 283) as Chair of the Re'new Board.

Councillor A Carter declared a personal and prejudicial interest in the item relating to Combined Secondary Schools PFI (Minute 290) as a director of a company which may tender for works under the scheme.

A further declaration of interest made during the meeting is referred to in minute 287 (Councillor D Blackburn)

LEISURE

270 Deputation to Council – The Friends of Woodhouse Moor

The Director of Learning and Leisure submitted a report in response to the above deputation which attended Council on 5th April 2006 with regard to car parking proposals on Monument Moor

A supplementary report on the outcome of consultations on the proposal was circulated at the meeting

RESOLVED – That the proposal to establish a car park on Monument Moor be withdrawn.

NEIGHBOURHOODS AND HOUSING

271 Little London Housing PFI – Outline Business Case

The Director of Neighbourhoods and Housing submitted a report on proposals for a Regeneration Plan for Little London, for the Outline Business Case for the Little London PFI scheme and for approval in principle for the disposal of the development sites identified on the plan at appendix 1 to the report and of Lovell Park Grange, Heights and Towers and the application of the Capital Receipts from such disposals to the Comprehensive Regeneration Scheme. The Director indicated that reference in the report to the refurbishment of 912 Council homes was incorrect and that it should refer to 922 Council homes

The report presented an appraisal of the following four options for funding and delivery of any improvements:

- (a) ALMO option via Leeds North West Homes using Supplementary Credit Approvals
- (b) PFI and complementary Development Agreements with the private sector
- (c) Stock transfer
- (d) Joint venture

Following consideration of appendix 3 to the report designated as exempt/confidential under Access to Information Procedure Rules 10.4(3) and 10.2(a), which was considered in private at the conclusion of the meeting it was

RESOLVED –

- (a) That approval be given to proceed with the Comprehensive Regeneration Option, delivered through a Private Finance Initiative Contract and associated Development Agreements, as outlined in the report, as part of the Regeneration Plan for Little London
- (b) That approval be given to the Outline Business Case for the comprehensive regeneration of Little London, the scope of which was described in the report, including the affordability envelope and Council contributions outlined at appendix 3 and the application of Capital Receipts from the disposal of the development sites and from Lovell Park Grange, Court and Towers (as identified at Appendix 1) to the scheme

272 Minutes

RESOLVED – That the minutes of the meeting held on 19th April 2006 be approved.

DEVELOPMENT

273 Burley Road Integrated Transport Corridor

The Director of Development submitted a report on the proposed implementation of a scheme to provide a new outbound bus and cycle lane on Burley Road and to improve the junction of Burley Road with Cardigan Road as part of the Local Transport Plan programme.

RESOLVED –

- (a) That the Burley Road Integrated Transport Corridor proposal as shown on drawing number HDC/701093/C01 at an estimated cost of £3,925,000 be approved
- (b) That approval be given to expenditure of £3,215,000 comprising £2,935,000 works costs and a further £280,000 staff costs to complete the scheme design.
- (c) That the previous approval of staff costs of £335,000 be noted
- (d) That the contribution from a developer of £150,000 works costs and £30,000 staff costs for highway works associated with a S278 Agreement be noted
- (e) That the contribution from the 2007/08 Highway Maintenance budget of £190,000 be noted
- (f) That the Board notes that a separate report to Joint Highways Board has been approved giving authority to prepare draft Traffic Regulation Orders incurring staff costs of £5,000

274 Report on Progress of Water Asset Management Group

The Director of Development submitted a report on the development and implementation of detailed proposals by the Water Asset Management Working Group in response to major flooding incidents in Leeds in 2004/05

RESOLVED –

- (a) That the work and progress of the Water Asset Management Working Group to date be noted and that its ongoing work programme, from which further recommendations with budgetary implications may arise, be supported
- (b) That the Policy Statement 'Maintaining Water Resources and Responding to Flood Incidents', attached to the submitted report, be approved.

275 Fearn Island Mills Affordable Housing

The Director of Development submitted a report on proposed expenditure of section 106 monies on an affordable housing subsidy at a housing scheme at Timblebeck, Fearn Island Mills, in the city centre which will enable Yorkshire Housing Association to acquire 9 two bedroom flats from the developer for affordable home purchase by households in need

RESOLVED –

- (a) That approval be given to the injection of £605,000 S106 money into the Capital Programme to fund the grant for affordable housing and legal costs, as outlined in the submitted report
- (b) That authority be given to spend £605,000 S106 money on the scheme.

276 Nottingham Declaration on Climate Change

The Director of Development submitted a report on the Nottingham Declaration on Climate Change proposing that it be signed by the Leader of Council and Chief Executive as proposed by Council resolution in November 2005.

RESOLVED – That the Leader of the Council and the Chief Executive sign the Nottingham Declaration on Climate Change, as proposed by the Council resolution on 1st November 2005.

277 Elmwood Road, Leeds 2

The Director of Development submitted a report on the position in relation to the sale of land at Elmwood Road following its marketing, the subsequent receipt of best and final offers and the shortlisting of four parties requested to submit final offers and schemes for consideration.

Following consideration of appendix 1 to the report designated as exempt under Access to Information Procedure Rule 10.4(3), which was circulated and considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the conditional offer made by Castlemore Securities Limited, also supported by the most brief compliant scheme, be accepted.
- (b) That the remaining offers be rejected

CITY SERVICES

278 St George House Cooling System

The Director of City Services submitted a report on a proposed injection of £316,000 into the Capital Programme for expenditure on the installation of a permanent cooling system at St George House.

RESOLVED – That approval be given to the injection of £316,000 into the Capital Programme and that expenditure in the same amount be authorised.

279 Deputation to Council – Leeds Road Residents Action Group

The Director of City Services and Director of Development submitted a joint report in response to the deputation to Council from the Leeds Road Residents' Action Group

In presenting the report the Executive Member (City Services) referred to a document detailing accident statistics on the road and advised that this would

subsequently be provided to all Board members and added to the meeting documents on the internet.

RESOLVED – That the concerns of the Leeds Road Residents’ Action Group and the response of the officers of the Development and City Services Departments be noted and that the document introduced by the Executive Member (City Services) be added as an appendix to the report.

NEIGHBOURHOODS AND HOUSING

280 Area Delivery Plans 2006/07

The Director of Neighbourhoods and Housing submitted a report presenting the proposed ten Area Committee Action Plans for 2006/07 and providing an overview of the Area Delivery Plans for 2006/07 that were agreed by the Area Committees.

RESOLVED – That the ten Area Action Plans for 2006/07 be endorsed.

281 Allocation of Regional Housing Board Funding in Beeston Hill and Holbeck

The Director of Neighbourhoods and Housing submitted a report on the Housing Market Renewal Fund’s allocation of funding to support regeneration targeted at Beeston Hill and Holbeck, and on the proposed commencement of the acquisition of properties within Holbeck.

The report detailed three options in relation to the allocation of a proportion of the funding. The first related to the Garnets area at the rear of Dewsbury Road district centre, the second to the acquisition and demolition of properties in the Holbeck area specifically targeting an area with type 2 back to back properties and the third to the remodelling of the Pleasants area of Holbeck.

RESOLVED -That approval be given to the allocation of £2.8 million to option 2, to commence the acquisition of properties within the densely terraced housing area of Holbeck.

282 Intensive Neighbourhood Management

The Director of Neighbourhoods and Housing submitted a report on the Intensive Neighbourhood Management programme targeted at the City’s most disadvantaged neighbourhoods and on the proposed injection of £2.1 million capital grant into the approved capital programme for a programme of work to improve public spaces in target neighbourhoods subject to consultation with local stakeholders

RESOLVED –

- (a) That the injection into the capital programme of £2.1 million Safer, Cleaner and Greener capital grant be approved
- (b) That the proposed programme of work to deliver cleaner, safer and greener public spaces in target neighbourhoods, subject to consultation with local stakeholders, be noted.

- (c) That reports to this Board should, as a matter of course, be clear as to the input of elected members by consultation or other means.

283 Re'new – Expenditure of Reserves

The Director of Neighbourhoods and Housing submitted a report on the background to reserves held by Re'new, on proposed parameters for spending the reserves and on a draft programme of work to be funded by the reserves.

RESOLVED –

- (a) That approval be given to the approach outlined in the report to the use of Re'new reserves arising from the land sales within the SRB Round 2 scheme.
- (b) That the proposed expenditure for the development of a new office base for Re'new be the subject of a further report to this Board before proceeding.

284 Regeneration of Cross Green Grove and Cross Green Avenue

The Director of Neighbourhoods and Housing submitted a report on the options for regeneration of the Cross Green area and seeking approval for the acquisition and clearance of 21 properties within Cross Green

The report presented an appraisal of the following three options:

- (a) Do minimum to meet legal conformity
- (b) Group repair and internal remodelling
- (c) Acquisition and redevelopment of the site

Following consideration of appendix 4 to the report designated as exempt under Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That approval be given to the injection into the Capital Programme of £0.5 million of Regional Housing Board money
- (b) That scheme expenditure to the amount of £0.5 million be authorised
- (c) That officers be authorised to commence acquisition of properties by voluntary agreement with the owners and in the event that agreement cannot be reached with the owner of any property within the target area for its acquisition, officers be authorised to make and promote any necessary Compulsory Purchase Orders

LEARNING

285 Horsforth West End Primary School – Outcome of Consultations

The Chief Executive of Education Leeds submitted a report on the recent consultation process on the proposed closure of resourced provision for deaf children at Horsforth West End Primary School and on the proposal to publish a statutory notice for the removal of the resourced provision for deaf children at the school.

RESOLVED – That approval be given for the publication of a Statutory Notice for the removal of the resourced provision for deaf children at Horsforth West End Primary School from a date to be notified to members of this Board prior to publication of the Statutory Notice.

286 School and Children’s Centre Designation

The Director of Learning and Leisure submitted a report on proposals to formally change the age range for which education services are provided in four primary schools in order to facilitate the delivery of children’s centre and extended services on these sites

RESOLVED – That approval be given for the publication of statutory notices to change the age range for the following primary schools: Hawksworth Wood, Middleton, Windmill and Little London from 3 to 11 years of age to 4 to 11 years of age with an on site children’s centre for children aged 0 to 4.

LEISURE

287 Governance Arrangements of the Leeds Grand Theatre and Opera House Ltd

The Director of Learning and Leisure and Director of Legal and Democratic Services submitted a joint report on a proposed fundamental review of governance arrangements for Leeds Grand Theatre and Opera House Ltd to ensure that they are fit for purpose

RESOLVED –

- (a) That the terms of reference for reviewing the governance arrangements for Leeds Grand Theatre and Opera House, as attached to the report, be approved
- (b) That a report be brought back to this Board to enable any changes to existing arrangements to be in place by the re-opening of the Leeds Grand Theatre in October 2006
- (c) That the Member Management Committee be recommended, in the interim, to reserve appointments to the Leeds Grand Theatre Board to Members of the Executive Board

(Councillor Blackburn declared a personal interest in this item as a member of the Grand Theatre Board)

CHILDREN’S SERVICES

288 Implementing the Children Act 2004 in Leeds – Update

The Director of Children’s Services submitted a report on developments nationally and locally on the Children Act 2004

RESOLVED – That the report be noted

289 Vacation and Occupation of Chair

Councillor A Carter having declared a personal and prejudicial interest in the final item of business under minute 269 vacated the Chair and left the meeting.

Councillor Harris assumed the Chair.

290 Combined Secondary Schools PFI

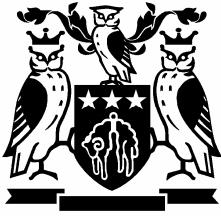
The Chief Executive of Education Leeds submitted a report detailing the latest expenditure and resources position in respect of the combined secondary schools PFI project

RESOLVED –

- (a) That the report be noted and approval given to the proposed changes to the scope of the project
- (b) That approval be given to the injection of £2.274 million to the project, to such injection being met from the proceeds arising from the disposal of the surplus school sites and that authority be given for expenditure of this additional funding

DATE OF PUBLICATION: 19TH MAY 2006
LAST DATE FOR CALL IN: 26TH MAY 2006 (5.00 PM)

(Scrutiny Support will notify relevant Directors of any items called in by 12.00 noon on 31st May 2006)



Originator: Marilyn Summers

Tel: 39 50786

Report of the Acting Chief Officer Executive Support

Executive Board

Date: 14th June 2006

Subject: The Council Plan 2006/07

Electoral wards affected:

Specific implications for:

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

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

Executive Summary

The report seeks to update Executive Board with regard to the production of the council's Best Value Performance Plan – the Council Plan 2006/07 and highlights the approval process for the Plan. The nature of the Council Plan is that it is continually revised and up dated as information becomes available, right up to publication date on 30th June. In order to allow Members access to the latest version the report also explains how to access an up to date electronic version of the draft Plan via the intranet site from 6th June.

Background information

1.1 Under Section 6 of the Local Government Act 1999 the Council is required to publish an annual performance plan by 30 June each year. All authorities categorised in CPA as 'Excellent' and 'Good' must include the following items in their Performance Plan:

(a) Details of performance:

- outturn performance over the past year on all Best Value Performance Indicators (BVPis)¹
- targets for the current year and subsequent 2 years for all BVPis.

(b) A brief statement on contracts. The authority should state and certify that all individual contracts awarded during the past year which involve a transfer of staff comply, where

¹ For plans published by June 2005, the reference to 'past year' relates to 2004/05

applicable, with the requirements in the Code of Practice on Workforce Matters in Local Authority Service Contracts.

- 1.2 The council chooses to comply with this statutory requirement through the publication of the Council Plan, which is currently being prepared by officers from across the council.
- 1.3 This year's Council Plan will be the first annual progress report of the council's Corporate Plan (2005-2008), setting out what the council has achieved. The 2006/07 Council Plan will also present what the Council aims to achieve against the corporate priorities over the next twelve months.
- 1.4 The nature of the Council Plan is such that work will continue to refine the information it contains, right up to the week before the statutory deadline of 30 June 2006. The fact the Council Plan is such a moving feast makes it very difficult to provide an up to date copy with agenda papers. In order that Councillors have access to the latest version it has been agreed that no hard copy will be provided with this agenda, however, an updated copy of the draft plan will be posted on the intranet daily from 6th June. In this way Members will be able to access the very latest version prior to Executive Board rather than relying on an out of date version from the previous week. Members will receive an e mail on June 6th providing a link to the draft document.
- 1.5 A hard copy of the draft Council Plan will however, be presented to the meeting of Full Council 21st June and Members will be briefed accordingly.
- 1.6 Following approval of the Council Plan by Full Council, the plan will be available on the council's Internet site on the 30th June in line with statutory guidance. Hard copies of the plan will be available in August following publication.

2 Main issues

- 2.1 The Local Authorities (Functions and Responsibilities) (England) Regulations 2000, provide that any modification to any plan or strategy which comprises the council's Budget and Policy Framework must be approved or adopted by Full Council unless at the time of approving the plan or strategy, the Council has delegated freedom to the Executive to make any necessary "in-year" modifications.
- 2.2 The guidance suggests that the Council should, at the same time as approving or adopting the relevant plan or strategy; agree which elements of it the Executive will have the freedom to amend. However, non-urgent decisions which are contrary to the plans or strategies agreed by Full Council must be taken by the Full Council.
- 2.3 If the Executive makes any such modifications to any plan or strategy which comprises the Council's Budget and Policy Framework, then these modifications should be reported to Full Council at the next available Council meeting.
- 2.4 It is, therefore, proposed to recommend to Full Council that the Executive be authorised to make any necessary "in year" amendments in the light of experience gained in implementing the Plan and these changes be reported retrospectively to Full Council.

3 Implications for council policy and governance

- 3.1 The following paragraph is included in the council's Corporate Governance Statement:

The council has a statutory responsibility to produce an annual report containing Best Value Performance Indicator information – The Best Value Performance Plan by 30th June. The council chooses to comply with this statutory requirement through the publication of the Council Plan. The BVPIs are subject to independent verification by the council's appointed

auditors; any amendments to the BVPI information following verification will be published as an addendum at a later date, this information will also be available on the council's internet site.

The Council Plan 2006/07 also provides an annual progress report of the council's achievements against its priorities as set out in the three year Corporate Plan 2005 – 2008. The plan also highlights the key activities which the council hopes to achieve against its priorities in 2006/07.

4 Legal and resource implications

- 4.1 The council has a statutory responsibility to produce an annual report containing Best Value Performance Indicator information – The Best Value Performance Plan by 30th June.

Financial resources required for the publication of the Council Plan are budgeted for within the council's revenue budget.

The production of the Council Plan is within the annual work programme of the Policy, Performance and Improvement Team; there are no additional resources required.

5 RECOMMENDATIONS

Executive Board is asked to note this report and recommend that Members of Full Council:

- Approve the Council Plan to allow publication by 30 June 2005;
- Authorise the Chief Executive to update and complete the Council Plan with any outstanding information prior to its publication on 30 June 2005; and
- Authorise the Executive to make any necessary in-year amendments to the Council Plan subject to the amendments being reported to the next available Council meeting.

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Originator: Lelir Yeung

Tel: 247 4152

Report of the Chief Officer, Executive Support

Executive Board

Date: 14 June 2006

Subject: Equality and Diversity Strategy 2006 - 2008

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

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

Executive Summary

Changes to the Corporate Performance Assessment have provided a greater focus on diversity issues. User focus, diversity and human rights are integral elements of the corporate assessment. These judgments influence each theme score and therefore make a significant contribution to the overall assessment score.

Leeds City Council's Race Equality Scheme 2002-2005 was produced in line with the general and specific duties arising from the Race Relations (Amendment) Act 2000. Since the establishment of the Race Equality Scheme, a range of new equality legislation has been introduced.

Since 2004 new employment and partnership legislation introduced has given some rights to equality strands not previously covered and introduces similar duties for disability and gender as introduced for race.

In order to comply with existing and emerging legislation, achieve our mission and meet our core values on Equality and Diversity Strategy 2006 – 2008. This strategy has been produced to build on the Race Equality Scheme and includes gender, disability, religion or belief, sexual orientation and age.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to seek approval of the Equality and Diversity Strategy 2006 - 2008 by Executive Board prior to the launch event on Thursday 29 June 2006.
- 1.2 This report provides background information, outlines the process undertaken in the development of the strategy and outlines how the strategy will be monitored and evaluated.

2.0 Background Information

- 2.1 There is considerable focus at present on the equality and diversity agenda. There are a number of primary drivers which includes the Corporate Performance Assessment, Local Area Agreements and the increasingly complex legislative framework.
- 2.2 Changes to the Corporate Performance Assessments have provided a greater focus on diversity issues. The corporate assessment has become more challenging in that it will:
- Include an explicit judgment of the quality and impact of the council's efforts to promote user focus and diversity;
 - Assess how well the council contributes to the achievement and shared priorities between local and central government while understanding and meeting the needs of its local communities;
 - Include, within the key lines of enquiry, more explicit consideration of management and resources and the value for money when reaching judgments about capacity;
 - Assess the performance of the council in leading and influencing communities, local partnerships and other local agencies, with a focus on what difference councils are making to local people.
- 2.3 User focus, diversity and human rights will be integral elements of the corporate assessment. These judgments will influence each theme score and therefore make a significant contribution to the overall assessment score.
- 2.4 Leeds City Council's Race Equality Scheme 2002-2005 was produced in line with the general and specific duties arising from the Race Relations (Amendment) Act 2000. Since the establishment of the Race Equality Scheme, a range of new legislation has been introduced:
- Employment Equality (Sexual Orientation and Religion or Belief) Regulations 2003
 - Gender Recognition Act 2004
 - Civil Partnerships Act 2004
 - Disability Discrimination Act 2005, which includes similar general and specific duties to those of the Race Relations (Amendment) Act 2000 and promotes equality for disabled people in the public sector.
 - Employment Equality (Age) Regulations 2006

- 2.5 The Equality Act 2006 will create a single equality and human rights body and extends the prohibition on religious and sexual orientation discrimination to the provision of goods and services, planning, education and the exercise of public functions. The act also introduces on public sector bodies the duty to promote gender equality and extends the Sex Discrimination Act 1975 to cover the provision of public functions.
- 2.6 In order to comply with legislation, inspections, achieve our mission and meet our core values, we need to appreciate the diversity of Leeds by celebrating the value of different communities, cultures and religions by tackling discrimination.
- 2.7 The Equality and Diversity Strategy 2006-2008, builds on the existing Race Equality Scheme and broadens to include other equality strands – gender, disability, sexual orientation, religion or belief and age.

3.0 Development of the Equality and Diversity Strategy

- 3.1 In April 2005, the Equality and Community Cohesion Champions Board approved the process and approach for developing the strategy. The Equality Team have led the development of the strategy and co-ordinated an inter-departmental steering group.
- 3.2 Consultation of the draft strategy was undertaken between early February and the end of April 2006. A range of materials was produced to engage with as wide a representation as possible and these were distributed internally across the council including members, and externally through the council's consultation forums, the voluntary, community and faith sector and the Core Cities Performance Management and Equality Network.
- 3.3 The draft strategy was also sent to the Commission for Racial Equality (CRE), the Disability Rights Commission (DRC) and the Equal Opportunities Commission (EOC). Feedback from the commissions has been disappointing. The CRE and DRC have responded that they do not comment on individual documents. The EOC whilst unable to allocate time to comment on the strategy content, do support our approach.
- 3.4 Feedback to the strategy has generally been very positive, particularly in relation to the style of the strategy and how equality and diversity issues are brought together.
- 3.5 Comments and contributions from the consultation process have been used to improve the strategy in particular the action plan. The strategy has also been checked against the general and specific legislative duties to ensure we are able to demonstrate how we will meet these.
- 3.6 Following approval of the strategy by Executive Board, a formal launch event will be held at the end of June 2006. This launch will be a celebration of equality and diversity including achieving level 3 of the Equality Standard.

4.0 Monitoring and evaluation of the Equality and Diversity Strategy

- 4.1 It is essential that actions within the strategy are monitored and reviewed to show progress across the council and to highlight future priorities. The strategy is supported by a detailed action plan that outlines corporate and departmental actions. The Equality and Community Cohesion Champions Board have agreed:

- To take on the monitoring role of specific actions within the strategy;

- Reporting mechanisms are linked to existing performance management frameworks; and
- Linkages are made to the Community Cohesion Action Plan and progression of the Equality Standard.

4.2 The Equality Team are developing guidance that will help departments to track their progress and activity that links to general and specific legislative duties.

4.3 We have a legal obligation to publish our progress. An annual position statement will be published showing our progress on actions with the Equality and Diversity Strategy, against our targets and indicators and within departmental action plans.

4.4 The Corporate Management Team have approved the strategy and made recommendations to:

- Improve the link with the detailed action plan for the equality and diversity objectives;
- Strengthen accountability to our communities;
- Include bolder outcomes within the action plan; and
- Explain what we are doing in relation to community cohesion.

4.5 Leader Management Team have approved the strategy, agreed to receive equality and diversity updates twice a year and requested details of the launch event.

5.0 Implications for Council Policy and Governance

5.1 The Equality and Diversity Strategy 2006 – 2008 incorporates the Equal Opportunities Policy and broadens our approach to equality and diversity to ensure that we meet our legal duties.

6.0 Legal and Resource Implications

6.1 The Equality and Diversity Strategy 2006 -2008 will ensure that we meet our legal obligations under the current and emerging legislative framework.

7.0 Recommendations

Executive Board is asked to:

- Note the content of this report
- Approve the Equality and Diversity Strategy 2006 – 2008
- Receive specific equality and diversity updates twice a year

Leeds City Council
Equality and Diversity Strategy
2006 - 2008

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Leeds City Council's Mission Statement

'To bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds'

Our Values



Looking after Leeds

We are committed to improving the quality of life in Leeds and want to inspire pride in our city and communities. We will work with our partners, build on our success and protect our city for future generations.



Putting customers first

We will make sure our services meet the needs of our customers and communities. We will communicate clearly and work hard to find out and respond to our customers' needs. We are committed to providing excellent services that are value for money.



Treating people fairly

We value the diversity of our communities and strive to ensure that everyone shares in the city's success. We will tackle discrimination and improve access to our services - especially to those with the greatest need.



Valuing colleagues

We know that the good work of our colleagues is key to providing excellent services. We will support colleagues and encourage them to work creatively.

Useful information

For enquiries about the Equality and Diversity Strategy please:

E-mail: equalityteam@leeds.gov.uk

or Telephone: **0113 247 4190**
Minicom: **0113 224 3589**

Write to:
Equality Team
Chief Executive's Department
Leeds City Council
Ground Floor
Civic Hall
Leeds LS1 1UR

Website:
www.leeds.gov.uk

For more copies:

Contact the Equality Team as above

This publication can also be made available in Braille, large print or audio tape. Please call **0113 2474190**

If you do not speak English and need help in understanding this document, please telephone 0113 247 4190 and give the name of your language. We will then put you on hold while we contact an interpreter.

We can assist with any language and there is no charge for interpretation.

.....the above phrase will be written in different community languages in the final document.....

.....add phrase regarding sign language interpretation – check with North Street

Statement of intent

The Leeds City Council Equality and Diversity Strategy 2006 – 2008 will take Leeds in a new and exciting direction. It seeks to take on board and move forward the rapidly changing government agenda in relation to equality and diversity as well as the increasing impact changing demographics are having on Leeds.

The strategy continues to apply and also builds upon the principles within our Race Equality Scheme. However it goes beyond that and seeks to cover Race, Gender, Disability, Sexual Orientation, Religion or Faith, Age and Human Rights; in fact the principles and general aims in the strategy can be applied across all equality strands.

It recognises that people do not exist in neat and clearly definable groups and most people identify with more than one equality strand at a time.

The strategy takes into account the councils Values, looking after Leeds, putting customers first, treating people fairly and valuing colleagues. It is relevant to our customers, our partners and all our staff.

Finally it sets out our approach to equality and diversity and our corporate objectives in this area. It will be used to improve information, services, accountability and our inspection results. There is a clearly defined action plan which will be reviewed regularly and our progress reported upon. Importantly the strategy is designed to be a living document which can be amended and updated as circumstances require over the period of its lifetime.

We need to embed equality and diversity at the heart of what we do, across all services, from strategic decision making to the delivery of every frontline service.

Equality and Diversity can no longer be seen as an 'add on' but has to be a daily part of our life. We believe that this strategy will assist us in achieving this.

Councillor Mark Harris

**Paul Rogerson
Chief Executive**

Chapter 1

Introduction

This chapter outlines the layout of the document, states the aims of the strategy and shows why it is important to you the reader.

This chapter also shows how the strategy will be used across the work of the council.

Introduction

The layout of this document

This strategy includes chapters on:

- ❖ **Context** – our business case for equality and diversity
- ❖ **Equality and Diversity: the way forward** - definitions of equality and diversity and organisational barriers
- ❖ **Key tools for mainstreaming equality and diversity** - identifies key tools we will use to make sure equality and diversity are considered throughout all our work in employment and service delivery
- ❖ **Equality and diversity objectives** - outlines our objectives and sets out the strategy's 2 year action plan that will run from 2006/07 to 2007/08
- ❖ **Implementation of the strategy** - how we intend to implement and communicate the strategy, how we will monitor progress, tell people how we are doing and review the strategy

Within this strategy there are some technical phrases. These have been explained at the end in the 'glossary of terms and abbreviations'

Any reference to the council or departments also includes Education Leeds and Arms Length Management Organisations.

This strategy references practical guidance and makes links to other relevant strategies, plans and progress reports.

Aim of this strategy

Leeds is a cosmopolitan city. It is a city of many cultures, languages, races, religions and lifestyles. It is a welcoming city to immigrants and there is a mix of very different neighbourhoods. Despite this there is still evidence of unfair discrimination against people because of their race, faith, age, disability, sex, sexual orientation and lifestyle.

Equality is about treating people fairly and ensuring that we do not unfairly discriminate against particular individuals or communities. Diversity is about understanding that each individual is unique and will have different experiences, expectations and needs.

This strategy aims to help us address inequalities and promote equality and diversity across the whole organisation and indeed more widely in the City of Leeds. It is intended to be helpful in informing service, team and individual plans and objectives.

Why is the Equality and Diversity Strategy important to you?

- ❖ **Our customers and citizens:** it tells you that the council is committed to treating you fairly and to improving our services to make them accessible to all people who need them.
- ❖ **Our internal and external partners:** it makes clear our approach to equality and diversity, what you can expect from the council and what we expect from you as our partner.
- ❖ **Our managers:** it explains to you the council's priorities and the measures we need to take to make sure we meet our core value of treating people fairly as well as our legal requirements.
- ❖ **Our staff:** it gives you reassurance that the council will treat you fairly.
- ❖ **Our councillors:** to help you meet your legal obligations as policy makers of the council and to help you meet and understand the diverse needs of the communities of Leeds.
- ❖ **Our contractors and suppliers:** it makes it clear to you our commitment to equality and diversity and our values and what we expect from them.

How will this strategy be used?

We anticipate that this strategy will be used for the following purposes:

- ❖ **Service Improvement (internal and external)** – to provide a framework that highlights the importance of equality and diversity in planning and continuously improving our services;
- ❖ **Accountability** – to enable staff, customers and community groups to use the strategy to assess and scrutinise our commitment to equality and diversity;
- ❖ **Inspection** – to enable a wide range of inspection bodies to assess whether the council and all its departments are meeting their legal requirements;
- ❖ **Information** – to enable all our stakeholders, for example: staff, customers, councillors, community groups, partner agencies, job applicants, local, regional and national agencies to have a better understanding of the council's approach and commitment to equality and diversity; and
- ❖ **Policy** – guides the way in which the council operates.

Chapter 2

Context

This chapter outlines our business case for equality and diversity, from our duties under the many equality laws and regulations, to making sure that that we provide for our customers the best possible service.

Here we give you information about our legal duties, how we will use the strategy to improve of services, how this strategy will influence our policies and plans and the links to community cohesion.

Context

Our business case for equality and diversity

Why equality and diversity?

- ❖ **Skills and productivity**
...the need to recruit, retain and motivate the talent necessary for business growth
- ❖ **Service provision**
...the need to satisfy the full range of customers
- ❖ **Legislation**
...the need to comply with an expanding range of anti-discrimination laws
- ❖ **Reputation**
...the need to show the right image to an increasingly discerning population of potential staff, customers and partners
- ❖ **Wider agenda**
...the need to promote the government agenda, through, for example, inspection and community cohesion

What are our legal responsibilities?

There is already a complex legislative framework that supports equality and diversity:

- Children's Act 2004
- Disability Discrimination Act 1995
- Disability Discrimination (Amendment) Act Regulation 2003
- Equal Pay Act 1970
- Race Relations Act 1976
- Race Relations (Amendment) Act Regulations 2000
- Race Relations (Amendment) Act Regulations 2003
- Sex Discrimination Act 1975
- Sex Discrimination (Election Candidates) Regulations 2002
- Sex Discrimination (Gender Reassignment) Regulations 1999
- Special Educational Needs and Disability Act 2001

Leeds City Council's Race Equality Scheme 2002-2005 was produced in line with the general and specific duties arising from the Race Relations (Amendment) Act 2000. Since the establishment of the Race Equality Scheme, a range of new legislation has been introduced:

- Employment Equality (Sexual Orientation and Religion or Belief) Regulations 2003
- Gender Recognition Act 2004

- Civil Partnerships Act 2004
- Disability Discrimination Act 2005, which includes similar general and specific duties to those of the Race Relations (Amendment) Act 2000 and promotes equality for disabled people in the public sector.
- Employment Equality (Age) Regulations 2006

The Equality Act 2006 will create a single equality and human rights body and extends the prohibition on religious and sexual orientation discrimination to the provision of goods and services, planning, education and the exercise of public functions. The act also introduces on public sector bodies the duty to promote gender equality and extends the Sex Discrimination Act 1975 to cover the provision of public functions.

The Equality Team have developed an - Introduction to Legislation booklet . This provides details of existing and emerging anti-discrimination and related legislation.

The Equality and Diversity Strategy 2006-2008, builds on the principles and activities established within our Race Equality Scheme and broadens to include: race; gender; disability; sexual orientation; religion or belief and age.

Link: Introduction to legislation booklet

Improving our services

In order to achieve its mission the Council has prioritised what it needs to do. In the council's Corporate Plan 2005-2008, these priorities reflect what local people have told us are the issues that they are most concerned about. They also reflect those areas where we believe services should be improved. In order to achieve these outcomes we need to continuously assess the way we work. We will then be able to make any necessary improvements in order to provide a good service.

We have been rated as an excellent authority with three out of four star in the equality service area by the Audit Commission, an independent monitoring organisation, in our most recent **Comprehensive Performance Assessment (CPA)**. The CPA considers whether councils are meeting statutory requirements on human rights, race, age, sexual orientation, gender, disability and religion. Customer focus, diversity and human rights are integral elements of the corporate assessment.

Changes to the CPA have provided a greater focus on diversity issues. The assessment has become more challenging in that it will:

- Include an explicit judgment of the quality and impact of the council's efforts to promote user focus and diversity;
- Assess how well the council contributes to the achievement and shared priorities between local and central government while understanding and meeting the needs of its local communities;

- Include, within the key lines of enquiry, more explicit consideration of management and resources and the value for money when reaching judgments about capacity;
- Assess the performance of the council in leading and influencing communities, local partnerships and other local agencies, with a focus on what difference councils are making to local people.

User focus, diversity and human rights will be integral elements of the CPA. This reflects the importance the Audit Commission attaches to ensuring that the diverse needs of communities are reflected in the way that services are designed and delivered with and for local people. The Equality and Diversity Strategy is a key plan to making sure that we continually focus on, understand and meet the needs of our customers and staff.

Alongside the CPA, the council measures itself against **Best Value Performance Indicators (BVPIs)** which we use to show our progress year on year and compare how we are doing with other councils. There are also key local indicators that impact on our corporate priorities. The Leeds **Local Area Agreement (LAA)**, a new partnership arrangement to make sure we deliver on the Vision for Leeds, has equality and diversity as a key cross cutting theme.

How do we make sure we consider equality and diversity in all our work?

Leeds City Council has adopted the Equality Standard for local government. Developed by the Local Government Employers, Equal Opportunities Commission, the Commission for Racial Equality and the Disability Rights Commission, this standard guides us through the steps that we need to take to make sure we consider equality and diversity issues in all our work.

The Standard recognises the importance of fair and equal treatment in local government services and employment and has been developed primarily as a tool to enable local authorities to mainstream gender, race and disability into council policy and practice at all levels. Within Leeds we have extended the framework to include other equality strands, such as, age, sexual orientation and religion or belief.

It is set out over 5 Levels, from writing a policy and setting targets to monitoring and reviewing work that has been done. Leeds achieved Level 3 of the standard in March 2006 and we are working towards achieving Level 4 by 2008 and Level 5 by 2010.

Alongside the Equality Standard we have a number of booklets and toolkits that provide guidance for: monitoring employment, training and service provision; assessing impact on policies and functions: and consulting and engaging with different communities. Direct links have been made to these within the strategy for ease of access through the internet and intranet.

Policy and planning

Equality and diversity is key in all of the work of the council. It is a cross cutting theme within all our policies and plans. The Equality and Diversity Strategy is part of a ‘family’ of plans that together explain what we do, why we are doing it and how we will do it.

This strategy will inform our service improvement plans which in turn will inform and influence team and individual plans relating to equality and diversity.

Document	Purpose
Vision for Leeds 2004 - 2010	This is the community strategy for Leeds. It is a long term plan to develop the city in terms of economy, culture, the environment and technology. The Vision was drawn up by the Leeds Initiative – the city’s strategic partnership.
Corporate Plan 2005 – 2008	This is the council’s most strategic document and sets out our priorities. The plan identifies how we will contribute to delivering the aspirations of the Vision for Leeds.
Annual Council Plan	By law we have to publish a statement each year showing what we are trying to achieve over the next year and what we have and have not achieved over the last year. It shows how we are performing against our indicators such as the BVPIs.
Plans and strategies	We have a range of specific policies and strategies that explain how we will deliver aspects of the Equality and Diversity Strategy. These include; the People Strategy, Customer Strategy, Corporate Communications Strategy, Risk Management Strategy, Corporate Procurement Strategy, Safer Leeds Strategy, Domestic Violence Strategy, Hate Crime Strategy, Children and Young People’s Plan and Community Cohesion annual report and action plan.
Service Improvement Plans	Each service produces plans that outline what they are going to do to deliver our priorities and improve services.
Personal Development Plans and appraisals	This scheme encourages managers to meet with staff on a regular basis to discuss performance and identify their own development and training needs. The scheme equips every individual to play their part in meeting the objectives and goals of their team, department and the council.

Community cohesion

Community cohesion is a priority for Leeds. It is an integral part of the Council Plan and the Vision for Leeds. In response to this, the council produces an annual Community Cohesion report and action plan which will be closely linked to the Equality and Diversity Strategy.

Community cohesion goes beyond the issues of tackling racial equality, discrimination and social exclusion. It is about all kinds of relationships within communities and closing the divides between them. Everyone in Leeds should feel that they have an investment in the city, they are valued and they are involved: in schools, in work, and in the place they live.

During the summer of 2001 several Northern towns and cities experienced well documented public disturbances. A number of reports were published at the time exploring the underlying causes and circumstances and Community Cohesion Guidance was published in 2002. These reports also state that the United Kingdom is a changing society which sometimes brings gains but can also cause tensions and divisions that may lead to parallel lives within and across local areas and communities.

Community cohesion is about raising awareness and understanding, breaking down barriers, developing shared values, mutual respect and trust.

The Government definition of Community Cohesion is:

- there is a common vision and sense of belonging for all communities
- the diversity of people's different backgrounds and circumstances is appreciated and positively valued
- those from different backgrounds have similar life opportunities
- strong and positive relationships are being developed between people from different backgrounds in the workplace, in schools and within neighbourhoods

As the national agenda on Cohesion has developed and council work has progressed, so the definition and understanding of the Cohesion agenda for Leeds has become clearer. It is:

- Builds on the principles of equality and ensures that all people, regardless of their background are respected and valued;
- Includes a focus on breaking down tensions and building relationships within and between all communities: recognising that there can be tensions of race, faith and national identities; people of all ages; urban and rural; settled and travelling communities; host and new migrant and refugee communities;

- Acknowledging that lesbian and gay people, disabled people, people with mental health problems, people who are homeless and many others can become a focus of tension;
- About dealing with 'perceptions' not just facts; recognising that perceptions and myths fuel tensions between communities; and
- About people feeling they have an investment in Leeds, they are valued and they are involved: in schools, and in work, in the place they live

We recognise that the council cannot deliver the community cohesion agenda for Leeds by itself. By working with our partners across the city, we can progress community cohesion. However, we do have a clear responsibility as a Civic leader and major service provider in the city to make sure that we set out our position and plan how we will deliver our services to support cohesive communities.

We produced for the first time in 2006 a Community Cohesion report and action plan that sets out what we have achieved and what needs to be done to make sure we meet our community cohesion objectives and responsibilities. This will be reviewed every year.

We have developed a nationally recognised tension monitoring system. A multi agency Tension Monitoring Group has been established:

- to develop effective systems for identifying and evaluating cohesion related tension risks and incidents and
- to encourage partnership working to avert and manage tensions more effectively.

We are supporting Leeds Initiative to develop a Harmonious Communities Strategy Group. When the Harmonious Communities Strategy Group is set up it will include representatives of some of the major public bodies, but the majority of members will be from the varied communities of Leeds. The group will be responsible for co-ordinating action to deliver the Harmonious Communities theme in the Vision for Leeds 2004 to 2020. This includes a responsibility for community cohesion.

For more information the council's approach to community cohesion and what activities are taking place, please contact the Equality Team.

Chapter 3

Equality and diversity: the way forward

This chapter shows where we are now and where we want to be. It includes definitions of equality and diversity and outlines our approach to tackling organisational barriers across all equality strands: race; gender; disability; religion or belief; sexual orientation and age.

This chapter also provides information on our four equality and diversity objectives.

Equality and diversity: the way forward

The City of Leeds

Over the last ten years Leeds has become one of the most vibrant and successful cities in the UK. Recognised as the regional capital of the Yorkshire and Humber region Leeds has impressive shopping, cultural and educational facilities, as well as a thriving business sector. Leeds has excellent road and rail links and hosts the main airport in the region making the city a positive choice for living, for business and for pleasure.

Leeds is extremely diverse covering an area of 217 square miles and includes a main city area, surrounded by small towns, villages and countryside. It has a wide ranging population, with over 8% of residents from black and minority ethnic groups. This increases to 40% in some areas.

To help us achieve our mission, meet our values and comply with legislation and inspections, we need to appreciate the diversity of Leeds. By celebrating the value of different communities, cultures and religions we will be tackling discrimination.

Where are we now?

We are one of the largest employers in the city and provider of public services to a population of almost three quarters of a million people.

In the past equality work has tended to focus on specific areas, race, disability and gender. This has been a reflection of the national picture with specific legislation and single commissions for race, gender and disability.

The introduction of impact assessments, monitoring, consultation and engagement within both the Race Relations (Amendment) Act 2000 and the Equality Standard has helped to identify that despite issues faced by specific groups, some inequalities are shared across groups.

Examples of how we have put equality and diversity into action:

Leadership:

Equality and Community Cohesion Champions

Originally established to drive our activities on race equality forward our champions comprise of senior managers who are part of departmental management teams. Their role has significantly changed to promote, integrate and progress all equality, diversity and community cohesion issues consistently at senior decision making levels across the council.

Employment:

Policies

- Recruitment and selection policy
- Work life balance
- Grievance and disciplinary
- Domestic violence (staff policy)

Monitoring

We collect monitoring information in all areas of employment including: recruitment and selection; sickness; grades; and leavers. Information collated is analysed and used to help identify any issues. Appropriate action can then be taken to address these, for example:

- Corporate and departmental targets set
- Positive recruitment
- Mentoring and coaching
- Training

People Strategy 2005-08

- The strategy provides direction and focus to build on the council's work to become a healthier, more effective and efficient organisation
- The Corporate Workforce Strategy is a related 3 year plan which includes the councils overall objective for achieving a diverse workforce

Training

We have specific equality and diversity training in place, for example:

- Equal opportunities – including background and responsibilities for meeting our legal duties and practical application
- Managing equality and diversity
- Recruitment and selection
- Understanding harassment and hate crime

Equality and diversity is threaded through the Leeds Leadership training, aimed at senior and middle managers.

A range of training opportunities are available to staff to enable them to work effectively and continue their personal development.

Service delivery:

All department's provide annual plans for the services they provide. Equality and diversity issues are considered to ensure the needs of minority or disadvantaged groups are taken into account. We also monitor the take up of services to find out if we are failing to meet the needs of the some sections of the community.

Customer Strategy 2005-08

- Has been developed with clear actions, targets and measures

We have set up a number of key equality services:

- The Leeds Racial Harassment Project
- Braille, tape and large print service
- Sign language interpreting service
- Corporate translation and interpretation service
- Leeds Inter-Agency Project providing services for women experiencing domestic violence

Consultation:

We consult with a wide range of groups and individuals in the community to shape our services and as a result our overall goal is to close the gap between those enjoying the wealth of the city and disadvantaged communities who experience high levels of unemployment and crime, low income and skills levels, poor health and low educational achievement.

To help us listen to the views of people in Leeds we have set up various community groups, where representatives from different communities can give their views and ask us to take action on various issues. These include:

- Area Management Committees
- The Citizen's Panel
- Race Equality Advisory Forum
- Women Speak Out
- Disabled people's Access Advisory Group
- Youth Forums

Annual survey

We have established an Annual Survey to consult and engage with our Citizens

Our staff

Listening to the views of staff is also important. We have established corporate staff groups:

- Corporate Black and Minority Ethnic Group
- Corporate Women's Staff Group
- Corporate Disabled Group
- Corporate Lesbian, Gay and Bisexual Staff Group

these:

...positively promote the community they represent within the council and across the city;

...act as a consultation forum; and

...link with key decision makers.

Staff survey

Provides an opportunity for employees to have their say and tell us what the council is doing right and what we could be doing better.

Where are we going?

Our ongoing challenge is to ensure that we consistently convert our values into actions that deliver appropriate services to all sections of our community.

We can only maintain our high levels of performance if we build an explicit commitment to equality and diversity into everything we do. This can only happen if we continually refine our understanding of what equality and diversity means in practice and promote them at all opportunities

As the Stephen Lawrence enquiry and its definition of institutional discrimination has shown, discrimination is caused by failures of social organisation and is not solely related to individual attitudes and behaviour. Similarly, the Disability Rights

Commission explains that the new public duty to tackle institutionalised discrimination against disabled people is based on:

“an understanding that the poverty, disadvantage and social exclusion experienced by disabled people is not the inevitable result of their impairments or medical conditions, but rather stems from environmental barriers, nonetheless powerful for being unintentional. These barriers come in many forms, from inaccessible buildings to employment practices or services which fail to take into account the particular circumstances of disabled people and by so doing exclude or disadvantage them”

We believe the barriers approach to equality and diversity can also be usefully applied to all other areas of discrimination, and therefore our strategy focuses on the identification and removal of organisational barriers.

Whilst this focus on social, economic, educational and organisational barriers is very helpful, the traditional practice of associating barriers with exclusive categories such as ‘disabled people’, ‘women’, and ‘people from black and minority ethnic communities’ and so on, can itself become problematic.

We know that the population of Leeds includes an almost limitless variety of characteristics and qualities – ethnicity, gender, socio-economic status, language, impairment, religion, sexual orientation, education, disability, orthodoxy and geographical location – and any one individual can be a combination of many characteristics and qualities.

This is why our strategy is not organised in terms of traditional equal opportunities groups. Instead, it focuses on:

- The effects organisational barriers can have on a diverse population; and
- Practical ways of removing or reducing those barriers.

Corporate equality and diversity objectives

There are already strategies in place, or under development, which have specific aims, objectives, targets and measures relevant to the equality and diversity agenda. Until now, these have not been brought together into a comprehensive strategy nor have they been recognised as explicitly equality driven.

In order to bring these together, and meet the requirements of equality legislation and the Equality Standard we have adopted the equality standard areas into four corporate equality and diversity objectives:

- ❖ Leadership - to provide strong leadership which enables the principles of equality to be embedded in all areas of employment and service delivery;
- ❖ Service delivery - to provide accessible and appropriate services to all the people of Leeds;

- ❖ Consultation and engagement - to engage in appropriate, effective and timely consultation processes (including feedback) with the citizens of Leeds, to inform service delivery, employment practices and improvements; and
- ❖ Employment and training - to provide fair and equitable employment.

Chapter 4

Key tools for making sure that equality and diversity is included in everything we do

This chapter introduces five key tools that are used to help make sure equality and diversity is included in everything we do. These form the basis of any good practice and should be used as part of action planning, evaluation and review.

The importance of each tool is explained and a link made to detailed guidance.

1. Equality and diversity impact assessments

Equality and diversity impact assessments are a way of finding out whether the plans, actions and services will affect some communities or groups of people differently. Different treatment would be a problem to services and employment if this led to disadvantage for particular groups.

In the past these assessments have focused on specific equality issues such as race, disability and women. By considering barriers that are in place we are able to identify those shared by different groups and those that are specific to a particular group.

Departments and services have used the Race Relations (Amendment) Act 2000 as a template for an approach to carrying out equality and diversity impact assessments for all groups. They have:

- Listed their existing policies, plans and services;
- Prioritised those to assess between 2006-2007 and 2007 – 2008;
- Developed a programme for assessing all existing and new policies, plans and services;
- Developed methods for consulting with interested groups including staff and customers; and
- Considered how to publish their progress – what is being assessed, when and how, what is the impact, what action is planned and what difference will this make.

Link: Equality and Diversity Impact Assessments – a guide for assessment teams

2. Monitoring

The aim of equality monitoring is to show the extent to which the council provides a fair and equal service to all customers. This is equally important for both service delivery and employment. If we cannot show that we are meeting the needs of all our customers, we cannot be confident that we are providing the best services to the people who need them.

Monitoring helps the council to check that we are reaching the people that need our services. It helps us to set realistic targets, for instance in service plans, on how we are going to tackle the under-representation of diverse communities and what has been achieved.

Equality monitoring in employment helps to show whether the council's workforce reflects the diverse communities of the city and if human resource practices and procedures are fair to all groups. It confirms that we are complying with our legal requirements and regulations.

Once monitoring data has been collected it needs to be analysed and findings used to develop appropriate actions. At all times, communicating with people the importance of monitoring, how it will be used and the results and outcomes is very important.

Link: Equality Monitoring Guidance

3. Community engagement

Community engagement is the way we communicate with, and listen to the views of local people. Everyone must be given the opportunity to express their view and opinions about the council and its services.

Community engagement covers the whole span of activities supporting the involvement of residents, community groups, customers, carers, businesses and employees in decision-making processes

Examples of internal and external community engagement activities include focus groups, staff surveys, questionnaires, telephone interviews, open days and public meetings, area and neighbourhood forums, complaints and suggestion schemes.

As part of the Every Child Matters: Change for Children program the Children Leeds partnership have a group specifically focused around effective consultation, involvement and participation of children and young people in services and decision making processes in Leeds. More information about this can be found on the Leeds Initiative website: www.leedsinitiative.org.

Link: Corporate Community Engagement Policy

4. Targets and plans

We want to know how we are performing and how that performance compares with others; we want to continually improve and develop our performance. Targets will be set to encourage performance improvement and performance indicators used to measure how well we are doing and how we compare to others.

Most performance indicators are set by central government in consultation with local government and are collected and reported on by every local authority in the country. Some, called local key indicators, have been developed specifically for Leeds and are not required nationally. All our performance indicators, the targets for our future performance and a comparison with how other authorities are performing are published in our Council Plan every year.

Setting challenging yet realistic targets is crucial in helping the council to achieve its corporate priorities. Targets help to focus action on priority areas and services which are important to our customers and stakeholders.

Through action plans and service improvement plans, we make sure that action to deliver the targets takes place and that these are reached. The plans set out a framework for when, how, who and why targets will be monitored and reviewed.

Link: Performance management framework

5. Reporting back

Good practice and to comply with our legal responsibilities requires us to publish what we are doing.

Departments and services have a range of performance monitoring activities, formats and timescales in place. However, at present it is not easy to get a departmental or corporate overview of actions and outcomes. To improve this it has been agreed by the Equality and Community Champions that the strategy will be a standard item at their bi-monthly meeting.

Champions will be able to provide an update on progress, highlight any areas of concern and discuss possible actions to make improvements. Information gathered through these meetings will contribute to a corporate annual report that will be made widely available in the autumn of each year.

Chapter 5

Equality and diversity objectives

We have identified our equality and diversity objectives as:

- 1) Leadership
- 2) Service delivery
- 3) Consultation and engagement
- 4) Employment and training.

For each objective we have established a strategic outcome, key activities, identified what difference these will make and who has lead responsibility for achieving the actions.

These provide a framework for developing equality actions contained within either equality and diversity action plans or service plans. A detailed action plan supporting the strategy is available from the Equality Team.

Some of these actions are detailed in other strategy action plans, for example: Customer Strategy, People Strategy and Procurement Strategy.

1) Leadership

Equality and diversity objective

To provide strong leadership which enables the principles of equality to be embedded in all areas of employment and service delivery.

Strategic outcome

There is effective leadership at all levels.

Activities

- Develop creative ways of engaging councillors with equality and diversity issues.
- Publicise the work and progress of the Equality and Community Cohesion Champions.
- Increase links within departments to enable better communication between staff groups and management teams.
- Improve the way we communicate equality information to staff at all levels, using the best and most appropriate channels and media.
- Continue to support and develop the Leeds Leadership Programme and use their learning in a work environment.
- Promote the benefits of equality monitoring to our services and our workforce
- Develop further publicity about the Equality Standard to enable managers to tell others about it.
- Cross departmental working towards achieving Level 4 of the Equality Standard by 2008.
- Through Leeds Initiative, publicise our approach to equality and diversity and develop better joined up working with our partners.
- Annually review and develop the existing equality and diversity policy.
- Annually review all equality guidance and publications to ensure that they are up to date.
- Develop a range of key equality and diversity indicators to help show how we are progressing.
- Annually produce and publish a progress report on the Equality and Diversity Strategy, and department and service equality plans.

What difference will this make?

- All our leaders are better equipped to challenge equality, promote equality and diversity and act as advocates.
- Our senior and middle managers will have the knowledge, skills and experience to meet the councils future challenges and priorities.
- Our customers, staff and partners will have access to information about our services and policies.
- There will be a greater understanding of the importance of monitoring within employment and service delivery, providing a more accurate profile of staff and customers.
- We will have a range of equality and diversity indicators that will help us to monitor our progress at a local level and check how we are doing compared to other councils.
- All departments will have clear equality and diversity action plans and targets.

Responsibility

- Councillors
- Corporate Management Team
- Equality and Community Cohesion Champions
- Equality Team
- Corporate Human Resources Services
- Departmental Equality Groups

2. Service delivery

Equality and diversity objective

To provide accessible and appropriate services to all the people of Leeds

Strategic outcome

Our customers receive excellent services, which are efficient and effective at meeting their needs

Activities

- Prioritise, list and publish all functions and policies relevant to equality and diversity.
- Develop programmes to ensure that impact assessments are embedded within service planning and the review of services.
- List, publish and justify prioritisation of impact assessments on an annual basis.
- Develop effective systems across all departments to monitor our services, then analyse this data and use the information when planning future provision.
- Develop transparent links between customer feedback and service planning.
- Encourage the return of equality monitoring data as part of the customer compliment and complaints process to help us reduce any differences between the equality groups.
- Develop outcome focused action plans that identify both shared and specific action for the different equality and diversity strands
- Consult on and publish action plans.
- Promote procurement practices and policies on equality and diversity by providing information on equality issues and treating all tenders equally.
- Develop baseline information about our suppliers and contractors.
- Develop a robust and integrated system for reporting, recording and tracking incidents of hate crime across all equality strands.

What difference will this make?

- We will meet our legal duties.
- More people will have access to our services, especially from sections of the community who need our services and do not use them at present.
- People who use our services are more satisfied, are getting the services they need at the right time and make fewer complaints.
- Staff work more efficiently.
- All our suppliers receive advice on equality issues and our contracts promote equality and diversity.
- Suppliers from all equality groups are applying for our tenders.
- Increased awareness, reporting and recording of hate crime incidents
- Improved service response to victims of hate crime.

Responsibility

- Equality and Community Cohesion Champions
- Senior Management Teams
- Equality Team
- Corporate Procurement Unit

3. Consultation and engagement

Equality and diversity objective

To engage in appropriate, effective and timely consultation processes (including feedback) with the citizens of Leeds, to inform service delivery, employment practices and improvements.

Strategic outcome

All communities are thriving and harmonious places where people are happy to live. Our customers receive excellent services, which are efficient and effective at meeting their needs.

Activities

- Support the development of a Harmonious Communities Partnership which will be part of the family of networks that make up the Leeds Initiative.
- Review existing council equality consultation groups.
- Build consultation and engagement into service planning frameworks.
- Make better use of existing internal and external networks to avoid duplication.
- Develop a council wide consultation database and network.
- Ensure that specific equality and diversity areas are covered within the council's annual survey and staff survey.
- Let our customers and staff know what has happened as a result of consultation.
- Use current and new research findings, specifically relating to the different equality strands, to influence employment and service delivery.
- Develop a framework in which the council is accountable to communities to fully challenge service delivery and employment.

What difference will this make?

- People are involved and consulted on issues that affect their lives and where they live.
- More opportunities for everyone to be fully engaged with the work of the council
- Broader involvement and representation of our staff, customers and partners in employment and service provision.
- Community, partners and staff views are considered as part of decision making and service delivery and a direct link can be seen between the two.
- Better co-ordination, consistency and effective community engagement systems and processes, including feedback.

Responsibility

- Equality and Community Cohesion Champions
- Senior Management Teams
- Equality Team
- Corporate Communications Team
- Policy, Performance and Improvement Team
- Leeds Initiative
- Our partners

4. Employment and training

Equality and diversity objective

To provide fair and equitable employment.

Strategic outcome

Our staff reflect the diverse communities of our city, perform well, are constantly learning, and are able to develop their careers through all levels of the council without discrimination.

Activities

- Raise awareness of the key objectives within the People Strategy 2005-2008 with all our staff.
- Develop programmes to ensure that impact assessments are embedded within the development and review of our employment policies and functions.
- Develop systems to better record and capture monitoring data across all equality groups.
- Consider how comprehensive equality monitoring data is presented and disseminated across departments.
- Use the monitoring information to develop employment targets for departments and service areas.
- Develop capacity within the corporate staff groups so they can increasingly run themselves.
- Share information and join up initiatives across the corporate staff groups.
- Encourage and support departmental staff groups.
- Review staff support procedures such as domestic violence, sexual and racial harassment policies.
- Ensure that equality and diversity is threaded throughout all training and review training packages.
- Make appropriate training accessible to everyone.
- Provide a range of training opportunities for example mentoring, coaching, career development programmes.
- Develop a process to record and monitor training participation and take up across all equality strands.
- Develop and implement the pay and reward strategy.
- Complete the first phase of the job evaluation programme.
- Complete the first phase of the review of local terms and conditions.

What difference will this make?

- We will meet our legal duties.
- We will build up a diverse workforce with the skills that we need now and in the future.
- Our recruitment policies will comply with the law and best practice and will ensure that we treat people fairly.
- Our recruitment processes will provide us with the right people with the right skills at the right time.
- Our staff work well, feel safe, are motivated, stay with the council and achieve our customer service aims.
- Our workforce have the chance to become involved with the staff groups at a corporate and departmental level.
- Staff know about the equality and diversity agenda.
- There is a range of training opportunities for all our staff to access.

Responsibility

- Equality and Community Cohesion Champions
- Senior Management Teams
- Corporate Human Resources Services
- Equality Team

Chapter 6

Implementation of the strategy

This chapter outlines how we will implement the strategy. It gives information about how we developed the strategy and consulted on the draft document, how we will publicise the strategy across the council and the city, how we will implement monitor and review the strategy and how we will engage our staff and the community in this work.

Consultation

The Equality and Diversity Strategy was developed by a steering group incorporating representatives from the Equality Team and representatives from each department. Department representatives worked within equality or diversity and identified with a specific minority group. This has ensured that all equality and diversity issues were considered from the beginning.

Throughout the development of the strategy, briefing papers were provided for the Equality and Community Cohesion Champions, the councils Human Resource (HR) Strategy Steering Group, the Joint Consultative Committee and Executive Board to continue engagement with unions, HR and key decision makers.

Consultation of the draft strategy took place over a 3 month period in early 2006. The consultation was publicised widely across the city via different community and voluntary sector networks and internally within the council.

Feedback to the strategy was generally very positive, particularly in relation to the style of the strategy and how equality and diversity issues were brought together.

Comments and contributions from the consultation process have been used to improve the strategy in particular the action plan. This has been shortened and we have developed more concise activities appropriate to the strategy. The strategy has also been checked against the general and specific legislative duties to ensure we are able to demonstrate how we will meet these.

As a key document for the council, the Equality and Diversity Strategy was approved by the Executive Board in May and formally launched in June 2006.

Monitoring our progress

The Equality and Diversity Strategy is supported by a series of documents. These will ensure that the key objectives and targets within the strategy are delivered.

Framework document	Tracking document that outlines our progress against national and local equality and diversity targets and indicators and our legal duties.
Departmental progress	Standard item on the Equality and Community Cohesion Champions agenda to monitor progress against the strategy.
Annual report	An annual position statement showing our progress on actions, against our targets and indicators and our outcomes

These documents underpin the performance management framework within which progress against the strategy will be monitored. Progress will be referenced at appropriate accountability meetings, within senior manager's appraisals and within corporate and departmental team meetings.

Policy implementation responsibilities

Elected members are responsible for setting policies that are non-discriminatory and promote equality and diversity for all employees and service users.

The Chief Executive is responsible for implementing these policies through Directors, Chief Officers and Heads of Services.

Directors, Chief Officers and Heads of Services are responsible for ensuring that all employees, customers, contractors and suppliers are aware of the policy and that the policy is implemented in all parts of the management and departmental structures. Practices within each department should be monitored and reviewed to ensure equality and diversity is promoted in all its forms and that there are no discriminatory practices which affect employees or the service they provide.

Managers and Supervisors are responsible for recruiting, training, promoting and implementing conditions of service and council policies in a manner that is non-discriminatory. They should comply with the spirit and intention of this policy in carrying out their duties and in managing staff and services.

All Employees positive contribution to equality and diversity by treating people with respect and promoting equality and diversity.

Community engagement

In line with the Corporate Communications Engagement Policy, we are using existing successful and innovative approaches and will develop new ways to inform, engage and be accountable to people about our approach to equality and diversity and how well we are doing in achieving our goals. For example:

- An executive summary will be available for wide distribution;
- Departmental newsletters, staff groups, Team Talk and the intranet; and
- Community newsletters, community networks, our partners and the internet.

Reviewing

This strategy covers an initial two year period, 2006 – 2008. This makes it possible for us to link our approach and actions with other published plans and strategies.

In the future, we intend to continue with our approach to equality and diversity by focusing on:

- the effects organisational barriers can have on a diverse population; and
- practical ways of removing or reducing those barriers.

We will do this by:

- regularly reviewing the strategy with our stakeholders;

- implementing recommendations;
- communicating our progress and areas for improvement;
- developing 3 year action plans for future areas of work;

Equality and Diversity Policy

Equality and Diversity Policy

“The mission of the Council is to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds”.

We are one of the largest employers in the city and provider of public services to a population of almost three quarters of a million people.

We consult with a wide range of groups and individuals in the community to shape our services and as a result our overall goal is to **close the gap** between those enjoying the wealth of the city and disadvantaged communities who experience high levels of unemployment and crime, low income and skills levels, poor health and low educational achievement.

Equal opportunities in the council is about making sure that everyone can fully join in the social, cultural, political and economic life of the city.

We are committed to treating our staff and the people of Leeds, fairly. We will make sure that we do not discriminate against people because of their age, impairment, colour, ethnic or national origin, nationality, race, religious belief, social class, gender, sexual orientation, gender reassignment, marital status, responsibility for dependants, trade union activity or for any other reason.

We want to make sure that we take equality and diversity into account, in a positive way, at every stage of our work. We will make sure that we follow equal opportunities policies in the way that we recruit and treat our staff, deliver our services, consult the people of Leeds and work with other organisations.

Examples of how the council has put equality into action include:

Employment Policies:

- Recruitment and selection policy
- Work life balance
- Grievance and disciplinary
- Domestic violence (staff policy)

Consultation:

To help us listen to the views of people in Leeds we have set up various community groups, where representatives from different communities can give their views and ask us to take action on various issues. These include:

- Area Management Committees
- The Citizen's Panel
- Race Equality Advisory Forum
- Women Speak Out
- Disabled People's Access Advisory Group
- Youth Forums

Listening to the views of staff is also important. We have established departmental and corporate staff groups and carry out an annual staff survey.

Service delivery:

All department's provide annual plans for the services they provide. Equality and diversity issues are considered to ensure the needs of minority or disadvantaged groups are taken into account. We also monitor the take up of services to find out if we are failing to meet the needs of the some sections of the community.

We have set up various key equality services:

- The Leeds Racial Harassment Project
- Braille, tape and large print service
- Sign language interpreting service
- Corporate translation and interpretation service
- Leeds Inter-Agency Project providing services for women experiencing domestic violence

Equality Standard for Local Government

This is a national standard designed as a way of mainstreaming equality into all the work of the council including the services we provide to the public and all policy decisions we make. There are five levels to the standard and the council hopes to achieve all five by 2010.

The Equality Team

The Equality Team is responsible for leading and co-ordinating the Council's equality and diversity policies and community cohesion strategies.

The aim of the Equality Team is to ensure that the principles of equality, diversity and community cohesion are integrated into all the work the council undertakes. This is achieved by supporting council departments, senior managers, service managers, other staff, elected members and local partnership agencies to deliver strategies that promote and enhance equality of opportunity and community cohesion in service delivery, employment and community engagement.

The Equality Team also enables the Council to meet its legal duties under current equality legislation, to consider its response to future initiatives and to build on best practise. The Team aims to be at the forefront in promoting the equality and diversity agenda in an innovative and forward thinking manner

Glossary of definitions, terms and plans and strategies

Arms Length Management Organisations	An organisation that the council is responsible for, which is allowed more autonomy, e.g. area housing organisations
Best Value	The government's framework for improving public services
Discrimination	Being treated less favourably than someone else because of your race, gender, sexuality, marital status, disability, religion or faith, or age. This can be direct or indirect discrimination.
Education Leeds	Education Leeds is a not-for-profit company formed in April 2001 by Leeds City Council
Harassment	Any unwanted or unwelcome term, comment or behaviour such as looks, actions, suggestions or physical contact that is abusive, offensive insulting or undermining to the recipient or as a result of which an intimidating environment is created.
Performance Management Framework	The Performance Management Framework (PMF) is the name given to the structure and processes in place within the council to monitor and manage performance. It also includes our planning structure and the way in which our various plans link together.
Sexual orientation	A persons sexual preference regarding relationships with people from the same sex or of the opposite sex.
Stakeholders	Individuals, groups or organisations who have a stake or interest in how the Council carries out its functions and delivers its services.
Trans	An all embracing term for people who identify as transsexual or transgender

Useful contacts and organisations

Leeds City Council

Equality Team

Chief Executive's Department
Ground Floor
Civic Hall
Leeds
LS1 1UR

Telephone: 0113 247 4190
Fax: 0113 247 4768
Textphone: 0113 2243589

Email: equalityteam@leeds.gov.uk

Central Interpretation and Translation Unit

Telephone: 0113 2409710 or
0113 2409957

Braille, Tape and Large Print Service

Shireview
72 Headingley Lane
Leeds

Telephone: 0113 214 4540

Local and National

Age Concern

188a Woodhouse Lane
Leeds
LS2 9DX

Telephone: 0113 2458579

Arbitration Conciliation and Advice Service (ACAS)

The Cube
123 Albion Street
Leeds
LS2 8ER

Telephone: 08457 47 47 47
08456 06 16 00 - Textphone users

Website: www.acas.org.uk

Care First ~ Employee Assistance Solutions

Counselling, information and advice
Legal helpline
Health information line

Telephone: 0800 174319
Telephone: 0800 413631
Telephone: 0800 413666

Commission for Racial Equality

5th Floor, Maybrook House
40 Blackfriars Street
Manchester M3 2EG

Telephone: 0161 835 5500
Fax: 0161 835 5501

Email: info@cre.gov.uk

Website: www.cre.gov.uk

Department of Trade and Industry
Enquiry Unit

Telephone: 020 7215 5000
Minicom: 020 7215 6740

Website: www.dti.gov.uk

Disability Rights Commission (D.R.C) Helpline

2nd Floor, Arndale House,
Arndale Centre, Manchester M4 3AQ

Telephone: 08457 622 633
Textphone: 08457 622 644
Fax: 08457 778 878

Website: www.drc-gb.org

You can speak to an operator at any time between 8am and 8pm, Monday to Friday

Equal Opportunities Commission

Arndale House,
Arndale Centre
Manchester
M4 3EQ

Telephone: 0845 601 5901
Fax: 0161 838 1733

Email: info@eoc.org.uk

Website: www.eoc.org.uk

An independent, non-departmental public body, funded primarily by the government. The EOC deals with sex discrimination and inequality related to gender, including good practice in the fair and equal treatment of men and women.

The Leeds Faith Forum

Contact the Secretary, c/o Leeds Church
Institute,
20 New Market Street, Leeds. LS1 6DG

Tel: 0113 245 4700;
Fax: 0113 391 7939

Email:
davidrhorn@leedschurchinstitute.org

Leeds Centre for Integrated Living

Armley Grange Drive
Leeds
LS12 3QH

Tel: 0113 214 3599 (voice)
Minicom: 0113 214 3598
Fax: 0113 214 3595

Email: info@leedscil.org.uk

LCIL provides services developed by disabled people, for disabled people.

Leeds Older People's Community Care Forum

Voluntary Action Leeds
Stringer House
Lupton Street,
Hunslet
Leeds
LS10 2QW

Telephone: 0113 270 0777

Leeds Racial Harassment Project

Telephone: 0113 2935100
Fax: 0113 293 5102

Email: info@lrhp.org.uk
Website: www.lrhp.org.uk

Leeds Racial Equality Council

Telephone: 0113 2438421

Police

(Non emergency)

Telephone: 0845 6060606

West Yorkshire Police Lesbian, Gay, Bisexual and Trans Community Relations

Telephone: 01924 292523

Press for Change

BM Network
London
WC1N 3XX

Email: letter@pfc.org.uk

Website: www.pfc.org.uk

A political lobbying and educational organisation which campaigns to achieve equality, civil rights and liberties for all transgender people in the UK, through legislation and social change.

Stonewall

46 Grosvenor Gardens
London SW1W 0EB

Telephone: 020 7881 9440
Fax: 020 7881 9444
Minicom: 020 7881 9996

Email: info@stonewall.org.uk

Website: www.stonewall.org.uk

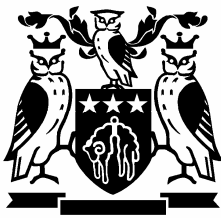
Women and Equality Unit

1 Victoria Street
London
SW1H 0ET

Telephone: 0845 001 0029

Email: info-womenandequalityunit@dti.gsi.gov.uk

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Originator: A.T.GAY

Tel: 74226

Report of the Director of Corporate Services

Executive Board

Date: 14th June 2006

Subject: FINANCIAL OUTTURN 2005/06

Electoral wards affected:

Specific implications for:

Ethnic minorities
Women
Disabled people
Narrowing the gap

Eligible for call In

Not eligible for call in

(details contained in the report)

Executive Summary

This report presents the Council's financial performance for the year ending 31st March 2006, prior to the submission of the annual accounts to Corporate Governance and Audit Committee for approval, and subject to audit.

Within the General Revenue Fund, as reported in the half year report on the financial health of the authority and reaffirmed in the Revenue Budget report presented to Members in February 2006, there are a number of spending pressures which have had to be dealt with. The Council's 2005/06 budget assumed the general fund reserve at 31st March 2006 would stand at £12m. However, after taking account of the reported outturn position as described within this report, the revised position is £10.6m, a reduction of £1.4m. An analysis of departmental spending to outturn is attached at appendix 1. These include an additional £1m within Social Services, which is on top of the £3m allocated to the department in November last year. In addition, a shortfall in income has meant that the Council's sheltered workshop at Roseville has incurred a deficit of £2.3m. City Services are showing an overspend of £651k, which includes additional costs of recycling of £707k following a fire at a contractors recycling facility, whilst the continuing reduction in the trading base of the department's property maintenance services has resulted in a deficit of £1.5m.

In accordance with the approved reserves policy, departments will be required to carry forward outturn variations up to a maximum of 2%, and in the case of overspends will be required to replenish reserves over the two forthcoming financial years to ensure that the Council remains on track to achieve its target level of reserves by 31st March 2008.

Variations within the Housing Revenue account have resulted in working balances of £3.5m as at the 31st March 2006, which is mainly due to a reduction from the budgeted contribution to the provision for disrepair claims, improved doubtful debts provision and increased rental and property services income. An earmarked reserve of £4.5m has been created to fund additional payments to be made to ALMOs in 2006/07 and to provide against future subsidy losses.

Spending on capital investment in total was £8.4m less than programmed Resources have been used for the HRA and the general fund programme to achieve the cost effective funding mix for the overall programme.

Other areas of financial performance reported include schools reserves and the collection of local taxation, sundry income and prompt payment.

1.0 Purpose of this report

- 1.1 The 2005/06 Statement of Accounts will be presented to the Corporate Governance and Audit Committee for approval on the 29th June 2006 and the report of the auditors will be referred back to that Committee in due course.
- 1.2 Following approval by Committee, in accordance with the 2006 Audit and Accounts Regulations, the Accounts will be available for public inspection for 20 days from the 30th June 2006.
- 1.3 Following completion of the audit it is intended to provide information through the About Leeds newspaper in support of the Council's commitment to engage citizens in the consultative process.
- 1.4 However, Executive Board, as in previous years, are asked to consider the financial performance of the Council during the year and approve the creation and usage of the Council's reserves.

2.0 General Fund Outturn – Summary

- 2.1 In overall terms the outturn position for the General Fund now reported will generate a contribution to general reserves of £0.8m which is £1.4m less than the budget provided. This is due to a number of significant variations which are reviewed in paragraph 3 below. However, in accordance with the Council's approved reserves policy, departmental outturn variations are to be carried forward and repaid over two years, with a minimum requirement that 25% is repaid within the first year.
- 2.2 Departments are required to provide the Director of Corporate Services with details of their proposals for achieving the required saving over the two years.

3.0 Departmental Variations

- 3.1 A summary of variations at departmental level is shown at Appendix 1, and major variations commented upon in the following paragraphs:

3.2. Social Services

- 3.2.1 The 2005/06 budget included challenging targets for service improvement and realignment and although significant progress has been made in the current year, demand pressures have continued and there has been some slippage in delivering the planned actions. After allowing for a £3m virements approved by Board during the year, the outturn position was £1.1m higher than the Latest Estimate and the most significant areas of variation are set out below:
- 3.2.2 Staffing costs were £1.1m less than the Latest Estimate and reflects tight management control, together with recruitment difficulties and improved attendance management in some service areas. The use of agency staff and overtime has been tightly controlled by managers and spending in 2005/06 was £1.8m (18%) less than in 2004/05.
- 3.2.3 The cost of independent sector domiciliary care was £0.4m higher than the Latest Estimate. This reflects some slippage in delivering budgeted savings and demand pressures, particularly in respect of hospital discharges. The budgeted increase in direct payments was not fully achieved, giving rise to a saving of £1.4m. This was offset by increased costs of community care packages, net of associated income. Within the Joint Commissioning Service for People with Learning Disabilities, the learning disability pooled budget is facing growing demographic pressures, with an increasing number of service users with very complex needs requiring expensive packages of care. Action is being taken to reconfigure services and deliver more cost effective care, but this will take time to

achieve in full. For 2005/06 the additional cost of the pooled budget falling to Social Services amounts to £1.0m.

- 3.2.4 Expenditure on external hire of vehicles was £0.9m higher than budgeted, the main area of spend being transporting Looked After Children to school. Additional costs of £0.5m were also incurred for the use of fleet vehicles. These variations reflect some delays in delivering budgeted savings and demand pressures within frontline services.
- 3.2.5 The above pressures are partly offset by increased Housing Benefit and Supporting People income which was £1.2m higher than budgeted, partly because the transfer of Supporting People funding out of learning disability services in accordance with the Commissioning Strategy will now not take place until 2006/07. Income from service users was £0.7m less than the Latest Estimate, partly offset by additional income of £0.3m from outside organisations.
- 3.2.6 In addition to the above, Roseville Enterprises incurred a net deficit in year of £2.3m compared with the budgeted break-even position. The reduced volumes of uPVC windows and doors work undertaken by Roseville in 2004/05 have continued in 2005/06. The significance of this trend was recognised early in 2005/06 and an action plan put in place to seek expenditure reductions and alternative areas of business to eliminate the deficit. It became apparent, late in the year that these actions had not come to fruition. The Corporate Efficiency Review Team is currently undertaking a fundamental review of Roseville Enterprises within the context of the Council's Workstep programme to support its disabled employees and its commitment to equality and social inclusion. As this deficit relates to trading activities, and previous year surpluses have not been carried forward, it is proposed that this deficit be dealt with in the current year.

3.3 City Services

- 3.3.1 Following a fire at a contractor's recycling facility in April 2005; the Authority was required to contract into more expensive alternative arrangements for the disposal of SORT material. This additional cost of £707k has been partly offset by a reduction in the cost of disposal of other waste collected of £135k.
- 3.3.2 The Refuse Collection service overspent by £1.3m as a result of the increased utilisation of agency staff and overtime and additional transport costs to address service pressures arising from the continued increase in property numbers, higher levels of sickness than budgeted for.
- 3.3.3 As a result of increased investment in the highways infrastructure and an enhanced inspectorate regime, there has been a reduction in the number of Third Party liability claims submitted for accidents on the public highways. This has resulted in a reduction in the required contribution to the Authority's Insurance Provision of £679k.
- 3.3.4 Procurement costs associated with the implementation of the Street Lighting PFI were £210k greater than the budget.
- 3.3.5 Net car parking income is £295k higher than budgeted, reflecting reduced income of £752k from the first year of decriminalisation, offset by increased usage of the Council's car park facilities.
- 3.3.6 The department has identified an additional £1.1m of expenditure which can be more properly classified as capital spend and as such has been transferred to the capital programme and largely offsets the above spending pressures.
- 3.3.7 The deficit on Property Maintenance traded service of £1.5m is due to a combination of factors which reflect the fact that the service is still in the process of responding to the substantial reduction in its trading base following the loss of maintenance contracts with ALMOs. More specifically charges for work done have been insufficient to cover the

associated costs, the level of non-chargeable time is higher than budgeted for and the level of income realised is less than had been anticipated. As explained in paragraph 3.2.6 it is proposed that this deficit is dealt with in the current year.

3.4 Learning and Leisure

- 3.4.1 The outturn position for Learning and Leisure has taken account of the following pressures; the mid year energy price increases of £220k; £100k for the travellers clean up costs, VER and severance costs in Jobs and Skills amounting to £200k which have facilitated the realignment of future years expenditure with grant expectations; the shortfall in Equal grant received by Jobs and Skills of £400k and the continuing shortfall of the Community Centres budget, reflecting low income achievement and overspend on caretakers which amounts to £250k.
- 3.4.2 These pressures have been contained to within £160k of the budget by maximising the Early Years Children's Centre grant, producing a saving on the LCC funding of the service, and by strict internal controls on staff appointments.
- 3.4.3 Within Education, the overall net overspend of £59k is largely due to additional legal costs of £68k relating to the new contract for Education Leeds, additional re-deployment costs of £46k partially offset by savings on Pupil Support of £44k.

3.5 Neighbourhoods and Housing

- 3.5.1 Regeneration has underspent by £0.2m due to savings on a number of schemes. This is after accounting for additional spend of £0.3m on the Area Wellbeing budget met from previous years' brought forward monies.
- 3.5.2 Within Community Safety, a staffing overspend of £0.1m caused by the effect of unbudgeted staff and the use of agency staffing, has been offset by a reduction in support costs and increased grant within Community Safety, producing an overall underspend of £0.4m.
- 3.5.3 An underspend of £0.5m within Environmental Health, which is mainly due to savings in running expenses and a reduction in support costs, is partially offset by a £0.4m overspend in Housing Needs which has largely resulted from staffing overspends, an element of which has been employed in the prevention of homelessness which has led to a reduction in both the cost and number of homeless cases.

3.6 Development

- 3.6.1 The overall position for Development was an underspend of £101k. In accordance with the budget action plan, savings have been made in general running expenses to offset potential overspends. The most significant variations are detailed below:
- 3.6.2 Expenditure on Planning and Development exceeded the budget by £400k primarily due to increased staffing costs of £250k. A shortfall in planning fee income was offset by an increase in building fees.
- 3.6.3 Within strategy and policy staffing was £62k overspent mainly due to low turnover. The additional cost of the maintenance of signals in UTC was £172k, although this was partly offset by developer contributions and additional recharges to capital.
- 3.6.4 Economic Services staffing levels have been under budget producing an underspend of £145k, whilst additional income generation amounted to £200k.

3.7 Corporate Services

3.7.1 The overall underspend of £307k is largely a result of pay and running cost savings within Benefits Administration and Student Support. After taking account of variations in spend on demand led budgets which are outside of the carry forward rules, the department will be eligible to carry forward £85k.

3.8 Chief Executives

3.8.1 An overspend of £135k within Customer Services, predominantly due to the change in location of the Corporate Contact Centre, is offset by additional income generated by Legal and Democratic Services, resulting in an overall net underspend of £37k.

3.9 Strategic accounts

3.9.1 Spending pressures across the authority are supported by measures taken corporately to balance the approved budget. This includes the identification of one off sources of income.

3.9.2 In 2005/06 the budget provided for the use of £4m of Highways Section 278 agreements, although the actual receipts in the year were £0.5m less than this. The latest estimate as approved by the Board assumed that items more properly charged to capital would generate £4.5m savings in revenue, based on the level of capitalisation achieved in 2004/05. However the spending pattern in 2005/06 has meant a shortfall of £1.0m.

3.9.3 Additional income of £3.4m has been provided for in respect of monies due from the Passenger Transport Authority regarding the cessation of the Supertram project £2.3m and, in its first year, income from the Local Authority Business Growth Incentive scheme is £1.1m higher than budgeted at £3.1m. However following the final assessment of the LPSA targets, the level of the performance reward grant is lower than anticipated by £1.2m. A reassessment of the Insurance provision required an additional £0.5m to be provided.

3.9.4 In order to reduce the impact of departmental spending levels on the General Fund Reserve, £2.2m has been transferred from the capital reserve. This has been generated by contributions from departments to fund unsupported borrowing and relates primarily to equipment and vehicles previously funded through leasing. The reserve was being accumulated to fund the impact on future debt charges of this unsupported borrowing, and consequently future budgets strategies will need to take account of this decision. This, together with savings on general and other running costs of £1.5m has offset the over commitment of £1.5m on the central contingency fund.

3.9.5 Additional income generated from the Housing Revenue Account of £1.5m in respect of IT development costs on the Orchard system has been included in the strategic account.

3.10 Connexions West Yorkshire

3.10.1 2005/06 is the first full year of operation of Connexions as part of Leeds City Council. It is fully funded by grant income from the DfES.

4.0 Corporate Plan Priority Outcomes 2005/06

4.1 The 2005/06 budget provided for £4.9m additional resources to be directed towards the Council's corporate priorities and there is no overall variance against this position at outturn. Details of the priorities and performance is provided at appendix 2, but in overall terms the Council has been successful in directing the planned level of resources to its priorities and in achieving its desired outcomes.

5.0 General Fund Reserves

5.1 The general fund reserves position at 31st March 2006 is summarised in the table below:

2005/06	Latest Estimate £m	Outturn £m	Variation £m
General Fund reserve			
Brought Forward 1st April 05	9.8	9.8	
Estimated contribution to (from)	2.2	0.8	-1.4
Carried Forward 31st March 06	12.0	10.6	-1.4

5.2 The 2006/07 budget provides for a contribution to reserves of £0.3m to achieve a balance of £12.3m at 31st March 2007, which is line with the Council's current reserves policy designed to cover the estimated financial risk of the Council as assessed under the risk based reserves strategy.

5.3 As can be seen from the above table there is a shortfall of £1.4m and under the carry forward rules, underspending departments will be permitted to spend £0.6m in 06/07 and those departments which overspend will be required to pay back a minimum of £0.5m (25% of the overspend carried forward). This would leave a shortfall at 31st March 2007 of £1.5m.

5.4 Budget monitoring is ongoing in 2006/07 and an assessment is being undertaken to determine the extent to which some of the spending pressures which impacted in 2005/06 will potentially reoccur. Of particular concern is the likely position of Roseville Enterprises and Property Maintenance which will be closely monitored.

5.5 However, interest savings of £2.5m have been achieved due to a debt re-scheduling exercise in May 2006. It is thus proposed that £1.5m of this is transferred to the general fund reserve to replenish reserves to the level agreed in the budget, with the balance of £1.0m being transferred to contingency fund, to be held against 2006/07 spending pressures.

6.0 Capital Programme

6.1 The latest approved Capital Programme estimated capital expenditure in 2005/06 to be £363.9m, £205.7m for the general fund and £158.2m for Housing. In March 2006 additional funding for the Housing Decency Programme was announced by the ODPM, giving a total programme £377.5m.

6.2 The resources available to fund the capital programme were £367.8m compared to actual spend of £369m.

6.3 General Fund Spend

6.3.1 The following table shows the in year actual expenditure against estimate:

General Fund	Estimate	Outturn 1	Variation 1	
	£000	£000	£000	%
Development	32,857	29,555	(3,302)	-10%
City Services	18,044	18,048	4	0%
Corporate Services	8,982	7,445	(1,537)	-17%
Learning and Leisure	39,738	40,348	610	2%
Education Leeds	44,476	44,381	(95)	0%
Neighbourhoods and Housing	11,334	8,914	(2,420)	-21%
Chief Executives	2,386	2,232	(154)	-6%
Social Services	3,419	2,464	(955)	-28%
Strategic Accounts	44,456	41,277	(3,179)	-7%
Total Spend	205,692	194,664	(11,028)	-5.4%

6.3.2 The above table includes provision for Equal Pay, funded through the use of capital receipts, as reported to the November 2005 Board in the half year capital programme update report.

6.4 Housing Revenue Account Spend

6.4.1 The following table shows the in year actual expenditure against estimate:

HRA	Estimate	Outturn	Variation	
	£000	£000	£000	%
Strategic Landlord	3,324	2,814	- 510	-15%
ALMOS	168,469	171,540	3,071	2%
Total Spend	171,793	174,354	2,561	1.5%

6.4.2 The ALMO total spend of £174.4m was therefore £2.56m above their budgeted position. This is an indication that the ALMOs are ahead of schedule in achieving Decency. Details of non decency (general fund spend delivered by the ALMOs) will need to be identified to determine the overall funding position for the companies.

6.5 Capital Resources

6.5.1 Capital resources to fund the programme have varied. Capital receipts achieved totalled £81.8m, including useable capital receipts from right to buy sales of £15m.

6.5.2 Resources from Highways S278 agreements and other funding sources have again been used to support the revenue budget rather than the capital programme as detailed at paragraph 3.92 above.

6.5.3 Resources have been used for the HRA and general fund programmes to arrive at the most cost effective funding mix for the overall capital programme.

Details of the expenditure and financing are shown below:

	£m
Net Capital Spend	369.0
Financed by	
Specific Grants and Contributions	54.3
Capital Receipts	81.8
MRA	36.5
Borrowing	191.9
Revenue Contributions	4.5
Total Funding	369.0

7.0 Housing Revenue Account

7.1 The latest estimate provides for a contribution from working balances of £1.6m. The outturn shows a contribution from working balances of £1.1m, a change of £0.5m as follows:-

HRA	Latest Estimate	Outturn	Variation
	£000	£000	£000
Expenditure			
Employees	12,986	12,507	- 479
Premises	2,866	2,663	- 203
Supplies and Services	7,090	7,948	858
Transport	344	320	-24
ALMO Management fees	97,226	97,477	251
Internal Charges/ Transfer payments	6,238	8,639	2,401
Provision for doubtful debts	2,800	873	- 1,927
disrepair	2,141	196	- 1,945
capital	30,369	32,995	2,626
Income			
Rents and other charges	- 152,633	- 154,414	- 1,781
Housing Subsidy	28,450	30,617	2,167
Other Income	- 40,760	- 47,533	- 6,773
Surplus	- 2,883	- 7,712	- 4,829
Transfer To Swarcliffe PFI	4,517	4,373	- 144
Transfer to earmarked reserves		4,445	4,445
Deficit	-1,634	- 1,106	528

7.2 The main areas contributing to the in year surplus are:

7.2.1 Employee costs savings of £0.5m are primarily due to closure of hostels, and additional costs of £1.5m have been incurred as a result of IT development costs on the Orchard system.

7.2.2 Savings of £2m in the cost of disrepair have been achieved through proactive management of the claims and more challenge given at the point of receipt of new claims which has resulted in a significant fall in the number of cases requiring investigation.

7.2.3 Rental income has exceeded the budget by £1.8m (1.1%) reflecting in part a significant improvement in the level of voids. In addition, savings of £2m in the cost of doubtful debt provision through improved collection rates via the ALMOs, offset by £0.3m in additional performance incentives to ALMOs.

- 7.2.4 Property services income exceeded budget by £2.7m. Fees are based on a percentage of capital spend which increased from £8m in 04/05 to £60m in 05/06. The surplus has been used to fund capital scheme costs.
- 7.2.5 Additional costs of £0.5m have been offset against Right To Buy receipts payable to ODPM following a review of cost allocations and an additional £0.2m has been generated in respect of income from leaseholders as contributions to capital schemes. These have been used to fund capital scheme costs.
- 7.3 An earmarked reserve of £4.5m has been established to mitigate against the risk of subsidy losses of £2m through not meeting subsidy triggers based on average stock levels, £0.5m to reflect the pre-procurement costs of the Beeston and Holbeck PFI scheme and £1.9m for re-distribution to the ALMOs to reflect the savings generated in disrepair claims.
- 7.4 The effect of the above on HRA working balances is summarised in the table below:

Working Balance a/c	2005/06 L.E. £,000	Actual £,000	Variation £,000
Balance Brought Forward	4,606	4,606	
Transfer from / (to) HRA	(1,634)	(1,106)	528
Balance Carried Forward	2,972	3,500	528

8.0 Schools

- 8.1 The projected outturn on the Individual Schools Budget for 2005/06 is as follows:-

OUTTURN	£m
Latest estimate	311.3
Projected Outturn	314.6
Variation	3.3
SCHOOLS RESERVES	
Balance Brought Forward	8.0
Net Contribution from Reserves	(3.3)
VER funding and repayment	(0.3)
Funding of PFI/BSF development costs	(0.8)
Balance Carried Forward	3.6

- 8.2 The 2005/06 budget assumed the use of £0.7m of school reserves to fund the cost of Voluntary Early Retirements in line with the policy agreed by the Board on the 7th March 2001 for the management of school based staff. As outlined in the policy, this should not be seen as using balances of individual schools, but rather from the overall net school balance. The policy requires the reimbursement of these amounts over a 5 year period from Council resources other than those available from schools.
- 8.3 For 2005/06, £0.7m has been repaid, representing one fifth of the £3.4m used to fund VER for the years 2000/01 to 2004/05. The total amount still awaiting repayment amounts to £2.0m (£1.0m from previous years and £1.0m from 2005/06).
- 8.4 The Council's approved financial strategy assumes that PFI/BSF development costs will initially be borrowed from the PFI credit generated in the early years of such schemes. This would then be funded from increase in the Individual Schools Budget over the life of the PFI schemes. Due to changes made by Central Government in the way in which PFI schemes are

funded, the credit is not sufficient to offset the scale of the development cost, and it is thus proposed that £0.8m of the cost in 2005/06 is initially borrowed from overall school reserves and that further consideration is given to future strategy for funding BSF development costs.

8.5 Taking these outstanding repayments into account would have the effect of increasing schools' reserves to £6.8m.

9.0 Other Financial Issues

9.1 Education Leeds

9.1.1 The 2005/06 budget for Education Leeds had assumed £1,133k of operating surpluses being used to support the budget. Education Leeds have now reported their financial position for 2005/06 (subject to audit and their Board's approval) and this shows that an underspend of £967k against the budget resulting in only £166k of operating surpluses being required to be used. This leaves Education Leeds with accumulated surpluses of £2.6m at the close of 2005/06 which be carried forward for spending on Education priorities in future years. These accumulated surpluses were taken into account when determining the contract payment for 2006/07.

9.2 ALMOs

9.2.1 ALMOs are reporting an overall surplus for the year of £15.3m, compared to a budgeted position of £7m. The balance brought forward from 2004/05 was a deficit of £0.8m, giving a surplus carried forward of £14.5m, which has been accumulated for future housing decency expenditure.

9.2.2 The reasons for individual ALMO variations are currently being reviewed but additional SCA windfall, lower interest rates and progress in overall cost reductions have contributed to the position.

9.2.3 The figures reported above are subject to audit and approval of the ALMO boards.

9.3 Local Taxation

9.3.1 The performance statistics for the year in respect of the collection of local taxation are as follows:-

	2003/04 Leeds Actual	2004/05 Leeds Actual	2005/06 Leeds Actual
Council Tax collection	96.2%	96.1%	96.3%
Non Domestic Rates	98.0%	98.5%	98.6%

9.3.2 The amount collectable for Council Tax has increased by £11.8m from £198.1m in 2004/05 to £209.9m in 2005/06. Likewise the amount collectable for business rates has increased from £251.6m in 2004/05 to £264.0m in 2005/06.

9.4 Sundry Income

9.4.1 Overall the collection of current year debt and arrears has improved from 82.5% in 2004/05 to 83.1% in 2005/06.

9.4.2 In respect of the current year debt only, the net amount collectable was £99.5 million with a balance outstanding of £17.3m at 31st March 2006. The amount collectable has increased by £6.7m as compared to the comparable figure last year of £92.8m. Unlike Council Tax and Non Domestic rates where the majority of the amount collectable is raised at the start of the

year, sundry debt accounts are raised on a monthly basis and the amount of debt raised in any one month can vary significantly. The main contributing factor to the balance outstanding at 31st March is that £19.7m was raised during March alone and £14.2m of this amount was still outstanding on 31st March. The figure of £14.2m had been significantly reduced to £6.8m by 30th April 2006.

- 9.4.3 During 2006, Internal Audit will carry out a review of the service covering both collection and work undertaken in Departments. The review will challenge current working practices and make suggestions for improvements.

9.5 Prompt Payment (BV8 - % of undisputed invoices paid within 30 days)

- 9.5.1 The outturn for the year was 90.5% of undisputed invoices paid within 30 days compared to a target of 92%.

- 9.5.2 This is an improvement of 1.7% from 2004/05. The expansion of the use of purchasing cards and the development of electronic ordering and invoicing of goods, will over time reduce the number of paper invoices passing through the Council and hence speed up the process.

10.0 Recommendations

Members of the Executive Board are asked to:

- 10.1 note the contents of this report and agree the proposals with regard to the treatment of reserves and carry forward as detailed in paragraph 5.0.
- 10.2 agree the creation of an earmarked reserve in respect of the Housing Revenue Account as detailed in paragraph 7.3.

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Summary Outturn position 2005/06

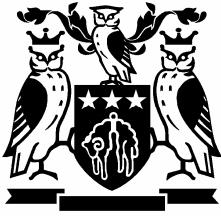
	Variation to Latest Estimate £'000	Proposed Carry Forward £'000
General Fund Services		
Development	(101)	(101)
City Services	651	651
Corporate Services	(307)	(85)
Learning and Leisure	219	219
Neighbourhoods and Housing	(403)	(403)
Chief Executive	(37)	(37)
Social Services	1,062	1,062
Strategic Accounts	(1,541)	
Trading Services		
Roseville Enterprises	2,308	
City Services	1,532	
Net cost of Departmental Spend	<u>3,383</u>	<u>1,306</u>
Use of Capital reserve	(1,971)	
Reduction in Contribution to Reserves	<u>1,412</u>	

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Corporate Plan Priorities - 2005/06

Priority	Department	Estimate 2005/06 £000s	Outturn 2005/06 £000s	Outcomes Achieved
Transforming our Services Improvements to Planning Service	Development	100	100	The funding has been utilised to recruit 3 Planning Officers part way through the year at a cost in the year of £52k (full year cost £120k). The balance of the £100k was used to help fund the cost of additional temporary staff through out the year. The additional resource has helped contribute to the achievement of the BVPI 109 targets for processing planning applications and provided additional staffing resources during the transition phase of the implementation of the new computer systems. Contact Centre is now operational with 200 telephone staff based at Westgate and further staff due to transfer during 2006/07. Additional costs incurred on Westgate Building including Stamp Duty (£30K) that was unable to be capitalised and additional NNDR costs (£62K) that were not in original budget. Savings were made within other areas to reduce their impact on the overall budget. LIFTCo is a company set up with private and public sector partners to procure mainly primary and social care schemes. 3 Joint Service Centres (JSCs) are currently being procured through LIFT in tranche 3. £15.7m PFI credits and an Outline Business Case has been approved by ODPM for the three JSCs in Kirkstall, Harehills and Chapeltown. Sites have been identified for the three centres and land assembly issues are being progressed.
Corporate Contact Centre	Chief Executive's	294	367	
Joint Service Centre/LIFT	Neighbourhoods & Housing	395	316	
Sub-Total		789	783	
All Neighbourhoods are safe, clean, green and well maintained Police Community Support Officers	Neighbourhoods & Housing	315	349	The Council match funds 71 PCSOs. As part of the Neighbourhood Policing Teams, PCSOs patrol, gather intelligence, reassure the public and assist in the prevention of crime. Their powers include issuing fines, holding suspects of crime, confiscating alcohol used in a public place, entering premises to save life or prevent damage, searching vehicles and belongings and removing abandoned vehicles. PCSOs contributed to an 18% reduction in crime in 2004/05 compared to the previous year and further improvement is anticipated. The sum represents the Councils annual contribution to the 'environmental' works associated with the Swarcliffe PFI. Improvements to Community Parks; signage, infrastructure, educational information. Improvements to allotments; fencing, Pathways, Gates & Water Installation of vandal proof bridge, major resurfacing, relaunch of Leeds Country Way Leaflet - previously closed footpaths will be available for public use again. Recent Household survey shows a positive reaction to parks being a safer environment from both Adults & Children. This switch of £350k of "DLO" overheads from Winter Maintenance to General Maintenance increased the purchasing power of the Winter Maintenance budget in terms of number of grits. In total 79 grits were made in 2005/2006 against a budget of 65. This ensured that the Highways infrastructure of Leeds was not impacted upon by Winter weather conditions i.e. precautionary & responsive gritting ensured that traffic continued to flow throughout the City during times of inclement weather. Represents a contribution to the procurement costs of the Street Lighting PFI. In total £1064k was spent, less £250k budgeted contribution from Street Lighting Maintenance, which leaves an overall overspend of £209k. The Conclusion of the procurement exercise means that the successful contractor, Tay Valley, will not only take responsibility for the implementation of an extensive Street Light replacement programme across the City but will be responsible for the delivery of an enhanced maintenance programme.
Swarcliffe - PFI development costs	Neighbourhoods & Housing	265	265	
Urban Parks	Learning & Leisure	500	548	
Allotments	Learning & Leisure	50	50	
Public Rights of Way	Learning & Leisure	50	50	
Improved Safety and tackling anti-social behaviour in Parks	Learning & Leisure	200	160	
Winter Maintenance	City Services	350	350	
Street Lighting developments	City Services	605	814	
Sub-Total		2335	2586	

Priority	Department	Estimate 2005/06 £000s	Outturn 2005/06 £000s	Outcomes Achieved
All Communities are thriving & harmonious places where people are happy to live East & South East Leeds Regeneration Scheme	Neighbourhoods & Housing	107	32	The purpose of EASEL is to bring about the transformational regeneration of East and South East Leeds by creating a Public-Private Joint Venture. The value of the Joint Venture developments in the EASEL regeneration area is estimated at £1.5 billion, with Council receipts in excess of £100m. A Preferred Bidder letter has been issued to Bellway PLC including awarding a negotiation period to finalise the commercial, legal and technical offer associated with the proposed Joint Venture. The end of financial year achievements will include a development agreement in place for the first phase of development sites and agreement on a longer term Joint Venture arrangement. It is a principle of the partner selection process that the Council's procurement costs incurred during the tender process will be re-imbursed by Bellway at the first point of legal contract, to a ceiling of £450,000.
Sub-Total		107	32	
Our Children and young people are healthy, safe and successful Library Books Support to Change for Children agenda Early Years Centres PFI Development of Schools - PFI	Learning & Leisure Learning & Leisure Learning & Leisure Education	112 250 175 273	109 250 190 273	Improvements to selection/range of books available Appointment of Director of Children's Services, and development of a Children and Young Peoples plan Early years centres associated with PFI schools. Overspend due to less income received from EY providers BSF development progressed and PFI contract monitoring strengthened by the appointment of additional staff
Sub-Total		810	822	
At each stage of their lives people are able to live healthy, fulfilling lives Independent living PFI	Social Services	740	521	During 2005/06 the Independent Living Project Team was established. An Outline Business Case was submitted and approved by the ODPM and Department of Health, resulting in £60m credit approval for the development of 45 sites. Ongoing work by the Team, working closely with officers from PPPU, is continuing the procurement process. Consultation with Learning Disability and Mental Health service users, ward members and staff is progressing. This process will continue into 2006/07 with the first properties becoming available for use in Autumn 2008.
Sub-Total		740	521	
Leeds is a highly competitive, international city Business Growth projects	Development	100	107	Combination of publicity campaigns, grants and economic initiatives agreed with Executive Member. Aim being enhancement of the economy and increased positive image of the city.
Sub-Total		100	107	
Overall Total		4,881	4,851	



Originator: Paul Gough

Tel: 247 8071

Report of the Director of Development

Executive Board

Date: 14 June 2006

Subject: LEEDS UDP REVIEW – REPRESENTATIONS TO THE MODIFICATIONS AND NEXT STEPS

Electoral wards affected:

ALL

Specific implications for:

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

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

Executive Summary

1. The report provides an overview of the responses to the Proposed Modifications to the UDP Review which followed consideration of the Inspector's recommendations. The report also outlines the steps that now need to be taken to adopt the Plan. The Executive Board agreed the Council's response to the Inspector's recommendations at its meeting on 17 February 2006 and the Proposed Modifications to the Plan which followed were placed on deposit for public comment between 27 February and 10 April 2006.
2. The representations that resulted from deposit of the Modifications are fairly modest in number, 131 in total, of which 20 were representations in support of the Plan. The key issues raised relate to a small number of key sites (East Leeds Extension, East of Otley and Micklefield Strategic Housing sites) and policies relating to housing strategy, the phasing of land release, student housing and affordable housing. The key issues are listed in para 3.3 of the report and the precise numbers of representations which relate to each Proposed Modification is given in Appendix 1.
3. A report on the representations received, and the issues arising from these, were reported to the Development Plan Panel on 31 May 2006. The representations have been given careful consideration and it has been concluded that no new issues have been raised and that they do not give rise to a need for a second public inquiry or the need to publish further modifications.
4. It is therefore recommended that the UDP Review process is brought to a conclusion and that the Council now proceeds to formally adopt the Plan.

1.0 PURPOSE OF REPORT

- 1.1 The purpose of this report is to provide an overview of the response to the Proposed Modifications and to consider what further action is required to progress the UDP Review to adoption.

2.0 BACKGROUND

- 2.1 The report of the Inspector who held the Public Inquiry into the UDP Review was received on 23 November 2005. The Development Plan Panel agreed its response to the Inspector's recommendations, including the proposed modifications, at meetings which were held on 6 December 2005, 3 January 2006, 24 January 2006, 7 February 2006 and 17 February 2006. The Panel's recommendations were subsequently approved by the Executive Board on 17 February 2006 and the Modifications were placed on deposit on 27 February 2006. The deposit period expired at midday on 10 April. There was only one late submission, which has been classified as a 'not duly made' representation.
- 2.2 The Modifications were placed on deposit in the Council's offices, all local libraries and One Stop Centres. Complimentary copies were sent to MP's, Parish and Town Council's and Statutory Consultees, such as the Environment Agency. The report was also placed on the Council's web site and it was made possible for people to submit their comments on-line. All Members received a copy of the Modifications Report and letters were sent to everyone who had submitted representations at earlier stages on plan preparation to inform them about the publication of the report and where they could inspect it.

3.0 RESPONSE TO THE MODIFICATIONS

- 3.1 A total of 131 'duly made' representations were received to the modifications, which relate to 36 Modifications. Of these, 20 are representations of support. An additional 2 representations expressed support for the Modifications, but only in part. These have therefore been treated as objections. **Appendix 1** lists the total number of representations received (objections and supports) under each modification and **Appendix 2** lists representations which are 'not duly made.' **Appendix 3** sets out, in a detailed schedule, the Council's 'Statement of Decisions and Reasons' on the representations received. Further Appendices (4, 5 & 6) provide extracts from earlier reports to Development Plan Panel and Executive Board, which summarise the Council's earlier response to the Inspector's recommendations in relation to Protected Areas of Search, Housing matters and the East Leeds Extension. **These additional Appendices (4, 5 & 6) are available for inspection upon request from the clerk named on the front sheet of the agenda.**
- 3.2 There have only been 3 representations classified as 'not duly made.' Of these, one was because the representation was received outside of the deposit period. The other two cases did not relate to a Proposed Modification. One of these related to a proposed telecom mast and the other did not specify the subject matter at all (i.e. a Proposed Modification). A telephone call was made to the objector to elicit this information but a response was not submitted. Only duly made objections confer a right to be considered at a public inquiry, should one prove to be necessary. Notwithstanding this, all representations, duly made or not, are included in this report.
- 3.3 The representations cover sites throughout the district and a range of policy matters. The modifications which attracted significant numbers of representations, or raised key issues, are as follows:

Sites

- 19/006 - East of Otley Strategic Housing Site
- 16/009 - Micklefield Strategic Housing Site
- 15/015 - East Leeds Extension

- 17/007 - Whitehall Road, Drighlington

Policies

- 5/001 – Policy N34 (Protected Areas of Search)
- 7/001 – Housing (Introduction)
- 7/002 – Phased Release of Land for Housing
- 7/004 – Housing Strategy
- 7/006 – Affordable Housing targets
- 7/008 – Student Housing
- 8/001 – Policy E7 (Protection of Employment Land)

- 3.4 The numbers of representations received disguise the fact that a significant number of objections relate to a handful of key sites, for example East of Otley and Micklefield Strategic Housing Sites which attracted 12 and 28 representations respectively. This is due to the fact that objectors, through their advisors, have put forward their case under several of the Proposed Modifications (e.g. Proposed Modifications 7/001 to 7/006).
- 3.5 A total of 23 representations related to 10 PAS sites where objectors have argued for them to be placed in the Green Belt, as originally proposed in the UDP Review. The Council has accepted the Inspector's recommendation to leave these sites designated as Protected Areas of Search (PAS) under Policy N34. The sites are Canada Rd., Rawdon; West of Pool; Breary Lane, Bramhope; Haw Lane, Yeadon; East of Scholes; Wood Lane, Scholes; Park Lane, Allerton Bywater; Moseley Bottom, Cookridge; Leeds Road, Collingham and Hill Foot Farm, Pudsey. Although these were 'duly made' representations, they did not raise any new issues and the points made were fully debated at the Inquiry and considered by the Inspector in his report. In addition the same matters were properly considered by the Council in consideration of the Inspector's Report and in reporting this at Development Plan Panel and the Executive Board. Appendix 4 is an extract from the report on PAS which went to these Council committees.
- 3.6 The Government Office for Yorkshire & The Humber wrote to the City Council on 12 April to confirm that no representations had been submitted on the Proposed Modifications on behalf of the Secretary of State. The Government Office had been previously advised by letter (27 February 2006) about the Proposed Modifications and the Council's decision not to accept 7 of the Inspector's recommendations.
- 3.7 In their letter, the Government Office also drew the Council's attention to the European Habitats Directive (92/43/EEC) which applies to 'Special Areas of Conservation.' This requires local Council's to carry out an Appropriate Assessment under article 6(3) and (4) of the Directive in the event of such sites being affected by development proposals. There is only one Special Area of Conservation in Leeds. This is located on Hawksworth Moor in the north-western edge of the District. This area forms a relatively small part of the South Pennine Moors SSSI, which is also a designated Special Area of Conservation. There are no proposals in the UDP Review which affect this site.

4.0 CONSIDERATION OF REPRESENTATIONS

- 4.1 Members will recall that the UDP Review has been prepared under the 'old Development Plan Regulations' (hereafter referred to as the 'old regulations') and not the 'new' regulations which were introduced by the Planning & Compulsory Purchase Act 2004. These 'old regulations' are the Town & Country Planning (Development Plan) (England) Regulations 1999.
- 4.2 In determining the response to the representations, in line with the 'old regulations,' Members should bear in mind the limited scope of the debate envisaged at this stage. In particular, it is worth recalling that the purpose of the deposit of the modifications was to allow public comment on:

- the proposed changes to the plan
- the Council's decision not to promote a change recommended by the Inspector

Furthermore, the Council's approach has been to secure the early adoption of the Plan.

4.2 Consequently, it is not appropriate to go back to first principles. Consideration of the representations therefore needs to focus on the nature and detail of the changes promoted through the modifications. Representations which:

- seek to repeat earlier objections
- concentrate on the principle of a policy/proposal rather than the detailed changes
- raise only issues considered at the Inquiry and dealt with in the Inspector's report

are therefore most unlikely to give rise to a need for any further changes.

4.3 In reviewing the representations in those cases where the Council has rejected a change recommended by the Inspector, Members will need to consider in particular whether the representations raise new arguments not covered in the Council's reasons for originally rejecting the Inspector's recommendation. Where new matters are raised Members will need to determine whether these are, on balance, sufficient to warrant the reversal of its original decision or give rise to the need for some other change.

4.4 Duly made Objections: The principal task for Members is to determine the Council's response to the "duly made" objections. Detailed consideration of the objections is set out in the attached schedule. This summarises the issues raised and is followed by comments and conclusions. The number of duly-made objections is limited to a few key issues, which are:

- Dissatisfaction with the Council's decision to accept the Inspector's recommendation to retain sites under Policy N34 (Protected Areas of Search) from local residents and Parish Council's, matched by representations in support of the Council's decision from landowners.
- The precise wording of the revised Policy E7, designed to protect employment land.
- The rationale for some Greenfield sites to be included in Phase 2 (as recommended by the Inspector) and for others to be left in Phase 3.
- The interpretation of the Inspector's conclusions and recommendation in relation to the 'trigger point' for the release of housing in Phase 3 of the Plan, particularly in relation to the East Leeds Extension, East of Otley and Micklefield Strategic Housing Sites.
- The consistency of the UDP Review with PPG3 and the Regional Spatial Strategy, in relation to the sequential release of housing land (greenfield/brownfield).
- The Council's rejection of the Inspector's recommendation to list alternative locations for student housing.
- The wording of the Proposed Modification in relation to the East Leeds Extension (ELE), including the Council's rejection of the Inspector's recommendation to reassess ELE prior to adopting the Plan (to include phasing proposals).

4.5 All the above key issues are addressed in the attached schedule under the relevant Modification.

4.6 In many cases, the objections are simply statements of opposition to the modifications raising similar issues to those made at the earlier stage of plan preparation and which were considered at the Inquiry. These clearly fall outside of the scope of this latest modifications stage.

4.7 The 'old regulations' (Reg. 28 (1)) make clear that the Council is only under a duty to prepare a statement of decisions and reasons in relation to objections made in accordance with the Regulations. To do otherwise would also be to disadvantage those who remain dissatisfied with other aspects of the Plan but who understood that there was no opportunity for further representation.

4.8 Not duly made objections: While a formal response may not be necessary to the 'not duly made' representations, these have still been considered by officers and an explanation of the reasons why they have been categorised in this way has been given.

5.0 THE NEXT STEPS

5.1 The 'old regulations' determine that the Council must:

- Decide whether a public inquiry is necessary to consider the representations
- Prepare a statement setting out its decisions and reasons on all objections
- Consider the need for further modifications
- Subject to the above, place on deposit the list of modifications and make the statement of decisions and reasons available for inspection.

5.2 The process for dealing with any further modifications is a repeat of that at earlier stages. Any further modifications will need to be placed on deposit for 6 weeks to allow for representations, which will then need to be considered by the Council. The process is a loop which is only broken when the Council decides that no further changes are necessary, at which point it can proceed to adopt the Plan.

5.3 It is recommended to Members that, given the nature of the representations that have been received, that point has been reached and that it is now possible to proceed to adopt the Plan.

5.4 If this recommendation is accepted, it will be necessary to publish a notice of intent to adopt the Plan and at the same time, make available for inspection the statement of decisions and reasons relating to the objections to the Modifications. This notice will state the date at which the Plan will be adopted. This will be 28 days from the date on which the notice is first published.

5.5 Subject to Members agreeing the recommendations in this report, it is anticipated that the notice of intention to adopt could be published following this meeting which would enable full Council to adopt the Plan at its meeting on 19 July 2006

5.6 Once this stage is reached it is then necessary for the Council to publish a notice of adoption. It is at this point that the public has the opportunity to challenge the validity of the Plan through an application to the High Court. There is a period of 6 weeks from the publication of the notice of adoption for such applications to be made. An applicant to the Court can seek to have the whole Review quashed but it is more likely that this might apply to individual policies or site specific proposals. In these latter circumstances the status of the remainder of the Plan is unaffected.

5.7 Following adoption it will be necessary to integrate all the modifications with the original Deposit Plan to produce a final version of the UDP Review Written Statement and Proposals Map. Work on this is already well advanced in anticipation of the Council's approval.

6.0 THE NEED FOR A PUBLIC INQUIRY

6.1 The decision on whether to hold a public inquiry to consider objections to the modifications rests with the Council. The Council must act reasonably in all the circumstances in coming to a decision and is potentially liable to challenge in the High Court if it fails to do so. Planning Policy Guidance 12 (Annex B, para22) suggests that local authorities have to consider whether new issues have been raised and whether these issues would justify the holding of a public inquiry. Also, in the guidance published by the Government "Local Plans & Unitary Development Plans – A Guide to Procedures," it is suggested that authorities should hold an inquiry where objections raise matters which were not an issue at an earlier stage. This may arise for example, where the Council promotes an entirely new proposal (i.e. not published in the First or Revised Deposits) so that objectors will not previously have had the opportunity to comment. In responding to the Inspector's recommendations, Members will recall that special care has been taken to avoid this situation occurring.

6.2 The key issue seems to be not whether the proposal is new but whether the objections give rise to new issues. Similarly, where any new issues concern matters that are more appropriately dealt with by other means, for instance through an Action Area Plan as part of the Local Development Framework or through the planning application process, then an inquiry could be deemed unnecessary. This would also apply where the Council's modification is a matter of fact so that no purpose would be served by an inquiry. It is considered that it would be reasonable to decide against holding an inquiry where the circumstances described above apply.

7.0 Implications for council policy and governance

7.1 The implications for council policy are summarised above and also set out in the comments presented as part of the schedule included as Appendix 3. As noted above, once adopted the Unitary Development Plan Review will form the Development Plan for Leeds until such time as it is gradually replaced by the emerging Local Development Framework.

7.2 The UDP Review complements and is consistent with Vision for Leeds and the Corporate Plan, including addressing the Council's 'Narrowing the Gap' agenda through the Plan's proposals for regeneration in defined Action Areas.

8.0 Legal and resource implications

Legal implications

8.1 Although the Council is under no obligation to hold a further inquiry into objections to modifications proposed by it, it might nevertheless exercise its discretion in doing so. Consideration that would generally be material to that decision would include:-

- 1) whether or not the issue raised had been previously subject to independent scrutiny by an inspector so as to provide independent evaluation of the opposing contentions;
- 2) the current advice contained in PPG12
- 3) the practical implications of a second inquiry and, in particular, whether it would be of material benefit to the decision making process;
- 4) delay and the desirability of securing an up to date adopted plan
- 5) fairness to an objector and to other parties although this need not go beyond the normal administrative obligation;
- 6) the new Development Framework provisions.

8.2 There are statutory grounds for quashing a plan and these will include:

- 1) the adequacy of the reasons given by the Council for rejecting the an inspector's recommendation
- 2) whether the Council gave proper consideration to the inspector's report, particularly in the light of the Council's special position as both proposer and decision maker
- 3) whether the Council should have held a further public inquiry into its proposed modifications.

8.3 In reaching their decision members should take into account, and give due weight to, the above consideration.

Resource implications

8.4 The UDP Review is a statutory plan and represents the City's policy framework for the use and development of land. It is a key document for both local communities and the development industry. Significant resources have been invested in bringing the plan through its various stages, including extensive public consultation and a public inquiry. Additional resources will be needed to merge the UDP Review with the original adopted (2001) Plan and to publish this following the plan's adoption. There are also

resource implications for the City Council in relation to advancing policies and proposals contained in the Plan, particularly those relating to the named Action Areas to support the corporate regeneration agenda, which are to be progressed in detail through the emerging Local Development Framework.

9.0 CONCLUSION

9.1 Given the nature of the representations received, it is considered that no new issues have in fact been raised and that:

- A second inquiry is not needed
- No further modifications are necessary

9.2 In these circumstances it is recommended that the UDP Review process is brought to a conclusion and that the Council now proceeds towards formal adoption of the Plan.

10.0 RECOMMENDATIONS

10.1 Executive Board is recommended to:

1. Agree the contents of this report;
2. Agree that no further modifications to the Plan are appropriate;
3. Conclude, having carefully considered all the representations received, that they do not give rise to a need for a further public inquiry;
4. Agree that the attached schedule (Appendix 3) is published as the Council's statement and reasons in response to the representations received;
5. Agree that the Notice of Intention to Adopt the UDP Review is published and that, following the expiry of the notice period, the Plan is submitted to Full Council with a recommendation that it is formally adopted.

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LEEDS UDP REVIEW

APPENDICES TO EXECUTIVE BOARD REPORT

14 JUNE 2006

APPENDIX 1

SUMMARY OF DULY MADE REPRESENTATIONS RECEIVED

Modification no.	Policy/Proposal	Representations Objection Supports	
<u>Duly Made</u>			
4/001	Community Involvement	1	
5/001	Green Belt/Protected Areas of Search		5
5/003	Flood Risk	part object	1
5/004	Sustainable Drainage	part support	1
6/003	Transport Assessments		1
6/004	Travel Plans	part support	1
6/013	Transport (Park & Ride)		1
6/015	Transport (Strategic Highway Network)		1
7/001	Housing (Introduction)	7	
7/002	Phased Release of Housing Land	21	4
7/003	Release of Individual Housing Sites	2	
7/004	Explanation of Housing Strategy	12	
7/005	Housing – Long Term Growth	2	
7/006	Affordable Housing Target (East of Otley and Thorp Arch)	8	2
7/007	Affordable Housing	1	
7/008	Student Housing	4	4
8/001	Loss of Employment Land	2	
14/014	Breary Lane PAS site	1	
14/015	Canada Rd., Rawdon - PAS site	8	
14/016	Haw Lane, Yeadon - PAS site	2	
15/015	East Leeds Extension	5	
16/004	Allerton Bywater Village Regeneration	1	
16/008	Micklefield Village Regeneration Area	5	1
16/009	Micklefield Strategic Housing Site	6	
16/014	East of Scholes - PAS site	2	
16/015	Pit Lane, Micklefield - PAS site	1	
16/018	Wood Lane, Scholes - PAS site	2	
16/019	Park Lane, Allerton Bywater - PAS site	1	
17/039	Tingley Station - PAS site	1	
18/033	Moseley Bottom, Cookridge - PAS site	2	
19/006	East of Otley	4	
19/008	West of Pool PAS site	5	
20/020	Hill Foot Farm, Pudsey - PAS site	1	
21/015	Matty Lane, Robin Hood	1	
24/011	Leeds Road, Collingham – PAS site	1	
	SUB TOTALS	111	20
	TOTAL	131	

APPENDIX 2

SUMMARY OF NOT 'DULY MADE' REPRESENTATIONS RECEIVED

<u>Ref. no.</u>	<u>Objector</u>	<u>Issue Raised</u>	<u>Reason for representation not being 'duly made'</u>
24/003	Walton Parish	Thorp Arch	support for decision to delete

	Council	Thorp Arch received after the deadline.
n/a	Mr. David Taylor	Representation does not specify/relate to a Modification
n/a	Dr. GK Wilson	Representation does not relate to a Prop. Modification

APPENDIX 3

LEEDS UDP REVIEW

STATEMENT OF DECISIONS AND REASONS ON THE REPRESENTATIONS RECEIVED TO THE PROPOSED MODIFICATIONS

MAY 2006

Modification No. 4/001

Title: Policy GP9 Community Involvement

Representations

One representation, of support, has been received from Mr G. Hall on behalf of the Scholes Community Forum. However, the submission does request that the Statement of Community Involvement (SCI) should make reference to monitoring.

Issues Raised

- a. Scholes Community Forum welcomes the process of encouraging further involvement in the planning process, particularly Policy GP9 and the pre-application stages of the application process.
- b. Monitoring the progress of the SCI is desirable and should be referenced in the UDP.

Comments on issues raised

- a. The Councils welcomes Scholes Community Forum’s support to proposed modification 4/001.

The supporting text to Policy GP9 (para. 4.8.1) clearly states that the forms of public consultation and community involvement are constantly being appraised. The Policy itself relates to promoting greater community involvement by applying the provisions of the Statement of Community Involvement (SCI).

The SCI itself provides clear reference (Section 3 of the submission draft SCI, April-June 2006) on the need for ongoing monitoring to evaluate involvement activities annually. This is further supported by the requirement in the LDF to publish an Annual Monitoring Report (AMR) which will assess the implementation of the LDS and review the effectiveness of policies set out in the LDF, including the SCI. The Council therefore considers it unnecessary to alter proposed modification 4/001.

Recommendation

That no change is made to Modification 4/001

Modification No. 5/001
Title: Policy N34 (Protected Areas of Search)

Representations

Five supporting representations were received to the overall policy on N34; no objections. However, objections were received to individual sites being retained as PAS which are dealt with later in this schedule.

Recommendation

That no change is made to Modification 5/001

Modification No. 5/003
Title: Policy N38B (Development and Flood Risk)

Representations

One representation was received which raises the issues listed below, but also gives overall support for the Policy.

Issues Raised

- a. Off-site flooding risks should be considered as a reason for refusal of planning consent.
- b. There should be more cohesion between the Development Dept, Yorkshire Water and the Environment Agency to ensure that responsibility is accepted.
- c. In the text of 5.5.11 (d), remove 'specialist' and after 'advice' incorporate 'from the Environment Agency or Yorkshire Water.'

Comments on issues raised

- a. The Policy requires developers to submit Flood Risk Assessments where appropriate and this allows a planning judgement to be made as to whether off-site flooding is a sufficient cause for concern to justify refusal of planning consent. Concerns can often be resolved through planning conditions and where the Environment Agency has raised a concern about flood risk they would be consulted to ensure they are happy with any proposed mitigation. The Policy, together with Policy N38A, allows the Council to refuse consent if the Authority or the EA are not happy with any resulting off-site flood risk.
- b. The Environment Agency is a statutory consultee to the local authority and there is already a shared vision between these agencies in terms of addressing flood risk.
- c. The wording of the Policy has met with the satisfaction of the UDP Review Inspector. The word changes suggested by the objector would not add anything to the Policy and serve no real purpose.

Recommendation

That no change is made to Modification 5/003

Modification No. 5/004

Title: Policy N39A (Sustainable Drainage)

Representations

One representation was received which raises the issues listed below, but also gives overall support for the Policy.

Issues Raised

- a. Off-site flooding risks should be considered as a reason for refusal of planning consent.
- b. There should be more cohesion between the Development Dept, Yorkshire Water and the Environment Agency to ensure that responsibility is accepted.
- c. In the text of 5.5.11 (d), remove 'specialist' and after 'advice' incorporate 'from the Environment Agency or Yorkshire Water.'

Comments on issues raised

- a. The Council can refuse consent for development under Policy N38A if the Authority or the EA are not happy with any resulting off-site flood risk. Policy N39A aims to encourage developers to examine the potential for sustainable urban drainage systems to resolve flood risk.
- b. The Environment Agency is a statutory consultee to the local authority and there is already a shared vision between these agencies in terms of addressing flood risk.
- c. The wording of the Policy has met with the satisfaction of the UDP Review Inspector. The word changes suggested by the objector would not add anything to the Policy and serve no real purpose.

Recommendation

That no change is made to Modification 5/004

Modification No. 6/004

Title: Policy T2C (Travel Plans)

Representations

One objection received.

Issues Raised

- a. Support for transport Policy T2C. The representation also notes that the new requirements for SA/SEA complements the Council's approach.
- b. However, it is considered that some reference is made to the Regional Transport Strategy. Travel Plans must recognise guidance given in the (draft) RSS - Tables 16.8 & 16.9 of Chapter 16 (Regional Transport Strategy).

Comments on issues raised

- a. Support for Policy T2C is noted.
- b. Tables 16.8 & 16.9 form part of Policy T3 - Public Transport of the Draft RSS (December 2005). The intention, in part, behind this policy is for Local Authorities, and other organisations as appropriate, to use the public transport accessibility criteria, as set out in Tables 16.8 and 16.9, to guide the allocation of sites in development plans and the provision of new transport services and infrastructure through Local Transport Plans and other available means (Policy T3-D). However, it is important to note the draft status of the current RSS and that the final wording and content may change.

The use of public transport accessibility in a consistent manner across the Region will help to ensure that public transport offers a fully-acceptable alternative to the private car at all new developments. Criteria are essential if accessibility by public transport is to be specified and the use of phrases such as "good public transport" avoided in development documents (para 16.25).

The accessibility criteria relate to travelling times to essential facilities by public transport, which covers both the immediate accessibility of a bus stop or rail station, but also the frequency of services available from those points. In the absence of Government guidance, criteria have been developed for the Region and these are presented in Table 16.8 and 16.9. It is envisaged that the criteria will apply to developments above the thresholds identified in Table 16.5 which relate to maximum parking standards (para 16.26). As far as Leeds is concerned this is something that should be encouraged and will be taken on board in the preparation of the Local Development Documents. It is anticipated by that time the RSS will be an adopted document and all Local Authorities will need to be in general conformity with it.

As far as Travel Plans are concerned no direct link is made in draft RSS between this and Tables 16.8 & 16.9. The word "Travel Plans" is mentioned a total of 3 times only in the RTS. The need for Travel Plans is made in the context of dealing with congestion and being addressed through positive measures by employers and the Airports within the region (Policy T1 - Personal Travel Reduction & Modal Shift and Policy T6 - Airports).

It is therefore considered that the changes proposed by the representor are not appropriate and as such no amendments should be made. Furthermore the Policy on Travel Plans as drafted in the Review UDP is considered to be in line with both national and regional planning guidance.

Recommendation

That no change is made to Modification 6/004.

Modification Nos. 7/001,002,004

Title: Housing Introduction, Phased Release of Land for Housing and Justification for Housing Policies

Representations

Objections to these three Modifications are grouped together for convenience and simplicity, as they all relate to aspects of strategic housing land policy. A total of 41 distinct objections have been received on behalf of 12 objectors. These consist of:

1. Objections from Walker Morris on behalf of Barratt Leeds Ltd, Persimmon Homes, Micklefield properties Ltd, Michael Wheatley Construction and Great North Developments Ltd. Insofar as it relates to strategic housing land policy, the same substantive objection is submitted 18 times. (It also appears a further 16 times in relation to other Modifications considered elsewhere).
2. Three separate objections from Spawforth Associates each submitted on behalf of Southroyd Ltd, Taylor Woodrow, Mr A Ramsden and Oulton Estates (Canada) Ltd, giving a total of 12 objections.

3. An objection from Rawdon LLP.
4. 3 objections from Dacre Son & Hartley submitted on behalf of companies associated with the East Leeds Extension proposal, namely Evans of Leeds, Persimmon Homes and Taylor Woodrow Developments (The East Leeds Development Company).
5. 7 objections from Gordons submitted in relation to strategic housing policies, but making only 3 substantive points. The representations have been submitted on behalf of Fairborn Estates Ltd, who have an interest in a specific site allocation (ref: H3-3A.2, - Whitehall Road, Drighlington).

These objections are summarised and commented on below. Some of them also raise site specific issues or relate to other aspects of strategic housing policy (e.g. affordable housing). Such issues are dealt with under the appropriate Modifications. 2 statements of support or partial support for aspects of these Modifications have also been received from Micklefield Parish Council and Dacre Son & Hartley on behalf of the East Leeds Extension companies listed above.

Objection by Walker Morris to Mods 7/001, 7/002, 7/004

Issues Raised

The main points raised by the objectors are these:

1. The Inspector's recommended wording for policy H3 was that phase 3 should come "After phase 2, when and if existing housing land supply is demonstrably short or 2012-16". In the Modified text, this is changed to "After phase 2 (provisionally 2012-16), when and if existing land supply is demonstrably short". This can be interpreted as meaning that phase 3 could be delayed indefinitely until it is decided that there is a shortage of land. This reduces the level of certainty which development plans are supposed to provide and militates against the proper planning of major sites like those in which the objectors have interests. The Inspector regarded 2012-16 as a "longstop" for the release of phase 3 – that is, the phase would be released in this period even if land was not in short supply. To go against this without proper explanation would be highly irregular without a further Public Inquiry.
2. In order to deal with changing needs and emerging national policy, phasing should be flexible to allow for higher rates of building and "the need to avoid planning for windfall to be taken into account". If housing needs justify it, phases should be capable of being brought forward earlier than the indicative dates.
3. Phasing should also take account of qualitative as well as quantitative aspects of supply. "City centre flats meet only a small proportion of qualitative need". A wider choice of house types and location is needed, as recognised in "Government guidance requiring housing market assessments". Sites like those promoted by the objectors help diversify the quality of supply and should be considered favourably.
4. The UDP housing land strategy is to a large extent out of date in the context of emerging national and regional policy. Unlike Inspectors in other Inquiries, the UDP Inspector decided to give no weight to the emerging draft RSS, revised PPG3 (draft PPS3), the Barker Review of Housing Supply or the Government's response to this review. These documents now carry weight in the development plan process. A letter from the Chief Planner at ODPM dated January 11 2006 advises that in preparing

core strategies and other development plan documents, local planning authorities should have regard to the Government's clearly stated objectives in the response to the Barker Review and the consultation version of PPS3. Final PPS3 is due to be published this summer and is expected to require a 15 year land supply and a 5 year supply of developable land to be identified. It is also expected that although brownfield land will remain a priority, the sequential approach to site identification will be abandoned.

5. Draft PPS3 says that allowance for brownfield windfalls should be made "only where the particular local circumstances justify it and where sustainability appraisal indicates that allocating sufficient land would have unacceptable impacts". The Leeds UDP assumes substantial windfall, but if this allowance were to be excluded "the importance of bringing forward [objector sites] ... becomes increasingly necessary".
6. The draft RSS Review proposes a gross housing requirement for Leeds of 2700 dwellings p.a., a substantial increase on the existing figure of 1930 dwellings. The Modified UDP is predicated on this latter figure

The objectors conclude by asking that the text of these proposed Modifications be altered to:

- Reinstate the Inspector's wording in relation to phasing,
- Adjust the phasing policy to acknowledge qualitative matters including housing market assessments,
- Acknowledge the need for early review to address emerging RSS and PPS3 policy.

Comments on issues raised

The Council's response to each point raised is given below.

1. Although the Inspector's wording of the phase 3 phasing policy is possibly open to the interpretation placed on it by the objectors, it is clear from his report as a whole that he regarded the timing of each phase as flexible and never intended that phase 3 should be guaranteed to start at some time between 2012 and 2016, regardless of the adequacy of land supply. This much is particularly evident from para 7.53, where he says that "the essence of Plan, Monitor and Manage is that there should be flexibility to advance or delay development according to the results of regular monitoring. Whilst the land supply is certain from allocations in the Plan, the timing and therefore the rate at which it comes forward for development are to be managed, taking into account windfall contributions, to ensure continuity of delivery of housing in accordance with the mechanism adopted. The dates assume less importance in these circumstances. Although they should be included as indicators of anticipated timescale, it should be made clear in the Plan in terms of the phasing mechanism that such dates can only be approximations". In the same vein, para 7.93 says in relation to the timing of phase 3 that "whilst indicative dates for phasing are given, the trigger mechanism will determine the start of each phase and this should be stressed in the explanatory text". The Council's re-wording of the Inspector's phasing text is thus a justifiable clarification which brings it into line with his actual intentions. The objectors' contention that phase 3 should be released during 2012-16 regardless of supply considerations is also wholly inconsistent with the inclusion of indicative trigger mechanisms to determine the release of allocations, which is endorsed by the Inspector. There would be little point in having these mechanisms if the timing of release of phase 3 sites were to be fixed, as proposed by the objectors. These points were raised in the report to Development Plan Panel and Executive Board, which set out the Council's response to the Inspector's Report. An extract of this report is attached to this report as Appendix 5.

2. The release of phases 2 and 3 is already flexible. The phases would be advanced if the indicators of land shortage described in para 7.2.10 of the Modified UDP text were met. The Plan also provides in policy H1 for a higher RSS land requirement, and if this were to emerge, the phasing release indicators would be calculated in relation to this figure.
3. The Inspector did not recommend that release mechanisms should take any account of qualitative supply matters. He did consider at length (paras 7.41 – 7.47 of his Report) whether there might be over reliance on city centre sites and whether this might lead to a form of development that would not meet the full range of housing needs. He concluded that there was not an over reliance on city centre sites (para 7.41) and that city centre development was not significantly reducing the choice and variety of housing provided (para 7.42). There is thus no basis in the Inspector's report for incorporating specific qualitative indicators in the release mechanism.
4. The Inspector was in no position to give weight to the emerging policy documents cited by the objectors because most of them had not been published before the closure of the Public Inquiry in June 2005 or even the release of his Report in November 2005. Although the Barker Review of Housing Supply was published between December 2003 and March 2004, the Government's response to its recommendations was not published until December 2005, the same month in which draft PPS3 was issued. Draft RSS followed in January 2006, also the date of the Chief Planner's letter. These events post date by even longer periods of time the publication of the original UDP Review in June 2003. It is quite clear that the Chief Planner's remarks are directed at the new development plan system rather than at plans still going through the old procedure. The emergence of all the cited policies is thus far too late to play any part in the UDP Review.
5. There is ample evidence of large scale windfall in Leeds (reported in regular Housing Land Monitors). Should this be reduced to a level where security of supply is threatened, the trigger mechanism in the Plan will come into operation to allow the release of allocations in later phases. The reliance on windfall is not therefore a cause for concern.
6. Policy H1 of the Plan sets provision at the level specified in RSS. If this changes, release of land will be expected to adjust to the new level, and the trigger mechanism will be applied if necessary in the context of the new requirement figures. If appropriate, the whole strategy can be reviewed. It is also important to recognise that the draft RSS figures are only proposals at this stage and are subject to objection.

Recommendation

That no change is made in respect of these objections.

Objection by Spawforth Associates to Mod 7/002 (a)

Issues Raised

The objection argues that although the Modifications make separate reference to the Main Urban Area and Smaller Urban areas, the distinction between the two is not properly explained. The attempt in para 7.2.1 of the Modified Plan to define the areas is not successful. The areas are not distinguished on the Proposals Map. The

Inspector's recommendations at paragraph 7.115 of his report are therefore effectively rejected. This makes the Modifications out of line with approved RSS. The objectors request that these shortcomings be redressed by defining the Main and Smaller Urban Areas clearly on the Proposals Map "to allow a correct interpretation of the policies relating to these areas and to remove uncertainty".

Comments on issues raised

Although the Inspector is at pains in his report to differentiate between Main and Smaller Urban Areas, the distinction in fact has no policy significance. The only relevance of the urban areas is to policy H4, but this is applied in exactly the same way in the Main and Smaller Urban Areas, and this is readily apparent from the wording of the policy which the Inspector himself provides. Because the distinction has no practical importance, the Council took the view that there was nothing to be gained by labouring it, although out of deference to the Inspector, his phraseology was retained. Differentiation of the two areas on the Proposals Map is not therefore necessary. The areas concerned are identified in Para. 7.2.1 Of the Proposed Text and will be shown on the Proposals Map under a single notation 'Main and Smaller Urban Areas.'

Recommendation

That no change is made in respect of this objection.

Objection by Spawforth Associates to Mod 7/002 (p)

Issues Raised

One of the criteria for appraising sites under policy H4 is that proposals should be "acceptable in sequential terms". Paragraph 7.2.14 of the Modified text explains that this criterion is expected to mean that only brownfield sites will normally be acceptable in terms of this policy. The objectors consider that this wrongly implies that greenfield windfall sites will never be acceptable. This is inconsistent with policy H2 of RSS, which is part of the Development Plan for Leeds. This states that after urban brownfield sites, other infill within urban areas – by implication greenfield land – should be considered as second priority for allocation (and release under policy H3). The objectors ask that paragraph 7.2.14 be modified to explain the relevance of RSS policy and that the final sentence be deleted.

Comments on issues raised

It is considered that the objector is mistaken, in that the Council's policy does not say that greenfield land will never be developed. Whilst it is true that there is a tension between RSS policy H2, which appears to give greenfield infill precedence over some brownfield sites in sequential terms, and national policy in PPG3, which unequivocally prioritises brownfield sites, the Inspector makes his position clear on the application of policy H4 at paragraph 7.99 of his report. The Inspector was in no doubt that it should not be seen to encourage greenfield development. Referring to GOYH's objection that no greenfield development should be accepted unless there was insufficient brownfield land, he concluded that "this is national policy as expressed in PPG3 para 36 and I do not consider that the UDP should contain a policy that appears to contradict it or invite applications for greenfield windfall development even on a small scale". In the light of this statement, the explanation of the effect of policy H4 in paragraph 7.2.14 of the Modified text cannot be considered to be at odds with the Inspector's intentions. It is also worth noting that the Regional Assembly did not choose to object to the Council's Modification.

Recommendation

That no change is made in respect of this objection.

Objection by Spawforth Associates to Mod 7/004

Issues Raised

Paragraph 7.3.1 of the Modified text says that “the UDP housing land strategy is in full conformity with the sequential approach advocated in PPG3 and RSS”. The objectors dispute this. They claim that the brownfield priority in the UDP is at odds with PPG3, since this does not promote brownfield over greenfield development at all costs but also takes account of location; and with RSS, which ranks urban greenfield within urban areas above brownfield outside them. The Modifications do not in fact bring UDP policy into harmony with national and regional policy. They propose the deletion of the whole of paragraph 7.3.1

Comments on issues raised

Para. 7.3.1 is the opening paragraph of the section justifying the UDP housing land strategy. This whole section is a re-write of section 4 of the Revised Deposit, made necessary by the substantial changes in strategy recommended by the Inspector. The first sentence of para 7.3.1 is a re-wording of point 7.4.1.1 of the Revised Deposit, which read “The justification for the strategic approach adopted in the UDP reflects the following The sequential approach required by PPG3”. The Inspector had nothing specific to say about this statement, so it must be assumed that he considered it unexceptionable – but he did specifically recommend that the phrase “and by RSS” be added at the end (para 7.122.6.a of his report), showing that he also thought the strategy consistent with RSS. The sentence that begins new paragraph 7.3.1 is therefore in line with the Inspector’s views. The remainder of the paragraph supports this claim by emphasising that the plan aims to meet most needs from brownfield land sources. However, as stated in relation to 7/002(p) above, Policy H4 does not say that greenfield development will never happen. There is therefore no basis for making the changes requested by the objectors.

Recommendation

That no change is made in respect of this objection.

Objection by Rawdon LLP to Mod 7/002 (p)

Issues Raised

Government guidance gives a general preference to brownfield over greenfield sites, regardless of site location. Applications for development of brownfield sites should therefore be considered preferentially wherever they are. However, Modified policy H4 requires that proposals for development on brownfield land outside the main and smaller urban areas should be on sites that are in a “demonstrably sustainable location”. This is an additional onerous requirement not justified in national policy. Although para 7.2.15 attempts to define what is meant by “demonstrably sustainable”, the criteria are not sufficiently clear. This is likely to lead to subjective judgement. In the case of former employment sites outside the urban areas, the requirement is also in conflict with para 42(a) of PPG3, which says that applications on such sites should generally be considered favourably. To overcome these

criticisms, the objector proposes that the word “demonstrably” in the above phrase be replaced by the word “sufficiently”.

Comments on issues raised

The wording of policy H4 is exactly as recommended by the Inspector, and the Council sees no reason for departing from it. Para 7.2.15 of the UDP makes it clear that sites outside the urban areas may also be acceptable under H4, making it probable that the outcome desired by the objector will be achieved in practice. Replacing the word “demonstrably” by “sufficiently” would also pose issues of definition to which the objector offers no solution.

However, it must be recognised that simply because a site is ‘brownfield’ does not mean that it is always located in the right place in sustainability terms. The Inspector, for example, made such a judgement in deleting Thorp Arch from the Plan.

The objectors reference to para 42a of PPG3 is selective. Crucially, para 42a also states that the use of employment land for housing or mixed uses is acceptable but only if the land is “no longer needed for such use” and subject to the sites suitability for residential development (para 31 of PPG3), including its location and accessibility, capacity of infrastructure, ability to build communities and physical & environmental constraints.

Recommendation

That no change is made in respect of this objection.

Objection by Dacre Son & Hartley to mod 7/002 (f)

Issues raised

There is objection “to the proposed ‘other additions’ to the text at 7.2.1 and in particular to the reliance on windfall sites – the text is not stated and should be with the reference to windfall reliance deleted altogether”.

Comments on issues raised

It is difficult to grasp what this objection, which has been quoted in full, is getting at. Insofar as it is a criticism of the role played by windfall in the Plan strategy, this is clearly not a view shared by the Inspector. The points made in response to the objections by Walker Morris (point 5 under 7/001, 7/002 & 7/004) are relevant here, i.e. that there is ample evidence of large scale windfall in Leeds (reported in regular Housing Land Monitors). Should this be reduced to a level where security of supply is threatened, the trigger mechanism in the Plan will come into operation to allow the release of allocations in later phases. The reliance on windfall is not therefore a cause for concern.

Recommendation

That no change is made in respect of this objection.

Objection by Dacre Son & Hartley to mod 7/002 (i)

Issues raised

The text explaining the purpose of monitoring (found in paras 7.2.4 and 7.2.5 of the Plan) should reflect the additional monitoring requirements which will result from PPS3 and draft RSS. There should be an unqualified undertaking to discuss monitoring with the development industry. The reference to holding discussions “if appropriate” should be deleted.

Comments on issues raised

The text explaining the purpose of monitoring cannot be reasonably altered as suggested because these emerging requirements post date the UDP Review process and have in any case yet to be spelt out in formal terms. The Housing Land Monitors will cover “other matters relevant to the housing land supply”, which could well include new monitoring requirements. There is nothing in the present wording to prevent meetings being held with the development industry to discuss the results of monitoring.

Recommendation

That no change is made in respect of this objection.

Objection by Dacre Son & Hartley to mod 7/002 (j)

Issues raised

The bracketed phrases “provisionally 2008-12” and “provisionally 2012-16” in the description of phases 2 and 3 in policy H3 should be removed. The Inspector’s recommended wording gives greater clarity on the timing of release. The Council should look at providing even greater certainty about the start dates for phase 2 and 3.

Comments on issues raised

This is essentially the same issue raised by Walker Morris at point 1 above. The Council’s response is summarised there. In brief, it is clear that the Inspector does not regard the timings of phases 2 and 3 as in any way fixed. The objectors’ desire for greater certainty is therefore in conflict with his intentions.

Recommendation

That no change is made in respect of this objection.

Objection by Gordons to Mods 7/002, 7/003, 7/004, 7/005, (and 7/001RD, 7/002RD, 7/003RD, 7/004RD, 7/005RD)

Issues Raised

Generally the objector considers the Modifications lack rational explanation and are insufficiently flexible in regard to the release of allocations. This is elaborated in three factors:

1. Some greenfield allocations are just as difficult to develop as brownfield sites because of physical constraints and other factors. Such difficulties could delay the planned release of greenfield allocations or even prevent development within the UDP period. More flexibility is needed to ensure that this does not happen (para 10 of

objection statement) although the “certainty of development” also needs to be established (para 8).

2. Insufficient allocations have been advanced into phase 2 of the Plan and this could threaten continuity of supply. The Plan does not explain either the quantum of provision in phase 2 or why some sites were advanced from phase 3 but others were not. Additional provision is needed.
3. There should be a broad spatial balance in provision in each phase, but in phase 2 there is a shortage of provision in west Leeds which should be made good by additional allocations

The objector concludes that site H3-3A.2 should be promoted to phase 2. Policy should be modified to allow particular greenfield allocations to be advanced in timescale in the event of constraints being identified which could delay development. More greenfield sites should be released in order to give a better spatial balance of provision.

Comments on issues raised

The Council’s response to each point raised is given below.

1. The strategy of the Plan is to prioritise development on brownfield sites for as long as this can be done while still meeting overall housing requirements. This strategy was fully endorsed by the Inspector. The Plan includes a trigger mechanism which allows the flexible release of greenfield allocations in phases 2 and 3 if supply falls short.
2. The estimates of output in each phase in policy H3 are benchmark planning assumptions not fixed programmes of development, as explained in para 7.2.6 of the Plan. Even so, the estimated capacity in phase 2 is more than enough to meet the current RSS requirement. If supply fell short, the trigger mechanism would allow the release of phase 3 sites. The allocations in phase 2 are as selected by the Inspector. He discusses his reasons for introducing the phase and its content in paras 7.33 and 7.77 of his report, but does not recommend adding this explanation to the text. The content of the phase is perfectly clear from policy H3 of the Plan.
3. The objector offers no evidence for the assertion that supply is spatially imbalanced. The Inspector considers the geographical distribution of land at various points of his report (notably paras 7.21-7.22 and 7.41-7.47). He specifically rejects the notion that there should be an even spatial spread of land, and does not consider the distribution likely to result from the Plan strategy to be problematic.

The objector requests that site H3-3A.2 be promoted to phase 2, but this selfsame issue was considered in the Public Inquiry into the UDP Review under Alteration 17/007. The Inspector rejected this proposal in paras 17.19 -17.20 of his report. The other changes requested would also be inconsistent with the Plan strategy that has been recommended by the Inspector. In those situations where the Inspector has brought forward phase 3 sites into phase 2, he has given his reasons for this. In this instance he clearly felt that the Whitehall Road site should remain in phase 3 of the Plan.

Recommendation

That no change is made in respect of this objection.

Modification No. 7/006

Title: Paragraph 7.6.19 (Affordable Housing Targets for Strategic Housing Sites)

Representations

Four representations were received, of which 2 were supports. Affordable Housing issues relating to 7/006 were also referred to in representations on 19/006 (East of Otley) and 16/008 & 16/009 (Micklefield Strategic Housing Site). These issues are addressed under those site-specific Modifications.

Issues Raised

- a. That the Council should adopt the Inspector's recommendation to apply a standard target of 25% affordable housing provision across Leeds. The Council's own evidence shows a substantial unmet need for affordable housing, and flat rate 25% target would better help meet that need than a 15-25% target range. Delivery of affordable dwellings in association with private development of brownfield windfall sites would produce a distribution of affordable housing in environmentally sustainable locations. One objector suggests the revision of paragraph 7.6.19 and the addition of a new Policy H12A. The effect of this would be to state that the City Council would permit housing developments exclusively for affordable housing subject to criteria regarding demonstrable housing need, access to facilities, density, amenity & character of the surroundings, car parking and green belt & other landscape designations.

Comments on issues raised

- a. The City Council believes that a single 25% target figure would be inappropriate for Leeds and that it would be better to keep the 15-25% target range of the Adopted UDP. This is because it would not be desirable to seek 25% affordable housing in certain parts of Leeds. This includes the City Centre Zone where disproportionately high construction costs relative to land costs mean that land values are typically unable to cover 25% provision of affordable housing. This was the conclusion of a viability study carried out in 2002 looking in detail at a number of city centre sites. It also includes the Inner Area Zone where the City Council is promoting regeneration. Private sector housing development is welcome investment, and the City Council will need to be cautious to avoid situations where the scale of affordable housing provision deters investment. In such areas, land values are often low, and cannot support the cost of substantial affordable housing provision.

A thorough review of need for affordable housing across Leeds is now required because housing needs have changed dramatically since the last assessment took place and the UDP Review only set out to address the particular needs of the rural north. The Inspector was unsatisfied with such a partial examination of affordable housing requirements. A Housing Market Assessment has just been commissioned for the whole of Leeds which is expected to be complete in November 2006.

Hence, the 15-25% target wording needs to be maintained, in order to deal with the varied nature of housing markets in Leeds, until a comprehensive policy review is carried out.

It is considered inappropriate to introduce a new policy for exclusively affordable housing developments at this late stage of plan preparation. In any case the policy proposed by the objector is very similar in nature to existing UDP Policy H14 “Rural Exceptions”, albeit, limited to rural locations.

In addition to the 4 objections to 7/006 referred to above, another 6 objections to 7/006 were made, which form part of general objections to Modifications concerning the East of Otley (19/006) and Micklefield (16/008) Strategic Housing Site proposals. The responses to these are dealt with under those Modification headings.

Recommendation

That no change is made to Modification 07/006

Modification No. 7/007

Title: Paragraph 7.6.20 (Affordable Housing Development Site Thresholds)

Representations

One representation, an objection, was received.

Issues Raised

- a. The objector submits exactly the same grounds of objection for this Modification (7/007) as for his objection to Modification (7/006 – Affordable Housing Targets for Strategic Sites). His submission says nothing specifically about site size thresholds, which is the substance of this Modification.

The objector proposes the same new policy H12A and rewording of para 7.6.19 as proposed in his representation to Modification 7/006. The effect of this would be to state that the City Council would permit housing developments exclusively for affordable housing subject to criteria regarding demonstrable housing need, access to facilities, density, amenity & character of the surroundings, car parking and green belt & other landscape designations.

Comments on issues raised

- a. The objector offers no arguments regarding site size thresholds. Therefore the City Council sees no reason to depart from its Modification (07/007) which applies the Inspector’s recommendation to revert back to the original adopted UDP wording of paragraph 7.6.20.

It is considered inappropriate to introduce a new policy for exclusively affordable housing developments at this late stage of plan preparation. In any case the policy proposed by the objector is very similar in nature to existing UDP Policy H14 “Rural Exceptions”, albeit, limited to rural locations.

Recommendation

That no change is made to Modification 07/007

Modification No. 7/008

Title: Policies H15 and H15A (Student Housing)

Representations

Eight representations were received, of which 4 were supports.

Issues Raised

- a. As regards the second sentence of paragraph 7.6.31a, the Inspector's recommended wording that the City Council "...will encourage..." proposals for purpose built student housing in the Area of Housing Mix (AoHM), runs contrary to the original intention for the Area of Student Housing Restraint as proposed in the deposit versions of the UDP Review. The addition of purpose built student accommodation to the AoHM will exacerbate the area's demographic population imbalance. Examples of purpose built schemes illustrate that they generate pressure on conventional housing through the effects of student occupants, on leaving, seeking accommodation in the familiarity of the surrounding neighbourhood and friends of student occupants seeking housing nearby. The presence of purpose built student housing is potentially a deterrent to the rebalancing of the community and would compete with efforts to generate other alternative locations in Leeds for students to live - a stated aim of Policy H15A. The wording "will encourage" should be changed to "will consider".
- b. The City Council should accept the Inspector's recommendation that specific areas of Leeds be identified as suitable for student housing development in Policy H15A. The consequences of not specifying such areas are:
 - The city centre will continue to be the main alternative area for student housing development (outside of the designated Area of Housing Mix) with the disadvantage that student housing will be unaffordable, with typical rents of £3,900 - £5,300 per room per annum, compared with £3,200 for out of town purpose accommodation and £2,600 for private houses in Headingley
 - the location of new student housing development will be unplanned, with clusters of provision emerging in a comparatively random manner with a lack of supporting infrastructure & little consideration of planning gain potential for local communities. An example is the emergence of a cluster in the Little Woodhouse/Kirkstall Road area with no consideration of local infrastructure, footpaths, connectivity, availability of local shops & facilities, public transport or public open spaces. The large buildings involved lack visual coherence & occupy full footprints with no shops and no better lighting.

- c. Paragraph 7.6.28 needs rewording regarding the estimated growth in student population of 5,000 over the UDP Review period, to change the word "will grow" to "could grow"

Paragraph 7.6.28 should be reworded "...and it is estimated that this could grow by another 5,000 over the UDP Review Period"

- d. Paragraph 7.6.28 should describe the established trend of many students staying on in the Headingley area after completing their courses. It is a mistake to think of the whole of Headingley as being tenanted by students.

At the end of paragraph 7.6.28 the following words should be added "There is evidence of an increasing number of young professionals also occupying properties in this area."

- e. Policy H15 paragraph (iv) fails to take account of national policy relating to car parking (PPG13). It also disregards revised car parking policy as set out in Schedule A9A as modified. Both make it clear that guidelines are maxima. Given public transport provision, proximity of most of the AoHM to the Universities and availability of local facilities, parking provision is unnecessary and it would be wrong to require car parking, particularly on-site car parking. There are unlikely to be road traffic management or environmental implications in case by case situations.

Clause (iv) of Policy H15 should be reworded to take account of car parking guidelines (in Schedule A9A of the UDP Review) being maxima

Clause (iv) of Policy H15 should read "Where appropriate satisfactory provision would be made for car parking but, in determining what car parking provision is required regard would be had to (a) the location of the application site (b) the availability of other means of transport and (c) road safety or traffic management issues or environmental implications"

- f. Policy H15 Paragraph (v) an objector suggests that the words "preserve or" should appear in front of the word "improve". The appropriate test should be whether the proposal would "preserve or improve" stock. So long as there is no deterioration, this should be sufficient.

The words "preserve or" should appear in front of "improve" in clause (v) of Policy H15

Comments on issues raised

- a. The Inspector's report (para 7.182) illustrates how the Inspector evaluated the pros and cons of purpose built student accommodation in the Area of Student Housing Restraint, taking account of the arguments that such accommodation would add to the demographic imbalance of the area and that students would be likely to move on from purpose built to shared student housing. His conclusion is that the benefits of purpose built student accommodation in the ASHORE outweigh the disadvantages, and that "...this is an argument for seeking to encourage rather than restrict provision of purpose built accommodation."

As the Inspector is so clear that purpose built accommodation is to be “encouraged”, it would be a significant rejection of his intentions to replace the word “encourage” with “consider”

- b. The arguments put forward by the objector carry some weight that defining particular locations within Policy H15A for provision of new student accommodation would help reduce reliance upon expensive unaffordable accommodation provision in the city centre and would provide coherence and master-planning, in place of random development lacking facilities.

However, the City Council does not think it appropriate to introduce the prospect of defined locations for student housing at this late stage of plan preparation. Given the importance of stakeholder & community input into finding locations for such proposals, the options need to be aired at the beginning of plan preparation. This is why it would be far better to explore such options through the Area Action Plans which are currently in the first stage of preparation, rather than delay the UDP Review.

- c. The current wording describing the student population, "...and it is estimated that this will grow by another 5,000 over the UDP Review Period" is appropriate. As the 5,000 is clearly described as an estimate, it is unimportant whether the words “could grow” or “will grow” are used. Hence, the original wording should be retained.
- d. Paragraph 7.6.28 is specifically about student housing, so it is not appropriate to add descriptions about the trends in other forms of housing.
- e. The objector recommends lengthening criterion iv of Policy H15 to explain that satisfactory car parking provision would be determined with regard to (a) location of the site, (b) availability of other means of transport and (c) road safety, traffic management or environmental implications. The City Council considers that these matters would naturally be considered in planning application cases. Further matters might also be relevant also, for example, income, age and household type. Criterion iv would need to be read in conjunction with the car parking guidelines in Appendix 9A, particularly the modified paragraph 6 which asks for the car parking guidelines to be applied with sensitivity to local circumstances. Hence, the City Council believes that the Inspector’s clause iv of Policy H15 as advanced in the Modifications should not be changed because the meaning of “satisfactory provision” allows for interpretation on a case by case basis, taking account of the car parking guidelines in Appendix 9A of the UDP.
- f. It is unclear from what source the objector has sourced the “appropriate test” that the judgement of acceptability of student accommodation development should refer to “preserve or improve”, not just “improve”. There are similarities in guidance to “preserve or enhance” conservation areas (PPG15), but more recent government guidance states that “design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted,” (PPS1, para 34). The City Council thinks that the wording recommended by the Inspector & carried forward into the Modifications that “...the proposal would improve the quality or variety...” is appropriate because it is positive about expectations for development in line with PPS1.

Recommendation

That no change is made to Modification 07/008

Modification No. 8/001

Title: Policy E7 – PROPOSALS FOR NON-EMPLOYMENT USES

Representations

Two objections received.

Ref 40124: David Wilson Homes

Ref 40125: Cllr John Illingworth (Kirkstall)

Issues Raised

- a. Cllr Illingworth objects to the proposed wording because it is ambiguous, introduces redundancy into the policy and lacks clarity.
- b. Cllr Illingworth indicates that the wording shows insufficient regard for cumulative effects and would have the practical effect of permitting widespread conversion of employment land to residential uses.
- c. Criterion (iii) provides for an employment land requirement to be met in the locality, but locality is not defined in the policy.
- d. The new final paragraph is not compatible with PPG3 para 42a because there is no up-to-date employment land review.
- e. The final paragraph does not make clear the onus on the Council to demonstrate that a proposal fails the tests set out in PPG3 para 42a.

Comments on issues raised

- a. Ambiguous/ introduces redundancy/ lacks clarity

Policy E7 of the Adopted UDP states that proposals for non-employment uses on land identified in the plan for employment purposes, or on land currently in employment use, will not be permitted unless four criteria can be met. This approach is in clear conflict with the guidance expressed in PPG3 para 42a introduced in Jan 2005. Under this guidance, proposals for housing on employment land or premises that are no longer needed should be given favourable consideration unless the need for the land or premises to remain available for employment can be demonstrated clearly by the local planning authority. It is this conflict that the new wording seeks to resolve.

Setting aside the issue of ancillary uses, the proposed new wording creates two distinct classes of non-employment proposal that must be dealt with by Policy E7: those that do not include housing and those that do.

For non-employment proposals that do not include housing, Policy E7 does not conflict with national planning guidance. For this reason, the Council intends that Policy E7 in its adopted form should continue to be applied in these cases.

Where proposals do contain housing, the approach in the existing Policy E7 is in conflict with national guidance. Consequently, the Council proposes the

exception clause and its associated paragraph in the policy wording in order to achieve consistency with PPG3 para 42a. The proposed use of criteria (i) to (iv) to establish the planning need for the site to remain available for employment use is supported by the UDP Review Inspector in para 8.9 (2nd sentence) and is the Council's response to his recommendation in para 8.26 that:

"The Policy or supporting text should explain how it will be established whether the land or buildings are no longer needed for industrial or commercial use."

In conclusion, although the proposed new wording of Policy E7 involves the use of the same criteria in the two classes of proposal identified by the policy, the criteria are used in distinct ways, reflecting the two different and distinct approaches that are necessary to achieve consistency with national planning guidance while retaining the safeguards embodied in the existing policy.

There is, therefore, no ambiguity or redundancy in the wording proposed.

- b. would allow widespread conversion of employment land to housing/ Insufficient regard for cumulative effects

It is national planning policy to lower the barriers to the delivery of new housing. The Inspector affirmed this in his report at para 8.23 in responding to the Council's evidence of increasing losses of employment land to housing. He stated that

"... this is to be expected given the deliberate emphasis of national policy on the development of brownfield land and the fact that many old-established employment sites/buildings within these areas may, for a variety of reasons, no longer be suitable for their original purpose."

Concerning the Leeds position, the Inspector stated that "I am ... not convinced that the amount of leakage involved is yet a matter for concern and I do not consider that it justifies the changes proposed to Policy E7" (Para 8.23).

Elsewhere in para 8.23 he pointed to the safeguards that are available in national guidance:

"... if it is or becomes a demonstrable concern then the Council can exert control in the terms of clause 3 of PPG3 para 42a."

The Council's response to these observations and conclusions has been to endorse the need to secure a flow of windfall housing sites and to build into the policy wording the safeguards provided under PPG3 para 42a, without seeking to impose restrictions that go beyond the scope of national policy – an approach which the Inspector stated could not be justified in Leeds.

In assessing the potential harm arising from the cumulative effects of the conversion of employment land to housing, the Council can invoke the safeguards that exist in the proposed policy. As with any proposal, however, the harm to the Council's interests posed by a particular application must be demonstrable and attributable to that application.

The additional paragraph that Cllr Illingworth suggests should be inserted into the supporting text does not address the specific issues raised by the Inspector

and described above.

c. locality not defined in relation to criterion (iii)

Although the Inspector concluded in para 8.13 of his report that the Council's proposed use of a 1.5 mile radius to define locality need not and should not be introduced, he made no other **specific** recommendation about the definition of locality.

Having rejected the Council's proposal because it "would result in localities that would be unrealistically small and unsuitable to inform the necessary judgement in terms of PPG3 guidance", he concluded that proposals need to be assessed "on a District-wide or areal basis with a meaningful definition in the context of 'local strategy'".

It is clear from the Inspector's conclusion that assessments need to be made at spatial levels below that of the entire District. Further, in para 8.9 he affirms the relevance of criterion (iii) for assessing the effect of a proposal upon local strategies for economic development and regeneration.

The Council interprets the remarks made by the Inspector in para 8.13 about the use of sectors or wards to define meaningful areas in the context of local strategy as being suggestions rather than a prescription of how such areas should be defined.

From the above, the Council concludes that localities are a relevant element in Policy E7 and that they need to be defined case by case using areas that have relevance in terms of local strategies for economic development and regeneration. The new wording of the policy encompasses this in its affirmation that policy will be applied having regard to PPG3 para 42a.

d. The final paragraph is not compatible with PPG3 para 42a because there is no up-to-date employment land review.

The third clause set out in PPG3 para 42a indicates that reference to an up-to-date employment land review is to be preferred when carrying out the tests of a realistic prospect of take-up and whether there would be harm to regional and local strategies for economic development and regeneration. While it is preferable to have an up-to-date review, however, it is not mandatory. The length of time that has elapsed since the last review may affect the weight that can be reasonably given to its findings in a specific case, but the test is not rendered invalid in this respect. It can still be carried out in accordance with PPG3 para 42a and is therefore not incompatible with this guidance.

Between the closing of the Inquiry in May 2005 and the receipt of the Inspector's Report in November 2005, the Council has embarked on an employment land review as part of its LDF work programme. This is confirmed in the Yorkshire & Humber Assembly's Annual Monitoring Report for 2005. The consultants' report has been received by the Council and will inform its work in developing the LDF as well as setting the context preferred for the tests stipulated in PPG3 para 42a.

e. The final paragraph does not make clear the onus on the Council to demonstrate that a proposal fails the tests set out in PPG3 para 42a.

The third clause of PPG3 para 42a implies that it is for the Council to

demonstrate the outcome of the tests set in the clause. The first line of the proposed last paragraph clearly states that the policy will be applied having regard to the advice in PPG3/42a and, consequently, the onus implied in the guidance is carried forward into the revised policy E7.

The Inspector makes no explicit recommendation that the revised wording of the policy should refer to the new onus on the Council. But, he does stipulate that the policy should explain how it will be established whether land or buildings are no longer needed for employment use. This the Council has done in referring to the use that will be made of the four criteria listed in the original version of the policy. Further, the incorporation of the phrase “to establish the planning need for the site to be retained for employment use” into the revised wording is a direct reflection of the Inspector’s view that the assessment of need should extend beyond that of the site owner or applicant (para 8.26 Inspector’s Report) and that it is for the Council to establish the need for the site, taking into account the evidence that an applicant might present.

The new wording, therefore, takes into account the Inspector’s views on how “need” should be established and consequently indicates the role of the Council in assessing individual cases.

The first change proposed by David Wilson Homes – that criterion (iii) be omitted because locality cannot be defined below District level – is not supported by the Inspector’s view that the need to assess proposals below District level is a relevant element, which is consistent with the new national guidance.

The second proposed change is a statement of the need to apply the policy in accordance with PPG3/42a. This is acknowledged in the first line of the new paragraph. The proposed change does not meet the Inspector’s stipulation that the revised wording should explain how the need for a site will be established.

Recommendation

That no change is made to Modification 8/001

Modification No. 14/014 – Breary Lane East, Bramhope

Title: Policy N34 (N34.1 Protected Areas of Search)

Representations

2 representation were received

Issues Raised

- a. The site should be designated as Green Belt
- b. The site has nature conservation value
- c. Traffic issues would arise from development of the site

Comments on issues raised

- a. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return this site to the Green Belt were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b. Any nature conservation issues would have to be satisfactorily addressed if the site was developed in the future
- c. Transport requirements including traffic access and generation would have to be satisfactorily addressed if the site was developed in the future

Recommendation

That no change is made to Modification 14/014

<p><u>Modification No.</u> 14/015 – Canada Road, Rawdon</p>
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<p><u>Title:</u> Policy N34 (N34.2 Protected Area of Search)</p>

Representations

8 representations were received

Issues Raised

- a. The site should be designated as Green Belt
- b. The site is an Area of Outstanding Natural beauty (AONB) and has nature conservation value

Comments on issues raised

- a. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return this site to the Green Belt were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b. The site is not an AONB, although the adjacent Larkfield Dam is a Leeds Nature Area. Any nature conservation issues would have to be satisfactorily addressed if the site was developed in the future

Recommendation

That no change is made to Modification 14/015

Modification No. 14/016 – Haw Lane, Yeadon

Title: Policy N34 (N34.3 Protected Area of Search)

Representations

2 representations were received

Issues Raised

- a. The site should be designated as Green Belt
- b. The site has nature conservation value
- c. The site has recreational value
- d. Development of the site would put pressure on already stretch local services, infrastructure and increase pollution

Comments on issues raised

- a. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return this site to the Green Belt were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b-c The Inspector was aware of the nature conservation and recreational value of the site and acknowledged its role in providing opportunities for informal recreation and access to the open countryside. However he considered that this was not a reason in itself to include the site in the Green Belt.
- d. The Inspector considered the issue of pressure on local services and infrastructure, however he responded that the site was in a sustainable location close to Yeadon Town Centre and local facilities and was well served by public transport.

Recommendation

That no change is made to Modification 14/016

Modification No. 15/015/PM

Title: Policy H3-3A.33 East Leeds Extension

Representations

4 objections to Proposed Modification 15/015, have been received from Barwick in Elmet & Scholes Parish Council; Thorner Parish Council; Mr George Hall and East Leeds Development Companies. In addition Thorner Parish Council made a site specific objection in regard to ELE under proposed modification 7/002. This has been dealt with as part of the Council's response to proposed modification 15/015.

Issues Raised 15/015/PM

The main points raised by the objectors have been grouped together (where appropriate) for convenience under the following issues:

a. Re-assessment of development area and phasing proposals

Thorner Parish Council agree with the Inspectors recommendation that the allocation of the ELE for development should be justified and phased before the adoption of the UDP and consider that assessment should include a needs assessment, a landscape assessment, a Strategic Environmental Assessment and consideration of phasing and viability in sustainable transport terms.

Barwick in Elmet & Scholes Parish Council; Thorner Parish Council and Mr Hall object to the Council's decision not to accept the Inspectors first recommendation that prior to adoption of the RUDP the proposed allocation be reassessed with a view of confining the bulk of the built development to the north of the A64, and south of the Leeds-Barwick Road. Barwick in Elmet & Scholes Parish Council assumes that the LDF will consider the Inspectors recommendation be confined to these two areas.

Mr Hall states that the Inspectors recommendation for 15/015 should be accepted in full to maintain a significant separation between communities. The Council's caveat "with the exception of recommendation 1" from the proposed modification should be removed. The Inspector's Report makes clear that the ELE lacks a proper assessment and justification and that his recommendations are based on LCC remedying this.

Thorner Parish Council considers that LCC's failure to carry out the Inspector's recommendation to reassess the site is an admission that the allocation has not been fully justified and assessed. Inclusion of ELE without such justification is improper and inappropriate and prejudices the legitimate interests of local people, the sustainable development of the site and city as a whole, and provides uncertainty. Time constraints are not a valid planning reason for rejecting an Inspectors recommendation and therefore unlawful. They further state that if LCC conclude that a full assessment of what remains of the ELE (with a view of including phasing proposals in the plan) is not possible then (with the exception of Grimes Dyke, Red Hall and the area of Cross Gates, south of the Leeds-Barwick Road) the ELE should be omitted from the UDP, leaving it for consideration in the next development plan period, if it passes all the assessment tests set by the Inspector.

b. Development Framework

East Leeds Development Companies support the proposed modification relating to future development between the A64 and the Leeds-Barwick Road. It is considered that this area is capable of accommodating development, but the amount and disposition need to be part of a more detailed assessment / Development Framework. Early progress should be made on the production of the studies required in the production of the Development Framework.

Thorner Parish Council object to the suggestion that a development framework/brief could adequately address the issues relating to reassessment and phasing of the site, stating that it is flawed given the scale of ELE and resultant impacts on the locality and the city as a whole. A framework should be produced in addition to the reassessment and phasing of the ELE, envisaged by the Inspector.

c. Policy H3 Housing Allocation/ reliance on brownfield windfalls

East Leeds Development Companies object to the first sentence of proposed modification 15/015. It should be reworded to acknowledge that the ELE proposal is an allocation, not “a long term reserve of land”. They suggest rewording the text to read “Land around the Eastern edge of Leeds is allocated in Phase 3 of the housing land releases”.

Thorner Parish Council believe that the reservoir of sites within Phase 2 is sufficient not to require Phase 3. If Phase 3 is necessary to come forward in the plan period then only Barwick Road should be included. They suggest that the remaining ELE sites should retain their current status as PAS pending a thorough review of the development plan under the LDF process and a comprehensive assessment of both need for greenfield allocations and the relative merits and sustainability of all possible options for meeting any needs identified in a properly planned manner. Consequential changes to the text should be made where required. In relation to this they highlight that no objections to the development of the PAS sites at either end of the ELE (Red Hall and Manston Lane) were made.

East Leeds Development Companies seek acknowledgement that the level of reliance on brownfield windfall in recent years will no longer be acceptable given the guidance in draft PPS3. It will therefore be necessary to review brownfield supply on the basis of site suitability, availability, viability and sustainability.

d. Second criterion – orbital road

East Leeds Development Companies object to the second criterion of proposed modification 15/015 relating to the need for an orbital road. They suggest that this should be reworded to reflect that the infrastructure necessary for the development to go ahead is likely to be privately funded. The wording should revert to that used in the Revised Deposit UDP criterion ii) “if required”.

e Third criterion – sustainability appraisal

East Leeds Development Companies object to the third criterion of proposed modification 15/015 requiring a sustainability appraisal to demonstrate that there are no preferable, more sustainable sites. This should be removed. They argue that there has been a long process of selection which has demonstrated the strategic preference and general sustainability of this option in clear preference to other potential strategic urban extensions to the north, west and south of the city. If the

clear preference for ELE is not reviewed now in the UDP Review, then this will need to be done quickly in the LDF Core Strategy.

Comments on issues raised

Many of the issues raised to the proposed modifications, have already been discussed previously at Development Plans Panel on 7th February 2006, in relation to the Inspector's Report. An extract of this report is attached as Appendix 6.

a. Re-assessment of development area and phasing proposals

In respect of the detailed development of the ELE, the Council agree that maintaining separation between communities and minimising impact on the Green Belt are key planning principles; however, the detailed planning of the area should properly be undertaken as part of an overall development framework for the site. The Council considers that it is premature to consider phasing within the overall site allocation.

The Council has therefore accepted the conclusions of the Inspector relating to the deletion of ELE from Phase 2 of the Plan and its incorporation in Phase 3 as site H3-3A.33, but proposes to reject the Inspector's recommendations relating to the identification of development areas and phasing of development. The Secretary of State has been informed of the Council's approach to depart from the Inspector's recommendation and no objections have been raised. The Council's response to assessing the site is set out in (b) below.

The potential for developing land on the eastern fringe of Leeds has been established through the UDP process, with the UDP Inspector acknowledging the potential of East Leeds for significant growth after an exhaustive analysis of potential housing location and sites. Its inclusion is not considered "improper or inappropriate". Indeed the Inspector accepts the principle of ELE as a "reservoir" of housing land supply and considers that the proposed manage release guidelines provide robust defence against premature release.

In response to Thorner Parish Council's comments regarding time constraints not being an appropriate planning justification for refusing the Inspector's recommendation, guidance is contained within PPG12 (paras 1.2 and 1.3) stating that the Government regards delay in implementing the plan-led system as unacceptable and expects local authorities to fulfil their statutory responsibility without delay and progress their plan to adoption as quickly as possible. To accept the Inspector's first recommendation would cause considerable, undue delay to the whole UDP Review, which the Council considers unacceptable.

b. Development Framework

East Leeds Development Companies consider that early progress should be made on the studies required for the production of the Development Framework. The Council recognise that the scale of the ELE is such that the detailed planning and design will take some time and will need to commence at an early date in order to allow for release of the site within Phase 3. Developers can of course undertake work at any time they think fit, but at their own risk.

Thorner Parish Council contends that a Development Framework for ELE will be inadequate in providing the detailed planning considerations for the overall site. This is not the case, a Development Framework will build upon and provide much more detailed guidance than the policies contained in the UDP Review and would include

the guidance on phasing, landscaping, sustainable transport and strategic environmental assessment to which the objector refers.

c. Policy H3 Housing Allocation/ reliance on brownfield windfalls

The Council has already set out its response to issues raised in regard to the Housing Strategy earlier in this report relating to Chapter 7. The site's allocation as a Strategic Housing Site in Phase 3 of Policy H3 is clearly set out.

East Leeds Development Companies object to the reference to ELE as "a long term reserve of land". The ELE was proposed by the Council to provide for a "reservoir" of additional land to be drawn on in the event of under supply of brownfield land and to provide a range of housing across the district. The Inspector concluded that ELE should be moved from Phase 2 to Phase 3 to reflect the housing land supply situation and the need for considerable planning and design work to be done. The Inspector concluded that ELE is justified in principle as a long-term reservoir of land against the possibility that brownfield windfall sites do not come forward as anticipated, however its release is subject to a series of tests that would need to be satisfied relating to monitoring, the benefits of an orbital road and sustainability. The Council therefore considers it appropriate to retain the Inspectors recommended text "long-term reserve of land" in the Policy.

Thorner Parish Council seek to retain only the Barwick Road site in Phase 3 and only if necessary to supplement the reservoir of sites in Phase 3. They further suggest that the remainder of ELE is retained as PAS. The Inspector has recommended that Grimes Dyke (H3-2A.2) and Red Hall Lane (H3-2A.3) are proposed as housing allocations in Phase 2. The Inspector concluded that the rest of the ELE allocation should fall within Phase 3 as a long-term reservoir of land to meet the housing land supply should brownfield windfall sites not come forward as anticipated.

East Leeds Development Companies seek acknowledgement that the reliance on brownfield windfalls is no longer acceptable given the guidance in PPS3. The Inspector was in no position to give weight to the emerging draft PPS3 as it had not been published before the closure of the Public Inquiry in June 2005 or even the release of his Report in November 2005. The publication of draft PPS3 (December 2005) post dates, by an even longer period of time, the publication of the original UDP Review in June 2003. It is quite clear that PPS3 is directed at the new development plan system rather than at plans still going through the old procedure. The emergence of PPS3 is thus too late to play any part in the UDP Review. Further, the council in its response to issues relating to Chapter 7 has stated that there is ample evidence of large scale windfall in Leeds (reported in regular Housing Land Monitors). Should this be reduced to a level where security of supply is threatened, the trigger mechanism in the Plan will come into operation to allow the release of allocations in later phases. The reliance on windfall is not therefore a cause for concern.

d. Second criterion - orbital road

The Inspector concluded that despite the time that has passed since the AUDP Inspector endorsed the principle of a relief road, much work remains to be done before it can be regarded as in any sense a commitment. He further states that proposed modification 15/015 makes clear that ELE is conditional on, among other things, an assessment of need for the road and although the 2003 Pell Frischmann report concludes that the road would give value for money, it does not take account

of the effects of traffic generated by associated development. The Inspector therefore recommended that the Policy on ELE should make clear that there would be clear public benefits from an orbital road. The supporting text (first paragraph) to the ELE policy states quite clearly that “the costs involved with a new orbital relief road will be borne by the developer”. The Council therefore considered it appropriate to retain the Inspector recommended text as set out in Proposed Modification 15/015.

e. Third criterion – sustainability appraisal

The Inspector accepts that the UDP Inspector had acknowledged the potential of East Leeds for significant growth after an exhaustive analysis of potential housing locations and sites, but points out that the Council has not undertaken a comparison between the ELE and sites proposed in Phase 3 of the Plan. The Inspector indicates that if it becomes apparent that the supply of brownfield land is reducing to an unacceptable level and additional land is required over and above the smaller greenfield allocations, ELE could be brought forward within Phase 3. The Inspector concludes this issue by recommending adding to the Policy for ELE a series of tests that would have to be satisfied for the allocation to be released, relating to monitoring, the benefits of an orbital road and sustainability. The Council therefore considers it inappropriate to delete criterion three, relating the production of a sustainability appraisal.

Recommendation

That no change is made to Modification 15/015.

Modification No. 16/008 and 16/009

Title: H3-3A.31 and 32 South of Old Micklefield and Manor Farm, Micklefield (Phase 3 Housing Sites)

Representations

Five objections and one support were made to Modification 16/008 and six objections to 16/009. These were received from Micklefield Parish Council, Walker Morris (on behalf of Barratt Leeds Ltd, Micklefield Properties Ltd, Michael Wheatley (Construction) Ltd and Great North Developments Ltd) and Mr Wheatley. The latter is a site specific objection in relation to Manor Farm. Mr Wheatley’s site specific objection also relates to Proposed Modification 16/008, and as such both Proposed Modification 16/008 and 16/009 have been dealt with together.

Issues Raised

- a. Micklefield Parish Council broadly support proposed modification 16/009 but object to a discrepancy in the areas of land described in the text, whereby 5.2ha of Land South of Old Micklefield becomes 5.9Ha and elsewhere in the text, 12.0ha at Manor Farm identified in Table H3a of PM 7/002j becomes 15.5ha in PM 16/009. They rightly state that this discrepancy needs to be rectified for avoidance of any doubt and to provide consistency throughout the UDP review plan.

- b. The four developers are disappointed by the Inspector's recommendations and remain of the view that the site is suitable for early development. They argue that the site is suitable, viable and sustainable. They reiterate the asset of the railway station and refer to the impetus and financial input into the village that would result from development and provide much needed social and community regenerative benefits. They seek acknowledgement in the UDP that the early release of Micklefield Strategic Site has advantages, including regenerative benefits and the ability to provide housing choice, which reflects demand. Whilst the objectors consider that this site is suitable for early development, they note the Council's inclusion of the site in Phase 3, however, they suggest that the Inspector's wording "*After Phase 2, when and if existing housing land supply is demonstrably short or 2012-2016*" should be used in the UDP.

- f. Mr Wheatley has made a separate objection to the status of Manor Farm. He suggests that the boundary of the Village Regeneration Area (PM16/008) and thus the built up area should be amended to include all the former farm buildings at Manor Farm to allow development in the short term. He does not suggest amendment to the housing site (H3.3A.32) boundaries, but suggests the description in PM16/009 should make clear that the site of Manor Farm itself could be development under Policy H4.

Comments on issues raised

- a. The discrepancy in the area of land described in the Proposed Modifications document is a factual error and will be rectified to refer to the site area of 5.2ha for South of Old Micklefield. The Council also notes the discrepancy between PM 16/009 and Table H3A in Chapter 7 (PM 7/002j), which should read 15.5 ha. and not 12.0 ha. The Council propose to amend these discrepancies for any avoidance of doubt.

- b. Walker Morris, acting on behalf of the four developers seek acknowledgement in the UDP that the early release of Micklefield Strategic Site has advantages, including regenerative benefits and the ability to provide housing choice, which reflects demand. The supporting text to Policy H3-3A.31 and H3-3A.32 recognises that development of these sites will provide housing to meet local and district requirements, utilising the village's strategic location close to existing and proposed transport links (e.g. the station on the Leeds-Hull railway line, the A1, the M1 motorway and the A63) and that the development is likely to support further local facilities. The Council has accepted the Inspector's phasing proposals. The release of this site will be determined through regular monitoring and the use of trigger mechanisms to ensure that the supply of housing land is maintained.

In regard to Walker Morris's representation relating to the wording of Phase 3, this has been dealt with in the Council's response to PM 7/002.

- c. Mr Wheatley seeks to include the farm buildings of Manor Farm in the Village Regeneration Area boundary and thus the built up area to allow development in the short term. He is not suggesting amendment to the housing site (H3.3A.32) boundaries. The Village Regeneration Area (Policy R2) has been identified as an area based initiative where local community regeneration issues need to be addressed. Particularly the issues of providing employment opportunities, training and life long learning, service provision, local facilities, environment and greenspace, community safety and community empowerment. The argument put forward by Mr Wheatley, that by including the farm buildings into the Regeneration Area would allow for immediate development, does not relate to bringing about any benefits from the development of these individual buildings. The Council considers that by allowing

these buildings to come forward early would be prejudicial to the comprehensive development of H3-3A.32 and would not provide significant regeneration benefits under the issues highlighted above. As such the Council considers that the Regeneration Boundary as recommended in Proposed Modification 16/008 should be retained without amendment.

Mr Wheatley also seeks that the description in PM16/009 should make it clear that the site of Manor Farm itself could be developed under Policy H4. The aim of the policy allocation covering land east of Micklefield, including the farm buildings, is to bring about comprehensive development to help meet the housing need and support further facilities in the village. As stated above, the Council considers that early development of the farm buildings would be prejudicial to providing comprehensive development of the site. Also, it is important to note that Policy H4 relates to windfall, which by definition is not identified on the on the Development Plan. If H4 is applicable, then a planning application can be made in the normal way. The Council therefore considers it inappropriate to provide any direct reference to Policy H4 in the text of Policy H3-3A.32.

Recommendation

That no change is made to Modification 16/008 or 16/009 but that references to the site area will be corrected in the final text, which should read:

OTHER CHANGES

MICKLEFIELD

South of Old Micklefield **5.2Ha**

UDP proposals H4 (13) and school playing field to the east.

Related Modifications

7/002j

Modification No. 16/014/PM

Title: Policy N34.8 Land East of Scholes (Protected Area of Search)

Representations

Two representations have been received from Barwick in Elmet & Scholes Parish Council; and Mr G. Hall. Both parties object to the inclusion of Land East of Scholes as PAS land and seek its return to Green Belt.

Issues Raised

- a. Both Barwick in Elmet & Scholes Parish Council and Mr Hall oppose the modification to retain Land East of Scholes as PAS land and seek that the site be returned to Green Belt. Whilst the Parish Council draws some comfort from the fact that the designation allows for possible long-term development needs beyond the plan period, they want officers to look at ways of putting PAS back into the Green Belt. Mr Hall seeks an early review of the Green Belt to remove uncertainty and refers to Policy YH9(c) of draft RSS, which states "Localised reviews should also consider whether exceptional circumstances exist to include additional land in the Green Belt".

Mr Hall states that the Inspectors remarks (in regard to Land East of Scholes) are inconsistent with draft RSS (Policy YH8, para.4.58), which states that "There is a need to have stronger control over the level of development coming forward often in small and relatively remote towns and villages". Para 5.24, RSS states that "the plan seeks to prevent the dispersal of development to smaller settlements."

- b. It has been highlighted that Land East of Scholes has been omitted from the list of PAS sites under Policy N34 in Chapter 5 of the Modifications document.

Comments on issues raised

- a. The Inspector made clear recommendations to retain all PAS sites in the plan (with the exception of those sites comprising the East Leeds Extension). He essentially argued that no exceptional circumstances have been demonstrated that would justify amending the Green Belt boundaries so soon after adoption (2001). Whilst the Inspector's commentary about the Green Belt merits of individual sites is not in accord with the Council's judgement, his recommendations at both a strategic and site-specific level has been accepted. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4.

The RSS does not envisage any change to the general extent of the Green Belt for the foreseeable future and stresses that any proposals to replace existing boundaries should be related to longer-term timescales than other aspects of the development plan. The designation of PAS provides land for longer-term development needs and given the emphasis in the UDP on providing for new development within urban areas it is not currently envisaged that there will be a need to use PAS land during the Review period.

- b. The omission of 'Land East of Scholes' from Policy N34, Chapter 5 (Proposed Modification 5/001) is an error and has been rectified.

Recommendation

That no change is made to Modification 16/014.

Related Modification

5/001

Modification No. 16/015

Title: Policy N34.10 Pit Lane, New Micklefield (Protected Area of Search)

Representations

One representation has been received from Micklefield Parish Council.

Issues Raised

- a. The Parish Council support the modification to retain Pit Lane as PAS land but object to the discrepancy in the area of land described in the Modifications document, whereby 4.8Ha inexplicably becomes 5.1Ha in the text. This needs to be rectified for avoidance of doubt.

Comments on issues raised

- a The discrepancy in the area of land described in the proposed Modifications document is an error and will be rectified to refer to the site area of 4.8Ha.

Recommendation

That no change be made to Modification 16/015 but reference to the site area will be corrected in the final text, which should read:

PROPOSED GREEN BELT CHANGES
CHANGES ARISING UNDER POLICY N34

Pit Lane Micklefield **4.8Ha**

to allow for possible long-term development needs
beyond the plan period

Modification No. 16/018/PM

Title: Policy N34.39 Wood Lane, Scholes (Protected Area of Search)

Representations

Two representations, of objection, have been received from Barwick in Elmet & Scholes Parish Council and Mr G. Hall.

Issues Raised

- a. Both Barwick in Elmet & Scholes Parish Council and Mr Hall object to retaining Wood Lane, Scholes as PAS land and seek its return to Green Belt. Mr Hall states that the Inspectors decision not to return the PAS site to Green Belt is flawed and contrary to the UDP Review. Further, Mr Hall states it is inconsistent with Leeds City Council aspirational policy and that uncertainty has been created. Mr Hall refers to the “new” draft RSS and the need to control development in small towns and villages. Returning the site to Green Belt would be consistent with Regional Guidance
- b. The Parish Council urges the City Council not to be influenced by the Inspectors Report which suggests that the site could be brought forward earlier for development as a suitable rounding off of the village. Mr Hall further objects on this issue, stating that Wood Lane can not be classed as an urban extension. Mr Hall further states that the Urban Capacity study shows that there are adequate brownfield sites that can meet housing demand beyond the plan period (even if the excessive targets of the new RSS are applied).

Comments on issues raised

- a. The Inspector made clear recommendations to retain all PAS sites in the plan (with the exception of those sites comprising the East Leeds Extension). He essentially

argued that no exceptional circumstances have been demonstrated that would justify amending the Green Belt boundaries so soon after adoption (2001). Whilst the Inspector's commentary about the Green Belt merits of individual sites is not in accord with the Council's judgement, his recommendations at both a strategic and site-specific level has been accepted. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4.

The RSS does not envisage any change to the general extent of the Green Belt for the foreseeable future and stresses that any proposals to replace existing boundaries should be related to a longer-term timescale than other aspects of the development plan. The designation of PAS provides land for longer-term development needs and given the emphasis in the UDP on providing for new development within urban areas it is not currently envisaged that there will be a need to use PAS land during the Review period. The PAS sites have been retained to maintain the permanence of the Green Belt boundaries and provide some flexibility for the City's long-term development.

- b. The Inspector concluded in his report that the potential to "allocate the PAS site for development is a matter for the future, however, if a case for further housing in Scholes was made (Wood Lane) could provide a reasonable and modest rounding-off of the village to the west in a way that would not prejudice its separate identity". It is not envisaged that there will be a need to use PAS land during the Review period.

There is ample evidence of large scale windfall in Leeds (reported in regular Housing Land Monitors). Should this be reduced to a level where security of supply is threatened, the trigger mechanism in the plan will come into operation to allow the release of allocations in later phases.

Recommendation

That no change is made to Modification 16/018/PM

Modification No. 16/004 & 16/019/PM

Title: N34.40 Park Lane, Allerton Bywater (Protected Area of Search) and Policy R2 Allerton Bywater Village Regeneration

Representations

One representation has been received from Allerton Bywater Parish Council. The points raised by the Parish Council in relation to Park Lane PAS have been duplicated in reference to Allerton Bywater Village Regeneration Area (16/004/PM). As such, the issues raised under 16/004/PM and 16/019/PM have been dealt with together.

Issues Raised

- a. The Parish Council requests the reinstatement of Park Lane PAS site into the Green Belt, and that the railway embankment forms the Green Belt boundary.
- b. There is no justification for further large scale development in this area.
- c. The UDP Inspectors Report and Modifications do not mention the existence of Owl Wood within the proposed PAS area. This wood is part of the 'Forest of Leeds' and is an invaluable resource. Its inclusion would lead to the destruction of irreplaceable wildlife and plant habitats as well as removing valuable recreation and learning. This is unacceptable.
- d. All the villages services are situated along an already busy main road, further development will lead to potential for increased accidents. This development along with proposed St Aidans Country Park will greatly increase traffic in the area, which will add to the strain placed on the roads by the Millennium Village
- e. The local schools require additional classrooms to provide for children from the Millennium Village. The inclusion of Park Lane PAS site would require even larger extensions and may lead to the loss of other facilities
- f. Extensions to the sewage treatment works would be required as the existing facility does not have sufficient capacity. This would lead to more road tankers and place more strain on the transport system and larger vehicles using village roads puts residents at further risk.
- g. Access to the PAS site is narrow, unsuitable and impractical.

Comments on issues raised

- a. The Inspector made clear recommendations to retain all PAS sites in the plan (with the exception of those sites comprising the East Leeds Extension). He essentially argued that no exceptional circumstances have been demonstrated that would justify amending the Green Belt boundaries so soon after adoption (2001). Whilst the Inspector's commentary about the Green Belt merits of individual sites is not in accord with the Council's judgement, his recommendations at both a strategic and site-specific level has been accepted. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b-g The points raised are site specific considerations relating to the potential development of the PAS site in the future. Under Policy N34, PAS sites have been identified for the possibility of longer term development, providing flexibility for growth and development if necessary, whilst ensuring the necessary long-term endurance of the Green Belt. It is not currently envisaged that there will be a need to use PAS land during the Review period.

In regard to the same, site specific objections made in relation to the Regeneration Area (Policy R2), the PAS site was not included in the Village Regeneration Area (VRA). The Inspector concluded that to include the PAS site within the VRA would appear to promote the PAS site's status from PAS to some form of regenerative function. The retention of the PAS site means that options for the future have been kept open and extension of the VRA may not necessarily be ruled out if circumstances change. However, it is not appropriate at this stage to reopen the debate on the suitability or sustainability of the PAS site in regard to its potential for future development or its impact on the regeneration of the village.

Recommendation

That no change is made to either Modification 16/019 or 16/004

Modification No. - 17/039 - Land at Tingley Station, Morley

Title: Policy N34 (N34.14 Protected Area of Search)

Representations

One representation, received on behalf of the Robert Ogden Partnership

Issues Raised

The objectors state that the policy wording for the site should not include reference to its future consideration being dependant on the delivery of Supertram in this area. They maintain that this wording is redundant as the Supertram scheme has been dropped and because there is ample evidence of the alternative means of providing public transport access to the site.

The objector argues that the reference to Supertram be deleted in favour of making reference to the site being assessed for development with regard to the ability to achieve an acceptable level of non-car accessibility from existing or enhanced public transport infrastructure. Failing that, the objection argues that the LDF should address the outdated reference to Supertram.

Comments on issues raised

The UDP Review Modifications Report includes a statement regarding the withdrawal of funding for Leeds Supertram. In this statement it is recognised that a number of specific policies and proposals in the Adopted UDP (2001) and UDP Review make reference to Supertram. The statement also acknowledges that the City Council and WYPTE are developing public transport proposals as alternatives to the Supertram scheme. Given that this work is ongoing and given the desire for early Adoption of the Review, no specific Modifications are proposed to delete the references to Supertram. Once the alternative schemes have been developed, they will be fully incorporated in the LDF process where appropriate.

The objector also refers to evidence of alternative means of providing public transport access to the site; however, as stated above the alternatives to Supertram are still being explored. Furthermore, the Inspector concluded in his para 17.85 that other potential public transport measures referred to by the Objector in their Inquiry evidence (e.g. a bus based priority scheme on Dewsbury Road and service extensions from Middleton) were not sufficient to support making the site an employment allocation.

Recommendation

That no change is made to Modification 17/039

Modification No. 18/033 – Moseley Bottom, Cookridge

Title: Policy N34 (N34.21 Protected Area of Search)

Representations

2 representations were received

Issues Raised

- a. The site should be designated as Green Belt
- b. The site has nature conservation value
- c. Traffic issues would arise from development of the site

Comments on issues raised

- a. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return this site to the Green Belt were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b. Any nature conservation issues would have to be satisfactorily addressed if the site was developed in the future.
- c. Transport requirements including traffic access and generation would have to be satisfactorily addressed if the site was developed in the future

Recommendation

That no change is made to Modification 18/033

Modification No. 19/006

Title: East of Otley housing allocation

Representations

Four representations were received, all of them objections, but two of which also included elements of support.

The two housing developers (Persimmon and Barratt) involved in the site objected, via their agent Walker Morris, to various housing strategy issues relating to the phasing of the site in the Proposed Modification. These matters are covered in the Report under Proposed Modifications 7/001, 7/002 and 7/004 under points 1 to 6 but

are more site specifically related. They are therefore also summarised below following the same point order 1 to 6. In addition, site specific objections from all four representors, together with support for aspects of affordable housing are also set out below under separate headings.

Issues Raised

a. Strategic Housing Issues related to East of Otley (EOO)

1. The Council's proposed wording does not accurately reflect the Inspector's recommendation regarding timing of Phase 3 under PM 7/002 (j), which gives two options: land supply or date. The PM 19/006 only gives a date, but is conditional upon land supply being demonstrably short. The Council should have given an explanation for the difference in wording from that of the Inspector.
2. The level of certainty is reduced in the Council's version for bringing forward the EOO housing site. The Inspector's words allow for monitoring and responsiveness to circumstances, but also sets a date as a longstop.
3. A qualitative mechanism is needed for housing supply as well as a quantitative one. EOO is well tested (e.g. through Public Inquiries) and favourably placed to meet the qualitative issue.
4. Housing needs for the RUDP are largely out of date in terms of the emerging RSS, draft PPS3 and the Barker Review of 2004, but the Inspector gave no weight to these documents. A letter from ODPM (dated 11.1.'06) indicates that Local Planning Authorities need to have regard now to 'direction of travel' and for affordability issues in draft PPS 3. This requires a 15 year housing land supply; a 5 year developable land supply (being suitable, viable and available); and a change from the sequential test approach after brownfield sites are brought forward. Allocations and phasing should be immediately reviewed in light of above recent documents prior to RUDP adoption, or the Plan will be out of date.
5. In terms of para 14, draft PPS 3, Leeds is heavily dependent on windfall sites in housing land supply. If the brownfield supply is discounted, then sites like EOO will need to be brought forward.
6. In the draft RSS there are higher figures for annual house building numbers at 2700 dwellings per annum than the figure of 1930 dpa which the RUDP is predicated upon.
7. Walker Morris request that the Council uses the Inspector's wording re: housing phasing; that phasing policy should reflect the need for qualitative information (such as housing market assessments); that the UDP acknowledges the need for early review to address emerging RSS & PPS3; and that the UDP should acknowledge the advantages of early release of EOO, including the Relief Road and the ability of delivering housing choice, reflecting demand.

b. Site Specific Issues

1. Persimmon and Barratts consider that the Inspector's wording for PM 19/006 allows for proper planning (monitoring and responsiveness to relevant circumstances) needed for the 'lead in' time for development of sites such as EOO.
2. Persimmon and Barratts consider that sites such as EOO (which are suitable, viable and sustainable) will become 'highly relevant' at early stages of plan period.

3. Cllr Campbell considers that the EOO allocation should be deleted from the Plan, in view of the Inspector's comments about availability of housing land in Otley and the Leeds District, together with the effect of the development on Otley and the transport corridor (A660).
4. Mrs Radford considers that there should be no development at EOO, as the scale of it is too large and Otley will become a satellite of Leeds, with adverse impact on Otley as a market town and, hence on, tourism. Inadequate roads and social provision, traffic congestion and impact on the environment are also cited in this context.

c. Affordable Housing Issues

1. Persimmon and Barratt, via Walker Morris, support a comprehensive assessment of housing need and comprehensive review of the affordable housing policy before setting precise level within the range of 15-25% (PM 7/006) applied to EOO.

Comments on issues raised

a. Strategic Housing Issues related to East of Otley (EOO)

Comments on all of the above points 1 to 7 above are covered earlier in this report in Chapter 7: Housing, under the heading "Objection by Walker Morris to Mods 7/001, 7002 and 7/004". In point 3 of this, it is explained that the Inspector did not recommend that the release mechanisms should take any account of qualitative supply matters. It is therefore not appropriate to acknowledge the advantages for the early release of EOO, given the Inspector's very clear recommendation to place the site in phase 3 of the UDP Review.

b. Site Specific Issues

1. The Council appreciates the need for a "lead in" time for large and technically complex sites such as EOO. However, the Council considers that it has fairly and responsibly interpreted all of the Inspector's comments in its wording of the PM 19/006, as explained in the response to point 1 in the main Housing Chapter above.
2. The Council will consider the need to bring forward sites in Phases 2 and 3 very carefully, including EOO, in the light of changing local, regional and national circumstances and planning guidance and the context of the emerging LDF and monitoring.
3. The EOO site is an allocation in the Adopted UDP and, hence, it remains an allocation in the UDP Review. It is the timing of when the housing site is brought forward for development that is at issue in the UDP Review. The Inspector recommended that the phasing be changed, not the site deleted.
4. The detailed issues in this point were raised at both the original UDP Public Inquiry and the recent one and both Inspectors commented on them in their reports, concluding that these matters were not of sufficient weight to prevent the site from coming forward in due course. The issue of deletion of the EOO allocation is the same as the preceding point 3 above.

c. Affordable Housing Issues

1. This support relates to issues which have been addressed in Chapter 7 on Housing earlier in this report under PM 7/006.

Recommendation

That no change is made to Modification 19/006.

<u>Modification No.</u> 19/008

<u>Title:</u> Policy N34: Protected Areas of Search and associated Bypass at West of Pool in Wharfedale.

Representations

Four representations were received, all of which were objections.

Issues Raised

- a. All objectors consider the site should be returned to the Green Belt and not designated as PAS.
- b. Various detailed points, namely:- much recent development in Pool; visually apparent site; loss of village attractiveness; a Green Belt 'buffer' is needed; increased traffic; loss of wildlife habitats; inadequacy of local facilities (e.g. shops, public transport, school places).
- c. The site is unsuitable for development due to presence of a high pressure gas main and the site is prone to flooding.

Comments on issues raised

- a. The Inspector did not support the City Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return the site to the Green Belt were considered by the Inspector at the Public inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. These objections have not raised any new issues.
- b. These detailed issues were also dealt with at the original UDP Public Inquiry and included in that Inspector's Report under Topic 1015. Many of them were raised again by the 8 representors in support of the UDP Review Proposed Alteration. The Inspector concluded that these matters were not of sufficient weight to prevent the site from being included as a PAS site.
- c. The gas pipeline was considered by the previous Inspector (Topic 1015). The PAS site does not lie within a flood zone, nor is it defined under AUDP Policy N38 as washland. Therefore any drainage issues should be dealt with as site specific technical issues if the site were ever to be considered for development in the future.

Recommendation

That no change is made to Modification 19/008

Modification No. 20/020 – Hill Foot Farm, Pudsey

Title: Policy N34 (N34.24 Protected Area of Search)

Representations

1 representation was received

Issues Raised

- a. The site should be designated as Green Belt
- b. The site has nature conservation value and is a haven for wildlife and bats

Comments on issues raised

- a. This site has never been located in the Green Belt and as the site is wholly surrounded by built development, the objector is asking for something that is wholly inappropriate. The proposal in the UDP Review was to include the site in the Protected Open Land designation under Policy N11. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return PAS sites to the Green Belt or Protected Open Land were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues.
- b. Any nature conservation issues would have to be satisfactorily addressed if the site was developed in the future.

Recommendation

That no change is made to Modification 20/020

Modification No. 21/015

Title: Policy H3B(72) – Matty Lane, Robin Hood

Representations

One representation received to the Proposed Modification from Mr Hennigan.

Issues Raised

- a. The site has not been identified as greenfield at any time during the previous UDP or within the Leeds UDP Review (First Deposit June - August 2003 or the Revised Deposit February - March 2004).
- b. Through the UDP Review formal public consultation process the objector has been denied the opportunity to object to the Council's proposed alteration to re-phase the Matty Lane housing allocation as the proposed alteration was only introduced by the Council at the time of the Inquiry.

Comments on issues raised

- a & b The Council mistakenly included the remainder of the Matty Lane, Robin Hood housing site as a brownfield allocation within Phase 1 of the UDP Review when in fact it should have been allocated as a Phase 3 site given its greenfield credentials. This mistake was not identified until after the formal public consultation exercise of the First and Revised Deposit stages of the UDP Review. The Inspector was subsequently notified of the mistake via the Council's submission of an Inquiry Change. The Inspector's Report considered that as this was not a matter before him at the Inquiry it should be left to the Council to decide on how it should deal with the issue. The Council consider that this site should be included as a greenfield housing allocation within Phase 3 of the UDP Review on the basis that it is clearly greenfield and reflects the sequential approach to housing land release advocated in PPG3. As such, the site's greenfield credentials are a matter of fact and placing the site in phase 3 corrects an error. The objector does not actually challenge the Council's judgement that this site should be defined as greenfield, in terms of the PPG3 definition.

Although the error of placing this site in the wrong phase was not discovered until after the First and Revised Deposit stages of the UDP Review, the objector has not been denied the opportunity to make a representation. Such an opportunity to object to the Council's treatment of this site has been made through this Modification and the objector has taken that opportunity.

Recommendation

That no change be made to Modification 21/0015

Modification No. 24/011 – Leeds Road, Collingham

Title: Policy N34 (N34.1 Protected Areas of Search)

Representations

1 representation was received.

Issues Raised

- a. There are exceptional circumstances to justify altering the green belt and designating this site as Green Belt.
- b. The inspector did not consider recent flood risk data, although he did say it was necessary to consider any change in terms of green belt purposes. The Environment Agency has declared Collingham Beck as a major river and revised flood risk data is currently being considered.
- c. Sustainable drainage systems need flood meadows, such as this site and development of this site could not incorporate SUDS.

Comments on issues raised

- a. The Inspector did not support the Council's proposal to remove the PAS designation of the site, having regard to current planning policies. The Council has accepted this recommendation. All the relevant issues concerning the Council's original proposals to return this site to the Green Belt were considered by the Inspector at the Public Inquiry and his conclusions and recommendations are based on his full consideration of these issues. The matter also received full consideration at meetings of the Development Plan Panel and Executive Board, where the Council's response to the Inspector's Report was agreed. An extract of this report is attached as Appendix 4. This objection has not raised any new issues or exceptional circumstance.
- b. Any flood risk issues would have to be satisfactorily addressed if the site was developed in the future and flood risk does not form any part of green belt purposes.
- c. A suitable methodology of drainage incorporating the principles of SUDS would be part of any future planning application for development.

Recommendation

That no change is made to Modification 24/011



Originator: Ian Andrews

Tel: 247 8177

Report of the DIRECTOR OF DEVELOPMENT

Executive Board

Date: 14th June 2006

**Subject: A STRATEGIC CHANGE PROGRAMME
FOR PLANNING AND DEVELOPMENT SERVICES IN LEEDS**

<p>Electoral wards affected:</p> <p>ALL</p>
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<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>
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Eligible for call In

Not eligible for call in

INTRODUCTION

The purpose of this report is to seek approval for the recommended outcomes of a Strategic Review of Planning and Development Services. The focus of the Review is on services that deal with all development in Leeds, from initial enquiries through planning applications, appeals and enforcement. However, connections are made with strategically linked planning policy, plan making and implementation functions of the Development Department.

Since the Council's "Closer Working : Better Services" restructuring, many achievements have been recorded. However, there are issues and problems for which the service does not yet have wholly effective solutions. There is a need to reflect on the impact of the 2003 restructuring, and the new opportunities that exist as a result of the investment we have made in people and technology. The purpose of this change programme is to deliver significant and sustainable improvement across the range of planning services.

The attached report presents the conclusions of the review phase of the strategic change programme. It recommends courses of action and assesses the resources required to deliver high quality outcomes and customer services.

THE IMPROVEMENT THEMES

The attached report sets out the context for the Review and the need for change. The priorities for improvement are set out in five themes, each distinct but inter-related. These five themes are:-

- 1. CAPACITY BUILDING AND WORKING WITH THE PRIVATE SECTOR**
- 2. REALISING A DEFINITIVE OFFICER VIEW**
- 3. DEVELOPMENT OF AND SUPPORT FOR PLANS PANELS**
- 4. INFORMATION AND COMMUNICATION TECHNOLOGY**
- 5. IMPROVED CUSTOMER SERVICES**

CONCLUSIONS

This review has been conducted in a way that has involved a range of stakeholders and engaged a large number of staff at key stages. Whilst this has inevitably taken time, building understanding and support is essential to an effective change programme. In addition to the improvement actions included in the report, numerous other issues have been addressed in the course of the review. Similarly, certain options such as significant organisational change have been considered and assessed but not included in the final recommendations.

Consultation has demonstrated that the five key Improvement Themes are appropriate and necessary. These key themes are underpinned by a range of defined actions to improve performance and outcomes.

Fundamental to the effectiveness of this review is the need to continue to change and develop the culture of all associated services to promote collective ownership of priorities and of issues, and to emphasise the delivery of solutions. In due course, some adjustment to middle management responsibilities may help achieve that. In the short term the Chief Officers responsible for Planning & Development and for Strategy & Policy will jointly build on the outcomes of the review stage to ensure that Heads of Services and Team Leaders are able to drive and deliver the change required to maintain continuous improvement. Some changes will be visible relatively quickly. Others, including the technological changes, will take more time to come to fruition. The delivery of the improvement plan will be monitored closely.

RESOURCE IMPLICATIONS

The Resource Implications are described in the attached report. The provisional total cost of the improvement actions is £675,000. This assumes full year costs most of which will be recurring. 2006/07 costs will be lower and will need to be met from the existing £250,000 provision plus any consequential savings. Expenditure will need to be prioritised within these constraints. Staffing and technology costs are the main contributors.

Further work on electronic service delivery, document imaging and associated process re-engineering will continue throughout 2006/07 to produce detailed estimates for 2007/08 and beyond. Similarly, consultation on staffing proposals associated with this review will allow detailed estimates to be produced.

RECOMMENDATION

Executive Board is asked to approve the conclusions and the summary of the Change Delivery Plan included in the attached report.



PLANNING A BETTER FUTURE

A STRATEGIC CHANGE PROGRAMME FOR PLANNING AND DEVELOPMENT SERVICES IN LEEDS

FINAL REPORT

DEVELOPMENT DEPARTMENT

MAY 2006

PLANNING A BETTER FUTURE : FINAL REPORT

**A STRATEGIC CHANGE PROGRAMME FOR PLANNING AND
DEVELOPMENT SERVICES IN LEEDS**

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PLANNING A BETTER FUTURE : FINAL REPORT

A STRATEGIC CHANGE PROGRAMME FOR PLANNING AND DEVELOPMENT SERVICES IN LEEDS

INTRODUCTION

Background and introductory comments

In August 2005, the Director of Development and the Chief Planning and Development Officer determined that a Strategic Review of Planning and Development Services was required. The Executive Member for Development and the Departmental Management Team concurred with that view. The focus of the Review is on services that deal with all development in Leeds, from initial enquiries through planning applications, appeals and enforcement. However, connections are made with the strategically linked policy, plan making, implementation and policy monitoring functions of Planning and Economic Policy, and with the contributions of the Sustainable Development Unit.

The Project Plan for the review recognised that since the Council's "Closer Working : Better Services" restructuring, we have recorded many achievements. If we were to take the government's Best Value Performance Indicators as the sole measure, we are one of the most improved planning services in the country; a remarkable achievement since we are also, arguably, the biggest and busiest.

However, when we look behind these headline indicators, we know we have issues and problems for which we do not yet have wholly effective solutions. We are not alone in that of course; there is a national context in which we work. We need to make changes because we are unable to sustain and build on the improvements we have achieved under current circumstances. We know that our staff are under too much pressure in terms of volume of work. We know that some of our key stakeholders and customers are dissatisfied with our service standards. We have plans for improvements but we have not found the capacity to introduce them quickly enough.

The time is right to reflect on how much we have achieved and to look forward to the complex challenges we face. We should take stock of the impact of the 2003 restructuring, and the new opportunities we have as a result of the investment we have made in people and technology. The purpose of this change programme is to deliver significant and sustainable improvement across the range of our planning services.

This report presents the conclusions of the review phase of the strategic change programme. It recommends courses of action that we should follow and assesses the resources we will require to deliver high quality outcomes and customer services.

Ian Andrews

Chief Planning and Development Officer

May 2006

PART A : THE PLANNING SYSTEM – EXPECTATIONS & CAPACITY

Since the agreement of priorities for the change programme by the Project Board, the Audit Commission have published their report “**The planning system – Matching expectations and capacity**” (February 2006). The Audit Commission report is based on studies of many of the issues covered by this review. Extracts from and the key findings of the Audit Commission report are set out below.

This report aims to help councils and others involved in the planning system address the issue of capacity in planning departments. It seeks to

- ❑ *assess current expectations of the planning system;*
- ❑ *evaluate the extent to which the government's expectations have been communicated to stakeholders; and*
- ❑ *identify how councils can increase capacity.*

The government has put planning at the centre of its vision to create sustainable communities. It has introduced wide-ranging reforms, designed to speed up the system and recast planning as a strategic, proactive force. These reforms are taking place at a time when planners are the second most difficult post to recruit to in local government. This places a strain on a system charged with responding to increasing user and government expectations and dealing with nearly 700,000 planning applications each year.

There are five main elements to the government's policy objectives for planning:

- ❑ *to support housing growth in the areas identified for such growth;*
- ❑ *to support regeneration/market renewal in other areas;*
- ❑ *to ensure that all development is socially, economically and environmentally sustainable;*
- ❑ *to move from the periphery to the centre of councils' activity; and*
- ❑ *to deliver change quickly.*

Key findings

- a) *The government's objectives for the planning system are clear and consistent and have been well communicated to stakeholders. However, not all stakeholders agree with the agenda and this poses a risk to delivery, particularly in relation to new housing.*
- b) *The government's focus on speed, particularly in relation to major planning applications, is having negative effects on the quality of services in some councils.*
- c) *There is a shortage of experienced planners affecting councils' ability to provide planning services, but the private sector can provide comprehensive services under the direction of the planning authority.*

PART B : WHY DO WE NEED TO CHANGE?

The national context for this review is the government's reform of the planning system, which is required to play a positive and effective role in achieving sustainable development, sustainable communities and better public services. This requires a high quality planning service, which is fast and effective, and which delivers certainty and high quality outcomes to address the needs of communities and business.

The regional context is the role of Leeds as the regional capital and the emerging Regional Spatial Strategy. Reforms to the planning system require close integration between building the evidence base, plan making, delivery and monitoring.

Locally, the context is the continual growth and dynamic change of the city, and the need to ensure that growth and regeneration is sustainable and delivers high standards of design and implementation. At the service level, the following factors contribute to the need for strategic review and change.

1. Feedback from business and commerce that highlights concerns about –
 - ❑ A lack of consistency in terms of advice and guidance, and implementation of certain activities such as planning obligations
 - ❑ Insufficient communication with agents throughout the planning process
 - ❑ A desire for elected members to be involved earlier in the process, particularly in large complex schemes
 - ❑ Frustration about the operation of Plans Panels, deferrals, and the extent to which debate at Panels focusses on the material planning issues
 - ❑ A desire for greater use of ICT, both in the process and in communicating with agents and consultants

2. Feedback from Elected Members and communities that indicates concerns about -
 - ❑ Consultation and engagement processes
 - ❑ Members are not kept informed sufficiently on the progress of applications etc.
 - ❑ Services are not sufficiently responsive to enquiries from Members or the public
 - ❑ The quality of some of the decisions that officers are making

3. Feedback from staff that indicates –
 - ❑ People do not feel they have enough time to do a good job and that they are given unreasonable workloads or deadlines
 - ❑ There is insufficient administrative and clerical support etc.
 - ❑ People feel they have poor working conditions, eg noise etc
 - ❑ There is insufficient consultation about changes & decisions that affect them
 - ❑ Concerns about a lack of career development opportunities and the effectiveness of the employee review and development process
 - ❑ Some people experience poor problem solving support from their managers and poor communication with their managers. Team leaders have concerns that they can spend insufficient 1:1 time with their staff.
 - ❑ Some people feel there is a lack of positive feedback about and acknowledgement of their work

4. One of the key reasons for these difficulties is the national shortage of people with the skills that we need, as a result of which we cannot currently recruit and retain sufficient highly skilled and competent people to deliver our aims.
5. We have new opportunities as a result of our investment in new Information and Communication Technology. Our new core computer system was implemented successfully in February 2006 and will be developed over the coming months as key modules such as public access are added and process improvements are introduced. This process is inevitably disruptive but is an essential part of building our capacity to achieve real improvements in the range and quality of our services.
6. The need to achieve year on year efficiencies, referred to as the Gershon regime, whilst ensuring that the service has access to sufficient resources to meet expectations.
7. The need to ensure that key planning performance indicators are achieved, in support of the City Council's overall Comprehensive Performance Assessment, in ways which are consistent with the broader needs of investors, developers and communities.
8. The planning service has become very target driven in recent years, for example, through the Government's drive to increase the speed of decisions, supported by Planning Delivery Grant incentives and Standards penalties, and through service related targets such as electronic delivery. Increased focus on such targets can mean that our focus on quality outcomes can suffer. We need to ensure that all our disparate aims can be achieved at the same time.
9. Reforms to the planning system require close integration between building the evidence base, plan making, delivery and monitoring.

In order to address these issues, we need a clear, shared vision and we need to achieve a number of related aims through the current strategic review and change programme.

PART C : HOW ARE WE PERFORMING NOW?

Strategic and Corporate Aims

Planning and Development Services work effectively in support of the Council's Corporate aims and in meeting specific targets (though some targets are at high risk). The services support the delivery of major initiatives including the schools building programme, health and social facilities through the LIFT and other major funding mechanisms, as well as the Council's priority regeneration initiatives such as Holbeck Urban Village, East Leeds, Lower Aire Valley etc.

At the same time, the service is effective in supporting the maximisation of the Council's land and property assets, providing planning analysis and guidance at all key stages, and in supporting the Council's disposals programme assisting with guidance and technical assessments of bids and tenders.

However, resource pressures are increasingly limiting our ability to provide the necessary dedicated inputs to achieve the invariably tight timescales and standards that apply to major funded programmes. The difficulties in identifying dedicated resources for an increasing number of large scale and complex programmes are now acute.

Best Value Performance Indicators

The following summary table shows performance against Best Value Performance Indicators for the previous three years.

BEST VALUE PERFORMANCE INDICATORS	2002/2003	2003/2004	2004/2005	2005/2006	BV PI target	Metro Top Quartile	National Top Quartile
BV 106 Percentage of homes built on previously developed land	86%	89%	93%	96.1%	90%	92%	91.7%
BV109a Major industrial and commercial planning applications decided within 13 weeks	48%	65%	60.6%	53.3%	60%	66%	55%
BV109b Minor industrial and commercial planning applications decided within 8 weeks	58%	75%	65.3%	70.7%	65%	66%	63.7%
BV109c Other planning applications decided within 8 weeks	60%	84%	80.5%	81%	80%	84%	80.5%
BV 204 Percent of appeals allowed against the Council's decision to refuse planning permission	New 04/5	New 04/5	39%	24%	34%	N/A	N/A
BV 205 Quality of the Planning Service against as measured by a service checklist	New 04/5	New 04/5	67%	72%	94%	N/A	N/A

The table shows that four of these six Best Value targets in were met in 2005/06. The exceptions are :

Percentage of Major industrial and commercial planning applications decided within 13 weeks, where the reasons for the fall off in performance are complex. Whilst resources to deal with these applications are a major concern, and the upgrade of our computer system has had an effect, the main issue here is the tension between speed

and the need to ensure that the best outcomes for Leeds are negotiated and achieved. Clearly, there is also an important tension between speed and increased community engagement on these applications, many of which have the potential to transform the area or community within which they are situated, have impacts well beyond their site boundaries. They are vehicles for the delivery of many of the City Council's aspirations and objectives in regard to regeneration and the quality of the built environment.

For some years we have argued, in common with other core cities, that the 13 week target is unrealistic, inappropriate and potentially damaging to the fundamental aim of achieving sustainable development and communities. The CBI (December 2005) and the Audit Commission (February 2006) have also reached the conclusion that this is an inappropriate indicator of performance, recommending that the Government amend the performance indicator relating to processing major applications so that it measures compliance with planning delivery agreements rather than monitoring performance against the 13-week target. The Planning Advisory Service is undertaking a pilot study on planning delivery agreements, and Leeds is working with the Planning Advisory Service as part of that pilot.

In the interim, we need to deal with the reality that the 13 week target is a rules based indicator for the Council's Comprehensive Performance Assessment and a key determinant of the amount of Planning Delivery Grant in the ODPM's allocation criteria. Therefore, we have no realistic option but to maintain the indicator at the present time. It should also be noted that one of the Government's thresholds for "Standards Authorities" may be applied at 60% of major applications within 13 weeks in 2006/07. The government may intervene where "Standards Authorities" status is declared, and this has occurred in the case of some planning authorities, including some core cities.

BV205 is a complex indicator measuring **Quality of the Planning Service**. In general terms, the key to achieving our target is our programme to update our on-line services and service enhancements referred to elsewhere in this review.

Significant shortfalls against other existing targets

The Best Value Indicators measure relatively few aspects of our service levels and there are a number of important service targets that we are unable to meet at present, as a result of the resource issues that this review seeks to address and the priority given to meeting "speed" indicator targets (see above). The following are some of the more important areas where we do not achieve the service levels we aspire to;

- Responses to pre-application enquiries
- Responses to correspondence, both traditional and electronic channels
- Responses to Ombudsman enquiries, which are not dealt with quickly
- Responses to telephone calls, in terms of speed or reliability of callback

This report recommends ways in which we could address these issues. One of the key reasons for service shortfalls is that we are striving to meet all service demands at the same time when we do not have the capacity to meet all service demands to a satisfactory level. We are not always clear enough about our priorities.

PART D : VISION AND PRIORITIES FOR CHANGE

Process

Since September 2005, the review process has sought to consider the current position and possible futures in an inclusive way. A project team was established to take forward the review and the issues have been considered and discussed with representative groups specifically established for that purpose. These include a Project Board, a Board of senior elected members, a staff forum open to all, including trade union representatives, and a group of experienced private sector professionals representing the Leeds Chamber Property Forum.

In addition, consultation has been undertaken on the priorities we need to address and on the future vision that we are working towards.

The VISION for Planning Services in Leeds is that they will:

- ❑ **play a positive and effective role in achieving sustainable development and a better quality of life for all**
- ❑ **through working with others, be seen as a means of delivering sustainable communities**
- ❑ **deliver high quality environments, development and outcomes to help achieve the Vision for Leeds**
- ❑ **deliver efficient and accessible public services that are of high quality and which represent excellent value for money.**

The review process has considered the current position and possible futures. Opportunities have been taken to gather feedback and ideas, and the latest thinking in the national context has been drawn upon. Nine key priorities that encapsulate the subject areas and purposes of the change programme have been identified. In no particular order, these priorities are set out below:

Key Priorities

1. Achieving improved “one team” working, including consideration of whether further organisational changes need to be made to achieve “one team” aims.
2. Working with Elected Members to ensure that Plans Panel processes and decisions are consistent across the city and over time.
3. Addressing staff recruitment, retention and development issues to ensure that we have access to the skills and resources we need, addressing under-capacity at professional and managerial levels critical to organisational performance & development.
4. Assessing the potential for appropriate, flexible use of private sector resources to augment our capacity and investigating the potential for a strategic alliance with a

private sector organisation to augment capacity, offer flexibility, and added value over time.

5. Reviewing decision making processes and associated communication to ensure that they are efficient and consistent. Processes need to be equitable and transparent. The reasons for decisions taken need to be clearly stated.
6. Continuing to develop effective strategies for Information and Communication Technology to help deliver services, performance management and increased customer choice including “self–service” channels. Effective process improvements must ensure that the benefits of this investment are maximised.
7. Seeking consensus on a clear system of service priorities to maintain focus on our main priorities and to tailor our activities to available resources and capacity.
8. Reviewing information sources and channels to ensure that they are comprehensive, up-to-date and provided in clear and accessible forms using plain language.
9. Developing new approaches to ensure that all users of the service are able to access the service in ways geared to customer needs, that quick responses are provided and that there is a general feeling of ‘welcome’.

These priority issues can be further distilled into **five Improvement Themes** that encapsulate the changes on which we need to focus in order to achieve sustainable service improvements. The **five Improvement Themes** are described in the following section of this report.

PART E : IMPROVEMENT THEMES

The action that needs to be taken as a result of this Strategic Review comprises, firstly, a number of relatively small steps that can be taken within existing resources and improvement plans, and, secondly, a number of larger scale and more significant actions that need new or reallocated resources and/or effective management as a change project.

In the former case, the relatively small improvement steps are already being taken and/or programmed in existing service improvement activities. They are not referred to in detail in this report. It is the second category, the more significant actions, that are referred to in this and subsequent sections of the report.

To underpin these improvement actions we need to continue to change and develop our culture to emphasise collective ownership of priorities and of issues, and to emphasise the delivery of solutions. Further comment is made in the conclusions to this report.

Five Improvement Themes

The projects or activities (referred to as workstreams) that form the major part of the service improvements arising from the Review can be grouped together within five themes, each distinct but inter-related. These themes are :

- 1. CAPACITY BUILDING AND WORKING WITH THE PRIVATE SECTOR**
- 2. REALISING A DEFINITIVE OFFICER VIEW**
- 3. DEVELOPMENT OF AND SUPPORT FOR PLANS PANELS**
- 4. INFORMATION AND COMMUNICATION TECHNOLOGY**
- 5. IMPROVED CUSTOMER SERVICES**

Each is referred to in turn, below, where the main workstreams are shown and the high level outcomes sought are described, the introductory tables are supported by a summary analysis of the background. Detailed statistics are not included in the interests of brevity and clarity.

**IMPROVEMENT THEME 1 :
CAPACITY BUILDING & WORKING WITH THE PRIVATE SECTOR**

Planned Outcomes –

- **A larger resource base at the critical Principal Planner level to improve performance and outcomes on major planning applications and to help guide and develop the performance and skills of less experienced staff.**
- **Tasks that can be performed by others removed from the workload of scarce planning resources to increase the time available for productive work on proposed and active developments.**
- **Increased capacity for planning enforcement to help achieve improved service levels.**
- **Effective workforce planning and development to secure the future availability of required skills and to realise the full potential of our people.**
- **Clear priorities and performance review to secure the efficient and effective use of available resources.**
- **A value for money alliance with a private sector partners to provide greater and flexible capacity to deliver planning services.**

-
- 1.1 Enable planning support and enquiry centre staff to deal with a greater proportion of enquiries and customer relationships by developing their roles and skills.
-
- 1.2 Achieve a structured and pooled approach to skills development of support and customer service staff to deliver operational flexibility and enhanced career paths.
-
- 1.3 Increase the number of staff at Principal Planner level.
-
- 1.4 Increase the number of senior staff in Compliance Services to support the new Enforcement Policy and integrate operations with Planning Services more closely.
-
- 1.5 Leadership of focussed cultural change at senior and middle management levels is fundamental to the effectiveness of this review. Some adjustment to management roles and responsibilities will help achieve that.
-
- 1.6 Improve longer term workforce planning and development to secure the future availability of required skills and to realise the full potential of our people.
-
- 1.7 Determine the scope and costs of a strategic alliance with a private sector partner to provide flexible access to skills and resources.
-
- 1.8 Maintain clarity about priorities in terms of objectives and services, and monitor the extent to which resource inputs deliver desired outcomes.
-
- 1.9 Improve the range, quality and accessibility of Self Service channels including internet, intranet and intelligent enquiry systems, in order to release staff time to deliver other priority services.
-

Commentary

A national shortage of planners

Planners are in short supply. Evidence consistently points to a lack of planners available to support the government's policy objectives. According to the Employers' Organisation's latest survey for 2005, 66 per cent of councils are now experiencing difficulty recruiting planners and 48 per cent are having problems with retention.

In Leeds, staff recruitment and retention is a continual problem in the current employment market and we need to take steps to ensure that we have access to the skills and resources we need. At the same time, we need to achieve flexibility to reflect activity levels that change over time. Currently, we do not have sufficient resources to meet all the demands on the service.

The shortage of skilled and experienced planners in Leeds

The critical resource deficit concerns the more senior and experienced planning officers. Options for flexible resourcing, referred to below, would assist but not offer a complete solution to our capacity needs, since this level of planning officer is key to the development of our less experienced staff and to the management of key processes and strategically important projects.

Resource levels within the planning service have been increased in recent years in response to very substantial increases in activity and workload, although staffing levels have still not matched workload levels. Activity levels have remained high, and a reasonable assumption is that workload for 2006 will match 2005, with a further projected increase for major applications.

A basic guideline exists for assessing the number of “case officers” (officers who have prime responsibility for dealing with planning applications). This is derived from ODPM sponsored studies of standards authorities and the guideline is repeated in advice issued on improvement strategies for planning authorities.

This guidance suggests an allowance of 1.46 case officer days per “average” planning application comprising application assessment, site visit, negotiations, liaison with consultees, neighbour responses, assessing any revisions, report writing and decision check. On this basis a case officer could deal with 150 applications per year **BUT** no allowance is made for other duties such as pre application enquiries, post application changes, appeals, general correspondence and enquiries, public meetings, training etc. This approach would suggest a need for an additional 5 case officers.

However, a more sophisticated examination of the issues and workload is required to understand the resource/ demand equation, the Leeds context and the “experience gap” that continues to develop as we struggle to recruit and retain experienced and skilled planners. Detailed calculations show that our current resource base is seriously deficient at the senior end of the spectrum where it is calculated that four extra experienced and highly skilled officers are required at current activity levels.

Staff retention

We have useful information on the reasons people leave the Council’s employment from exit interviews and a survey of ex staff who have moved to other jobs. We also have available comprehensive information on staff concerns from the Staff Survey and the 2005 Work / Life survey. Over the past two to three years, we have tended to lose planners to the private sector.

It is fundamentally important to address capacity issues in ways that will also address known management issues, staff support, coaching and career development

opportunities. The following outline changes seek to achieve that. Detailed proposals are being developed for consultation.

Developing our support staff and Customer Services Officers

In addition to complex planning work, we deal with very large volumes of enquiries and correspondence every year. As the proportion of enquiries by email increases, and emails are often sent to multiple recipients, the number of contacts is difficult to quantify but is estimated to exceed 200,000 per annum when all media are considered.

Much of this does not need to be dealt with by experienced planners and we intend to develop further the role and ability of planning support staff and our Customer Services Officers to deal with a greater proportion of this work. A similar approach needs to be taken to the ways in which we deal with any service failures and/ or complaints, where we need to improve our effectiveness.

At the same time, the new Information and Communication Technology referred to below will provide opportunities to increase substantially the amount and sophistication of information we are able to provide through “self – service” web based channels. We need to provide for this by making adjustments to our planning support establishment, its roles and skill requirements. In so doing, we must ensure that Area Planning Managers and other key posts are well supported by effective administrative and customer services support arrangements.

In the interests of flexibility and the robustness of the resource base we intend to emphasise broad and transferable skills training across planning services and enquiry centre functions to develop a larger pool of well trained support staff and improved career opportunities to improve staff retention and development.

In addressing measures to improve customer services, we need to provide greater stability in the Development Enquiry Centre. Whilst the movement of staff to Planning Assistant posts is to be encouraged, it must be recognised that when combined with significant staff turnover for other reasons, the quality of customer service at this vital “front end” of our activities is likely to suffer. A more robust pool of people able to provide these front end services, combined with better career development opportunities needs to be achieved.

Area Planning Managers and Principal Planning Officers

These are key posts within the organisation, responsible for implementing policy across a substantial area of the City, for coaching, guiding and developing staff, and for managing performance on a day to day basis, including the quality of decisions and outcomes. It is important to increase the number of staff at Principal Planner level. This may require changes to the current recruitment package since demand in the public and private sectors for skilled and experienced planning officers exceeds supply.

Planning Enforcement

Progress has been made on strengthening the planning enforcement service, and a new policy and operational framework has been developed. Further changes are now planned to consolidate and accelerate the progress made, and to integrate the service

more closely with the planning application functions of Planning Services. We have experienced a period of rapid staff turnover in recent months, and that instability needs to be resolved, building skill and resource levels to meet service needs. It is proposed to increase the number of principal compliance officers by one to help accelerate improvement.

High level Organisational and Management

There are a number of high level issues, in regard to how various parts of the Development Department are organised and inter-relate, that are directly relevant to the desired outcomes of this Strategic Review.

In the Closer Working : Better Services restructuring, the arrangements for senior management have left a substantial capacity issue in Planning and Development Services. Uniquely, within the senior management structure, substantial responsibilities and powers are delegated directly to the Chief Officer and are not available to the Director. These are the delegated powers in regard to planning applications and similar development management mechanisms that would create a potential conflict of interest for the Director of Development, having regard to the Director's responsibilities for the Council's property portfolio, asset management, etc.

The delegation arrangements have worked well in terms of avoiding conflicts of interest whilst achieving closer working. However, in the absence of the Chief Officer, they need to be covered more robustly. There is an important and insufficiently met demand for the high level intervention to resolve issues in regard to key development schemes or corporate challenges. Capacity for senior management intervention and influence needs to increase to secure higher levels of developer, community and member confidence, and to champion high quality outcomes in key schemes in the city.

Leadership of focussed cultural change at senior and middle management levels is fundamental to the effectiveness of this review. Some adjustment to management roles and responsibilities will help achieve that.

Workforce Planning and Development

We need more sophisticated approaches to our workforce planning and development to secure the future availability of required skills and resources and to realise the full potential of existing staff.

Whilst progress has been made since the corporate Workforce Development Strategy was introduced in March 2005, that progress needs to be accelerated and properly resourced if it is to be effective. It is intended to achieve that acceleration, in line with the corporate strategy, by implementing a robust and effective approach that measures existing skills, predicts future skill requirements, and drives staff development activities to make appropriate provision for future needs.

Working with the Private Sector

Services need to use a range of innovative solutions to secure adequate resources and sufficient competent staff. There are several examples of this at present, including planners funded by Area Committees for local area work outside the "standard" service,

and funding for “backfill” planners by developers or large scale City Council driven development programmes, such as PFI packages, major regeneration or corporate initiatives, where dedicated resources are required to offer enhanced and concentrated service levels.

External resources are used at present. For example, agency and sole practitioner planners are used to deal with a significant number of householder planning applications and agency staff are used in regard to highways and administrative functions. However, this tends to be a tactical response to fill gaps that arise or to deal with peak workloads rather than a strategic approach that forms part of our resource planning and budgeting.

Further appraisals of the potential for appropriate use of private sector resources are underway. Research to date suggests that there is considerable private sector appetite and capacity for discrete and time limited commissions such as preparing Planning Briefs or Frameworks or dealing with planning appeals. However, cost estimates range from £100,000 to £180,000 for 220 days input, the notional time equivalent of a directly employed planning officer. Companies that offer greater capacity tend to charge higher fees, typically about £150,000 for 220 days. The full recovery cost of employing a Principal Planning Officer is a maximum of £66,000.

Fewer consultants have expressed an interest in dealing with planning applications and only two have expressed any interest in enforcement work.

Whilst ad hoc commissioning of consultants remains an option, for flexible and external resourcing of planned workloads to make good business sense, it would be necessary to develop a sound basis for a strategic alliance that offered lower unit costs. A number of leading planning consultants have expressed a willingness to explore this concept. Appraisals of innovative forms of strategic partnerships with private sector suppliers are underway and will require separate and subsequent reports on their potential. The aims of an alliance would include:

- ❑ affordability
- ❑ access to a flexible mix and amount of skills and resources
- ❑ skills transfer and mutual learning
- ❑ mutual benefits to recruit and retain high quality professional planners etc.
- ❑ potential mutual commercial benefits in nationally scarce skills and knowledge

The keys to developing an affordable partnership package will include the ability to offer a significant volume of work over time. In order to assess the extent of a possible package of partnership work, and whether it is likely to achieve a critical mass, it is sensible to look across the whole planning function, including Planning Policy, Local Planning and Sustainable Development functions as well as application and appeals related work.

What is not a priority?

We need to maintain consensus with stakeholders on a clear system of service priorities to maintain focus on our main priorities and to tailor our activities to available resources and capacity. Whilst clear priorities are a basic need for all organisations, and of course

we have them, we are subject to multiple and competing expectations and there is no consensus on what is not a priority despite clear limits on the resources available.

Any debate on what should be afforded a low priority, and therefore might not be done at times of peak workload or resource constraints, will inevitably be difficult. There is nothing that we do that is without value or importance for at least one set of stakeholders. However, we must emphasise activities that have the greatest impact on the achievement of government, strategic partnership, and corporate objectives.

We should afford the highest level of importance to major and strategically important developments, including key regeneration projects and developments associated with established strategies, and to projects linked to the delivery of sustainable communities and corporate objectives (eg. Schools, Capital or Healthcare projects). Similarly, there is a consensus that time critical procedures, for example those associated with Telecommunications equipment, and compliance activity including formal enforcement action, should be afforded the highest level of priority. At the same time, we must ensure that the service improvement activities arising from this Strategic Review are properly resourced to secure their implementation.

We also need to increase community engagement, particularly on major planning applications, in accordance with the Council's Statement of Community Involvement. Pre-application discussions on major industrial & commercial are of great importance and, at a customer service level, we need to deal more effectively with ombudsman enquiries and substantiated service complaints.

There is very little scope for reducing or suspending service levels at times that demands on resources exceed supply. To make any appreciable impact, any service adjustment would need to apply to an otherwise high volume activity. One service that fits this category is pre-application discussions for domestic extensions and alterations, where publication of freely available high quality design guidance should suffice to illustrate the standards that the Council seeks to achieve, and help applicants to produce acceptable proposals.

Outcomes to justify inputs

Whilst there are very few aspects of the service that can be reduced or curtailed, an alternative approach is available. That is to control more effectively the time and resource inputs expended on individual cases or activities, in order to provide an adequate service level that is fit for purpose, whilst controlling costs at affordable levels. A major exercise is necessary to achieve significant service redesign following these cost / benefit principles, and there will always be a need for justifiable flexibility according to the merits of individual cases, but this exercise is timely in the context of our Information & Communication Technology Programme, and should be set within the context of the delivery plan for this Strategic Change Programme.

Individual customer choice and expectations

Since resources will always be finite, and the demands and expectations of customers will always vary, an effective balance needs to be struck between individual customer choice and service efficiency. Service levels need to be clearly set out and explained,

following development through consultation with customers. Whilst meaningful customer choice must be an objective, there can be a tendency for disproportionate resources to be expended on unrealistic or unreasonable expectations.

Implications of changes in planning policy and corporate initiatives

Many changes in planning policy are derived directly from changes in legislation or government guidance. Other changes are generated locally through the Local Development Framework and associated Supplementary Planning Documents. In some cases, policy changes are introduced without sufficient assessment of the resource implications that will arise from their implementation.

At the same time corporate initiatives often have significant implications for resource allocations and, given their importance to priority objectives of the Council such as regeneration, resources will often need to be realigned, putting pressure on other aspects of the service. We need to understand fully the resource implications of new initiatives and policy changes in preparing for their implementation.

IMPROVEMENT THEME 2 : REALISING A DEFINITIVE OFFICER VIEW

Planned Outcomes -

- **More certainty for developers and communities.**
- **More clarity on the standards of development that Leeds requires.**
- **Better guidance for developers and householders.**
- **Greater efficiency in dealing with development proposals.**

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| 2.1 | Improved internal mechanisms are being established to resolve different views and produce clear and timely decisions, providing a clear and effective framework for identified decision makers. |
| 2.2 | Agree a structured Urban Design approach to assessing quality, for the guidance of designers and to provide a consistent assessment framework for officers and Plans Panels. |
| 2.3 | Improve the ways in which Design, Landscape and Conservation inputs are integrated into negotiations on development proposals to achieve greater efficiency and ensure that the focus on producing high quality development is effectively targeted. |
| 2.4 | Improve procedures for pre-application enquiries, setting clear standards for the services we can offer, including greater clarity as to the issues considered and consultations undertaken, and a clear record of pre-application outcomes. |
| 2.5 | Produce a high quality and freely available Householder Design Guide to help drive up the quality of development, provide greater clarity and minimise the need for pre-application enquiries on householder planning applications. |
| 2.6 | Produce a high quality and comprehensive Highways Design Guide to help drive up the standards of development and provide greater clarity for architects, designers and engineers. |
| 2.7 | Improve working arrangements with Legal Services to ensure timely, effective and economic inputs to planning and enforcement services. |
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Commentary**Closer Working, Better Services**

Since the “Closer Working, Better Services” restructuring, 3 years ago, services have been organised to make better connections between related functions and to avoid “silo” thinking. For example, strategic work on planning, economic and transportation policy was brought together (in Strategy and Policy) as were the development management arms of planning and highways (in Planning and Development Services).

Whilst many benefits of the reorganised structure have been realised, and Development Department linkages are successful at a strategic level, the potential for fragmentation of other important linkages has always been recognised. For example, we need to consider whether the links between Planning Services [the development management function], Local Planning, Planning Policy and the specialist functions [minerals, design, landscape, conservation] in the Sustainable Development Unit are effective, efficient, and deliver the intended outcomes.

Developer and Community confidence

Decision making processes need to be efficient and consistent, and the reasons for decisions that are taken need to be clearly stated. The fundamental purposes of our decision making must be to achieve quality outcomes, in accordance with the Council’s core values, to implement the City Council’s policies and achieve its objectives. In order to maintain the confidence and commitment of investors in Leeds, and the continuation of the city’s economic success, investors need to have confidence that early advice and opinions can be relied upon (within reasonable bounds) in order to justify the development of detailed proposals for formal consideration.

At the same time, communities need to be confident that full regard and consideration will be given to their views, concerns and ideas. The City Council is currently consulting on its Statement of Community Involvement, and detailed work is in hand to review aspects of our current practices in this regard.

A definitive officer view

New approaches and processes are being developed to generate a holistic and definitive officer view on development proposals, taking all internal perspectives into account, in order to avoid conflicting messages and uncertainty. Any divergence of views between, for example, the policy specialists and the case planners dealing with specific development proposals need to be resolved quickly and should be resolved internally before they are externally expressed. The identity and responsibility of the decision maker should be clear to all concerned.

By its nature, the planning system and the policy framework within which it operates is subject to tensions. Often, users’ expectations are diametrically opposed. For example, the expectations of those proposing development and those opposing it can be difficult to reconcile. Planning provides a framework for managed negotiation between competing priorities and interests: indeed, there is a degree of inherent conflict in national policy guidance that the Council needs to resolve at the local level. The scope

for this Review is to secure effective ways of reaching internal agreement on competing outcome priorities as quickly and consistently as possible.

Better approaches are required to achieve our objectives of securing high standards of design, architecture and implementation. Our arrangements for “consultation” on design, landscape and conservation issues need to optimise our use of available resources. Improvements can be made within existing organisational structures, but must ensure that focus on producing high quality development is effectively targeted..

Working arrangements with Legal Services should also be reviewed to ensure that they are sufficiently responsive and integrate as seamlessly as possible into the planning services they support. As with all elements of the service, legal advice and operations must deliver the required outcomes efficiently and economically. Legal inputs are key to our performance on legal agreements governing planning obligations and to the effectiveness of our planning enforcement services.

A structured approach to assessing the quality of development

To achieve consistency there needs to be a clear understanding of what it is that the Council is seeking to achieve. We have our planning policy framework, of course, and the way we elaborate on that through Supplementary Planning Documents and less formal guidance needs to continue to evolve and, where possible, be accelerated.

We also need to continue to build on the workshops we held with housebuilders in late 2005. A number of ideas emerged that require further development. Much of our approach to those workshops was related to our design guide, “Neighbourhoods for Living”. This guidance, and our “City Centre Urban Design Strategy”, are well established.

However, there is scope to reinforce these guides by the introduction of a structured urban design approach to assessing the quality of development proposals. Development of and consultation on assessment criteria could help build increased awareness and consensus amongst all types of stakeholder. An adopted framework approach would provide a clear set of criteria to guide submissions, officer assessment and member consideration of development schemes.

In addition to guidance that elaborates planning policy or provides an overview framework for assessing larger development, there is also a need to update and replace the guidance we provided for householder development. Work is in progress to produce up to date guidance to meet this need.

At the same time, work is underway to produce a Highways Design Guide to set out more clearly for developers the standards that we seek to achieve. This will need to inter-relate effectively with urban design guidance etc.

Other planned guidance (Supplementary Planning Documents) is set out in the Council’s Local Development Scheme.

The range and complexity of information that needs to be taken into account in decision making should be apparent from this report. Of course, the information base is subject constantly to change. That dynamism is compounded further by the constant turnover of

planning staff and regular changes in the membership of Plans panels. To help provide an easily accessible and up to date reference source, for officers and councillors, an intranet based compendium of policy, guidance and standards should be produced and kept up to date.

Pre-application discussions

Pre-application discussions are encouraged since they can be instrumental in improving the quality of development schemes, make clear what is required for subsequent applications and screen out inappropriate proposals. From the developer's point of view, good quality pre-application work can help build certainty and confidence and prevent waste. For communities, they are helpful in facilitating early engagement.

However, if these aims are to be achieved, pre-application discussions need to be thorough, of high quality, and as informative as possible. Stakeholders need confidence in the advice that is given, and the advice needs to be heeded by developers. One aspect of this is the involvement of Plans Panels dealt with elsewhere in this report. However, other aspects of our processes and practices need to be reviewed and improved, setting clear standards for the services we can offer, including greater clarity as to the issues considered and consultations undertaken, and a clear record of pre-application outcomes.

Despite the benefits of pre-application discussions, it can not be envisaged that resource levels will ever allow the availability of staff for pre-application discussions on every development in Leeds. In these circumstances, our priority should be to resource pre-application discussions on ; -

- ❑ all major commercial and industrial developments,
- ❑ housing developments
- ❑ changes of use of land or buildings
- ❑ Other schemes that have been refused but which might in principle be acceptable if revised
- ❑ Other schemes where special circumstances apply

For the majority of planning applications, comprising domestic extensions and alterations and minor industrial or commercial applications, publication of freely available high quality design guidance should suffice to illustrate the standards that the Council seeks to achieve, and help applicants to produce acceptable proposals. Many of these schemes are designed by planning agents specialising in the field. These agents should soon become familiar with the design guidance.

It should also be mentioned that the government is understood to be considering changes to the "householder" consent regime. Whilst the nature or timing of any outcomes are not known, it is anticipated that any changes will seek to simplify the householder consents regime.

Post decision processes

It is not uncommon for designs or proposals to be changed after an approval has been issued. For many years, if such changes are not considered to fundamentally vary an application, they have been dealt with as minor-modifications. Whilst unnecessary

bureaucracy should be avoided, we are review these practices to ensure they are still appropriate and, if they are not, decide how they should be replaced. Simplified procedures may remain appropriate for “non material” amendments, but a tightening up of the use of such procedures is required.

IMPROVEMENT THEME 3 : DEVELOPMENT OF AND SUPPORT FOR PLANS PANELS

Planned Outcomes -

- **Earlier inputs by Plans Panels to give guidance on the issues raised by development proposals, aiding efficient and consistent decision making.**
- **Better informed and trained members of Plans Panels supported by improved processes to deliver more efficient, effective and consistent consideration of proposals by Plans Panels.**
- **An improved experience of Plans Panels for the public and developers to give greater customer satisfaction.**

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| 3.1 | Develop protocols for early presentation of schemes to Plans Panels including the recording, communication of and reference to the Panel’s initial views on the issues raised by development proposals at later decision making stages. |
| 3.2 | Increase the capacity of Plans Panels to receive early presentations, introducing additional meetings, reducing the number of members of East and West Plans Panels but maintaining a pool of trained members to achieve realistic workloads. |
| 3.3 | Introduce a compulsory minimum standard of training and briefing for all councillors who serve on Plans Panels and deliver the required programme of training and briefing to secure and maintain the agreed standards. |
| 3.4 | Update protocols for Site Visits and for Public Speaking at Plans Panels to improve efficiency and equity. |
| 3.5 | Introduce section on the history of negotiations to Plans Panel Reports to ensure that Members are aware of the ways in which policy, design and community issues have been addressed. |
| 3.6 | Improve training for officers presenting cases to panels to achieve consistently high standards of preparation and presentation skills. |
| 3.7 | Review venue, presentation methods and public information for Plans Panels, including ways to avoid excessive waiting times for members of the public etc. |

Commentary

Elected Members play a key role in decision making, particularly on major and complex planning issues. There are indications of a need for more confidence between elected members and officers and to take steps to ensure that Plans Panel processes and are seen to be of consistently high quality. There is an opportunity for Plans Panels to operate in ways that are more creative and influential, whilst avoiding the pitfalls of “design by committee”.

There is considerable frustration in the development industry about the way our processes work at present. Some of this reflects frustrations about the planning system generally and are inherent in the planning system. Some frustrations relate to the way our Plans Panel processes work, including strong views that some deferrals of

decisions could be avoided and that debate should be focussed more clearly on the “material” planning issues.

The clarity and effectiveness of officer presentations is a factor. We need to prioritise training in this regard and improve formats, in order to improve standards. Whilst high quality presentations are regularly achieved, we need to ensure that standards are consistently of the highest order. Officers presenting cases to panels need to be well versed in the detail of the proposals and their negotiation. That implies a readiness for relatively inexperienced officers to present items. Relatively inexperienced officers will need a supportive environment. Plans Panel Chairs, panel members and the Area Manager co-ordinating the Panel can assist in creating the right environment to build confidence whilst developing the quality and effectiveness of presentations.

Panel members have indicated that more details of the history of the prior negotiations between officers and developers would be helpful, to set out how the scheme has evolved and how policy, design and community considerations have been addressed. In addition, we are developing a structured urban design approach to assessing development quality, which should help facilitate a soundly based and consistent approach to the debate of the merits of proposed development. Members have indicated that the availability of authoritative design analysis and advice at Plans Panels is of real value in helping members assimilate the complex design issues that arise on major developments.

Changes to encourage and facilitate early engagement on development proposals are required to help improve community involvement and information, help developers progress their proposals with more confidence and, ultimately, help all concerned improve the quality of development in Leeds. Updated Plans Panel processes and approaches are proposed to ensure that Panels have the opportunity to understand and comment on major development proposals at an early stage, and that the early views of Members are recorded, communicated and referred to at later decision stages. This needs to be achieved whilst maintaining the highest levels of probity, without pre-determination of proposals, and in ways that maintain public confidence. This approach has been piloted with some success with the Central Area Panel.

It is important to recognise that serving on a Plans Panel is a demanding commitment for elected members to make in terms of time, energy, responsibility and difficulty. We need to do all we can to encourage, assist and support elected members to make that commitment, in order to build a pool of well informed and enthusiastic councillors prepared to undertake this critically important role on behalf of the City Council.

Greater investment in briefing, training, information and support for Panel Members including a well organised programme of inter-active study events, outcome and appeal reviews, technical updates etc. This will require commitment on the part of officers and Members to ensure that the package is comprehensive, of high quality, and that all Plans Panel Members benefit from it. It is recommended that there should be a compulsory minimum standard of briefing and training for all councillors who serve on Plans Panels.

In order to accommodate an increased number of pre-application or preliminary presentation of major development schemes to Plans Panels, it will be necessary to increase the capacity of Plans Panels to make time available. It is recommended that

the number of members of the East and West Panels is reduced and the number and frequency of East and West Panel meetings increased to match projected workload. To help control the demands on individual panel members, and ensure that sufficient numbers of appropriately trained panel members are available, a “pool” of members should be nominated and trained to allow for substitutions as required.

Other practical steps that need to be taken in regard to Plans Panels include the following –

- The current venue for Plans panels is not ideal. Alternatives have been considered in the past but no suitable options have been identified. That needs to be revisited, and we should review whether alternative technology (eg. Networked display screens) would assist Members and the public who attend. In addition, better information for the public (in advance of and at the Panel meetings) on the purpose, organisation, processes and conduct of meetings should be produced.
- On the same theme, we need to re-examine ways in which the scheduling and timing of items could be organised to avoid long waiting times for people attending panel meetings for specific items.
- A review of existing protocols for site visits and public speaking would be timely, in the light of experience since their introduction. Consideration should be given to undertaking site visits prior to the date of the Plans Panel to help spread the sometimes excessive demands on Panel Members and presenting officers on Panel meeting days.

Finally, in this section, valuable feedback on Plans Panel processes has been gained through open discussions between elected members who chair or have chaired plans panels, experienced representatives of the Property Forum, and senior officers with long and detailed experience of the panel decision making processes. There is a readiness on the part of all participants to continue to build on this approach to improve communication and mutual understanding. It is an approach that could be mirrored with other groups of key stakeholders.

IMPROVEMENT THEME 4 : INFORMATION AND COMMUNICATION TECHNOLOGY

Planned Outcomes -

- **Improved range and quality of internet-based services to give 24 hour and 7 day public access to information, advice and communication channels.**
- **Efficient, effective and economic customer focussed services.**
- **On-line public access to planning applications to improve communication and promote community engagement.**
- **Efficient use of technology to improve business efficiency and effectiveness at affordable costs.**

-
- 4.1 Continue current work to realise the planned benefits of the new spatial and data computer system, which provides the essential platform for the further developments referred to below.
-
- 4.2 Implement new Public Access channels facilitated by the new computer system to enable applicants to track progress on their application and provide improved information for all interested parties.
-
- 4.3 Implement new modules linked to the new computer system, including Tree Preservation Orders and development monitoring for enforcement purposes etc.
-
- 4.4 Implement End to End web based services, new self-service channels and links to information and services available through the national Planning Portal, including interactive access to Development Plans etc.
-
- 4.5 Implement Electronic Document Management systems to transform information storage, access and communication, and to facilitate on-line public access to planning applications.
-
- 4.6 Apply Business Process Re-engineering principles to all services to ensure that they are focused on their customers and are efficiently delivered.
-

Commentary

ICT capacity

It is essential that we continue to develop effective Information and Communication Technology to facilitate the delivery of our services, performance management and increase customer choice in accessing information and participation. This will include “self-service” channels. We are investing heavily in new Information Technology, including a new spatial and data system, web based services and Electronic Document Management and Retrieval systems.

Business Process Re-engineering

Effective process improvements are planned to ensure that the benefits of investment in ICT are maximised. This “Business Process Re-engineering” will seek to -

- ❑ Identify where value is added and eliminate activity that does not add value
- ❑ Bring value adding activities together physically & organisationally
- ❑ Move analysis, diagnosis and decision activities to as early a stage of the process chain as possible, avoiding duplication of effort.
- ❑ Create separate processes for complex transactions and fast-track methods for routine transactions

Impact of accommodation

We need to assess the impacts of our current accommodation arrangements on workflows, productivity and communication. We know from staff feedback that this is an important concern that impacts negatively on staff morale. We must seek opportunities to address any negative impacts. A review of these matters is currently underway on a department wide basis.

IMPROVEMENT THEME 5 : IMPROVED CUSTOMER SERVICES

Planned Outcomes -

- **High quality customer services.**
- **Increased community engagement.**
- **Clear and comprehensive information for customers.**
- **Clear service standards against which performance can be measured.**
- **Higher levels of customer satisfaction.**

-
- | | |
|-----|---|
| 5.1 | Use Charter Mark standards to measure customer service and to drive continuous improvement. |
| 5.2 | Implement new approaches for dealing with complaints, compliments and ombudsman enquiries to harness learning and implement service improvements more effectively. |
| 5.3 | Prepare for implementation of the Statement of Community Involvement, which has been subject to extensive consultation. |
| 5.4 | Extend neighbour notification for planning applications to include all applications and telecommunication notifications where the site is in a residential area. |
| 5.5 | Update all information sources and channels to provide extensive & clear “up front” guidance for customers on the services we offer. |
| 5.6 | Publish a new “Guide to Planning Services” including Service Standards to make clear the level of services that we offer, and help avoid common misconceptions about the purposes and nature of those services. |
-

Commentary

Improved Customer Services

All users of the planning service should be able to access the service at locations and times geared to customer needs, quick responses should be provided and there should be a general overall feeling of ‘welcome’. We are assessing all of our services against “Charter Mark” standards to measure their approach to customer service and to drive continuous improvement.

We already receive and respond to customer feedback. However, our approach to this needs to be more systematic and we will put into place new measures to collect and respond to customer and stakeholder feedback continuously, and to assess the value added by our interventions.

An important aspect of Customer Service is the effectiveness with which we deal with any service related shortcomings that result in complaints. We have piloted changes to our approach that now need to be built upon. However, we need to do more to ensure that we deal with ombudsman enquiries more quickly and expeditiously. That will require a greater allocation of resources.

Communication and Information Services

This review should help ensure that all stakeholders, including our staff, know that their concerns are understood and know what we are doing to address them. In addition, we need to keep open communication channels and mechanisms for listening, information giving, and debate. To be effective, these for a need to be properly resourced in regard to administration, preparation, and follow up of agreed actions.

All information sources and channels, particularly Internet and Intranet channels, need to be reviewed to ensure that information is comprehensive, up-to-date, clear and accessible. A "Guide to Planning Services" is to be produced to make clear the services we are able to provide and equally clear the services we are not able to offer. Our service standards should be clearly set out within this guide.

Community involvement on planning applications

The Submission stage Statement of Community Involvement is in preparation. This includes information on –

- how we currently consult on planning applications
- the role of the applicant / developer
- pre-application consultation
- requirements for planning application submission
- the effect of failure to undertake community involvement
- how people can comment on planning applications

The Statement makes reference to this review and possible changes that may arise from it. We are reviewing current policy and practice for publicity of planning applications and neighbour notification, including our policy on publicising amendments.

PART F : CHANGE DELIVERY PLAN

The outcomes of this review need to be implemented in a co-ordinated and effective way and we need to be clear how each action, change or workstream is to be resourced. The mechanism for achieving the necessary co-ordination and scheduling is the Change Delivery Plan. The Change Delivery Plan is being developed in parallel with the review stage and an interim version is in use for those early changes that can be implemented prior to completion of the review stage.

Some financial provision for implementation of the Delivery Plan has been made in revenue budget estimates for 2006/07. The changes proposed are extensive and it will be necessary to agree relative priorities in terms of timing and the allocation of available resources. It should be noted that the service revenue budget is extremely sensitive to changes in activity levels and which impact significantly on planning fee income, the main source of revenue to the service. Not all changes will require additional resources, and in some cases savings will offset at least part of new resource requirements.

Each change theme will have a lead officer, reporting to the Chief Planning and Development Officer who will co-ordinate the change programme through an implementation team. The Development Department's Management Team will monitor progress on the implementation programme. In the following table, the estimated costs and timings are provisional estimates subject to identification of priorities through the Departmental and Executive Board consideration of this review report.

CHANGE DELIVERY PLAN : SUMMARY

Ref.	IMPROVEMENT THEME 1 : CAPACITY BUILDING & WORKING WITH THE PRIVATE SECTOR	TIMING	ESTIMATED COST
1.1	Enable planning support and enquiry centre staff to deal with a greater proportion of enquiries and customer relationships by developing their roles and skills.	Q2\3 06\07	£80,000
1.2	Achieve a structured and pooled approach to skills development of support and customer service staff to deliver operational flexibility and enhanced career paths.	Q2\3 06\07	Existing resources
1.3	Increase the number of staff at Principal Planner level.	Q3 06\07	£175,000
1.4	Increase the number of senior staff in Compliance Services to support the new Enforcement Policy and integrate operations with Planning Services more closely.	Q3 06\07	£40,000
1.5	Leadership of focussed cultural change at senior and middle management levels is fundamental to the effectiveness of this review. Some adjustment to management roles and responsibilities will help achieve that.	Not yet known	£100,000
1.6	Improve longer term workforce planning and development to secure the future availability of required skills and to realise the full potential of our people.	From 06\07	Existing resources
1.7	Determine the scope and costs of a strategic alliance with a private sector partner to provide flexible access to skills and resources.	Q2 06\07	Not yet known
1.8	Maintain clarity about priorities in terms of objectives and services, and monitor the extent to which resource inputs deliver desired outcomes.	From Q2 06\07	Existing resources
1.9	Improve the range, quality and accessibility of Self Service channels including internet, intranet and intelligent enquiry systems, in order to release staff time to deliver other priority services.	From Q2 06\07	£50,000

Ref.	IMPROVEMENT THEME 2 : REALISING A DEFINITIVE OFFICER VIEW	TIMING	ESTIMATED COST
2.1	Improved internal mechanisms are being established to resolve different views and produce clear and timely decisions, providing a clear and effective framework for identified decision makers.	Q1 06\07	Existing resources
2.2	Agree a structured Urban Design approach to assessing quality, for the guidance of designers and to provide a consistent assessment framework for officers and Plans Panels.	Q2\3 06\07	£25,000
2.3	Improve the ways in which Design, Landscape and Conservation inputs are integrated into negotiations on development proposals to achieve greater efficiency and ensure that the focus on producing high quality development is effectively targeted.	Q2 06\07	Existing resources
2.4	Improve procedures for pre-application enquiries, setting clear standards for the services we can offer, including greater clarity as to the issues considered and consultations undertaken, and a clear record of pre-application outcomes.	Q2 06\07	Existing resources
2.5	Produce a high quality and freely available Householder Design Guide to help drive up the quality of development, provide greater clarity and minimise the need for pre-application enquiries on householder planning applications.	Q2 06\07	Existing resources
2.6	Produce a high quality and comprehensive Highways Design Guide to help drive up the standards of development and provide greater clarity for architects, designers and engineers.	Q2 06\07	Existing resources
2.7	Improve working arrangements with Legal Services to ensure timely, effective and economic inputs to planning and enforcement services.	Q2 06\07	Existing resources

Ref.	IMPROVEMENT THEME 3 : DEVELOPMENT OF AND SUPPORT FOR PLANS PANELS	TIMING	ESTIMATED COST
3.1	Develop protocols for early presentation of schemes to Plans Panels including the recording, communication of and reference to the Panel's initial views on the issues raised by development proposals at later decision making stages.	Q2 06\07	Existing resources
3.2	Increase the capacity of Plans Panels to receive early presentations, introducing additional meetings, reducing the number of members of East and West Plans Panels but maintaining a pool of trained members to achieve realistic workloads.	Q2 06\07	£20,000
3.3	Introduce a compulsory minimum standard of training and briefing for all councillors who serve on Plans Panels and deliver the required programme of training and briefing to secure and maintain the agreed standards.	Q2 06\07	£10,000
3.4	Update protocols for Site Visits and for Public Speaking at Plans Panels to increase efficiency and equity.	Q2 06\07	Existing resources
3.5	Introduce section on the history of negotiations to Plans Panel Reports to ensure that Members are aware of the ways in which policy, design and community issues have been addressed.	Q2 06\07	Existing resources
3.6	Improve training for officers presenting cases to panels to achieve consistently high standards of preparation and presentation skills.	Q3 06\07	Existing resources
3.7	Review venue, presentation methods and public information for Plans Panels, including ways to avoid excessive waiting times for members of the public etc.	Q2\3 06\07	Existing resources

PART G : RESOURCE CONSIDERATIONS

2006/07 Budget.

The approved 2006/07 budget for Planning & Development Services is:-

	£
Expenditure	9,724,470
Income	<u>7,530,490</u>
Net Expenditure	2,193,980

The budget settlement allowed for certain pressures and requirements identified by the service, principally £250,000 in respect of estimated year 1 costs associated with the strategic review, and £350,000 reduction in the Planning Delivery Grant. No provision was made though to cover the current “temporary” staffing expenditure, estimated at £240,000, which will have to be managed through the year.

The full costs associated with the introduction of document imaging have not been included in the 06/07 budget. Should funding be required to meet these costs over and above the divisions’ budget allocation the resources can be made available from elsewhere within the Department.

New and additional income sources have been identified within the service, notably income from administration fees from S278 agreements (£40,000) and S106 agreements (£85,000).

2007 -2009 Estimated budget.

On the basis of the current resource allocation and budget plan the estimated budget for the next two years is:-

	2007/08	2008/09
	£	£
Expenditure	10,034,170	10,316,830
Income	<u>7,617,380</u>	<u>7,730,180</u>
Net Expenditure	2,416,790	2,586,650

Assumptions made within these projections include

- Increases in pay and accommodation costs will be funded as part of the Council’s budget strategy.
- Staffing levels will remain constant to that budgeted for in 2006/07, plus any increased requirement met from the additional £250,000 provided for this review.
- PDG will continue until the end of 2007/08 after which its future is uncertain being dependent on the Governments spending review.
- An increase in the level of planning fee prices will not occur in 2007/08, but a 10% increase has been assumed in 2008/09 in lieu of the estimated end of PDG.
- The current allocation of £250,000 to cover the cost of the strategic review will continue year on year.
- Income from Building fees and licences will increase by 3% annually.

Considerations

The main area of financial concern for the service is its heavy dependency on external funding in meeting its budget, in excess of £7.5m annually. Approximately only 25% of the service is funded by the Authority. The difficulty of continually achieving these levels is further complicated by the fact that its main sources of income are reliant on the economic conditions prevailing in the country and/or region.

For the service any change in these conditions can have a significant effect on the budget, either increasing or decreasing demand, it should therefore be regarded as an area of high risk. Work should therefore be undertaken in developing alternative financial strategies to potential variations in external factors.

The question of staffing resources, both in terms of numbers and experience, is a fundamental issue for this review. It is important to note though that the current staffing resources, with temporary and outsourced resources left at present levels, will cost approximately £240,000 over the agreed budget. To address this issue current staffing levels need to be examined and brought into line with the budget, or any ongoing need identified as part of the strategic review and funded from the additional financial provision. The strategy is to design out these "temporary" pressures.

In 2005/06 a proposal was made to introduce charges in respect of pre-application work, however for a variety of reasons it was decided not to introduce this charge. This did not preclude the search for new income sources and as part of the 2006/07 budget process potential new areas of charge were identified. It is proposed that work should continue on this but that no firm commitment to their introduction be made until all aspects have been closely considered.

Other areas will need to be considered as implementation progresses, these include

- The realisation of any efficiencies (Gershon), either cash or non-cashable.
- Prioritisation of improvements arising from the review.
- The most efficient and effective use of the additional resources.
- Optimising income and controlling expenditure.

PART H : RISK ASSESSMENT

A detailed risk assessment has been prepared and is monitored through standing departmental management arrangements. Brief extracts are included in the following table, with probability and impact ratings expressed in accordance with the Council's standard approach.

RISK	STRENGTH CONTROLS	PROBABILITY	IMPACT	RATING	ACTIONS
Failure to agree Implementation Plan for Strategic Review	Good	3	5	VH	Maintain direction and impetus, seeking consensus on key issues. Continue and accelerate briefings and presentations
The costs of implementation of Strategic Review exceed currently allocated resources	Good	4	4	VH	Rigorous examination of new and existing costs to seek savings to supplement £250k resource allocation. Prioritise elements of implementation as necessary.
Failure to implement agreed Delivery Plan for Strategic Review	Good	3	4	H	Delivery plan needs to be robust, realistic and properly resourced
Delay in realisation of benefits from ICT investment	Good	3	4	H	Implementation Team with clear roles and rigorous project management
Unable to appoint the required additional staff	Good	3	4	H	Review recruitment package following current recruitment activity
Fee income is less than budget estimates	Good	3	5	VH	Monitor and intervene as necessary – control expenditure according to projections as far as possible – Optimise other sources of income

PART I : CONSULTATION

To date, consultations on issues and priorities have involved the following stakeholders to help produce a robust report for wider and more formal consideration:

- Project Team
- Project Board
- Elected Member Board
- Staff Forum
- Trade Unions
- Leeds Chamber Property Forum

A consultation on the identified priorities was circulated in January 2006 to all Councillors, to staff, and to Town and Parish Councils. Whilst the number of responses to the consultation was relatively small, the feedback was of useful quality. In the main, respondents agreed that the priorities for improvement had been correctly identified.

Consultees were asked to indicate which of the nine priorities were most important from their perspective, and to add any issues that considered should be included. Several and various suggestions were raised and, generally speaking, these are now covered in this final report. The overall weighting of the priorities identified the following as the top five –

1. Core resource levels and skills
2. Clear and consistent decisions
3. One team working
4. Improved information and communication
5. Develop Plans Panels

The importance of investing in Information and Communications Technology was also commonly recognised.

A detailed report has been made available to all staff and Trade Unions for comment in April 2006 and staff events have been held to discuss the findings and implementation plan.

The detailed report was presented to Scrutiny Board (Development) on the 25th April 2006. Scrutiny Board commented on the report and noted its recommendations. It was resolved that progress on the solutions outlined in the report be scrutinised at a future meeting of the Board.

PART J ; CONCLUSIONS

This review has been conducted in a way that has involved a range of stakeholders and engaged a large number of staff at key stages. Whilst this has inevitably taken time, building understanding and support is an essential stage of an effective change programme. In addition to the improvement actions included in the final report, numerous other issues have been identified and addressed in the course of the review. Similarly, certain options such as significant organisational change have been considered and assessed but not included in the final recommendations.

Consultation has demonstrated that the five key Improvement Themes are appropriate and necessary. These key themes are underpinned by a range of defined actions to improve performance and outcomes.

Fundamental to the effectiveness of this review is the need to continue to change and develop the culture of all associated services to promote collective ownership of priorities and of issues, and to emphasise the delivery of solutions. In due course, some adjustment to middle management roles and responsibilities may help achieve that. However, in the short term the Chief Officers responsible for Planning & Development and for Strategy & Policy will jointly emphasise and build on the outcomes of the review stage to ensure that Heads of Services and Team Leaders are able to drive and deliver the change required to maintain continuous improvement.

Subject to this leadership on matters of cultural change, and the effective management of the identified risks, it is considered that the changes described in this report will deliver significant and sustainable service improvements. Some changes will be visible relatively quickly. Others, including the technological changes, will take more time to come to fruition. The delivery of the improvement plan will be monitored closely.

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Originator:	Martyn Stenton
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Report of the Directors of Neighbourhoods and Housing and Corporate Services

Executive Board

Date: 14th June 2006

Subject: Area Function Schedules 2006/07

Electoral wards affected:

All

Specific implications for:

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call In

Not eligible for call in

(details contained in the report)

EXECUTIVE SUMMARY

This report covers updated Area Function Schedules, detailing the budgets available for delegated services for 2006/07. It also includes an initial Area Function Schedule for Community Centres and suggests the ones currently vested with Neighbourhoods and Housing formally become the responsibility of the Area Committees from 1st July 2006.

1.0 Purpose of this report

- 1.1 The report outlines the Area Function Schedules for 2006/07 and seeks Executive Board endorsement for them.

2.0 Background information

- 2.1 In June 2004 the Council established Area Committees and set out arrangements under which their functions could be exercised. Annually, each Area Committee is required to prepare an Area Delivery Plan for endorsement by the Executive Board after the Council's budgets have been set. Also, each year the Executive Board agrees the budgets available for the delegated functions.
- 2.2 The first Executive Functions were delegated to the Area Committees in September 2004 and cover services relating to community safety, streetscene and children and young people.
- 2.3 The Council also gave Area Committees a responsibility to promote the social, economic and environmental well being of their areas. A well being budget was delegated to the Committees to support this function. It covered a three year capital allocation and an annual revenue allocation. Both allocations are based on the population of the area and deprivation indicators.
- 2.4 At Executive Board in March 2006 Members gave support for the staged transfer of responsibilities for community centres in 2006/07. This report includes an initial Area Function Schedule for the centres currently vested with Neighbourhoods and Housing. It is anticipated that a further Area Function Schedule incorporating centres currently vested with Learning and Leisure will be reported to the Board later in the year.

3.0 Area Function Schedules for 2006/07

- 3.1 Schedules, detailing the budgets available for delegated services for 2006/07, are attached as Appendix One of this report. They cover the following functions:
- Youth Service
 - Community Centres
 - CCTV
 - Neighbourhood Wardens
 - Waste Management – Recycling Banks
 - Public Conveniences
 - Well Being – Revenue and Capital
- 3.2 In addition, responsibility for the management of Police Community Support Officers (PCSO's) will also be part of the delegation of Area Functions for 2006/07.
- 3.3 Subject to Executive Board approval of the delegated budgets, information will be provided to Area Management Team to allow them to report budget information to each of the Area Committees alongside any other resources available.
- 3.4 The Authority to exercise these functions will continue to be held concurrently by the Executive Board, Area Committees and relevant Directors (within their scheme of delegated authority). Any proposed changes to area committee budgets relating to these services would need to be made in consultation with the relevant service

Director(s) and with the agreement of the Area Committee and Executive Board where appropriate.

4.0 Implications for council policy and governance

4.1 The functions described in this report and the recommendations fit with existing Council policy and governance arrangements.

5.0 Legal and resource implications

5.1 There are no new legal or resource implications arising from the contents of this report.

6.0 Recommendation

6.1 Executive Board is asked to:

- Endorse the updated Area Function Schedules for delegated budgets for 2006/07, and
- Endorse the initial Area Function Schedule for Community Centres currently vested with Neighbourhoods and Housing and agree that they formally become the responsibility of the Area Committees from 1st July 2006

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Area Function Schedules 2006/07

Appendix 1



Area Function Schedules Index

<i>Children & Young People</i>	Youth Service	Pages 3 - 4
<i>Community Facilities</i>	Community Centres	Pages 5 - 6
<i>Community Safety</i>	CCTV	Pages 7 - 8
	Neighbourhood Wardens	Pages 9 - 10
<i>Streetscene</i>	Waste Management – Recycling Banks	Pages 11 - 12
	Public Conveniences	Pages 13 - 14
<i>Well Being</i>	Revenue & Capital	Pages 15

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION:		Youth Service	
<p><i>The delivery of Youth Service area based programmes in respect of: -</i></p> <ul style="list-style-type: none"> - <i>centre based youth work</i> - <i>detached youth work</i> - <i>Connexions project work with individuals and small groups</i> 			
EXECUTIVE MEMBER(S) PORTFOLIO:			
Support Executive Members for Children's Services			
RESPONSIBLE DIRECTOR(S):			
Director of Learning and Leisure and Director of Childrens Services			
MINIMUM SERVICE EXPECTATIONS			
<p>To contribute to the achievement of an improvement in the Council's overall 'reach' target for Youth Services in respect of young people aged 13-19.</p> <ul style="list-style-type: none"> • Ensure appropriate targeting of resources to achieve maximum coverage of <ul style="list-style-type: none"> - The key local communities to be prioritised for youth work - The particular social issues of the area to be tackled - Curriculum priorities within the area • Ensure services provided are in accordance with the Council's Youth Service policy, together with any national expectations or targets upon which the associated Youth Service funding is based. <p>The above minimum standards also relate to services provided through 'contracting' arrangements with voluntary organisations in operation in some parts of the city.</p>			
CURRENT AND TARGET PERFORMANCE			
Issue/Performance Indicator(s)	2005/06	2006/7	
Youth Service – Number of Clients			
The level of "reach" into the resident 13 – 19 population	Result 15,321	Target	15,515
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS			
Revenue: 2006/07 £3,435k net expenditure (2005/06 £3,308k net expenditure). This is subject to a review of how best the Youth Service can more fully and appropriately report, at area level, on achievements and outcomes.			
AGREED BY THE EXECUTIVE BOARD:			
Date: June 2006			

AREA FUNCTION SCHEDULE

FUNCTION:	Youth Service
Description of what the delegated budget represents	
Area full and part time youth workers, Connexions Youth (fully funded by grants) and Youth contracts with the Voluntary sector.	
Details of the service elements that have not been delegated and the reason why they were not delegated	
<ol style="list-style-type: none"> 1. Central functions such as training, quality assurance, service planning and performance. 2. City Wide projects, particularly those externally funded. 3. Central senior management and administration. <p>None of these functions can be monitored on an area basis.</p>	
Description of the formula used for apportioning budgets to each area	
50% population, 50% targeted	
Reasons why this particular formula was selected	
<ol style="list-style-type: none"> 1. In line with previous CIT approach and Closing the Gap policy. 2. National expectations for Youth Service to offer a targeted service nested within a universal service. 3. Key aim of Youth Service is to support socially excluded young people. 	
Breakdown of the total budget delegated	
Expenditure Type	£000s
Employee Costs	3,692,600
Premises Costs	
Supplies & Services Costs	
Transportation Costs	
Capital Costs	
Gross Expenditure	3,692,600
Income	257,370
Net Budget	3,435,230

AREA FUNCTION SCHEDULE

Note: This is an initial Area Function Schedule for the centres currently vested with Neighbourhoods and Housing. A further Function Schedule will be reported to Executive Board later in 2006/07 incorporating the centres to be transferred from Learning and Leisure.

DESCRIPTION OF FUNCTION: Community Centres		
Responsibility for a portfolio of community centres vested with the Neighbourhoods and Housing Department. This covers overseeing revenue budgets, operational arrangements and the use of the centres, agreeing and implementing a schedule of charges and discounts for directly managed centres and making asset management and investment proposals to ensure the portfolio is sustainable and meets local needs.		
EXECUTIVE MEMBER(S) PORTFOLIO:		
Executive Member – Neighbourhoods and Housing		
RESPONSIBLE DIRECTOR(S):		
Director of Neighbourhoods and Housing		
MINIMUM SERVICE EXPECTATIONS <i>(to be applicable to all Area Committee areas)</i>		
Operation of a portfolio of community centres.		
CURRENT AND TARGET PERFORMANCE		
Issue/Performance Indicator(s)	2005/6	2006/7
	Result n/a	Target n/a
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS		
Revenue 2006/07: £532,000		
AGREED BY THE EXECUTIVE BOARD:		
Date: June 2006		

AREA FUNCTION SCHEDULE

FUNCTION:	Community Centres
Description of what the delegated budget represents	
Revenue costs associated with the operation of the community centres.	
Details of the service elements that have not been delegated and the reason why they were not delegated	
Non-controllable capital asset charges. Building insurance costs. These elements cannot be effectively monitored or controlled at an area level.	
Description of the formula used for apportioning budgets to each area	
Budgets apportioned based on revenue figures for centres in each area.	
Reasons why this particular formula was selected	
Suits this function and allows Area Committees to control costs for their portfolio of centres.	
Breakdown of the total budget delegated	
	£000s
Expenditure Type	
Rates	64
Rental Support	164
Supplies and Services	5
Caretaking	375
Premises	211
Management and Supervision charges	53
Gross Expenditure	872
Income from Centre Rentals	-164
Income	-176
Net Budget	532

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION:		Leeds Community Safety – CCTV	
<p>The reduction of crime and disorder via LeedsWatch by preventing and detecting crime in the areas where CCTV cameras operate. CCTV provides reassurance to communities within the target areas thereby improving the quality of life for people in those areas. LeedsWatch works with West Yorkshire Police and other Council Services to target crime reduction activity in high victimisation areas thus taking a co-ordinated approach to reducing anti social behaviour and crime across the target areas.</p>			
EXECUTIVE MEMBER(S) PORTFOLIO:			
Executive Member – Neighbourhoods and Housing			
RESPONSIBLE DIRECTOR(S):			
Director of Neighbourhoods and Housing			
MINIMUM SERVICE EXPECTATIONS <i>(to be applicable to all Area Committee areas)</i>			
<ul style="list-style-type: none"> • Provide 24 hour 365 days a year monitoring of CCTV in areas of operation. • Contribute to reducing the fear of crime by facilitating the apprehension and prosecution of offenders and assisting in preventing and aiding detection of crime committed in public areas where CCTV in areas of operation. 			
CURRENT AND TARGET PERFORMANCE			
Issue/Performance Indicator(s)	2005/6	2006/7	
LeedsWatch provides a 24 hours, 365 days monitoring service across the city where cameras are in operation. The service has to meet a number of specific targets as defined by different funding streams and agreements, e.g. NRF targets are specific to NRF areas.	Result	Target	
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS			
Revenue 2006/07: Net Expenditure £605,500, (2005/06 Net Expenditure £551,890).			
AGREED BY THE EXECUTIVE BOARD:			
Date: June 2006			

AREA FUNCTION SCHEDULE

FUNCTION:	Leeds Community Safety – CCTV
Description of what the delegated budget represents	
All costs associated with fixed camera locations, e.g. staffing, monitoring and transmission costs.	
Details of the service elements that have not been delegated and the reason why they were not delegated	
Central management/project development and maintenance contracts (which are city wide). Mobile CCTV retained and is city wide.	
Description of the formula used for apportioning budgets to each area	
Budgets apportioned according to where cameras are actually located - fixed costs.	
Reasons why this particular formula was selected	
Delegated budgets account for most fixed costs apart from city wide and centralised functions.	
Breakdown of the total budget delegated (currently unavailable)	
	£000s
Expenditure Type	
Employee Costs	684
Premises Costs	74
Supplies & Services Costs	97
Transportation Costs	3
Internal Reallocation of Departmental costs	149
Capital Costs	14
Gross Expenditure	1,021
Income	416
Net Budget	605

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION: Neighbourhood Wardens		
The provision of a range of services, via uniformed patrols of Neighbourhood Wardens to reassure, reduce anti-social behaviour and the fear of crime. Neighbourhood Wardens provide a local patrolling function, assistance in dealing with anti-social behaviour, co-ordination to maintain the physical appearance of areas and offer support to local residents with community safety issues in line with the achievement of Council Policy.		
EXECUTIVE MEMBER(S) PORTFOLIO:		
Executive Member – Neighbourhoods and Housing		
RESPONSIBLE DIRECTOR(S):		
Director of Neighbourhoods and Housing		
MINIMUM SERVICE EXPECTATIONS <i>(to be applicable to all Area Committee areas)</i>		
To maximise the impact in terms of public reassurance of Neighbourhood Wardens through the management of their performance matrix of a wide range of duties.		
To manage resources to ensure that grant funding to the Council is maximised for neighbourhood warden deployment. This includes the achievement of specified outputs, outcomes and milestones in accordance with appropriate grant conditions.		
CURRENT AND TARGET PERFORMANCE		
Issue/Performance Indicator(s)	2005/06 Result	2006/07 Target
To increase the level of Public Reassurance		
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS		
Financial Resources Available (2006/07)		
Revenue: £ 908,500 2006/07 Gross Budget, £336,189 Net Budget (£1,004,390 2005/06 Gross Budget, £382,580 Net Budget)		
Other Resources Available (2006/07)		
A range of resources are also available through other partner agencies. Close working with partners should seek to ensure that both Council & partner resources are used to complement the above activity and outcomes.		
AGREED BY THE EXECUTIVE BOARD:		
Date: June 2006		

AREA FUNCTION SCHEDULE

FUNCTION: Leeds Community Safety – Neighbourhood Wardens	
Description of what the delegated budget represents	
Staffing and equipment costs for neighbourhood wardens.	
Details of the service elements that have not been delegated and the reason why they were not delegated	
Central co-ordination, administration and programme management of external resources. Supplies and services budgets (e.g. training) which are difficult to effectively monitor, control and maximise external funding for at an area level. Temporary Funded Neighbourhood Warden posts which are funded from other sources.	
Description of the formula used for apportioning budgets to each area	
Location of Neighbourhood Wardens by area.	
Reasons why this particular formula was selected	
Suits this type of function.	
Breakdown of the total budget delegated	
	£000s
Expenditure Type	
Employee Costs	903
Premises Costs	
Supplies & Services Costs	5
Transportation Costs	
Capital Costs	
Gross Expenditure	<u>908</u>
Income	-572
Net Budget	<u>336</u>

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION: Waste Management –Recycling Banks		
The provision of bring banks and the management of contracts to ensure products are collected and recycled.		
EXECUTIVE MEMBER(S) PORTFOLIO:		
Executive Member - City Services		
RESPONSIBLE DIRECTOR(S):		
Director of City Services		
MINIMUM SERVICE EXPECTATIONS		
To provide recycling banks at suitable locations throughout the city to enable the public to dispose of items such as glass, plastic, etc. All in accordance with the Integrated Waste Management Strategy and Action Plan.		
CURRENT AND TARGET PERFORMANCE*		
Issue/Performance Indicator(s)	2005/6 Result	2006/7 Target
None set		
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS		
Revenue 2006/07: Gross Expenditure £24,000 Net Expenditure £24,000		
AGREED BY THE EXECUTIVE BOARD:		
Date: June 2006		

AREA FUNCTION SCHEDULE

FUNCTION:		Waste Management –Recycling Banks
Description of what the delegated budget represents		
Apportionment relates to repairs & maintenance and transport costs associated with non Household Waste recycling banks.		
Details of the service elements that have not been delegated and the reason why they were not delegated		
Waste Management is a city wide, demand led operation, with a significant level of expenditure that relates to disposal costs that cannot readily be allocated or apportioned .		
In addition the incidence of Household Waste Sites are not distributed geographically equally across the City. Therefore allocation to areas be on a geographical basis and would not be a reflection of where users of these sites reside.		
Description of the formula used for apportioning budgets to each area		
In the absence of any other data this was determined to be the most equitable method.		
Reasons why this particular formula was selected		
Expenditure apportioned equally on a pro rata basis based on the number of Recycling Banks in each area.		
Breakdown of the total budget delegated		
Expenditure Type		£000s
Employee Costs		0
Premises Costs		0
Supplies & Services Costs		24,000
Transportation Costs		0
Capital Costs		0
Gross Expenditure		24,000
Income		0
Net Budget		24,000

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION:		Public Conveniences
Public Conveniences - The scheduled cleansing and maintenance of public conveniences.		
EXECUTIVE MEMBER(S) PORTFOLIO:		
Executive Member - City Services		
RESPONSIBLE DIRECTOR(S):		
Director of City Services		
MINIMUM SERVICE EXPECTATIONS (to be applicable to all Area Committee areas)		
<ol style="list-style-type: none"> 1. Daily opening and closing of facilities. 2. Daily cleaning of facilities. 3. Maintenance of facilities as required. <p>All in accordance with the Public conveniences Policy and Strategy</p>		
CURRENT AND TARGET PERFORMANCE		
Issue/Performance Indicator(s)	2005/6 Result	2006/7 Target
None set		
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS		
2006/07 Gross Expenditure - £186,630, Net Expenditure £186,630		
AGREED BY THE EXECUTIVE BOARD:		
Date: June 2006		

AREA FUNCTION SCHEDULE

FUNCTION:		Public Conveniences
Description of what the delegated budget represents		
All expenditure (except capital) associated with providing this service.		
Details of the service elements that have not been delegated and the reason why they were not delegated		
Not applicable		
Description of the formula used for apportioning budgets to each area		
Expenditure apportioned equally on a pro rata basis based on the number of public conveniences in each area.		
Reasons why this particular formula was selected		
In the absence of any other data this was determined to be the most equitable method.		
Breakdown of the total budget delegated		
		£000s
Expenditure Type		
Employee Costs		100,300
Premises Costs		92,820
Supplies & Services Costs		1,910
Transportation Costs		8,620
Capital Costs		0
Gross Expenditure		186,630
Income		0
Net Budget		186,630

AREA FUNCTION SCHEDULE

DESCRIPTION OF FUNCTION:		
Area Committee Revenue & Capital Well-Being Budgets		
EXECUTIVE MEMBER(S) PORTFOLIO:		
Executive Member – Neighbourhoods & Housing		
RESPONSIBLE DIRECTOR(S):		
Director of Neighbourhoods & Housing		
MINIMUM SERVICE EXPECTATIONS <i>(to be applicable to all Area Committee areas)</i>		
<p>Decisions taken in relation to the utilisation of Well-Being budgets within the framework of the Council's Constitution and in accordance with Section 2 of the Local Government Act 2000. Specifically Area Committees will seek to:</p> <ol style="list-style-type: none"> 1. enhance service delivery outcomes within their area 2. support the social, economic and environmental well being of their area (in accordance with approved Area Delivery Plans) 		
CURRENT AND TARGET PERFORMANCE*		
Issue/Performance Indicator(s)	2005/6 Result	2006/7 Target
No specific indicators apply – although Area Committees may wish to reflect these within their Area Delivery Plans following decisions in relation to the allocation of these funds		
TOTAL RESOURCES AVAILABLE ON AN AREA BASIS		
Revenue 2006/07 : Net Budget £1,928,520 (2005/06 Net Budget £1,890,711)		
Capital: £3,500,000 (3 year programme commencing 2004/05 to 2006/07)		
AGREED BY THE EXECUTIVE BOARD:		
Date: June 2006		

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Originator: J Comrie

Tel: 39 50823

Report of the: Director of Neighbourhoods and Housing Department

Executive Board

Date: 14 June 2006

Subject: Leeds Hate Crime Strategy

Electoral Wards Affected:

ALL

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

Safer Leeds is one of the first community safety partnerships in the country to publish a Hate Crime strategy. This strategy has been designed to provide a framework to deal with all aspects of hate crime and has drawn upon the valuable lessons learned in the field of racist crime. The overall vision of this strategy is to create an environment where no form of hate-motivated crime is tolerated. The Leeds Hate Crime Strategy can be found by logging onto the Leeds City Council Intranet. The document is saved on the Neighbourhoods and Housing Home page under reference documents.

1.0 Purpose of this report

1.1 This report has been submitted to the Executive Board for consideration and approval.

2.0 Background information

2.1 The Leeds Hate Crime Strategy is built upon the Leeds City Council Racial Harassment Strategy 2002, and draws heavily upon the Association of Chief Police Officer (ACPO) Combating Hate Crime Manual¹. This strategy also seeks to complement the recommendation made by the McPherson enquiry report 1999 into the racist murder of Steven Lawrence.

¹ Association of Chief Police Officers (ACPO) Guide to Identifying and Combating Hate Crime published in September 2000.

2.2 A critical component of developing this strategy was to consult a number of key partners, which included the Strategic Hate Incident Group², PCTs, A&E's, Leeds Mental Health Trust³ Safer Leeds SMT, and the Safer Leeds Executive.

3.0 Synopsis of the main issues identified in the strategy

3.1 This strategy is not prescriptive and does not seek to impose a Leeds City Council policy on other organisations, nor does it seek to develop a “one size fits all” type of approach. The strategy provides a conceptual framework with shared definitions of what constitutes a hate incident. It provides a guide with action points to help organisations create their own structures to deal effectively with hate motivated incidents and is broken down as follows:

- provides the contextual background to the strategy and set the strategy within the context of the Vision for Leeds 2004-2020 and other key strategies and policy development.
- sets the ethos of the strategy and articulates our long-term goal of significantly reducing hate crime in Leeds by implementing a number of realistic and practical objectives derived from victims and practitioners.
- discusses what is meant by the term hate incidents and provides a typology of hate motivated incidents. This section also introduces the important concepts of primary and secondary victimisation.
- discusses why it is important to identify hate incidents and what are the underlining systemic barriers to change.
- recommends a road map of converting the commitment into practical taken action which will support victims whilst at the same time taking effective action against perpetrators. This section also discusses how the strategy will be implemented and reviewed.
- provides an action plan and agencies overview activity matrix which will be developed and utilized by all agencies which is premised upon the 4 key priority themes identified in the strategy.
- provides legal remedies and a matrix of legal action that can be taken against perpetrator of hate motivated incidents.
- provides a list of the partner agencies involved with the strategy and abbreviations used.
- provides a bibliography of references used.

3.2 The key aim of the strategy is

- Increase awareness, reporting and recording of hate crime incidents
- Improve service response to victims
- Improve responses to deal with perpetrators of hate crime
- Develop preventative and educational activity to address hate incidents

² List of the Strategic Hate Incident group can be found on page 29

³ The feedback has been generally very positive and an amendment has been made to the documents

4.0 Implications for Council policy and governance

4.1 The council has an obligation under the Crime and Disorder Act 1998, Section 17, the Safer Leeds Strategy and the Leeds City Council Racial Harassment Strategy.

5.0 Legal and resource implications

- Ensuring staff are trained across the council
- Raising awareness of hate crime issues amongst council staff and the general public.
- Development of appropriate I.T systems

6.0 Conclusion

6.1 The Leeds Hate Crime Strategy represent the first major document developed by the council and its partners which seeks to provide an opportunity for agencies to create an environment where hate crime is not tolerated and helps to ensure that effective community cohesion becomes a reality.

7.0 Recommendations

7.1 The Executive Board support this the implementation of the Leeds Hate Crime strategy.

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Originator: Sue Morse

Tel: 0113 3951398

Not for publication: Report exempt from the councils access to information procedure rules 10.4(3) – Appendices 1 (plan),2 and 4 only – **to be circulated and returned at meeting**

Report of the Director of Neighbourhoods and Housing

Executive Board

Date: 14 June, 2006

Subject: Regeneration of the Florence St area of Harehills

Electoral wards affected:
Gipton and Harehills

Specific implications for:

Ethnic minorities

Women

Disabled people

Narrowing the gap

Eligible for call in

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

Executive Summary

In pursuance of the objectives of the Vision for Leeds 2004-2020 and the Leeds Housing Strategy an allocation of £2.5m has been secured from the Regional Housing Board (RHB). Executive Board approval was secured for the demolition of 23 properties on Scarth Ave/Ashley Terrace/Florence Street in December 2003 utilising £1m of this funding. These 23 properties have now been demolished; leaving a cleared site which abuts the cleared site of the former Stanley Road Cleansing Depot which is also council owned. A balance of £1.5m, therefore, remains available. It is proposed that this £1.5m is used to target an area encompassing 36 properties which sits within the EASEL Regeneration area.

This report advises Executive Board of the options considered for this target area (as shown at Appendix 1 and listed at Appendix 2 – to be circulated at meeting) and details the results of an option appraisal. The report sets out recommendations for acquisition and clearance of 36 properties and seeks in principle approval to proceed with their acquisition by agreement with their owners. In the event that agreement cannot be reached with the owner of any property, approval is sought for officers to make and promote any necessary Compulsory Purchase Orders.

1.0 Purpose Of This Report

Of a total of £2.5m which has been secured from the Regional Housing Board for the purpose of tackling poor quality pre 1919 housing stock in Harehills there remains available borrowing approval of £1.5m. It is anticipated that this will be the first tranche of funding to be made available to the area. The purpose of this report is to consider the options for regeneration of the Harehills area and to seek approval for the acquisition and clearance of 36 properties.

2.0 Background Information

Funding proposals were submitted to the Regional Housing Board for Yorkshire and the Humber (RHB) in September 2003 and January 2004 on behalf of the Leeds Housing Partnership to provide pump-priming funding for a long-term housing market renewal programme for areas including Harehills, Beeston Hill and Holbeck and Cross Green/East End Park.

Borrowing approval of £2.5m was awarded by the RHB to commence regeneration of the Harehills area for the year 2005/6 and a bid for a further £4m has been made to the RHB for 2006-2008. It is expected that these resources will be largely used for acquisition and clearance of pre-1919 housing, plus interventions such as group repair and enveloping, which will result in a flexible and comprehensive approach to target areas. Work to develop this "menu" of interventions for the period 2006/8 and onwards is underway. The details of the proposed approach will be the subject of a further report.

The proposals contained within this report consider how best to address the strategic aims of the Vision for Leeds and Leeds Housing Strategy with the resources available.

3.0 Main Issues.

- 3.1 The area which is the subject of this report comprises of 36 brick terraced properties 32 of which are street lined back to back houses, the remainder being through terrace properties. It is proposed that the properties, as identified in Appendix 2, are acquired and demolished. An option appraisal has been undertaken with an end use of housing re-provision in mind. However, further consideration will be given to end use of the cleared site as other regeneration initiatives affecting the area develop over time.
- 3.2 The target area (as highlighted on the plan at Appendix 1) is included within one of the worst 10% Super Output Areas (SOAs) on the national Index of Multiple Deprivation. For some indicators the area features within the worst 3% of SOAs in the country, for example crime and living environment. These properties are also situated within the Harehills Neighbourhood Renewal Area established through the 2001 Leeds Neighbourhood Renewal Strategy as an area requiring comprehensive and co-ordinated regeneration.
- 3.3 A Housing Needs and Aspirations Survey was undertaken by consultants, Outside Research in May 2004, on behalf of the Harehills Neighbourhood Renewal Team, to aid understanding of the issues and inform future housing provision. The key findings of this were that the area has a relatively unstable population and a high turnover of residents generally. People who indicated that they wished to move did so because

their houses were too small or of poor quality and the main preference is for 3 bedroomed semi-detached properties. The study also highlighted the lack of housing for elderly people and a high incidence of people with limiting long-term illness. In addition the study identified the highest mean household size in the area as occurring within the Asian/Asian British population. The replacement of the small existing dwellings with a range of larger new properties could assist in meeting the housing needs of this section of the community.

- 3.4 The tenure of the 36 properties affected by these proposals is outlined at appendix 2. It is significant to note that none of the properties in the area are owner occupied. This polarisation of tenures suggests that owner occupiers are choosing not to stay or not to invest to acquire properties in the area. While property prices are comparatively low investors are able to see the potential return from private lettings. A concentration of privately rented property can often lead to an over representation of vulnerable, mobile and anti-social residents. It is generally accepted that private tenants tend to be transient often with less long term commitment to their homes. Evidence from Leeds East Homes also suggests a transient population within the social rented sector. In fact 17 of the 24 properties managed by Leeds East Homes are occupied by tenants of less than 4 years standing.

Local Ward members were briefed on the intention to carry out an option appraisal, commencing with a survey of residents and property owners in the target area. The results of the residents survey and consultations with stakeholders and Leeds East Homes have been included in the option appraisal which has considered 3 options for the area with reference to their ability to meet the defined objectives:

- Option A: Do minimum to meet legal conformity
- Option B: Group Repair and internal remodeling
- Option C: Acquisition and redevelopment of the site.

Option A: Do minimum to meet legal conformity

Generally in terms of the older housing stock, the Leeds East Homes business plan does not support major refurbishment. Whilst they will maintain and repair stock, they are unlikely to undertake any significant improvement where investment in housing stock is considered to be uneconomical. The transience of the residents in this area raises the question of the sustainability of these properties. Despite the uncertainty surrounding the sustainability of investment in this area LEH have a legal obligation to ensure that all stock meets the Governments Decent Homes Standard by 2010.

LEH have calculated that they will need to spend £313,565 by 2010 to bring the 24 homes that they manage in the target area up to the Decent Homes Standard. However, this standard does not address the issue of poor design, layout, the lack of gardens/private space and poor built environment. Refurbishment of LEH properties alone would provide only a piecemeal solution. Although 1 property owned by Connect Housing Association would also be subject to the Decency requirement the 10 privately owned properties, and 1 vacant shop unit owned by LCC would remain unimproved. This would also fail to tackle issues of housing mix and diversity and ultimately an opportunity to contribute to the regeneration of the Harehills area would be missed.

Evidence suggests, therefore, that the expenditure required to comply with the above **minimum** standard would

- **not** address all of the issues identified by residents as unsatisfactory
- **not** prove to be cost effective in the long term
- **not** prove to be sustainable
- **not** enable the levels of transformational change required to regenerate the area
and therefore would **not** prove to be value for money

Option B: Group repair and internal modeling.

Enveloping works to the exterior of the properties would create a visually superior and uniform street scene. This, coupled with major remodeling of the properties may create through terraces with better layout and room sizes which would meet (potentially exceed) the Decent Homes Standard. Consultant Architects working in other parts of Harehills have estimated that the remodeling of two back to backs to form 1 family house would cost £65,000 per conversion in construction costs alone. The potential cost of remodeling of these properties is estimated at £2,622,050 (see appendix 4).

Even if ultimately these properties were sold on the open market for an optimistic £100,000 this could potentially result in a net loss to the Council of approximately £1m it is also doubtful whether **long term** demand exists even after conversion. Whilst this option may address some of the issues with poor conditions, internal layout and potentially the lack of garden; it cannot address issues of poor housing mix, high density or poor environment and amenity. It is highly questionable whether such extensive works and expenditure would be cost effective, justifiable, or sustainable when compared with other options.

In view of the high costs involved and the fact that £1.5m of funding is currently available from RHB this option has been ruled out as a viable option on the grounds of affordability.

Option C. Acquisition, Clearance and redevelopment of the site

Acquisition of 10 privately owned properties (plus 1 owned by Connect Housing Association) and demolition of all 36 properties would provide a brownfield site, the redevelopment of which could provide an opportunity to create a catalyst to the regeneration of the wider area.

3.5 A formal Option Appraisal in accordance with the corporate procedure has been carried out to assess Options A and C (option B having been ruled out on grounds of affordability). Both financial and non financial aspects of Options A and C have been considered.

3.6 A discounted cash flow exercise has been carried out for options A and C and the net present values are as follows

Option	Description	NPV £000
A	Do minimum to meet legal conformity	354
C	Acquisition and redevelopment of the site for housing	920

This exercise and the table above illustrates the cost of each option over the next 25 years at today's value. Although the financial element of the option appraisal would suggest that Option A is preferable the pursuance of the stated objectives of this project are critical to the achievement of the strategic aims of the Vision for Leeds, the Leeds Housing Strategy, and EASEL regeneration objectives. Option C is therefore the one recommended to the Executive Board.

Option C (Acquisition, clearance and redevelopment) scores highly against each objective. Clearance of these properties creates a potential development site which may facilitate the potential re-provision of housing which is of a type and size matched to the needs and choices of residents, in an improved environment which would as a consequence contribute to the regeneration of the area and community.

Option A (Do minimum to meet legal conformity), while this option is the least expensive it is only able to meet some of the objectives to a limited extent and potentially for a limited timescale. Other objectives, i.e. matching housing to needs and choice and tackling poor environmental quality, are not met at all by Option A. This is due to the fact that the government's Decent Homes Standard is a minimum standard which focuses on fitness, disrepair and the provision of modern facilities within the dwelling. It does not consider the external environment or the internal layout, size or number of rooms.

Implications For Council Policy And Governance

- 4.1 The Leeds Housing Strategy has identified the regeneration and renewal of areas with frail housing market conditions, poor quality or obsolete housing and issues with multiple deprivation as a key priority. This has also been identified as a key priority both in the Regional Housing Strategy and the West Yorkshire Housing Strategy and is reflected in the prioritisation of action to improve pre-1919 housing in the East Leeds District Action Plan. This proposal forms part of a housing market renewal component of the comprehensive regeneration programme for Harehills.

If the acquisition of privately owned properties is approved valuations will be carried out on each individual property by a chartered surveyor to determine its current market value. The public interest in maintaining the exemption in relation to appendices 1,2 and 4 attached to this report outweighs the public interest in disclosing the information by reason of the fact that:-

- a) Appendix 1 and 2 - The success of the scheme could potentially be prejudiced by speculative investors acquiring properties in advance of the Council's action.
- b) Appendix 4 - 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.

4.2 Consultation

During July 2005 attempts were made to contact and visit all **residents** whose homes are directly affected by the proposals. These visits established that 3 of the properties are currently empty, of the remaining 33; contact was made with 29 householders and face to face interviews carried out with 27. Two residents declined to take part in the consultation. Officers were unable to make contact with 4 householders despite a number of visits, cards left and 2 letters.

A summary of the results of the questionnaires are shown in appendix 3

Attempts were also made to make contact with the private landlords in the area, of which there are 9. This proved to be more difficult than consultation with residents. Two letters were sent to the owners requesting their views but despite this only 5 made contact. 4 of these owners expressed a willingness to sell if the proposals to acquire and demolish are approved and as long as the “market value” assessment of their property is acceptable. 1 owner stated that they were not in favour of demolition but gave no further comment on willingness to sell.

Of the 27 residents consulted 17 were in favour of demolition, 6 didn't know and 4 were not in favour of demolition. Many of the residents who stated that they were in favour of demolition mentioned a desire to see modern family houses with gardens provided on the cleared site.

The option appraisal survey indicates that 21 residents consulted have lived in their present home for less than 5 years. In addition 13 residents expressed a desire to move, 7 of these within 1 year. 12 households consulted contained children under 5. Many of these expressed a desire to move, as their children grow, to properties with gardens and additional bedrooms

4.2.2 If approval is secured to acquire and demolish these properties a number of methods will be utilised by Council officers in order to ensure that residents and stakeholders have the opportunity to be involved and informed:-

- Existing arrangements already in place to consult with and involve local residents will be utilised wherever possible. I.e. Area Forums and local community action groups.
- Regular liaison between project officers and the officers of LEH and other RSLs will ensure that rehousing of residents is co-ordinated effectively.
- Regular written updates for, residents and property owners in the form of a newsletter and briefing notes for Ward members, MP for East Leeds, ALMO officers and Housing Associations.
- A suite of information leaflets is being devised to advise residents of the procedure and the assistance, including compensation, which is available to them.
- Weekly local surgeries to be held in the area to ensure that project officers are easily accessible to residents and stakeholders. In addition this will encourage the development of trust resulting from personal contact.

5 **Legal And Resource Implications**

5.1 The estimated scheme costs of £1.5m are detailed at Appendix 4. This estimate includes acquisition of the properties not already owned by the Council; home loss compensation and disturbance payments for all residents and site clearance.

5.2 The preference is to acquire properties by agreement with the property owners. However, a compensation package equivalent to that which would be available in the event of a Compulsory Purchase Order being made will be offered to residents

and owners. Details of the compensation payments available to which owners and tenants may be entitled are outlined at Appendix 5

- 5.3 Negotiations to acquire the privately owned properties will be undertaken by Council officers. The aim will be to conclude acquisition of all properties and rehousing of all residents prior to commencement of site clearance for the sake of financial prudence. However, management of the partially vacated site will be carefully monitored to ensure that safety and security is maintained for the remaining residents. A provisional timescale has been devised with the aim of acquiring and securing vacant possession of all properties by the end of 2006, with demolition taking place within the first quarter of 2007.
- 5.4 Although the preference is to acquire properties by agreement with owners, ultimately if agreement cannot be reached this report recommends that officers be authorised to make and promote any necessary Compulsory Purchase Orders. Should Compulsory Purchase action become necessary in this instance it is suggested that Section 226(1) (a) of the Town and Country Planning Act 1990 (as amended by Section 99 of the Planning and Compulsory Purchase Act 2004) is the most appropriate legislation in the circumstances. These powers are intended to help authorities to assemble land where this is necessary to implement the proposals in their Community Strategies and where the proposed development, redevelopment or improvement is likely to contribute to achieving the promotion of the economic; social and environmental well-being of an area. In the event that compulsory purchase action becomes necessary a further report will be submitted to Executive Board. This would set out the reasons why using the compulsory purchase option was considered appropriate and justified in the circumstances.

5.5 Risks

- 5.5.1 The funding to be utilised for the delivery of this project, if approved, is in fact borrowing approval for the financial year 2005/6. While approval has been secured from the RHB to roll over this allocation into 2006/07 it is necessary to ensure that the allocation is spent within the financial year 2006/7. Any slippage of the programme would require further approval to roll over funding into 2007/8.
- 5.5.2 The capacity of LEH and other RSLs to rehouse residents from this area could potentially delay the programme. In view of the need to rehouse residents displaced by other clearance schemes (associated with EASEL for example) it is possible that delays may be created within the programme until suitable alternative accommodation may be found for those residents wishing to be remain within east Leeds. Council officers will work closely with all concerned in order to facilitate alternative rehousing options.
- 5.5.3 The success of the Leeds Housing Partnership to secure further funding from the RHB may be jeopardized by failure to deliver on current projects. In addition future funding, including the current bid for a further £4m for Harehills for the period 2006/8, will take the form of grant allocation and so will not be available for roll over into 2008/9.
- 5.5.4 A contingency fund of approx £135k is available to cover potential overspend on this project; if this is not required it may be made available to future phases in the longer term strategy for the regeneration of the Harehills area.
- 5.5.5 The intention is to acquire the 10 privately owned properties in this area with the agreement of owners. However, Page 211 the majority of respondents were in favour of

demolition there is always the possibility that Compulsory Purchase action may be required if agreement cannot be reached. This will inevitably have implications for the timescale of the project and would also involve additional costs i.e. publicity costs, officer time including legal fees, and the costs incurred associated with the staging of an Inquiry if objections are made.

5.6 Future Usage of the Cleared Site

The clearance of the 36 properties targeted within this report would provide a potential development site for a number of alternative uses which could include new housing and an area of much needed open space or community health provision. The Primary Care Trust (PCT) has been unable to accommodate its requirements within the new joint service centre which is to be developed on Compton Road and are seeking a site within the St James vicinity on which to develop a Child Health Centre and a Primary Care Centre. The future of this site, the former Stanley Road Depot site and the cleared Ashley Road site will be determined through the EASEL Regeneration Project.

6 Conclusions

Of the allocation of £2.5 million which was secured from the Regional Housing Board for the purpose of tackling poor quality, pre 1919 housing stock in Harehills £1m was allocated for the clearance of the Ashley Rd site leaving a balance of £1.5m. The proposals contained within this report if approved will utilise this balance. Three options have been considered for the target area encompassing 36 properties. The option appraisal has identified Option C - acquisition, clearance and ultimately redevelopment of the site as the preferred option. This option is considered to be most effective in starting a process of transformational change which is required to regenerate the wider area. It will also complement and add value to clearance already undertaken on Ashley Road/Scarth Ave. Of the three options acquisition, demolition and redevelopment will make the most effective contribution to local and regional strategic aims. Consultation with local stakeholders has identified a majority view which supports acquisition and demolition.

It is envisaged that the proposals within this report have the potential to complement and contribute to other regeneration initiatives in the area, including EASEL, subsequent phases of RHB and LIFT funded projects. This of course is subject to the identification of further sources of funding and approvals. The menu of interventions available as part of this strategy will include not only acquisition and clearance but also group repair to retain the character of the area and provide diversity of property types and tenures.

7 Recommendations

Executive Board is requested to note the contents of the report and:

1. Approve the injection into the Capital Programme of £1.5m of Regional Housing Board money
2. Authorise Scheme Expenditure to the amount of £1.5m
3. Authorise officers to commence acquisition of properties by voluntary agreement with the owner Page 21 of 22
Page 21 of 22 event that agreement cannot be reached

with the owner of any property within the target area for its acquisition, authorise officers to make and promote any necessary Compulsory Purchase Orders.

Appendices

1. Plan of target area (Exempt under the Councils access to information regulations 10.4[3])
2. Address list (Exempt under the Councils access to information regulations 10.4[3])
3. Summary of residents survey results
4. Costs associated with option B and C (Exempt under the Councils access to information regulations 10.4[3])
5. Compensation Payments

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Florence St Area – Residents Survey Summary of Questionnaire Results

Number of Residents in favour of demolition		17
Number of residents not in favour of demolition		5
Number of Residents dissatisfied with their home		13
Number of Residents dissatisfied with the area		13
Number of Households containing children under 5		12
Length of occupancy	<1 year	6
	1-5 years	14
	5-10 years	5
	More than 10 years	2
Number of residents wishing to move within 1 year		7

Problems with regard to the home (in order of priority)	Problems with regard to the Area (in order of priority)
1. Lack of garden	1. Anti Social Behaviour
2. Dampness	2. Dumped rubbish
3. Repairs	3. Crime
4. Bin Yards	4. Lack of facilities for children and teenagers
5. Kitchen size	5. Poor quality housing
6. Lack of Central Heating	6. Maintenance of communal areas
7. Lack of Clothes Drying facilities	7. Burglaries
8. Size and number of rooms	8. Layout of Area
9. Staircase	9. Empty Properties
10. Poor insulation	10. Narrow Roads
11. Roof	11. Car Parking
12. Car Parking	

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Appendix 5

Compensation payments payable	Owner Occupier	Owner not occupier	Tenant
Value of the land taken (open market value in the absence of the scheme) less sum due in respect of any mortgage	✓	✓	
Homeless payment if resident for one year or more (Owner =10% of value of property Max £38,000-Min £3,800 Tenant = flat rate £3,800)	✓		✓
Basic Loss payment (7.5% of value of property)		✓	
Fees (reasonable surveyors and legal fees for dealing with the claim and transfer)	✓	✓	
Disturbance (costs and losses as a result of being disturbed from occupation, e.g. removals, redirection of post, disconnection of services)	✓		✓
Costs of re-investment if incurred within one year		✓	

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Agenda Item:

Originator: George Turnbull

Telephone: 224 3239

REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 June 2006

SUBJECT: Framework for Managing Primary School Places

EXECUTIVE SUMMARY

1 INTRODUCTION

- 1.1 This report presents the Executive Board with a policy document for the planning of primary school places that replaces the existing Strategy for School Reorganisations that was approved by the Executive Board of the City Council in early 2005. It establishes a framework for action that reflects the current demographic context and recent government policy shifts.

2. BACKGROUND

- 2.1 The structure of primary provision, in particular primary school size, is an important issue for many authorities because of the declining birth rate and the impacts of falling rolls. In Leeds we have seen a steady year on year decline in births since a peak the early 1990s and this has been reflected in a declining primary population. Since 2001 there have been an annual increase of 200-300 births and based on forecasts of births provided by the Office for National Statistics, the primary population is expected to stabilise by 2010.

- 2.2 In 2001/02 there were nearly 10,000 surplus places in Primary School in Leeds, 14.5% of the total number of places available. The total primary population has been falling at around 1000 per year and the number of surplus places would by now have been even higher had it not been for targeted action. A number of strategies have been used to reduce surplus and address the issues associated with small primary schools, including formal reorganisations of provision, and have reduced the number of surplus places to around 6,700 (January 2006).

3. MAIN ISSUES

- 3.1 The attached policy provides the strategic context within which primary school places are managed. The purpose of the policy document is to:

- provide a consistent framework for the structure of primary provision across the city

- discuss the appropriateness of 'small schools' in an urban setting and propose a preferred size model;
- describe the rationale for taking action in respect of falling pupil numbers
- set out the criteria that would lead to a review of primary school provision in a given area.
- ensure that all stakeholders know their roles and responsibilities

3.2 The policy links together key policy strands and is a clear articulation of the City Council's Closing the Gap priorities and the 5 Outcomes specified by the 'Every Child Matters' agenda. Proposed changes in the Education and Inspection Bill currently before Parliament are acknowledged.

3.3 The policy provides an assessment of the current pattern of provision. There are 225 primary schools in Leeds (January 2006), which range in size from 63 to 634 pupils. 111 of these schools have fewer than 210 pupils on roll, with 77 having fewer than 190 pupils which is the threshold that triggers small school protection funding.

3.4 The policy introduces a two form of entry school as Education Leeds favoured model for the benefits, opportunities and economies of scale it can provide. This is not intended to under-value the quality of provision of schools below this size.

4. CONCLUSIONS

4.1 The key objective of the management of primary school places is to ensure that all primary schools are successful, thriving and sustainable schools that offer a range of services to their communities and provide for the efficient and effective use of available resources.

5.0 RECOMMENDATIONS

5.1 Executive Board is asked to approve:

- a) the attached policy document on the Planning of Primary School Places and
- b) the framework for taking appropriate targeted action across the city.

REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 June 2006

SUBJECT: Framework for Managing Primary School Places

Electoral wards Affected: ALL

Specific Implications For:

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

1.0 PURPOSE OF THE REPORT

1.1 This report presents the Executive Board with a policy document for managing primary school places. This policy replaces the existing Strategy for School Reorganisations that was approved by the Executive Board of the City Council in early 2005. In so doing it establishes a framework for action that reflects the current demographic context, what we have learned from the changes we have managed over the last four years and recent government policy changes.

2.0 BACKGROUND INFORMATION

2.1 All Local Authorities have a statutory responsibility to ensure that schools in their area are sufficient in number, character and resources to provide a high standard of education suitable for pupils of different ages, abilities and special education needs. They have a duty to promote the best provision not only for those children currently in a school, but also for future generations of children.

2.2 In 2001/02 there were nearly 10,000 surplus places in Primary School in Leeds, 14.5% of the total number of places available. A number of strategies have been effective in reducing the number of surplus places, including formal reorganisations of provision. Based on agreed proposal as at the end of January 2006, 38 primary schools will have been either closed or amalgamated by September 2006 as a result

of reviews of primary provision to reduce surplus places and consolidate primary provision in 20 primary planning areas. Other strategies used to manage surplus include supporting schools to implement alternative uses of accommodation. By the summer of 2005 the number of surplus places had fallen to around 7,500 or 12%. However, the number of surplus places will continue to rise as the number of pupils in primary schools continues to fall.

- 2.3 The structure of primary provision, in particular primary school size, is an important issue for many authorities because of the declining birth rate and the impact of falling rolls. In Leeds we have seen a steady year on year decline in births since a peak at 10,000 in the early 1990s, to a low of around 7,500 in 2001. Since then we have seen annual increase of 200-300 births. This pattern of decline has been reflected in admissions into primary schools.
- 2.4 In 1996 the primary population peaked at 63,118 children. By January 2006 there were 7,441 pupils in reception classes, nearly 2000 fewer than in 1995, and a primary sector total of 55,010. The total number of pupils in primary schools will continue to fall for as long as the number of pupils entering reception is lower than the number of children progressing from Year 6 to Year 7. Projections, based on forecasts of births provided by the Office for National Statistics, suggest that the primary population will stabilise at about 54,000 in 2010.

3.0 MAIN ISSUES

- 3.1 The attached policy provides the strategic context within which primary school places are managed. The purpose of the policy document is to:
- provide a consistent framework for the structure of primary provision across the city
 - discuss the appropriateness of 'small schools' in an urban setting and propose a preferred size model;
 - describe the rationale for taking action in respect of falling pupil numbers
 - set out the criteria that would lead to a review of primary school provision in a given area.
 - ensure that all stakeholders know their roles and responsibilities

The policy links together key policy strands and is a clear articulation of the City Council's Closing the Gap priorities and the 5 Outcomes specified by the 'Every Child Matters' agenda.

- 3.2 The policy provides an assessment of the current pattern of provision. There are 225 primary schools in Leeds (September 2005), which range in size from 63 to 634 pupils. 111 of these schools have fewer than 210 pupils on roll, with 77 having fewer than 190 pupils, the threshold that triggers small school protection funding.
- 3.3 Consideration is given to the size of schools in relation to a range of aspects, including funding, diversity and choice and attainment, and to the concept of through primary schools. The policy introduces a two form of entry school as Education Leeds favoured model for the benefits, opportunities and economies of scale it can provide. This is proposed as a baseline for developing options when reviewing school provision and is not intended to under-value the quality of provision of schools below this size.
- 3.4 The policy makes reference to alternative models of provision in the form of

federations and collaborations and to the opportunities presented by extended schools. It notes, however, that neither are a panacea to falling school rolls and the difficulties that small schools face.

3.5 Attached to the policy is a framework for reviewing primary provision and the process to be followed. The criterion for selecting an area for consideration are:

- there is at least one school with 25% or more surplus places
- there are low intakes into primary schools in an area and demographic projections do not support an increase in the number of pupils.
- There are one or more small schools defined as having fewer than 190 pupils in an area and concerns exist about their long-term viability
- A school is in Special Measures or there are concerns over a school's ability to deliver a full primary curriculum
- The Asset Management Plan indicates serious issues in respect of school buildings
- Pupil number projections suggest insufficient places to meet demand

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Planning Primary School places is relevant to a number of key priorities identified in the Education Development Plan, the Asset Management Plan and the Corporate Plan, in terms of managing the supply and demand of school places and school improvement. It is also relevant to the Closing the Gap agenda, with the planning of school places taking consideration of wider socio-economic factors and regeneration.

4.2 Policies of this type were previously set out in the School Organisation Plan, which is no longer a statutory document. School Place Planning will be a component of the Children and Young People's Plan, outlining how planning the use of school buildings will meet the Every Child Matter's agenda. This policy document provides the detail that will supplement the Children and Young People's Plan.

5.0 LEGAL AND RESOURCE IMPLICATIONS

5.1 The removal of surplus places often involves capital costs in the context of adjustments to buildings and arrangements to relocate pupils affected. In addition to this, to achieve the objective of securing sustainable, value for money schools, that operate in inspiring environments every attempt is made through primary review schemes to invest in the education estate. For this reason, Education Leeds will seek to have first call on the capital receipt for any school site declared surplus to facilitate improvements in the quality of remaining school accommodation.

5.2 This report and the attached policy provide information on how Education Leeds fulfils the LEA's statutory responsibility to ensure that schools in their area are sufficient in number, character and resources to provide a high standard of education suitable for pupils of different ages, abilities and special education needs.

6.0 CONCLUSIONS

This new policy outlines how the strategic planning of school places will respond to recent government policy drivers and link policy strands within the Every Child Matters umbrella. Any reviews of provision will include engagement with several service areas. The key objective of the management of primary school places is to ensure that all primary schools are successful, thriving and sustainable schools that offer a range of services to their communities and provide an efficient and effective use of available resources.

7.0 RECOMMENDATIONS

7.1 Executive Board is asked to approve:

- a) the attached policy document on the Planning of Primary School Places and
- b) the framework for taking appropriate targeted action across the city.

Primary Schools in Leeds

A Framework for Managing School Places

June 2006

School Organisation Team, Education Leeds



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POLICY FOR THE PLANNING OF SCHOOL PLACES

1.0 Purpose

1.1 Background

Over the past five years, the Primary Review has reviewed provision in 24 primary planning areas. As at the end of January 2006, these reviews have resulted in agreed actions targeted at reducing surplus places and securing sustainable schools in 20 Primary Planning Areas. Tables 1 - 3 list implemented changes to provision, the number of surplus places removed and the associated funding that is redistributed through the school's budget formula. Table 4 lists the areas currently under review.

Table 1: Changes to provision in September 2002

PRIMARY AREA	School Closure	Discontinued	New school opens	Places removed	Savings generated for the Education Budget
Otley	Thomas Chippendale PS	Aug 2002	Ashfield PS Westgate PS All Saints PS	450	£215,000
	Ashfield IS	Aug 2002			
	Westgate IS	Aug 2002			
	All Saints IS	Aug 2002			
	All Saints PS	Aug 2002			
Cookridge	Tinshill PS	Aug 2002		253	£123,000
Chapel Allerton	Leopold PS	Aug 2002		216	£104,000
TOTAL				919	£442,000

Table 2: Changes to provision in September 2004

Planning Area	School closure	Discontinued	New school opens	Places removed	Savings generated for the Education Budget
Bramley	Sandford Primary School	Aug 2004	Hollybush Primary School	210	£120,000
	Wyther Park Primary School	Aug 2004			
Drighlington	Drighlington Infant	Aug 2004	Drighlington Primary School	0	£104,000
	Drighlington Junior School	Aug 2004			
Garforth	Garforth Barleyhill Infant School	Aug 2004	Strawberry Fields Primary School	40	£90,000
	West Garforth Junior School	Aug 2004			
Hyde Park	Royal Park Primary School	Aug 2004		257	£136,000
Meanwood	Bentley Primary School	Aug 2004		315	£128,000
Methley	Methley Infant and Nursery School	Aug 2004	Methley Primary School	0	£97,000
	Methley Junior School	Aug 2004			
Morley South	Blackgates Infant School	Aug 2004	Blackgates Primary School	102	£104,000
	Blackgates Junior School	Aug 2004			
Osmondthorpe	Osmondthorpe Primary School	Aug 2004	Meadowfield Primary School	148	£170,000
	Whitebridge Primary School	Aug 2004			
Pudsey	Waterloo Infant School	Aug 2004	Pudsey Waterloo Primary School	0	£75,000
	Waterloo Junior School	Aug 2004			
Woodlesford	Langdale Primary School and Nursery	Aug 2004		90	£99,000
Yeadon	Yeadon South View Infant School	Aug 2004	Rufford Park Primary School	127	£92,000
	Yeadon South View Junior School	Aug 2004			
TOTAL				1289	£1,215,000

Table 3: Changes to Provision in September 2005

PRIMARY AREA	School closure	Discontinued	New school opens	Places removed	Savings generated for the Education Budget
Allerton Bywater	Great & Little Preston Infant School	Aug 2005	Great Preston C of E Primary	94	£76,000
	Great & Little Preston Junior School	Aug 2005			
Holbeck	Hillside Primary School	Aug 2005	New Bewerley Primary School	201	£118,000
	Greenwood Primary School	Aug 2005			
Morley Central	Cross Hall Infant School	Aug 2005	Fountain Primary School	188	£146,000
	Cross Hall Junior School	Aug 2005			
	Morley Elmfield Infant School	Aug 2005			
Seacroft	Asket Hill Primary School	Aug 2005		210	£120,000
TOTAL				693	£460,000

Table 4. Current Proposals (subject to statutory process)

PRIMARY AREA	Proposal	Proposed date of Closure	New school opens	Current status
Alwoodley	Closure or amalgamation	Aug 2007		Education Leeds undertaking further work following consultation
Far Headingley	Close Beckett Park PS	Aug 2006		Closure confirmed at School Organisation Committee meeting in March 2006
Headingley	Close Headingley PS	Aug 2006	VC school on St Michael's site	Closure confirmed by School Organisation Committee January 2006
	Close St Michael's C of E	Aug 2006		
Meanwood	Close Miles Hill PS	Aug 2007	New school on Potternewton site	Education Leeds and schools considering alternative option of federation following consultation
	Close Potternewton PS	Aug 2007		
Stanningley	Close Rodley PS	Aug 2006	New school on Aireview site	Final decision to proceed from School Organisation Committee December 2005
	Close Aireview PS	Aug 2006		
Richmond Hill	Amalgamation of Mount St Mary's Catholic Primary School and Richmond Hill	Subject to consultation and decisions on funding for a new school		

1.2 Reviews of primary provision have not focused on individual schools, but have considered all schools within an area selected because one or more of the following conditions exist:

- there is at least one school with 25% or more surplus places
- there are significant surplus places across schools in an area and demographic projections do not support an increase in the number of pupils.
- There are one or more small schools in an area and concerns exist about their long-term viability
- A school is in Special Measures or there are concerns over a school's ability to deliver a full primary curriculum
- The Asset Management Plan indicates serious issues in respect of school buildings

This policy document replaces the existing Strategy for School Reorganisations approved by the Executive Board of the City Council in January 2005. It establishes a framework for action that reflects the current demographic context and recent government policy changes.

1.3 The purpose of this policy document is to:

- Provide a consistent framework for the structure of primary provision across the city

- discuss the appropriateness of 'small schools' in an urban setting and propose a preferred size model;
- describe the rationale for taking action in respect of falling pupil numbers
- set out the criteria that would lead to a review of primary school provision in a given area.
- ensure that all stakeholders know their roles and responsibilities

2.0 National and Local Policy Context

2.1 All Local Authorities have a statutory responsibility to ensure that schools in their area are sufficient in number, character and resources to provide a high standard of education suitable for pupils of different ages, abilities and special education needs. They have a duty to promote the best education for not only those children currently in a school, but also future generations of children. Establishing an organisational structure that promotes the optimum for all children and their communities supports this objective.

2.2 The Leeds policy towards the structure of primary provision is a clear articulation of the City Council's Closing the Gap priorities and the 5 Outcomes specified by the 'Every Child Matters' agenda:

- Being Healthy
- Staying Safe
- Enjoying and Achieving
- Making a positive contribution
- Achieving economic wellbeing

3.0 National and Local Demographic Context

3.1 Data from the Office of National Statistics shows a sustained fall in national birth rates since the early 1990s, falling to a national low in the number of births each year in 2001 and 2002 of approximately 561,000 (compared to a peak of 1,014,700 in 1964!). Since 2004 there have been small annual increases. Data from the Office for National Statistics suggests that there may be small increases over the next few years, but that essentially birth rates have now stabilised.

3.2 This national birth pattern is reflected in the local picture in Leeds. Births in the city have fallen since their peak in the early 1990s when there were nearly 10,000 children born per year. A steady year on year decline followed and by 2001 there were only around 7,500 births in the city. Since 2001 we have seen increases of between 200 and 300 births per year. Increases in the birth rate are not uniform across the city but appear to be concentrated in certain areas, such as Harehills, Burmantofts and Holbeck.

3.3 The structure of primary provision, in particular primary school size, has become an important issue for many authorities because of the declining birth rate and the impacts of falling rolls. Admissions into primary schools peaked in Leeds in 1995, when there were 9,388 children in reception classes. The following year there was a peak total of 63,118 children in the primary sector, since when both intakes into Reception and the primary population have steadily declined. In January 2006 there were 7,441 pupils in reception classes, nearly 2000 fewer than in 1995, and a primary sector total of 55,010. The total number of pupils in primary schools will continue to fall for as long as the number of pupils entering reception is lower than the number of children progressing from Year 6 to Year 7. Projections suggest that the primary population will stabilise at about 54,000 in 2010, based on forecasts of births provided by the Office for National Statistics.

- 3.4** In 2001/02 there were nearly 10,000 surplus places in Primary School in Leeds, 14.5% of the total number of places available. A number of different strategies have been effective in reducing the number of surplus places, including formal reorganisations of provision. Between 2002 and 2005 36 primary phase schools have been either closed or amalgamated. Other strategies used to manage surplus include supporting schools to implement alternative uses of surplus accommodation. By January 2006 the number of surplus places had fallen to around 6,700 or 11%. The number of surplus places will increase over the next few years, and in some areas more than others, unless the supply and demand for places continues to be actively managed.
- 3.5** Critical to consideration of surplus places is the issue of primary school size. Although the falling birth rate has been a city wide problem, its impact has not been felt evenly across all schools. As overall pupil numbers fall, some schools are affected more quickly than others. Popular schools tend to continue to fill, while less popular schools see an acceleration in the decline in their rolls. The Authority is required to account for any maintained school that has 25% or more of its places empty (reported through the annual survey to the DfES). Where these schools are also performing poorly (where they are in an OfSTED category), there is an assumption that authorities will consider the long-term future of the school. In 2001/2 there were 45 primary phase schools in Leeds with 25% or more surplus places. As a result of reorganisation actions there were 34 such schools in September 2005. Of these 9 are already subject to area reviews, although specific proposals for these areas are not yet agreed.
- 3.6** Schools are funded on the basis of a national model which is based on per capita funding, while allowing local authorities some flexibility in the per capita formula that is used to distribute the education budget. When school rolls are falling, there are therefore direct implications for schools budgets. Irrespective of the size of school, the management of a school that is contracting poses a difficult challenge. The compromises that may be necessary to remain within budget (reduction in support staff, reorganisation of classes into mixed-ages) may all have an impact on the capacity of the school to deliver the quality of education the school and the Authority would want. Reflecting the impact that the demographic context has on the provision of education services, the DfES issued guidance in March 2005 for schools and authorities on how to manage falling rolls (Tackling Falling Primary School Rolls, DfES).
- 3.7** For smaller schools, the impact of demographic change may be even more severe (loss of non-contact time for the headteacher, cross key-stage classes) and may ultimately create the need for organisational arrangements normally seen in small rural schools in order to balance the budget. Managing falling rolls in an already small school increases vulnerability, raising concerns about viability, the ability of the school to deliver a full curriculum and /or the value for money it provides. In addition small schools are a financial drain on resources that are shared across all schools in an authority.
- 4.0 Primary Provision in Leeds**
- 4.1** The pattern of primary school provision in Leeds reflects the complexity of the demography and topography of the city. There are 225 primary phase schools in Leeds (January 2006), which range in size from 63 to 634 pupils. Table 5 shows the number of primary schools by size and number on roll. 104 through primary schools, 5 infant schools and 2 junior schools have less than 210 pupils on roll.

Table 5: Sizes of Primary Schools in Leeds

NOR Band	Forms of Entry	Number of Schools			
		Infant	Junior	Primary	Total
420 – 630	2-3 FE	0	0	8	8
315 – 419	1.5 – 2 FE	0	0	45	45
210 – 314	1 – 1.5 FE	0	3	58	61
0 – 209	Below 1 FE	5	2	104	111
	TOTAL	5	5	215	225

4.2 31 of all primary schools actually have fewer than 150 pupils. These include 6 Catholic schools, 10 Church of England Schools and 15 community schools, which are distributed across the city. About a third are located in village settings. However, Leeds is a predominantly urban authority and many of these schools are located within the inner city or in areas where alternative education provision is easily accessible to the vast majority of parents. It is within this context that consideration has to be given to the pattern of provision across the city and whether it is appropriate to maintain small schools.

5.0 School Size

5.1 The following sections present some essential considerations in relation to the size of schools. Focus is on both small schools and the optimum size of schools in the Leeds context. Some of the concerns related to small schools operate at school level, while others are linked to the wider pattern of provision across the city.

5.2 What is a small school?

5.3 There is no standard definition of a small school, although consideration of what constitutes small tends to be related to additional costs. Coopers and Lybrand, (Good Management in Small Schools, 1993), took 200 pupils as the number below which a school could be described as small, whereas the Audit Commission (Rationalising Primary School Provision, 1990), identified that the unit costs of primary schools begins to rise steeply when a school has between 80 and 90 pupils. The DfES considers a school under 100 to be small and those under 50 to be very small (Tackling Falling Primary School Rolls, 2005). In Leeds, the level below which primary schools receive additional funding support is 190 pupils.

5.4 The Cost of Small Schools

5.5 Smaller schools cost more per pupil to support and maintain than larger schools. This is the main reason why the appropriateness of maintaining an increasing number of smaller schools has to be questioned. Given the limited resources available to provide to schools, we should therefore work on the premise that small schools should only be maintained for valid educational or practical reasons. The DfES considers schools with 80-100 pupils to cost 16% more per pupil than larger schools. In Rationalising Primary School Provision, the Audit Commission states that: *“If small schools are maintained where they are not justified, funds are pre-empted to provide an expensive form of education for a minority of pupils who have no particular claim on the extra resources involved”*.

5.6 In Leeds, schools receive additional financial support when the school roll falls below 190, delivered through lump sum allocations and small school protection factors. Table 6 below shows the Primary population as at the statutory January count each year, the number of schools and average size. It shows the number of schools with fewer than 190 on roll, the number with fewer than 150 pupils on roll and those with between 150 and 190 on roll. Between 1999 and 2004 there was an increase in the number of schools with fewer than 190 pupils.

The total number of schools in Leeds with fewer than 190 pupils has reduced in recent years because of targeted action on schools with low pupil numbers and the highest levels of surplus places. In 2004 as many as 40 schools had less than 150 pupils, whereas this has reduced to 31 as a result of targeted action which prioritised areas where there was at least one very small school (although there are still more now than in the late 1990s). There are, however, an increasing number of schools that have between 150 and 190 pupils. This number is likely to increase as the total number of pupils in primary schools continues to fall.

5.7 Table 6 shows that from a high point in 1997 the Primary school population has decreased by over 8,000 (13%) whilst the number of schools has reduced by 20 (8%). Despite the recent closure and amalgamation of schools to remove surplus capacity the average size of school has decreased over this period. Had the programme of rationalisation not been undertaken, the average size of school would have decreased even more and there would be many more small schools than presently.

Table 6: Size of Schools 1996-2006

Year	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006
Number of schools	245	245	245	244	244	244	244	241	241	230	225
Number of Pupils 4+ and above	62,175	63,139	62,590	62,300	61,499	60,551	59,496	58,135	56,826	55,834	55,010
Average school size	253.78	257.71	255.47	255.33	252.05	248.16	243.84	241.22	235.79	242.76	244.49
Number with less than 190 pupils	60	56	61	61	67	74	80	80	90	78	77
of which											
Number 150 to 190	26	32	33	32	36	38	42	44	50	46	46
Number with less than 150	34	24	28	29	31	36	38	36	40	32	31

5.8 The funding formula is designed to deliver adequate funding to all schools regardless of size. This is delivered through the use of a number of lump sum allocations and a small school curriculum protection factor, which kicks in when a school has fewer than 190 pupils. In the financial year 2004-5, £681,000 was allocated in small school curriculum protection to schools with fewer than 190 pupils. An additional £530,000 was allocated as small school salary protection to schools with less 10 teachers.

What we find as a result of budget protection and lump sum allocations is that per pupil funding increases for small schools, which are allocated a disproportionate amount of the total formula funding. In 2004/5 the average funding across the city was £2,885 per pupil. At school level, per pupil funding ranged from just over £4,300 per pupil for the smallest schools, to below average for some of the larger schools which received less than £2,500 per pupil.

5.9 The revenue costs of maintaining smaller schools are clear. It is also important that we also consider the 'overhead' costs associated with maintaining more schools than are necessary. These overhead costs include the headteacher and deputy headteacher salaries, administrative staff and premises costs (revenue items) as well as the capital costs of maintaining and developing the school buildings. An average of £150,000 from the budget formula that is spent on fixed costs is redistributed through the budget formula when a school closes. Over the past few years around £2 million has been redistributed through the budget formula through school closures.

5.10 While we maintain more schools than are actually required, funding is diverted from resources used directly for educating children towards premises and overhead costs. Each surplus place in a school represents costs which could be redirected into resources which more directly benefit children – on teachers, support staff and other educational resources. There is an average saving of £449 for each surplus place removed. The gross saving generated per place removed is a function of the size of the school to be closed. The smaller the school, the greater the savings per place removed. For example, each surplus place removed in a school with 150 pupils generates a saving of around £650. The objective of the removal of surplus places and reducing the number of small schools in Leeds is to target resources more efficiently by consolidating provision into larger schools. A pattern of provision based on fewer small schools and larger, more cost-effective schools would ensure that the maximum amount of revenue and capital funding is made available to schools to target raising achievement.

The savings figures provided in this report are those that are redistributed through the Education budget and include factors such as premises costs, assuming that the relevant school sites are not retained by the City Council. When a school site no longer required for educational purposes is retained for alternative use, costs are incurred by the City Council.

5.11 Financial Viability

5.12 Although many schools manage to maintain a balanced budget during a period of pupil number contraction, the challenge of downsizing *can* lead to difficulties. These may arise when the rate of pupil number decline has been very steep and has not allowed sufficient time for a planned reduction in resources. Alternatively, the school may experience pupil number fluctuations that are impossible to plan for.

The funding formula in Leeds offers protection to schools in these situations by ensuring that each school receives at least 97% of the cash that it received in the previous year through the use of a Safety net factor. In addition the funding formula ensures that each school is funded for the required number of teachers in key stage 1 in order to implement the Government Class size pledge.

5.13 A more intractable situation associated with a school that has become small is where consistently low year groups are insufficient to meet the full cost of a class teacher. This situation is typically found in a school where falling rolls have reduced the number of pupils to below the 1FE threshold. Strategies to manage this include mixed-age classes and in some cases cross-stage classes. When numbers continue to fall schools can find that they are in a situation where redundancies are unavoidable if the schools is to avoid budget deficit.

5.14 In order to reduce costs, schools have to make difficult decisions about reducing resources. These reductions may impact on the capacity of the school to maintain a high standard of education (e.g. loss of non-contact time, fewer support staff, mixed-age classes) and may ultimately lead to a very stretched organisation that is unable to cope with challenge or to improve.

5.15 Diversity and Choice

- 5.16** The Education and Inspections Bill 2006 places a duty on local authorities to act as a commissioner of services for pupils and parents. This includes the duty to promote choice and diversity in relation to the provision of school places and ensuring fair access. Parental demand for schools of a particular character or size within a local community and consultation with local providers over extended use are among the factors to be considered when planning provision.
- 5.17** A case is often presented that size of school is an important consideration for parents and maintaining small schools is perceived to be a way of offering parents choice and diversity of provision. Many of the small schools that exist in Leeds are located in inner city areas of high deprivation. It is often suggested by the communities served by these schools that the small class sizes they offer are appropriate for the children that the schools serve.
- 5.18** Across Leeds there are a total of 29 Catholic Primary Schools, and 39 Church of England Primary Schools (Voluntary and Controlled). There can sometimes be a presumption that denominational provision is protected from review on the grounds of diversity, despite the fact that some denominational schools are also feeling the impact of falling primary rolls. This is in fact not the case. The planning of school places is aimed at maintaining the balance of denominational provision within the authority. To this end Education Leeds therefore works in partnership with the Church of England and Catholic Dioceses to ensure that all schools are sustainable.
- 5.19** The majority of schools in Leeds are located in an urban environment – 165 primary phase schools in Leeds are located within a five mile radius of the city centre. Other areas such as Guiseley, Morley, Otley, Boston Spa, Wetherby and Garforth are all peri-urban and parents have choice in local schools. Some schools within Leeds are considered to be rural and the DfES is in the process of updating its list of schools classified as rural (based on geographic areas), which will be finalised following consultation with LEAs at the end of June 2006. The schools in Leeds that meet the government's criteria for rural status are mainly those in village settings that are isolated from other provision. Government regulations that presume rural schools should be protected from closure recognise that it can be justified to maintain small schools in rural areas where communities are isolated. However, there may be cases where closing a rural school is recommended as in the best interest of educational provision in an area. Such decisions should always be considered in the light of the environmental and social impact on the local community and the degree of choice of alternative provision.
- 5.20** We think of primary schools as the heart of their community. They need to be considered therefore within their local, geographic context, taking into consideration a range of factors, including wider socio-economics factors, regeneration activities and equalities. School organisation planning supports the closing the gap agenda in a number of ways, by ensuring that all families can access quality provision. It also offers the opportunity to support community cohesion through the creation of mixed schools that reflect the diversity of Leeds.
- 5.21 Size and attainment**
- 5.22** In 2003, the Audit commission reported that *“the relationship between the structure of school provision and school standards is neither direct nor straightforward. There are no general rules that can be applied to all circumstances”*¹
- 5.23** Although the issue of school size has been the subject of discussion for many years, the evidence of its impact on pupil achievement is still inconclusive. In many cases, apparent differences can be explained by other factors such as socio-economic status.
- 5.24** A relevant factor in the context of this policy is the challenge of managing falling rolls and whether this is more acute in smaller school situations. The concept of “withering on the

¹ Audit Commission

vine” is based on real experiences of schools where reduced staff capacity and a lowering of morale combine to reduce the educational experience of pupils and standards. The converse has however, also been experienced, where schools that are decreasing in size have maintained a high standard. It has to be acknowledged that managing contraction and the associated reduction in resources, nevertheless poses a risk that can impact on the capacity to deliver a full curriculum and maintain standards.

6.0 Through Primary Schools

6.1 Over the past few years, a number of infant and junior schools have been amalgamated in Leeds into through primary schools (9 sets). Although the direct relationship between school structure and attainment is unclear, recent national analysis² has concluded that there is a general plateau at Year 3 and that the transfer between an infant and junior school at this stage in a child’s education could impede pupil progress. In a primary school, children benefit from the consistency and familiarity of one team of staff and schemes of works and policies that underpin the work of the whole school. Teachers have the opportunity to work across a broader age range and to enhance the effectiveness of curriculum planning and leadership. Primary Schools are also better placed to deliver the National Curriculum in a continuous and coherent way, with a single school ethos. Through primary schools allow Governors to consider targeting spending across the key stages working with a broad base budget with more flexibility as a result.

Although primarily concerned with the statutory age group, the increasing emphasis on the development of services to children of the 0-5 age range and their families is consistent with ‘through’ school development. The traditional extension of school based activities beyond the traditional learning environment would suggest the need for consolidation of resources inherent in the establishment of ‘through’ schools.

7.0 The Benefits of Larger Primary Schools

7.1 The policy highlights the benefits, opportunities and economies of scale a larger primary school (2 forms of entry or 420 pupils in total) can provide. A larger school has the following characteristics and opportunities:

Curriculum – a larger staff team and budget gives flexibility and opportunity to develop strengths and expertise in more areas (e.g. dyslexia, gifted and talented provision), For example, staff can lead a single subject across the school encouraging in depth focus in the delivery of that subject; there are likely to be more opportunities for the teaching of non-core subjects (e.g. foreign languages, citizenship) and to provide a range of different curriculum opportunities to support excellence and enjoyment.

Staff – Teaching in a large school can offer staff a range of professional development opportunities. For example, teaching in a large school offers access access to a greater range of staff talent and expertise impacting positively both on pupil provision and personal professional development; they may be opportunities to gain a broader professional experience from working with a wider range of ages; there may be more opportunities to offer enrichment or extra-curricular provision. A larger school is also more likely to offer non—contact time for staff and the leadership team, with greater scope to focus on school improvement.

Pupils – Pupils have increased social opportunities through pursuit of a wider range activities including extended school provision; children’s ability to forge relationships and celebrate diversity are enhanced in a larger school where there is likely to be increased inclusion and diversity. Pupils also have access to a greater range of staff talent and expertise which can bring a host of additional benefits.

² Jean Ruddick, Cambridge University, research commissioned by TES, Nov. 1992

Parents – As schools move to greater community focus, larger schools are more likely to be able to offer extended use and additional facilities, such as 'wrap-around' care, adult education etc.

Resources – A larger budget offers flexibility to improve facilities (e.g. ICT hardware, disabled access adaptations) and facilitate the development of initiatives, including the appointment of a varied range of support staff.

7.2 The model of a larger school provides a helpful baseline in developing options for the reorganisation of schools and considering the situations of schools with falling rolls. This does not imply a desire in Leeds to develop a uniform system of larger schools nor does it under-value the quality of provision in schools that are below this size, in particular full one form of entry schools.

8.0 Federations and Collaborations

8.1 The Education Act 2002 provides certain freedoms which had not previously existed, one of which enables two or more schools either to federate under a single governing body or to "arrange for the joint discharge of functions either through whole governing bodies or through joint committees". A Federation is where up to five schools (this can just be primary schools or it can be a mixture of primary, secondary and special) come together under one or more headteachers, but under a single governing body. A federation can include any or all categories of schools – community, voluntary controlled, voluntary aided and foundation - and each school retains its own status and character. A less formal joining of schools is through a collaboration, where schools can agree joint functions or committees to make strategic decisions or agree on matters of common interest.

Federations offer governing bodies an opportunity to take a strategic view of the future direction of their schools to strengthen the provision available. They can offer schools:

- opportunities to learn from and support each other and share expertise to deliver higher quality provision
- the opportunity for joint staffing arrangements, including specialist teachers,
- wider career opportunities and broader staff training
- economies of scale in resourcing provision

8.2 Federations and Collaborations are not a panacea where pupil numbers continue to fall or where schools are not expected to increase in size. It is questionable whether the federation of two small schools would result in more efficient use of funds to support teaching and learning. Federations do not necessarily result in significant financial savings to release funds that can be ploughed into additional teaching or other support and in some cases could require more funding to be directed to management. This would very much depend on the particular circumstances and structure of a federation and the resources available. In terms of the overall education budget, the cost of funding small schools that are federated is the same as maintaining the small schools themselves, as they continue to be funded as individual institutions. Federations of larger schools are likely to offer more potential to realise the advantages of increased collaboration.

8.3 Increasing linkages between schools through federations and collaborations is one option to consider where a review of provision is being undertaken. Federation could remove the potential competitive aspects that may already be there between schools and produce greater community cohesion. However, it should only be supported where the outcomes will be improved educational experiences for children.

9.0 Extended Schools

9.1 A key plank of the delivery of integrated children's services and delivery of the DfES Five Year Strategy is extended schools. What is required of an extended school will vary from community to community but essentially all primary schools whether themselves or in clusters should be able to offer their parents the core offer of: affordable childcare from 8am to 6pm all year round, a wide range of study support activities, parenting support opportunities and swift and easy referral to a wide range of specialist support services for pupils.

9.2 Extended schools offer the opportunity to make better use of existing buildings. Schools with surplus accommodation can look at a range of options and benefits in delivering a range of services on site, such as Early Years provision and Children's Centres. The development of extended services is an important consideration when rationalising school space across an area. However, for extended schools to fulfil the Children's Services agenda, they need to be sustainable and thriving institutions that can reach a high number of parents. Extended schools are not a panacea for falling school rolls, although they may redistribute preference patterns.

10.0 Emerging Issues

The Education and Inspection Bill currently before Parliament proposes significant changes to the way in which education is delivered, how schools are managed and brings to the forefront a variety of issues which explicitly impact upon school organisation. For example, the Bill proposes that competitions are held for all new schools, that the local authority promotes choice and diversity when carrying out their strategic duties in relation to the provision of school places, and it proposes the abolition of the School Organisation Committee, with the Local Authority taking over their existing functions. The full impact of the Bill will become clear as the details emerge through the committee stage and policies and processes will be adapted as appropriate.

11.0 Summary

11.1 This policy provides the context for the planning of primary school places in Leeds. The key objectives of the planning of primary school places are (not in priority order) to:

- ensure that all primary schools are successful, thriving and sustainable schools that offer good value for money and provide an efficient and effective use of available resources
- strengthen the important role primary schools play within local communities by supporting the capacity of schools to become extended schools, supporting closer working between universal services, offering a range of services to children, families and the wider community and enabling schools to contribute to the delivery of the five outcomes required by the Every Child Matters agenda
- encourage inclusive opportunities to meet the needs of children with special educational needs or emotional and behavioural problems, working with Special Inclusive Learning Centres.
- promote collaborative relationships between primary, secondary and special schools designed to improve standards and promote community cohesion by sharing and disseminating best and successful practice.
- ensure the efficient use of school buildings by balancing the supply and demand for school places and ensuring primary schools operate in an appropriate physical environment, equipped to accommodate new curriculum initiatives and to support a range of learning styles.

- Ensure that schools are able to attract and retain sufficient numbers of high quality school staff³

11.2 The attached framework outlines the processes followed when primary provision is reviewed. It outlines the criteria that trigger a review of provision, the process for developing options for change, the current statutory process and implementation.

³ *Every Child Matters : Change for Children in Schools DfES 2005*

FRAMEWORK FOR THE REVIEW OF PRIMARY SCHOOL PLACES 2006-2008

1. Purpose

This framework lays out the review process followed in Leeds and indicates where the primary provision meets the criteria for review over the 2006-2008 period.

2.0 Criteria for Review

2.1 Primary schools in Leeds are grouped into 57 Primary Planning Areas – groups of schools that serve geographic areas across the city. Concerns about an individual school may be the trigger for reviewing provision, but reviews of provision will continue to focus on all schools within a primary planning area as the initial unit of analysis, widening to consider adjacent Planning Areas where appropriate. A Primary Planning Area is selected for a review of provision where one or more of the following conditions exist:

- there is at least one school with **25%** or more surplus places
- there are low intakes into primary schools in an area and demographic projections do not support an increase in the number of pupils.
- There are one or more small schools defined as having fewer than **190** pupils in an area and concerns exist about their long-term viability
- A school is in Special Measures or there are concerns over a school's ability to deliver a full primary curriculum
- The Asset Management Plan indicates serious issues in respect of school buildings
- Pupil number projections suggest there are insufficient places to meet demand.

2.2 The size threshold that Leeds City Council is recommended to adopt is **190 or fewer pupils**. This is based on the level at which the small schools allowance is currently triggered. This threshold will function in a similar way to the 25% or more surplus places trigger, indicating a need to consider whether there is a need for a review of places and provision in the area. Schools with fewer than 190 pupils are likely to exhibit some of the characteristics associated with small schools – surplus places, falling numbers on roll that are projected to continue or at best not improve, existing or predicted budget difficulties and a low intake of pupils nearest to the school.

2.3 There is a presumption that Authorities should have regard to the need to preserve access to local schools for rural communities. Although this does not mean that a rural school should never close, the case for doing so should be carefully considered.

2.4 Education Leeds works in close partnership with the Church of England and Catholic Diocese and therefore includes all schools in the review process, irrespective of denominational status. A collaborative approach is taken towards any reorganisation of provision that affects the number of denominational places available across the city and within primary planning areas. The review process will, therefore, always include denominational schools.

3.0 Developing plans for action

3.1 Data from the Pupil Level Annual School Census taken each January is analysed annually to assess which schools have reached the triggers of either 25% or more surplus or 190 or fewer pupils. From there, possible options for change are considered in the context of future projections for schools in the relevant planning areas. The result of this review may be a decision to take no action but to continue monitoring the situation. Alternatively, a decision could be taken to formally review provision in an area with a view to developing options in detail with stakeholders.

- 3.2 When developing individual proposals that add, remove or relocate places, assessment of a range of issues is considered within an equalities impact framework. Demographic data, both current and projected, is the main driver that shapes proposals to ensure that the supply of provision is appropriate to meet demand in terms of the required forms of entry. Supporting this analysis consideration is also given to:
- The geographic distribution of schools and other environmental factors, such as travelling distances and access
 - Resource management and cost effectiveness
 - The coherence and continuity of the curriculum and school standards
 - Vulnerable children and SEN
 - Early Year and Children's Centre provision
 - Community cohesion issues and needs and extended schools opportunities
 - The appropriateness of buildings – their location, design and layout, proximity and fitness for purpose
- 3.3 It is the intention of Education Leeds to link key policy strands together through the review process. Any changes to provision will be considered within the Every Child Matters and No Child Left Behind Framework, capitalising on opportunities to establish extended schools and integrated children's services on an area specific basis. During the review process schools in a Planning Area will be supported to become extended or community schools through links with external agencies, providers of a range of services and a range of resourcing options. Examples include breakfast clubs, pre-school provision, after school care provision, health services (eg. accommodation for school nurses), accommodation for adult education etc, the opportunity to increase inclusion and partnerships as part of the Inclusion Strategy and development of Specialist Inclusive Learning Centres (SILCs).
- 3.4 Early considerations of the issues that need to be addressed and the development of options will therefore include discussions with schools within a primary planning area and colleagues from a number of different backgrounds - Early Years, Extended Schools, Social Services and Health, Regeneration and Housing.
- 4.0 The Statutory Process (as at June 2006)**
- 4.1 Once a preferred proposal is identified by the Executive Team of Education Leeds, and approved by Education Leeds Board, the Executive Board of the Council is asked to approve formal consultation on the proposal. Over a 6 week period, consultation is undertaken with staff, governors, parents and the community of affected schools through meetings and the opportunity for people to present their views in writing. At the end of this period, all of the responses are collated and analysed and reported back to the Executive Board, with a recommendation on the way forward.
- 4.2 If a decision is made to continue with the reorganisation proposal, the City Council publishes a statutory notice in the Yorkshire Evening Post, at the main entrances to affected schools and other conspicuous places. People are invited to submit statutory representations, which can be both in support of the proposal or an objection to it. All appropriate documentation is forwarded to the School Organisation Committee (SOC), who, if there are objections, will decide whether or not to approve the proposal. If the SOC fails to reach a unanimous decision, it will refer the proposal to the School Adjudicator, appointed by the DfES. In the event that there are no objections to a proposal, the decision on final approval will fall to the Executive Board of the City Council.

- 4.3 The Education and Inspection Bill currently indicates significant changes to the statutory process and decision-making on school provision. For example, the White Paper proposes that School Organisation Committees are abolished and the Authority, as a commissioner of provision, would take decisions on proposed new schools promoted by trusts or other providers. The review process will adapt to reflect any legislative changes arising from a new Education Bill.

5.0 Implementation

- 5.1 There are several stages to the implementation of proposals, which have to be taken in sequence in order to ensure that schools are staffed and equipped to provide for pupils affected by changes to provision, and in the case of new schools so that they can open in time. Comprehensive strategies are in place to support schools, staff, children and parents through the change process.

Education Leeds works directly with schools to plan a comprehensive range of appropriate actions to successfully implement change, with focus on ensuring mitigation against any short term risks to young people's attainment and progress in learning. Implementation includes ongoing support for schools affected by reorganisation and regular monitoring and evaluation of their progress.

6.0 Other Strategies for Surplus Place Removal

A strategic approach is adopted for the removal of surplus places in schools that have surplus but are required due to demand or their geographic location. This involves a number of actions that support the key objective of reducing the number of surplus places, while improving standards, enhancing the quality of school buildings and promoting the concept of extended or community schools. This links with a range of strategic plans including the Early Years Childcare Development Plan, the Asset Management Plan, the School Improvement Strategy and the Inclusion Strategy, as well as incorporating creative local solutions.

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Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14th June 2006

SUBJECT: : Primary Review: Proposals for Meanwood Primary Planning Area

EXECUTIVE SUMMARY

1 Introduction

- 1.1 The report informs the Executive Board of the outcome of the further discussions that have taken place since the formal consultation that took place in Summer 2005. It recommends that the proposed closure of Potternewton and Miles Hill Primary Schools and the establishment of a one and a half form of entry primary school on the Potternewton site in September 2007 be confirmed, and authority is sought to publish statutory notices to that effect.

2. Background

- 2.1 The Meanwood Planning Area comprises Carr Manor, Miles Hill, Potternewton, Meanwood CE and St Urban's Catholic Primary Schools. There is concern over the long-term viability of the current pattern of provision and the impact of low pupils numbers on Miles Hill and Potternewton Primary Schools. In January 2006 the two schools had only 134 and 98 pupils on roll and significant surplus places. Current and projected intakes are much lower than the schools' admission numbers. The aim of the proposed amalgamation is to provide sustainable schools in the area.

3. Main Issues raised during Consultation

- 3.1 In September 2005 the Executive Board received a report detailing the outcomes of the formal consultation on a proposal to close Miles Hill and Potternewton Primary Schools and to establish a new school on the Potternewton site. The report summarised the issues raised together with Education Leeds' responses. In summary, the main issues raised were
- why this proposal differed from those earlier consulted upon (the closure of Potternewton and an amalgamation of the two schools on the Miles Hill site).
 - Opposition to the closure of Miles Hill Primary School:
 - Impact on the partnership with North West SILC:

- Impact on Standards:
- Access to the Potternewton site:
- Impact on the community and future use of Miles Hill site

Following careful consideration of the views expressed during the consultation period, Education Leeds considered that there were two options to consider – either a) proceeding with the amalgamation proposal or b) retaining provision on the existing sites, by establishing a Federation of the two schools which would address some of the concerns regarding the educational viability associated with small schools. Education Leeds recommended proceeding with the proposal. The Executive Board instructed Education Leeds to undertake further work to explore the viability of establishing a federation between or involving the two schools.

4. Outcome of further work exploring the viability of a federation

4.1 The option of a federation between or involving the Potternewton and Miles Hill Primary Schools was discussed in a series of meetings with the Headteachers and Chairs of Governors of schools in the area and in discussion with local Ward Councillors, in the context of the advantages and disadvantages. Consideration was given to a federation of Potternewton and Miles Hill Primaries and a wider federation including other schools. None of the other schools within the immediate geographic area perceived joining a federation as an appropriate or beneficial way forward for their development. The discussion therefore developed to focus on a federation between Potternewton and Miles Hill Primary.

4.2 A federation would offer the advantage of maintaining provision on two sites. However, it would be very difficult for the two schools to continue to provide quality provision from both sites if the number of pupils continued to fall or did not improve. The federation would want to gain maximum benefit from the opportunity to pool resources, but it would be difficult to do so if the federation was restricted by a need to continue to operate both Key Stage 1 and Key Stage 2 provision from both sites. Pupil numbers could stabilise if parents felt reassured that provision on both sites would continue to be delivered. However, demographic projections continue to suggest that there would be many more places available than demand and Potternewton and Miles Hill will both continue to feel the impact of this. In summary, it was felt that a federation would not address the fundamental issue of demographic decline in the Meanwood area.

5. Conclusion

5.1 Education Leeds remains of the view that to proceed with the amalgamation of Potternewton and Miles Hill Primary Schools is the most appropriate way to tackle concerns with the viability of educational provision in the area. A federation would secure the retention of public services on both sites and would ease the difficulties that schools face when there are falling rolls and low demand. However, it would not ensure that provision is sustainable or guarantee a long-term solution in the context of projected demand. This could be achieved by the amalgamation which would consolidate provision into four schools in the Meanwood area, offering future parents the choice of the school on the Potternewton site, Carr Manor Primary, Meanwood CE Primary and St Urban's Catholic Primary. This pattern of provision would secure quality education for the local community.

- 5.2 However, for this proposal to successfully proceed, there will need to be very careful management of the transition period to support parents, staff and pupils. Education Leeds will engage with other local agencies and Council departments to plan implementation to minimise the negative impacts on the community. An important element of this will be to consider how current facilities can continue to be accessible to all members of the community. Options for consideration include continued use of the Miles Hill site and use of other facilities within the locality. Education Leeds will also work with all schools in the area, including the new school, to provide extended school provision that can be tailored to the community's needs.

5 Financial Implications

- 5.1 There would be an annual revenue saving of approximately £120,000 from this amalgamation proposal.
- 5.2 The Miles Hill Primary School site would be declared surplus to educational requirements if this proposal proceeds. There is a potential for the building to be retained by the City Council for public service provision and/or community use. If, however, there is a capital receipt generated from the site, this would be used to fund primary review works, including improvements at Potternewton Primary School.

6. Recommendation

Executive Board is asked to approve that a statutory notice is published to:

- close Miles Hill Primary School on 31st August 2007
- close Potternewton Primary School on 31st August 2007
- establish a 1.5 FE primary school on the Potternewton site on 1st September 2007.

Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14th June 2006

SUBJECT:

Electoral wards Affected:

Chapel Allerton
Moortown

Specific Implications For:

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

1.0 PURPOSE OF THE REPORT

- 1.1** The report informs the Executive Board of the outcome of the further discussions that have taken place since the formal consultation that took place in Summer 2005. It recommends that the proposed closure of Potternewton and Miles Hill Primary Schools and the establishment of a one and a half form of entry primary school on the Potternewton site be confirmed, and authority is sought to publish statutory notices to that effect. The proposal would be implemented in August 2007.

2.00 BACKGROUND INFORMATION

- 2.1** The Meanwood Planning Area comprises Carr Manor, Miles Hill, Potternewton, Meanwood CE and St Urban's Catholic Primary Schools. A review of provision in the area was undertaken in 2003 and this resulted in the closure of Bentley Primary School in August 2004. A request was made by the Executive Board at their meeting on 15th October 2003 for a further report from Education Leeds during the 2004/5 academic year on the sustainability of continued provision at Potternewton Primary School. This triggered a further review of provision in the Meanwood Planning Area.
- 2.2** On 18th May 2005, the Executive Board considered a report which outlined options for the future pattern of primary provision in the Meanwood Primary Planning Area. At this

meeting, the Executive Board granted Education Leeds permission to undertake public consultation on a proposal to close Potternewton and Miles Hill Primary Schools and establish a one and a half form of entry primary school on the Potternewton site. A six week period of public consultation ran from 6th June until 18th July. On 21st September 2005 the Executive Board received a report summarising the results of the consultation. The Board asked that Education Leeds undertake further work exploring the viability of a federation involving the two schools as an alternative to the recommendation to proceed with the proposed closure.

3.0 MAIN ISSUES

3.1 There is continuing concern over the long-term viability of the current pattern of provision in Meanwood. We have some popular, thriving schools in Carr Manor and Meanwood CE Primary Schools, a popular Catholic school in St Urban's and two smaller schools in Potternewton and Miles Hill Primary Schools. Based on the January 2006 pupil count, with only 98 pupils on roll, Potternewton Primary School has the second highest percentage of surplus places of all of the schools at 58%. Miles Hill Primary School has only 134 pupils on roll, although up to an additional 15 pupils are on site from NW Special Inclusive Learning Centre (SILC). The school also has a high percentage of surplus places at 44%. Intakes into both Miles Hill and Potternewton Primary Schools are significantly lower than the schools' admission numbers of 40 and 50 respectively – for September 2006 only 13 children were allocated into Reception at Potternewton and 19 into Reception at Miles Hill. Projections do not suggest that future intakes will be adequate to maintain both schools.

3.2 The closure of Bentley Primary School in August 2004 has not had a significant impact on the number on roll at either school. First preferences for both schools remain low, compared to the other four schools in the Meanwood planning area. Current analysis indicates that Miles Hill and Potternewton Primary Schools attract only around 20% of their local population, compared with a citywide average of just over 50%.

3.3 The long-term vision for primary provision in Meanwood is for all local schools to be sustainable, well resourced schools that offer an inspiring education for pupils. The aim of the proposed amalgamation of Miles Hill and Potternewton Primary Schools is to ensure all children in the area have access to a high quality of education, with the reassurance that schools have sufficient pupils and resources to be sustainable into the future.

3.4 Summary of main issues raised during Public Consultation

A detailed analysis of the issues raised during consultation was submitted to Executive Board in September 2005. Those issues are summarised below.

3.5 Change of proposal: Education Leeds was questioned on the reasons for the current proposal and why it differed from those consulted upon earlier (the closure of Potternewton and an amalgamation of the two schools on the Miles Hill site).

Education Leeds response: Some action is necessary to tackle the vulnerability of some of the schools serving the area. The aim of the current proposal is to provide a sustainable pattern of provision for the future, with a good geographic distribution of schools in relation to where pupils live. This proposal responds to many of the concerns raised during consultation on earlier proposals. The Potternewton site is the preferred site for an amalgamated school as it is very centrally located in relation to the population

served by both schools.

- 3.7 Opposition to the closure of Miles Hill Primary School:** A number of reasons were provided for why Miles Hill Primary School should be retained as a one form of entry school. The school is valued by parents and pupils, and is considered to be the community hub of the Beckhill estate.

Education Leeds response: Reviews of school places do not focus on individual schools but consider the pattern of primary provision across a geographic area. There are not currently, nor projected to be, sufficient pupils for both Miles Hill and Potternewton to be retained as one form of entry schools. An amalgamation would be founded on the strengths of the existing schools, with as much continuity preserved as possible. The new school presents the opportunity to establish a sustainable, extended school to serve the local area with similar facilities to those that currently exist in both schools.

- 3.8 Partnership with North West SILC:** Concern was expressed on the impact of the loss of the inclusive partnership that Miles Hill currently operates with the North West Special Inclusive Learning Centre.

Education Leeds response: Education Leeds would work closely with the families of children at the NW SILC affected to secure suitable alternative inclusive opportunities. A similar partnership could be considered with the new school.

- 3.9 Impact on Standards:** Concern was expressed that larger classes and mixed age groups which would be detrimental to children's education and the Potternewton building would not be sufficiently large to accommodate all pupils or to offer the same range of opportunities as currently.

Education Leeds response: Schools that have low enrolments and falling pupil numbers do not necessarily have smaller classes due to the way in which formula funding is allocated. How the new school chooses to organise pupils would depend on the number of children at the school. The Potternewton building is sufficiently large to accommodate an intake of up to 45 pupils per year (315 in total). The building is large and light and has the potential for additional facilities to be provided.

- 3.10 Access to the Potternewton site:** Concern has been expressed that the Potternewton site is difficult for pupils currently at Miles Hill to reach. Families would have longer journeys to school and children would have to cross busy roads, in particular Potternewton Lane.

Education Leeds response: Some children currently attending Miles Hill School would have a slightly longer journey to school, although for some the journey to the new school would be shorter. The new school would be supported in developing a school travel plan and safe walking routes.

- 3.11 Impact on the community and future use of Miles Hill site:** Concerns regarding the impact of the proposal on local communities focus on the loss of Miles Hill to the Beckhill Estate and the view that the communities served by the two schools would not easily integrate. Suggested proposals included retaining Miles Hill Primary School as an extended school or, if the proposal were to proceed, that the site was retained as a community facility.

Education Leeds response: The transition and implementation phases would need to be very carefully managed to support the families affected if the amalgamation proceeds. With regards to council service provision, one option would be for the City Council to consider retaining the Miles Hill site for community facilities to support continued regeneration of the Beckhill estate.

3.12 Federation

The option of a federation between or involving the Potternewton and Miles Hill Primary Schools was discussed in a series of meetings with the Headteachers and Chairs of Governors of schools in the area and in discussion with local Ward Councillors, in the context of the advantages and disadvantages. Consideration was given to a federation of Potternewton and Miles Hill Primaries and a wider federation including other schools. None of the other schools within the immediate geographic area perceived joining a federation as an appropriate or beneficial way forward for their development. The discussion therefore focused on a federation between Potternewton and Miles Hill Primary.

3.13 A federation can take a range of different formats. In this context, a formal federation was considered that would bring the two schools together under one governing body. The benefits of such a federation could include a range of opportunities to support the sharing of resources and best practice, a potentially stronger senior and middle management team, a stronger teaching team through the appointment of shared staff, better support and development opportunities for governors and some savings in planning and administration time. In a federation the schools would remain as separate institutions and therefore the funding that the schools receive would be delivered as it is currently, via the funding formula and determined by the number of pupils in the schools.

3.14 A federation would offer the advantage of maintaining provision on two sites. However, it would be very difficult for the two schools to continue to provide quality provision from both sites if the number of pupils continued to fall or did not improve. The federation would want to gain maximum benefit from the opportunity to pool resources, but it would be difficult to do so if the federation was restricted by a need to continue to operate both Key Stage 1 and Key Stage 2 provision from both sites. Pupil numbers could stabilise if parents felt reassured that provision on both sites would continue to be delivered. However, demographic projections continue to suggest that there would be many more places available than demand and Potternewton and Miles Hill will both continue to feel the impact of this. In summary, it was felt that a federation would not address the fundamental issue of demographic decline in the Meanwood area.

3.15 An amalgamation as a split site school

A further option that has been considered is an amalgamation as a split site school. This could be an initial step in bringing the two school communities together, but would not provide a suitable long-term solution. Like a federation, this would not address the issue of demographic decline. Whereas in a federation, the schools would continue to be funded as presently this would not be the case in one school operating from two sites. The school's budget would be less than the schools currently receive as individual schools. A split-site school would receive a split-site allowance within the funding formula. However, some funding is allocated on a school basis (such as standards funds) and where currently both schools benefit from an allocation, the new school would receive only one amount. The schools currently receive small school funding which protects them to some degree from falling pupil numbers, but as one school this amount would also reduce.

3.16 The operation and maintenance of two school buildings would put pressure on the

school budget. The Governors of the split-site school would be more than likely to realise within a short period of time that it would be beneficial to consolidate onto one site in order to secure value for money and to maximise the funds that are spent directly on the delivery of quality education.

4. IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Planning primary school places is relevant to a number of key priorities identified in the Children and Young People's Plan, the Asset Management Plan and the Corporate Plan, in terms of managing the supply and demand of school places and school improvement. It is also relevant to the Closing the Gap agenda, with the planning of school places taking consideration of wider socio-economic factors and regeneration.

5.0 LEGAL AND RESOURCE IMPLICATIONS

5.1 Financial implications

There would be annual revenue saving of approximately £120,000 from the closure of Miles Hill Primary School and a saving of £123,000 from the closure of Potternewton Primary School. This would be reduced by approximately £120,000 due to the establishment of the 1.5 FE primary school to accommodate existing pupils, and potential costs incurred during the transition period, for example to protect staff at closing schools.

5.2 The Miles Hill Primary School site would be declared surplus to educational requirements if this proposal proceeds. As indicated above, there is a potential for the building to be retained by the City Council for public service provision and/or community use. If there is a capital receipt generated from the site, this would be used to fund primary review works, including improvements at Potternewton Primary School.

5.3 Legal implications

The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.

5.4 The recommendation of this report to proceed with the proposal initiates the required statutory process. If objections are received during the representation period of the statutory notice, the proposal will be forwarded to the School Organisation Committee for consideration.

5.5 Timescale

The envisaged timescale for the statutory process is as follows:

June 2006 Publish notices giving 6 weeks for representations.

End July 06 Notice expires

August 06 Exec Board for permission to refer to School Organisation Committee, if there are objections otherwise for Executive Board to determine

End Oct 06 Deadline for SOC decision

Sep 2007 Implementation

5.6 Equality Implications

The proposals have been subject to equality impact assessment. There are no anticipated significant differential impacts on the basis of ethnicity, disability or gender associated with the proposals. The five schools in the area have a variety of ethnic composition and the percentage of White/British pupils ranges from 44% to 85% White/British pupils. Carr Manor has the greatest ethnic mix. Miles Hill is predominantly White/British. Potternewton has 60% White/British pupils and 20% Black pupils. The reorganisation proposal could shift the ethnic balance in local schools, but this is not likely to cause significant issues or impact on pupils' attainment.

5.7 Potternewton Primary School is an accessible school, but would require some minor additional work to ensure full accessibility in line with the Disability Discrimination Act.

6.0 CONCLUSION

6.1 Education Leeds remains of the view that to proceed with the amalgamation of Potternewton and Miles Hill Primary Schools is the most appropriate way to tackle concerns with the viability of educational provision in the area. A federation would secure the retention of council service provision and community use on both sites and would ease the difficulties that schools face when there are falling rolls and low demand. However, it would not ensure that quality provision is sustainable or guarantee a long-term solution in the context of projected demand. This could be achieved by the amalgamation which would consolidate provision into four schools in the Meanwood area, offering future parents the choice of the school on the Potternewton site, Carr Manor Primary, Meanwood CE Primary and St Urban's Catholic Primary.

6.2 However, for this proposal to successfully proceed, there will need to be very careful management of the transition period to support parents, staff and pupils. Education Leeds will engage with other local agencies and Council departments to plan implementation to minimise the negative impacts on the community. An important element of this will be to consider how current facilities can continue to be accessible to all members of the community. Options for consideration include continued use of the Miles Hill site and use of other facilities within the locality. Education Leeds will also work with all schools in the area, including the new school, to provide extended school provision that can be tailored to the community's needs.

7.0 RECOMMENDATION

7.1 Executive Board is asked to approve that a statutory notice is published to:

- close Miles Hill Primary School on 31st August 2007
- close Potternewton Primary School on 31st August 2007
- establish a 1.5 FE primary school on the Potternewton site on 1st September 2007.

Demographic Data

Table 1. Current Provision

	Type of School	Nurse ry Roll Jan 06	Ad Limit	Rec Jan 06	Number on Roll (Jan 2006)	NET Capacity	Surplus Places (Jan 06) (%)
Carr Manor	3-11 primary	46	60	54	417	420	3 (1%)
Meanwood CE	5 - 11 primary		30	30	217	210	-7 (-3%)
Miles Hill	3-11 primary	38	50	14	134	240	106 (44%)
Potternewton	3-11 primary	18	40	8	98	233	135 (58%)
St Urban's Catholic	5-11 primary		30	30	206	210	4 (2%)

Miles Hill Primary School has up to an additional 15 pupils from the NW SILC on site.

Table 2: Reception Projections

School	2006	2007	2008	2009	Admission limit
Carr Manor Primary	63	58	60	63	60
Meanwood CE Primary	28	28	28	28	30
Miles Hill Primary	22	20	21	22	50
Potternewton Primary	11	11	11	12	40
St Urban's Catholic Primary	30	30	30	30	30
Area totals	154	147	150	155	210

Standards

The DfES published Primary School Performance Tables in December 2005, which indicate the improvement of schools at the end of Key Stage 2 from 2001 to 2005, based on pupils with Level 4+ SATs scores. Table 4 compares the results to the Leeds and national average.

Table 3: Improvement Measure - Key Stage 2 combined SATs results

	2001	2002	2003	2004	2005
Carr Manor Primary	275	269	265	271	274
Meanwood CE Primary	290	297	271	300	297
Miles Hill Primary	161	163	126	153	169
Potternewton Primary	192	173	217	214	253
St Urban's Cath Primary	274	278	294	268	300
LEA Average	234	236	238	238	241
England Average	233	234	234	237	240

Table 4: KS2 SATs data summer 2005

	% Free School Meals (whole school)	KS2 percent Level 4+						
		English	Maths	Science	No. Pupils Tested	Value Added	SEN (cohort) %	
							With statements	Non-statemented SEN
Carr Manor Primary	21	90	89	95	61	101.9	0%	14.8%
Meanwood CE Primary	6	97	100	100	31	101.3	0%	12.9%
Miles Hill Primary	62	67	44	58	36	99.0	2.8%	8.3%
Potternewton Primary	65	82	76	94	17	100.0	5.9%	11.8%
St Urban's Catholic Primary	11	100	100	100	33	102.2	3%	3%
LEA Average		79	76	85		100.3	2 %	15.5 %
National Average		79	75	86		100.2	3.3 %	18.9 %

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Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 June 2006

SUBJECT: Primary Review: Horsforth Planning Area

EXECUTIVE SUMMARY

1 Introduction

1.1 The purpose of the report is to inform the Executive Board of the outcomes of a review of primary provision in the Horsforth Planning Area.

2.0 Proposal for the Horsforth Planning Area

2.1 The report provides a summary of the review of primary school places that has been undertaken in the area. The main options that have been considered are

Option 1: Maintain all existing provision

Option 2: Amalgamate Featherbank Infant School and Newlaithes Junior School to form a two form entry primary school

Option 3: Close Broadgate Primary School or amalgamate with another school in the area.

2.2 Education Leeds is of the view that there is sufficient capacity within the existing provision to meet current and projected demand.

2.3 The amalgamation of Featherbank Infant School and Newlaithes Junior School to form a through primary school would provide continuity for pupils at both schools, while establishing a larger and a more sustainable school.

2.4 As neither school has a building large enough to accommodate a two form entry school, significant investment would be needed on one of the two sites. Sources of funding need to be identified and secured as currently there is no capital funding available.

3. Recommendation

3.1 To note that Education Leeds considers that an amalgamation of Featherbank Infant School and Newlaithes Junior, into a remodelled building on the junior

school site to be the best option, at the current time, for the Horsforth area.

- 3.2** Invite Education Leeds to bring forward a proposal to this effect in due course and in particular to secure the necessary capital to deliver a single site primary school.
- 3.3** Note that, following the downsizing of Broadgate Primary in 2007, no further action is presently anticipated with regard to the number or size of primary schools available in Horsforth.

Agenda Item:

Originator: George Turnbull

Telephone: 2243239

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 June 2006

SUBJECT: Primary Review: Horsforth Planning Area

<p>Electoral wards Affected:</p> <p>Horsforth</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>
<p>Eligible for Call-in <input type="checkbox"/></p>	<p>Not Eligible for Call-in <input type="checkbox"/></p>

1.0 PURPOSE OF THE REPORT

The purpose of the report is to inform the Executive Board of the outcomes of a review of primary provision in the Horsforth Planning Area.

2.0 BACKGROUND INFORMATION

2.1 In February 2006, a review of primary provision was initiated as a result of a relatively high number of surplus places across the area. In addition, one school had hit the Primary Review Strategy's criterion of 25% surplus places (as specified in the School Organisation Plan for Leeds 2003 -2008), with two other schools approaching this proportion. These figures were based on January 2005 PLASC.

2.2 The schools included in the Horsforth planning area are; Broadgate Primary School, Featherbank Infant School, Newlaithes Junior School, St Margaret's CE Primary School, St Mary's Catholic Primary School, West End Primary School, Westbrook Lane Primary School.

2.3 As part of the review, informal consultation has taken place with the headteachers and chairs of governors of each of the schools, officers within Education Leeds and Leeds

City Council, and elected members in the Horsforth Ward.

3.0 MAIN ISSUES

- 3.1** The purpose of any review of provision is to ensure that all schools are thriving and sustainable and that school buildings provide an inspiring environment in which to learn. A comprehensive analysis of surplus places, admission numbers, accommodation needs, standards and community links of schools serving the area has been undertaken to develop options for the future pattern of provision.
- 3.2** The data from the January 2006 PLASC (the school census) was not available at the start of the review. When the updated information was taken into account, it became apparent that the number of pupils in the area had increased and the surplus places across the area had reduced. There are also a number of housing developments planned to be completed over the next 2 – 10 years which could have an impact on the future demand in the area.
- 3.3** There are three schools in the area that are situated very close together including the two faith schools. The Church of England school (St Margaret's) operates essentially as a community school, drawing in pupils from the immediate area whereas the Catholic primary (St Mary's) attracts pupils from a much broader area, typical of schools with a Catholic ethos.
- 3.4** Featherbank Infant and Newlaithes Junior both attract pupils from a similar area. In the main Featherbank Infant is the feeder school for Newlaithes junior, although a small number of children will attend other schools. These schools have experienced falling rolls in the recent past and have the highest percentage of surplus places although the numbers for Reception look to be increasing slightly. Standards are high at the two schools. Both schools have felt some financial pressures although they are currently managing balanced budgets.
- 3.5** West End Primary is oversubscribed, as is St Mary's Primary. West End's number on roll is currently greater than their net capacity. These two schools, along with Westbrook Lane Primary are expected to be full in Reception for September 2006.
- 3.6** Provision in the Horsforth area cannot be viewed in isolation from primary provision in its neighbouring planning area, Cookridge. There is some pupil movement into Horsforth from this area with some parents not choosing to send their children to their nearest primary school.
- 3.7** There are a small number of housing developments in the area that may have an impact on future provision in the area. A particularly large development is planned on the site of the old Kirkstall Forge, with outline planning permission anticipated soon. It is expected this will have around 1350 mixed dwellings and will be completed over a 10 year period. It is difficult to predict with any confidence whether any children generated from this development will choose to attend the Horsforth schools as there are a number of different options.
- 3.8 Options for the future pattern of provision in the Horsforth area**
- 3.9** It is important that any proposals to change provision consider the geographical location of schools in the context of housing development plans and potential future demographic demand. Three options and variations have been suggested during informal consultation with key stakeholders and these are presented here with a brief

comment on each option.

3.10 Option 1: Maintain all existing schools and secure alternative use for surplus accommodation in Broadgate Primary

3.11 Using current projections, the existing schools are sufficient to satisfy demand for places in Horsforth schools, with overall surplus capacity standing at 10%. This provides some flexibility to accommodate an increase in future demand arising from demographic changes or housing developments in the area. Broadgate Primary has sufficient spare capacity to accommodate a Childrens Centre to serve all of Horsforth, which allied to a planned reduction in admission limit in 2007 will remove a concentration of surplus places in this school.

3.12 Option 2: Amalgamate Featherbank Infant School and Newlaithes Junior School to form a through primary school on the Newlaithes site

3.13 The suggestion to amalgamate Featherbank Infant School and Newlaithes Junior School to form a 60 place primary school would provide greater flexibility in terms of school organisation and resources, particularly with regard to Finance and Staffing, as economies of scale can be achieved. Although both schools are currently managing their Budgets successfully, there have been financial pressures in the past. Bringing the two schools together would establish a secure, sustainable school.

The two schools currently serve pupils from a very similar geographic area. Consolidating provision on one site will benefit parents who drop off and collect children from both the infant and junior school. It will enable continuity across the two phases avoiding the need for transition arrangements.

There is insufficient space on the Featherbank site for a two form of entry school, however, there would be sufficient to support a one and a half form of entry school (complying with the DfES minimum guidelines). This however would reduce the number of places available in the area. Featherbank has access to green space which is not part of the school. The Newlaithes site has ample space for expansion and green playing areas sufficient for a school with an admissions limit of 60.

There is currently no capital funding available to develop either site however, the sale of either site would produce a capital receipt which, if it could be secured, would provide funding for the remodelling.

3.14 Option 3: Close Broadgate Primary School or amalgamate with another school in the area.

3.15 The option to close Broadgate, or amalgamate with another school was based on falling rolls at the school and 29% surplus places (based on PLASC 2005). This would rationalise reception places by 50.

As Broadgate reduce their admission number to 30 in September 2007, capacity and surplus places at the school will be reduced. In addition, pupil numbers at the school have increased. Given current projections in the area there is concern that this could be too radical and would not provide any spare capacity should numbers increase as a result of new housing developments. Broadgate Primary has emerged as the favoured site for a Childrens Centre for Horsforth, utilising existing capacity within the school.

There is no obvious school to amalgamate with Broadgate. The two nearest schools, St

Mary's and St Margaret's are denominational, the latter also being a PFI school.

3.16 Initial Stakeholder Consultation

3.17 During informal consultation, two group meetings have been held with the headteachers and chairs of governors of the six primary schools, with individual meetings with each school. A meeting was also held with local Ward Councillors. The main points raised were that:

- There is a need to ensure that provision is sustainable for the future and that any changes to provision do not undermine schools that are currently healthy in terms of pupils numbers.
- Any proposal will enhance the already high standards achieved in the area
- The potential impact of any future housing developments should be considered.

3.18 Early Years

3.19 The Horsforth area is well served by early years provision mainly through private providers with the planned development of a Children's Centres in the area. Featherbank currently has no provision on site but shares the Before and After School club facilities at Newlaithes.

3.20 Preferred Option

3.21 Given the Children's Centre planned for Broadgate Primary, Education Leeds is of the view that to amalgamate Featherbank Infant School and Newlaithes Junior School on the Newlaithes site would present the best way forward for primary provision in Horsforth. This would result in a more efficient use of resources by consolidating provision onto a single site, while retaining sufficient capacity to accommodate projected demand. An amalgamation would provide continuity for pupils at both schools, while establishing a larger and more sustainable school for the future.

3.22 An amalgamation would be achieved by the closure of the existing schools and the establishment of a new school. Consideration needs to be given to the size of the new school in the context of potential new housing developments to ensure that there are sufficient places for future demand. Based on current information it is proposed to retain the current admission number of 60.

3.23 Bringing the two schools together would result in beneficial outcomes for pupils, as the new school would build on the strengths and the expertise of staff at the two closing schools. There would be continuity for pupils at the schools at the time of the amalgamation, all of whom would be guaranteed a place in the newly established school (although parents could preference other schools with places available). The amalgamation of an Infant and a Junior school, especially when proposing to retain the current number of pupil places, would result in minimal staff disruption. All staff would be treated equitably with posts in the school ring-fenced in the first instance to staff in the existing schools, other than the headteacher and deputy headteacher posts which could be subject to recruitment through national advert. An amalgamation of the two schools would also support community cohesion in the area.

3.24 The Featherbank site would not be large enough to accommodate a two form entry school therefore consideration needs to be given to the expansion of the Newlaithes site to accommodate the new school. This would require considerable investment to provide a school to meet the needs of the local community and the Every Child Matters Agenda. Further work needs to be done to identify possible sources of funding.

4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

4.1 Planning primary school places is relevant to a number of key priorities identified in the Children and Young People's Plan, the Asset Management Plan and the Corporate Plan, in terms of managing the supply and demand of school places and school improvement. It is also relevant to the Closing the Gap agenda, with the planning of school places taking consideration of wider socio-economic factors and regeneration.

5.0 LEGAL AND RESOURCE IMPLICATIONS

5.1 The review of primary provision fulfils the LEA's statutory requirement to keep under review the supply and demand of school places.

5.2 Following further work this proposal may lead to a statutory process being followed. It is Education Leeds' intention to explore opportunities for funding to develop a two-form entry school on a single site in the autumn term and to report back to the Executive Board in due course

5.3 There are no immediate financial implications

5.4 Further enquiries are being carried out as to the value of the two sites, Featherbank Infant and Newlaithes Junior.

5.5 It has already been established that the site of Featherbank infant will only sustain a 1.5 entry primary school. To develop the Newlaithes site will need approximately £1.2m of building work to improve facilities and infrastructure to support a two-form entry school.

5.6 The Education Capital Programme is unlikely to have sufficient resources to finance a new school building in Horsforth due to existing commitments. Therefore further work is required to secure funds before this proposal could proceed.

6.0 CONCLUSIONS

6.1 A review of pupil places was undertaken in the Horsforth area following concerns about the extent of surplus capacity in the area. The PLASC 2006 figures showed an increase in pupils which has contributed to a reduction in surplus places across the area. In addition, there are a number of proposed housing developments in the area that could potentially generate children who would wish to attend schools in the Horsforth area.

6.2 It is acknowledged in the area that Broadgate Primary has the highest number of vulnerable children and the highest number of pupils with free school meals. The site has been identified as the favoured location for a Children's Centre for Horsforth, utilising existing accommodation. It is intended that the school will reduce its Admission limit in September 2007 from 50 to 30 places. Capacity and surplus places at this school will both therefore be reduced.

6.2 The future amalgamation of Featherbank Infant and Newlaithes Junior schools would result in a thriving and sustainable primary school which will enhance the already high standards enjoyed at both schools. Based on current information, Education Leeds will seek to explore avenues for securing capital funding to expand the Newlaithes site .

7.0 RECOMMENDATIONS

- 7.1** To note that Education Leeds considers that an amalgamation of Featherbank Infant School and Newlaithes Junior, into a remodelled building on the junior school site to be the best option at the current time for the Horsforth area.
- 7.2** Invite Education Leeds to bring forward a proposal to this effect in due course and in particular to secure the necessary capital to deliver a single site primary school.
- 7.3** Note that, given the Children's Centre planned for Broadgate, no further action is presently required with regard to the number of primary school places available in Horsforth.



Originator: Nicole Jackson
Tel: 2474537

Report of the Director of Legal and Democratic Services

Report to Executive Board

Date: 17th May 2006

Subject: Local Government Ombudsman Report on a School Closure notice

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Eligible for Call In

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

1.0 PURPOSE OF THE REPORT

1.1 To inform Members of a recent finding of maladministration and injustice in a report issued by the Local Government Ombudsman.

2.0 BACKGROUND

2.1 Section 31(2) of the Local Government Act 1974 requires that where the Ombudsman issues a report with a finding of injustice caused by maladministration, the authority will consider the report.

2.2 In relation to executive functions, this requirement in Leeds is fulfilled by reporting to the Executive Board. A copy of the Ombudsman report is attached as Appendix A

2.3 The Ombudsman's findings must be advertised in two newspapers and copies of the report be made available for public inspection.

2.4 Notices setting out the Ombudsman's findings were placed in the Yorkshire Post and Yorkshire Evening Post on Thursday 6th April 2006 and the report was available for inspection at the Civic Hall Information Centre, Leeds and Education Leeds' Head Office, Merrion House for three weeks from Thursday 6th April 2006.

2.5 The Admission Forum considered the Ombudsman's report at its meeting on 24th April 2006 and saw no reason to dispute the findings.

3.0 COMPLAINT SUMMARY

3.1 The complainant sent her son to a particular school. That school was due to close but she was reassured by a categorical statement by the Council that all pupils at the school would be found places at a new Academy. In the event the Academy could not accommodate all of the pupils.

4.0 DEPARTMENTAL RESPONSE

When the closure of the two schools was proposed in the public notice it was envisaged that all pupils would be able to transfer to a new Academy and a guarantee was made to that effect. This was seen at the time as offering parents certainty and therefore a good practice. The guarantee was also repeated in literature put out by the Academy following the decision to proceed with the proposal. The final entry year groups transferring from the schools in September 2005 for the closing schools were high and it became apparent that there were too many children in year 7 to be physically accommodated in the new Academy in year 8.

This situation arose due to the higher than usual numbers of children entering School A in September 2005. In each of the other year groups the combined numbers of the two closing schools A & B was close to 180 and it was anticipated that the September 2005 entry would be similar. However due to a range of factors, including the closure of a Catholic secondary school nearby there were significantly more pupils in year 7 in School A, although still well below the admission number for the school. The Academy felt unable to accommodate these additional children in the new school.

Therefore the Admissions policy which would normally apply in the event of over subscription was applied to identify the 180 children who would be offered places. At that time there were 54 children for whom it was not possible to offer a place at the Academy and a waiting list was established. The complainant's child was amongst those not offered a place at this stage. When the places were offered from the waiting list the complainant's child was amongst the first to be given a place. Hence the complainant's child was offered a place through the application of the policy.

This restriction to 180 was a decision made by an Academy and not the Council. The Academy has not felt able to assist in resolving the issue by, for example the use of temporary classrooms on site. Where issues of this nature have happened at maintained schools, for example at School C in September 2006, we have taken this action. School C is a new school formed by the closure of two secondary schools and where the numbers in the current year groups exceed the capacity of the new school. We have agreed to place eight temporary classrooms on the site to cope with the initial bulge in various year groups as they work their way through the school. A similar option would have been open to the Academy.

5.0 LESSONS LEARNED AND SERVICE IMPROVEMENT

The Authority accepts that in future suitable qualifications will be made to public notices. All notices written since this complaint have not contained guarantees of this nature. The Ombudsman's report acknowledges that the Authority has worked well with the parents affected to resolve the situation.

6.0 RECOMMENDATION

6.1 Members are requested to:

- i) Receive and note the Ombudsman's report and findings
- ii) Approve the Ombudsman recommendation to pay £250 to the complainant or the injustice noted.

Report

on an investigation into
complaint no 05/C/11366 against
Leeds City Council

29 March 2006

Investigation into complaint no 05/C/11366 against Leeds City Council

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Key to names used

Mrs Park - the Complainant

David - the Complainant's son

Report Summary

Education

The complainant sent her son to a particular school. That school was due to close but she was reassured by a categorical statement by the Council that all pupils at the school would be found places at a new Academy. In the event the Academy could not accommodate all of the pupils.

Finding

The Council's categorical promise of places was maladministration in that certainty was never really possible. The promise should have been suitably qualified. Even without maladministration the complainant's circumstances would have been difficult but she suffered the injustice of needless additional anxiety and distress. In the end the Academy was able to offer a place for the complainant's son – an offer which was accepted.

Recommended remedy

The Council should pay to the complainant £250 for the injustice noted.

Introduction

1. Mrs Park complains because the Council¹ was unable to honour an undertaking that her son David would have a place at a specific secondary school.
2. For legal reasons, the names used in this report are not the real names of the people and places concerned².
3. An officer of the Commission has obtained information from the Council and has met senior officers. He has talked to Mrs Park.
4. An opportunity has been given for Mrs Park and the Council to comment on a draft of this report prior to the addition of the conclusion.

Investigation

Background Information and Advice Given by the Council to Parents

5. David is currently in his first year of secondary education at School A. Mrs Park had only reluctantly accepted a place at this school. She had appealed against the offer but had lost that appeal. She was, however, reassured by information from the Council that in due course David would have a place at a new 'Academy'.
6. That information was contained in a guide issued by the Council in order to help parents select a secondary school. The guide stated that it was proposed to close School A (and another school) and that the new Academy "...will receive the pupils of the closing schools." The guide went on to state:

"Pupils in attendance at (School A) will be guaranteed places at the Academy."
7. Before a school is closed the proposal must be subject to public notification and confirmation by 'The Schools Organisation Committee' (SOC) – a body independent of the Council. Public notices issued by the Council on the proposed closure of School A confirmed that "...pupils attending the school at the time of closure will transfer to the new (Academy)". That information was reported to the SOC when it unanimously approved the closure.

¹ The Council has created an 'arms length' organisation called 'Education Leeds' which now deals with such issues as appear in this report on its behalf. For simplicity I will refer to 'the Council' throughout.

8. Officers say that the information in the guide to parents had to reflect the information in the public notices and as reported to the SOC. In commenting on a draft of this report the Council stresses that the relevant notices were published in good faith and in the “reasonable expectation” that all transferring children would be found places at the Academy.
9. The new Academy is independent of the Council. It sets its own admissions policy and the Council cannot require it to offer places to any specific children. The Academy was, however, set up with the intention that, at the outset, it took in pupils from the two closing schools.
10. The Council points out that the Academy itself set the limit at 180. It also points out that the Academy itself, in a newsletter, stated that pupils at schools A and B “will be guaranteed a place at the Academy”.

The Reasons Behind the Council’s Undertaking and the Problems that then Arose

11. The admission limits³ set for the first year at the two closing schools totalled 330. This is well above the limit for the first year group at the Academy, which has been set at 180.
12. Historically both closing schools have been significantly undersubscribed to the point that the totals in the first year groups did not exceed 180. Officers say they thought that this historic situation would remain and on that basis it was assumed that the Academy could take all pupils at the closing schools.
13. In the event the number of pupils in School A’s year of entry for 2005 was much higher than anticipated. This led to the combined totals of both closing schools in the first year being 54 above the Academy’s admission limit.
14. Officers say that this was caused by a number of factors that they did not foresee. In particular a Roman Catholic School was closed and that caused more people to apply for places at School A (which does have a religious character). They also point to a general reorganisation of secondary education in Leeds which had various unforeseen consequences, including an increase of interest in School A.

² Local Government Act 1974, section 30(3)

³ These limits are calculated according to a formula and are the point after which places will be denied in the relevant year group.

15. That there was going to be a problem was first apparent to officers on the Summer of 2005. From that point on arrangements were made to try and find satisfactory alternative arrangements for the 54 children, including David, who would not be able to go to the Academy. Those 54 children were selected after applying the Academy's own admissions criteria.

Subsequent Events

16. David's name was placed on a waiting list for places at the Academy. Mrs Park was not prepared to accept a place at any of the alternative schools identified by the Council. She did have certain rights of appeal but in the event a place at the Academy became available from the waiting list as from September 2006. Mrs Park accepted that offer. She says that whilst she is pleased that David has this place both she and David have been caused needless stress and anxiety by the Council's initial failure to fulfil its undertaking of a place at the Academy.
17. Officer says that they now realise it was unwise to have given a categorical assurance of places at the Academy. They say that in future suitable qualifications would be made.

Conclusion

18. If a promise is made it should be kept. If there is a chance that circumstances will change and a promise cannot be kept then any advice should be suitably qualified. That is a lesson that those involved here have learned the hard way. The Council's ultimate inability to fulfil its undertaking was maladministration. That criticism stands quite independently of whatever the Academy did or did not do or what the Council was able to achieve afterwards.
19. The situation for Mrs Park and David would still have been difficult even had suitable qualifications been made. School A would still be due to close and a place would (initially at least) still have been denied by the Academy. Mrs Park would still have needed to make suitable arrangements to educate David. However, the inability by the Council to meet its undertaking would have been wholly unexpected and would have caused anxiety and distress beyond what was inevitable anyway. That is the injustice from the maladministration.
20. To remedy that injustice the Council should pay to Mrs Park £250. I accept that the relevant lessons have been learned. One reason why I decided to proceed here to a

public report was to alert other authorities to the very important lesson about the need not to make categorical promises unless they will, regardless of events, be fulfilled.

21. When commenting on a draft of this report the Council stressed the work put in by offices with the Academy to try and avoid any problems arising. The Council expressed concern at the potential for it to be criticised in isolation from the Academy. The Council states that the Academy:

“.....has not felt able to assist in resolving the issue by, for example the use of temporary classrooms on site”.

**Anne Seex
Local Government Ombudsman
Beverley House
17 Shipton Road
York
YO30 5FZ**

29 March 2006



Agenda Item:

Originator: Chris Halsall and
Brian Tuffin

Telephone: 2144068

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 JUNE 2006

SUBJECT: Report on schools causing concern

1.0 PURPOSE OF THE REPORT

- 1.1 The purpose of this report is to make members aware of the actions being followed to ensure that the schools causing the most serious concerns are being monitored, supported and challenged through planned interventions.
- 1.2 The public interest in maintaining the exemption of the main report on this subject outweighs the public interest in disclosing the information because Education Leeds has a duty to secure improvement and increased confidence in the schools concerned. This would be adversely affected by disclosure of the information

2.0 BACKGROUND

- 2.1 The terminology 'school causing concern' refers to those schools that have been identified by Ofsted as requiring special measures or those being given a Notice to Improve. In addition schools are also identified by Education Leeds (School Improvement Policy April 2004) as needing immediate intervention and support due to them being a cause for serious concern which if not addressed would result in them being placed in an Ofsted category. Schools may also be a cause for concern due to temporary or short term circumstances that leave them vulnerable.
- 2.2 There are 15 primary schools judged as causing concern.
- 2.3 Blenheim has been removed from category five since the last report and will now begin a short exit strategy.
- 2.4 Fountain has been removed from category six since the last report and will now begin a short exit strategy.
- 2.5 Since the last report, Intake high school Arts College has been removed from special measures. There are two high schools in an Ofsted category.

2.6 Other schools have received additional support from cross service task groups. A number of other schools also receive support for identified priorities always including achievement but also inclusion, attendance and reorganisation and rebuilding.

2.7 A more detailed report is in the confidential part of this agenda under Access to Information Rules (10.4 1 & 2)

3.0 CONCLUSIONS

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

4.0 RECOMMENDATIONS

4.1 The Executive Board is asked to note the contents of the report and to consider the actions taken in schools causing concern.

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AGENDA ITEM:**Originator:**

Chris Halsall and

Brian Tuffin

Telephone: 2144068**Education Leeds** 

REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS**DATE: 14 JUNE 2006**

SUBJECT: Report on recent Ofsted Inspections

EXECUTIVE SUMMARY**1 Purpose of the Report**

- 1.1 The purpose of this report is to summarise the outcomes of recent Ofsted inspections during the spring term 2006.

2.0 Background

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

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

3.0 Summary of School Ofsted Inspection reports

- 3.1 Seven primary schools have been inspected since January 2006 during the spring term.
- 3.2 Schools judged to be inadequate may be given a Notice to Improve or be deemed to require Special Measures. Leeds has no primary schools in Special Measures and two primary schools with a Notice to Improve. One school inspected under the new framework pilot in May 2005 was deemed at that time to have serious weaknesses (Manston St James). An HMI visit to the school in January 2006 concluded that good progress had been made and that that school no longer required special measures.
- 3.3 Of the seven schools inspected, one was considered to be outstanding (Greenmount); one was considered good (Thorner); three were considered to be satisfactory (Iveson, Meadowfield, and Rufford Park) and one was considered

inadequate and given a Notice to Improve (Hollybush).

3.4 In these schools 75% were considered to be good or better for teaching and learning, 75% good or better for leadership and management, 83% good or better for personal well being and 'Every Child Matters' outcomes, and 75% good or better for achievement and standards.

3.5 Seven Leeds high schools were inspected in the Spring term and six have published reports. Abbey Grange Church of England High, Allerton High, St Mary's High, Menston and Burley Park Pupil Referral Unit were judged as good with outstanding features. Boston Spa, Wortley High, and Primrose High were found to be satisfactory. Crawshaw High school was given a Notice to Improve having been found inadequate in key areas.

4.0 **CONCLUSIONS**

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

5.0 **RECOMMENDATIONS**

5.1 Members are asked to note the outcomes of the recent Ofsted inspections during the Spring term 2006 and the impact of the change in the inspection framework.

REPORT TO THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 14 JUNE 2006

SUBJECT: Report on recent Ofsted Inspections

Electoral wards Affected:

ALL WARDS

Specific Implications For:

Ethnic Minorities

Women

Disabled People

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in

1.0 PURPOSE OF THE REPORT

1.1 The purpose of this report is to summarise the outcomes of recent Ofsted inspections during the spring term 2006.

2.0 BACKGROUND INFORMATION

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

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

3.0 MAIN ISSUES

3.1 SUMMARY OF SCHOOL OFSTED INSPECTION REPORTS

3.2 PRIMARY SCHOOLS

3.3 Greenmount Primary School (January 2006)

3.3.1 Greenmount Primary School is a multi-ethnic school of outstanding quality. It is extremely effective, has high expectations of its pupils and provides an education experience second to none. Children receive a flying start in the Foundation Stage which is systematically built on throughout the key stages. The teaching is good overall with much that is outstanding. Adults know the pupils' learning and personal needs well and provide stimulating and challenging high quality work. The cultural richness of the community permeates the school environment and enhances the curriculum. The many groups of pupils who have learning needs are extremely well supported. As a result, these pupils achieve exceptionally well and make excellent progress. Parents are overwhelmingly supportive of the school and recognise the high level of care and guidance given to their children. Pupils' personal development is exemplary and they have excellent attitudes to their work.

3.3.2 Much of the success of Greenmount is due to the outstanding dynamic leadership and efficient management of the headteacher. She has an able senior management team and teachers who thrive on challenge. There is a continuing desire to make improvements even though the school already achieves highly, and it provides very good value for money.

3.3.3 The Foundation Stage is very well organised and provides the children with an attractive and stimulating environment in which to learn. Work reflects the Early Learning Goals, although the adults make appropriate modifications to meet the communication needs of the children. Teaching is of a consistently good quality. The children settle well and quickly become confident and learn to make simple decisions.

Grade: 1 Outstanding

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

- Continue to evaluate the effectiveness of new initiatives.
- Establish more fully procedures to involve pupils in setting their own targets.

3.4 Hollybush Primary School (January 2006)

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

3.4.2 Hollybush has come successfully through a difficult process of amalgamation: everyone is positive and trying to raise standards. The school is on the right track. Despite the harmonious climate created, academic standards, by the end of Year 6, are very low and pupils' achievement is inadequate. Consequently, the school does not give value for money. Pupils' personal development is

satisfactory. They enjoy learning, but attendance levels are not good enough to allow sound progress for all. Teaching and learning are satisfactory. A lack of consistency causes uneven progress in learning and there has not been time for teaching to eliminate the underachievement that existed on amalgamation. Children progress satisfactorily in the Foundation Stage, but have very low attainment in literacy and numeracy. This prevents them from succeeding well at the end of Year 2 where standards are well below average. There are several strengths in the care and support provided for pupils, but the guidance given to children about their learning is not yet good enough. The school is led and managed satisfactorily. The school believes it provides a satisfactory education, but it has overestimated what could be done in a relatively short time. Standards are low because teaching is inconsistent and children's learning is not quick enough. The school has shown that it can improve and the inspectors believe the senior staff and governors are capable of doing what is needed.

Grade: 4 Inadequate

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

Raise standards in English, mathematics and science by:

- ensuring that all teaching accelerates pupils' learning;
- sharpening the checking on teaching to make sure that pupils' standards and achievements are the main focus; and
- using the information from assessments more systematically to improve children's progress and achievement.

3.5 **Iveson Primary School (February 2006)**

3.5.1 The school judges its effectiveness as satisfactory and inspectors agree. It provides satisfactory value for money. Pupils' personal development is good, as are the care, guidance and support they receive. Attendance has improved recently despite an epidemic of sickness, but the levels remain below average. Pupils' achievement is satisfactory overall. Progress was too slow in some year groups in the past due to weaknesses in teaching. As a result of effective action taken to improve the quality and consistency of teaching, there has been a marked improvement in pupils' learning. However, although standards are improving, they are not yet high enough. The curriculum is satisfactory with a good range of enrichment activities. The school has good partnerships with outside agencies and other schools. Provision in the Foundation Stage is satisfactory. The unit is relatively new and has not yet had time to become fully established to ensure a consistency of practice.

3.5.2 Leadership and management are satisfactory. Involvement in a local authority Intensifying Support Programme is proving beneficial in the drive to raise standards and achievement. A rigorous system of self-review has been introduced that identifies key strengths and priorities for development. Pupils' learning is analysed well and their progress tracked closely. The school is responding well to the increasing number of pupils joining with very little or no English at all and supports their learning needs as best it can, but there is no specialist bilingual help for these children. Governance is satisfactory. While the school works hard to maintain the building and grounds, there are limited funds to attend to pressing needs such as the playground surfaces. Improvement since the last inspection is satisfactory and much of this has happened over the last two years. The school has the capacity to

improve further.

Grade: 3 Satisfactory

3.5.3 *What the school should do to improve further*

- Raise standards and achievement further in English and mathematics and ensure all pupils are sufficiently challenged.
- Work with parents and pupils who find good attendance difficult to improve their levels of attendance.
- Find ways of securing bilingual support for those pupils who speak very little English.
- Seek ways of improving the quality of the playground surfaces.

3.6 *Manston St James Church of England Voluntary Controlled Primary School (January 2006)*

3.6.1 HMI stated that there are no major concerns about the school's capacity to improve and it has made good progress on removing the cause of its serious weaknesses. The school must continue to establish the assessment systems and establish procedures for recording and monitoring absences. The school is now considered to be good with some outstanding features and HMI stated that there are no reasons to revisit the school.

3.7 *Meadowfield Primary School (February 2006)*

3.7.1 Meadowfield is a new school and is already showing strong signs of improvement. It offers a satisfactory quality of education and provides satisfactory value for money. These findings reflect the school's view of its overall effectiveness. The leadership and management are satisfactory overall with strengths in the leadership of the headteacher and deputy headteacher. The recent amalgamation brought many challenges but the school has come through it very successfully, despite still having to pursue 'snagging' issues relating to the new building. There is a 'buzz' of improvement about the school. The quality of teaching and learning is satisfactory with examples of good and outstanding practice. Pupils are making rapid gains in their learning in most classes in response to the improvements in the quality of teaching. The school has only recently entered a settled period and therefore initiatives aimed at raising achievement have not yet had time to impact fully on pupils' standards which still remain well below average. However, the school is on course to meet its challenging targets. The curriculum is satisfactory. Provision in the Foundation Stage is satisfactory, as is the care, guidance and support of children. Pupils' personal development is satisfactory. However, attendance levels are below average. The school works hard to tackle this issue but the once improving levels have fallen since its relocation to the new site. Systems for the monitoring and evaluation of performance are rigorous and result in the school knowing exactly where the strengths are within the school and the areas requiring development. This indicates the school has a good capacity to continue to improve.

Grade: 3 Satisfactory

3.7.4 *What the school should do to improve further*

Raise standards and achievement throughout the school by:

- improving the quality of teaching and learning to good or better and ensuring a consistency of practice throughout the school
- working with parents and carers to improve pupils' attendance
- developing pupils' confidence further and ensuring that they are actively involved in their learning
- pressing for speedy completion of 'snagging' issues relating to the new building and grounds to ensure full attention can now be given to raising achievement.

3.8 Rufford Park Primary School (February 2006)

3.8.1 Although the school judges its effectiveness to be good, inspectors judge it to be satisfactory. The headteacher, with the full support of staff and governors, has managed a challenging amalgamation successfully, creating an ordered and harmonious school. Partnerships with outside agencies have been very effective in this process. Children in the Foundation Stage make a sound start to school. The school has been particularly successful in promoting children's personal development and well-being. A strong commitment to providing high quality care and support for all groups of children results in them feeling safe, secure and well looked after. Children's academic achievement is satisfactory. Children enter and leave school with attainment that is average and in doing so they make satisfactory progress. Teaching is satisfactory, although there are many good features, such as very good relationships in classes. The curriculum offers good support for children's personal and health education and is satisfactory overall. The school has implemented arrangements to track children's progress and this information has been increasingly well used to identify additional support. However, teachers' use of information to match tasks accurately to children's needs and identify personal targets for them is inconsistent throughout the school. The quality of leadership and management is good. The leadership group understands the need to raise standards and has put in place effective policies and procedures to address this issue. Evidence is emerging in the school's own assessments of the positive impact of these measures on pupils' progress and inspectors judge that the school's capacity to improve further is good. The school gives satisfactory value for money.

Grade: 3 Satisfactory

3.8.2 *What the school should do to improve further*

Improve the use of information about pupils' attainment and progress to:

- match work more consistently to pupils needs
- set challenging targets in English and mathematics for individual pupils.

3.9 Thorner Primary School (February 2006)

3.9.1 Thorner CE Primary School is an effective and popular school where pupils make good progress overall in their learning and reach standards which are above national averages. Despite the staffing difficulties encountered during the inspection, the quality of teaching was never less than satisfactory and much of it displayed some good features. The curriculum is broad and well balanced, and is enriched by a good range of cross-curricular and extra-curricular activities, with

strong links to the local and wider community to which the pupils belong.

- 3.9.2 The pupils' personal development and their care, guidance and support given by the staff are outstanding. The school is skilled at recognising the personal and social needs of the pupils and the staff know them well. Attendance is high, and behaviour is impeccable. The pupils relish new challenges, are considerate of others and enjoy excellent relationships at all levels.
- 3.9.3 The school is well led and managed by the headteacher, ably supported by the staff team. She has an acute awareness of the school's strengths and weaknesses and has successfully carried through a number of initiatives to improve the education provision for the pupils, as well as seeking to make further gains in standards.
- 3.9.4 The children receive a good start in the Foundation Stage and settle well, quickly becoming confident and independent learners. The work reflects the Early Learning Goals and builds on experiences the children bring from home or local pre-school provision. The teaching is of a consistently satisfactory standard and often displays good features. There are good links with parents and carers and they are kept well informed of their child's progress.
- 3.9.5 Overall, the school provides good value for money.

Grade: 2 Good

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

- Raise the quality of teaching to a consistently high standard.
- Ensure that all pupils, especially the more able, are challenged to achieve their potential.
- Continue to refine the use of assessment data for planning the next steps in learning.

3.10 SECONDARY SCHOOLS

3.11 Boston Spa High School (February 2006)

- 3.11.1 Boston Spa School is satisfactory with some good features. Many students enjoy the benefits of being at a sports specialist college. They show an excellent awareness of the need to adopt a healthy lifestyle and many participate in a range of activities which help develop their confidence and team working skills.
- 3.11.2 The school judges itself to be satisfactory and inspectors agree with this judgement. Achievement and standards are satisfactory. Overall pass rates are above national averages. But this masks some underachievement; from above average attainment on entry to the school, students' progress by the end of Year 9 is inadequate. By the end of year 11 most students catch up and make the progress expected of them although pupils of lower ability do not make sufficiently good progress. There are many strategies in place to address underachievement and some of these are now beginning to have an impact. Students' personal development and well-being are satisfactory; the school provides many good opportunities for cultural development, but the behaviour of some students is detrimental to the learning of others. Teaching and learning in the main school are satisfactory overall. Although much teaching is good, there is too much variation in

the overall quality of lessons. Marking of students' work is inconsistent and students are not always clear about what they have to do to improve. Data is beginning to be used effectively to set targets and monitor students' progress, but this is not yet sufficiently well embedded in all areas of the school. The curriculum is satisfactory, as is the care, guidance and support provided for pupils.

- 3.11.3 Leadership and management are satisfactory. Actions to improve the school's performance have been taken, and some are effective, but they are not always monitored or evaluated well enough in order to assess their impact. Since the last inspection, all of the key issues identified have been addressed. The school provides satisfactory value for money and has the capacity to improve.

Grade: 3 Satisfactory

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

Inspectors agree with the school that the sixth form is good. It is well led and managed. The curriculum offers an extensive range of academic courses and a growing number of vocational options which meets students' needs very well. Personal development in the sixth form is good. Students enter the sixth form with average attainment. They achieve very well because of the good teaching they receive and their very positive attitudes to learning. Attendance is good and the number of students who complete their courses is generally high, though this varies from subject to subject. Nearly all students progress to higher education at the end of Year 13.

Grade: 2 Good

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

- Monitor, evaluate and review more carefully all strategies used to raise achievement and standards and use the results to set more challenging targets.
- Ensure that best practice in teaching, learning and assessment is shared with all teachers.
- Continue to ensure that student review systems are implemented rigorously across all departments.
- Apply the behaviour policy more consistently across the school.

3.12 Crawshaw High School (January 2006)

- 3.12.1 In accordance with section 13 (3) of the Education Act 2005, HMCI is of the opinion that this school requires significant improvement, because it is performing significantly less well than in all the circumstances it could reasonably be expected to perform. The school is therefore given a Notice to Improve. Significant improvement is required in relation to: achievement and standards, teaching, learning, assessment and leadership and management.

- 3.12.2 In the aftermath of a serious fire in 2001 the school has recovered well. The headteacher, supported by his senior management team, has successfully led the school through years of turmoil caused by major building work. There is much to be proud of, including an impressive new school building providing a much improved environment for all students and newly acquired specialist college status in humanities.

- 3.12.3 The school judges itself as good. However, inspectors judge overall effectiveness as inadequate. Standards are broadly in line with national averages but from average prior attainment on entry, the progress that many students make, especially boys, is significantly below the national average. Actions taken to address key weaknesses have been slow to take effect. It is too early to assess the impact of specialist status on standards.
- 3.12.4 The overall quality of teaching and learning is inadequate. There are examples of good practice, but much of the teaching fails to engage all students and learning is sometimes subverted by poor behaviour. Assessment practices are inconsistent; too often students are given no indication of how well they are doing and what they need to do to improve. Some parents and students also identified these areas as a concern. Recently introduced review days to monitor progress, attended by students and their parents or carers, have been very well received.
- 3.12.5 Although inspectors recognised the many strengths of the school, leadership and management are judged to be inadequate because there has been insufficient focus on raising achievement and improving the quality of teaching and learning. Several of the issues from the previous inspection have been addressed but the pace of improvement has been slow in some areas, even when considering the past difficulties. Governors give good support to the school but they have been insufficiently challenging in key areas of raising achievement. The school provides satisfactory value for money and has the capacity to improve.

Grade: 4 Inadequate

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

Inspectors agree with the school's view that quality of provision in the sixth form is good. Overall performance in advanced subsidiary (AS) and general certificate of education advanced level (GCE A-level) has risen steadily over the last three years. Consortium arrangements have secured provision which is unusually wide for a school sixth form, not only in the number of subjects on offer, but in the range of sporting and extracurricular opportunities. Arrangements for induction are particularly good, while common timetables and dedicated transport render courses at each centre easy to access. Systems to track and monitor students' performance are effective. Sixth form provision is well led and managed, both in the consortium and in the school itself. Students' views are systematically collected and analysed, and are strongly and consistently positive.

Grade: 2 Good

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

- Raise the achievement of all students, in particular that of boys.
- Increase the proportion of good or better teaching by ensuring that it is focused on students' learning.
- Devise a wider range of strategies to promote students' personal development, including behaviour, and listen to their views.
- Ensure that the leadership and management of the school improve quality assurance arrangements to ensure a consistent and systematic approach to monitoring and evaluation of achievement and standards, teaching, learning

and assessment.

3.13 Primrose High School (March 2006)

- 3.13.1 Primrose High is a rapidly improving school providing a satisfactory standard of education and value for money. The school has recently federated with a nearby secondary school. The process towards the opening of the new building is being expertly and strategically guided by the executive headteacher. The head of school and senior leadership team work unstintingly towards raising levels of achievement and standards throughout the school. This level of management is still developing at the middle tier level. The school is receiving valuable support from both Education Leeds and Leeds local authority.
- 3.13.2 The school's federated status contributes significantly towards the provision for the students. Principally, the reciprocal opportunities this has created to offer alternative placements and increased learning opportunities for some students. The federation also offers training opportunities with its numerous partners for staff and students, particularly those in the sixth form.
- 3.13.3 Students have welcomed the recent changes in the school, noting the impact of the positive behaviour for learning (PBFL) initiative which has reduced exclusions and improved behaviour.
- 3.13.4 Students' attainment on entry is very low. Although test and examination results are low, they represent satisfactory progress. Students recently arrived in the United Kingdom with early English language acquisition receive exemplary support and make a good start to their life in school.
- 3.13.5 The quality of teaching and learning is at least satisfactory, with elements of good and outstanding practice. There is a lack of consistency across the school so that rates of progress are variable. The curriculum is satisfactory in meeting the needs of the students and there are proposed imminent changes to enhance and enrich this provision.
- 3.13.6 The majority of parents responding to the questionnaire are satisfied with the work of the school.
- 3.13.7 The school has persevered through recent upheaval and successfully addressed the points for action from the last inspection. Much is done to improve attendance which remains stubbornly low. The school has a good capacity to improve.

Grade: 3 Satisfactory

3.13.8 *Effectiveness and efficiency of the sixth form*

- The school judges and inspectors agree that the effectiveness of the sixth form is good.
- 3.13.9 Standards are well below average in the sixth form, but students achieve well. The school builds courses for individuals, using good external links to supplement its narrow range of specialisms. Students are able to study at local colleges and, more recently, at the federation partnership school.
- 3.13.10 Through the school's federated status they foster strong links with local employers and organisations; for example St James' Hospital is able to offer a range of

courses for sixth form students.

- 3.13.11 Students new to learning English are helped to exploit their high motivation effectively. Teaching and learning are good and students are well supported. They focus on their work, though they have too few opportunities for discussion, collaboration and independent learning. The curriculum is well matched to students' needs but the school has rightly identified the need to broaden the range of routes to appeal to a wider range of learners. The development of opportunities for enrichment is also a priority for the school. Sixth form students are able to offer support to younger students as translators or 'buddies.'

Grade: 2 Good

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

Further raise standards throughout the school by:

- ensuring that the successful features of teaching, identified in monitoring, are implemented by all staff in order that quality of teaching is consistently good or better
- continuing to address the minor weakness in curriculum so that all students have the best possible opportunities to achieve
- maintaining and developing the existing good practice designed to improve attendance so that more students benefit from uninterrupted learning

3.14 St Mary's Menston (January 2006)

- 3.14.1 St Mary's is a good school where a caring ethos provides a secure learning environment. The headteacher provides thoughtful and effective leadership within which sports college status has been clearly focussed on improvement. Resources have been deployed carefully and match the school's improvement plan to raise achievement for all. Sixth form management is very good. The school provides good value for money. Parents are overwhelmingly supportive of the school and many have written at length to praise the efforts of individual teachers in supporting their children. Pupils are well cared for and are encouraged to contribute to the wider world. Staff and parents work together well and ensure above average attendance. The majority of teaching is good, and some is outstanding. Pupils enjoy their learning and achieve well. Standards in public examinations are very high and this also reflects good progress. Matters identified in the last inspection report have been addressed and improved, although limited progress in information and communication technology ICT provision remains an issue of concern. However, there has been well-considered and energetic attention to improvement in this area of the curriculum and the school is clear in its intention to ensure all pupils benefit from their entitlement to ICT.

- 3.14.2 The school is completing a rigorous self-review within each department. Strengths of that process reflect the school's ability to build on very good practice, and also to be open in identifying areas which need attention; these features contribute well to the school's undoubted capacity to improve. The school is well placed to move forward.

Grade: 2 Good

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

The schools judges effectiveness and efficiency of the sixth form to be good and

inspectors agree. Teaching and learning are good and are sometimes outstanding. Students confirm that they enjoy their studies and that they are well supported both academically and personally.

3.14.4 The curriculum is satisfactory. In order to offer a selection of courses to meet the requirements and aspirations of its widening cohort of students, particularly for those students who do not benefit from studying traditional A levels, the school is involved in a growing collaboration with other local sixth forms. However, there are problems here, common to other schools, which mean that access to wider post 16 provision is not yet sufficiently utilised.

3.14.5 Leadership and management of the sixth form are very good. Students' progress is monitored and recorded well. Self evaluation is good with clearly identified strengths and weaknesses linked to actions needed to secure improvements. The sixth form gives good value for money.

Grade: 2 Good

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

- Ensure with some urgency that all pupils receive their entitlement to the full curriculum for ICT and citizenship.
- Monitor carefully the impact of the new curricular arrangements on the progress and achievement of all pupils.
- Building on the review of teaching and learning, look to raise the level of experience of pupils and students so that they grow as independent learners able to recognise and embrace creativity.
- Disseminate and permeate outstanding practice throughout the whole school.

3.15 Wortley High School (February 2006)

3.15.1 Wortley High School is an improving school, which provides a satisfactory education for its pupils. Senior leaders understand the school's strengths and weaknesses. Decisive action to tackle low standards and underachievement has been taken. Pupils now make satisfactory progress, although weaknesses remain in the development of their basic skills.

3.15.2 The curriculum is well designed to meet pupils' needs. Achievement is now higher at Key Stage 4 in a wide range of subjects, although too few pupils achieve good passes in English and mathematics. The overall quality of teaching is satisfactory and is characterised by good features, although the pace of learning is uneven because pupils do not all have good work habits. Pupils' behaviour is satisfactory. However, the attitudes to learning and the behaviour of a small minority of pupils significantly hinder the learning of others. Pupils' personal development and well-being are satisfactory, whilst the care, guidance and support they receive are good.

3.15.3 Leadership and management are satisfactory. The two joint headteachers provide a strong steer for improvement. The impact of effective monitoring and evaluation means that senior and middle leaders have a clear and shared direction for future improvement. Targeted intervention strategies which are likely to raise standards are established, although the rigour with which these are evaluated is inconsistent. Governors understand the strengths and weaknesses of the school and hold it to account. Staff understand and share the commitment of leaders and managers;

they work together as a team to make the changes necessary to bring about improvement. The school provides satisfactory value for money and has the capacity to improve further.

Grade: 3 Satisfactory

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

Inspectors agree with the school that the sixth form, including its leadership and management, is satisfactory. Students enjoy a curriculum which is supported by a partnership with neighbouring schools to meet a broad range of needs. They appreciate good guidance and support to help them to mature as individuals. Students value supportive relationships with staff. The quality of teaching is satisfactory. Students are guided appropriately to help them develop their study skills and make satisfactory progress. An increasing number of students progress through to Year 13 and teachers work hard to ensure that students embark on courses that are suitable. The school recognises the need to provide more Level 1 courses, to meet the needs of some students who now leave at the end of Year 11. A high proportion of students pursue courses in higher education after leaving school. Standards improved in 2005 and most students met or exceeded their targets. The regular tracking of pupils' progress identifies underachievement and additional student support is provided to help them improve further. Students have opportunities to contribute to the life of the school community; for example, in mentoring younger pupils and team-building exercises to build self-confidence and the skills that will prepare them for life beyond school.

Grade: 3 Satisfactory

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

Focus on raising standards and achievement by:

- ensuring that the tracking of pupils' progress towards achieving their targets is rigorous and consistent and leads to improved standards, particularly in English, mathematics and science
- improving the pupils' attitudes to learning and the behaviour of a small minority who significantly hinder the learning of others.

3.16 Burley Park Centre (January 2006)

- 3.16.1 This is a good unit; its previous designation as having serious weaknesses no longer applies. Overall, managers are accurate in their evaluation of the Centre's effectiveness and what else needs to be done; the Centre has the capacity to continue to improve at a good rate. Since the last inspection, the Centre has gone through difficult times. Initially, it failed to make adequate progress. Standards were at risk and managers could not ensure the health and welfare of staff and pupils. However, outstanding progress has been made now under the excellent leadership of the new headteacher. Achievement in all subjects is good as a result of effective teaching and a good curriculum. Adults are knowledgeable about their subjects and manage pupils' behaviour extremely well. However, even more could be done to teach each pupil in ways best suited to them individually. Provision for pupils' personal development is outstanding and as a result, pupils have greatly improved their attitudes to learning and behaviour. They have an excellent understanding of how to keep themselves fit, healthy and safe. While the attendance of most pupils has improved, a few pupils have persistently poor attendance and do not achieve as well as they should. Pupils receive outstanding

care, support and guidance. Links with parents are good and those with other professionals excellent. The number of pupils returning to mainstream education has increased with no pupils returning to the Centre for a second time. This is a good measure of success. The cost of educating each pupil is very high because of the complexity of the pupils' needs. Nevertheless, taking account of the Centre's effectiveness, value for money is good.

Grade: 2 Good

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

- Raise achievement further by improving the quality of teaching particularly in catering for the different ways in which pupils learn.
- Continue to work with parents, carers and other professionals to improve attendance.

4.0 **IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE**

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

5.0 **LEGAL AND RESOURCE IMPLICATIONS**

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

6.0 **CONCLUSIONS**

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

7.0 **RECOMMENDATIONS**

7.1 Executive Board is asked to:

- note the outcomes of recent Ofsted inspections during the Spring term 2006
- note the impact of the change in the inspection framework.

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Originator: Ian Walton

Tel: 2474350

Report of the Chief Executive

Executive Board

Date: 14th June 2006

Subject: Inquiry into Childhood Obesity Prevention and Management – Final Report

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

1. The Scrutiny Board (Health and Wellbeing) within their report on Childhood Obesity Prevention and Management have recommended that the Executive Board nominate an Executive Member to champion issues relating to obesity.

In the interests of corporate and consistent practice this report recommends that the Directors of Children’s and Adult Services should report further to Executive Board as to how the recommendation should best be addressed.

1.0 Purpose Of This Report

- 1.1 This report introduces the report of the Chief Democratic Services Officer which presents the above final report of the Scrutiny Board (Health and Wellbeing) to the Executive Board. Recommendation 6 of the Scrutiny Board is “that the Executive Board nominates an Executive Member to champion issues relating to obesity”.

The purpose of this report is to recommend to Executive Board a formal response to the recommendation of the Scrutiny Board.

2.0 Background Information

- 2.1 The background information is as contained in the attached report of the Chief Democratic Services Officer

3.0 Main Issues

- 3.1 The recommendation of the Scrutiny Board arises from their recognition of the need to strengthen the links in addressing issues between childhood obesity and adult obesity. Whilst accepting the need as recognised by the Scrutiny Board officers are of the view that to simply nominate an Executive Member to champion issues relating to obesity generally may not fully or appropriately address that need. The responsibility identified relates to more than one portfolio / departmental area of responsibility. As the recommendation could form a precedent in terms of similarly identified linked needs in the future it needs to be considered on an in principle basis.

4.0 Implications For Council Policy And Governance

- 4.1 A considered response to this recommendation will provide a template for consistency in the manner in which the Council demonstrates leadership in relation to this and similar issues.

5.0 Conclusions

- 5.1 In the interests of demonstrating that the issue identified by the Scrutiny Board is addressed across portfolios and departmental responsibilities and in creating a robust precedent it seems most appropriate that the Directors of Children's Services and Adult Services be requested to bring a further report to the Board as to how the recommendation of the Scrutiny Board should best be addressed.

6.0 Recommendations

- 6.1 That the final report of the Scrutiny Board (Health and Wellbeing) into childhood obesity prevention and management be noted and that a further report be brought to this Board in response to recommendation 6 of the Scrutiny Board's report.

Originator:

Tel:

Report of the Chief Democratic Services Officer

Executive Board

Date: 14th June 2006

Subject: Inquiry into Childhood Obesity Prevention and Management – Final Report

Electoral Wards Affected:

Specific Implications For:

Ethnic minorities

Women

Disabled people

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

EXECUTIVE SUMMARY

1. The Scrutiny Board (Health and Wellbeing) has recently undertaken an Inquiry into Childhood Obesity Prevention and Management. The Board agreed its final Inquiry report in April 2006 and made a number of recommendations, one of which is directed at the Executive Board.
2. In recognising the need to strengthen the links between childhood obesity and adult obesity, the Scrutiny Board (Health and Wellbeing) has recommended to the Executive Board that it nominates an Executive Member to champion issues relating to obesity generally. The Executive Board is now asked to consider and respond to the Scrutiny Board's recommendation.

1.0 Purpose Of This Report

- 1.1 The purpose of this report is to put before Members of the Executive Board a recommendation made by the Scrutiny Board (Health and Wellbeing).

2.0 Background Information

- 2.1 In September 2005, the Scrutiny Board (Health and Wellbeing) identified Childhood Obesity as being a key public health issue both nationally and locally and therefore agreed to carry out an Inquiry into this matter.

- 2.2 As part of its Inquiry, the Board considered both the treatment and prevention interventions available across the city for addressing childhood obesity. Particular attention was also given to the new Leeds Childhood Obesity Strategy, which is due to be formally launched in July 2006.

- 2.3 The Board has now concluded its Inquiry and is due to consider the formal responses to all of its recommendations at its July 2006 meeting.

3.0 Main Issues

- 3.1 In recognising the need to strengthen the links between childhood obesity and adult obesity, the Scrutiny Board (Health and Wellbeing) has recommended to the Executive Board that it nominates an Executive Member to champion issues relating to obesity generally.

4.0 Implications For Council Policy And Governance

- 4.1 If the Executive Board are mindful to support the Scrutiny Board's recommendation, this will strengthen the Council's leadership role on this matter.

5.0 Legal And Resource Implications

- 5.1 There are no legal and resource implications.

6.0 Conclusions

- 6.1 The Executive Board is asked to consider the final report of the Scrutiny Board (Health and Wellbeing) following its Inquiry into Childhood Obesity Prevention and Management and to provide a response to its recommendation that the Executive Board nominates an Executive Member to champion issues relating to obesity.

7.0 Recommendations

- 7.1 That the Executive Board considers the final report of the Scrutiny Board (Health and Wellbeing) following its Inquiry into Childhood Obesity Prevention and Management and considers the recommendation that the Executive Board nominates an Executive Member to champion issues relating to obesity.



Report of Scrutiny Board
(Health and Wellbeing)

Inquiry into Childhood Obesity
Prevention and Management

Date of Publication: April 2006

Report of Scrutiny Board (Health and Wellbeing)

Inquiry into Childhood Obesity Prevention and Management

SESSIONAL EVIDENCE

Reports and Publications Submitted

- Scrutiny Board Working Group Summary Report. September 2005.
- Report from the Health Promotion Strategic Co-ordinator, Children & Young People's Obesity Strategy Group, on the size, nature, causes and availability of data on the obesity epidemic in Leeds. November 2005.
- Report from the Health Promotion Strategic Co-ordinator, Children & Young People's Obesity Strategy Group, on the prevention of childhood obesity. January 2006.
- Report from the Clinical Services Manager, Child Health, Children Services, East Leeds Primary Care Trust on prevention intervention undertaken by the School Nursing Service. January 2006.
- Report on the Leeds Youth Service involvement in the prevention of childhood obesity. January 2006.
- Report from Education Leeds on the Leeds Healthy School Programme.
- Department of Health and Department for Education and Skills document 'National Healthy School Status: A guide for schools'. 2005.
- Report from the Manager of South Leeds Health for All on addressing childhood obesity. January 2006.
- Report from the Chief Recreation Officer, Leeds City Council, on sport and recreation opportunities in support of the prevention of childhood obesity. January 2006.
- Report from the Health Promotion Strategic Co-ordinator, Children & Young People's Obesity Strategy Group, on the treatment of childhood obesity. February 2006.
- Report from Professor Mary Rudolf on the requirements for a medical obesity service. February 2006.
- Report from Leeds Metropolitan University on the Carnegie Weight Management organisation. February 2006.
- Report on the treatment of childhood obesity in Leeds by NHS Department's State Registered Dietitians. February 2006.
- Report on Watch It – An NHS community service for obese children. February 2006.
- Report from the Chief Recreation Officer, Leeds City Council, on the Fixed Play Strategy – Progress Report. February 2006.
- Report from the Chief Recreation Officer, Leeds City Council, on the Parks and Green Space Strategy. February 2006.
- Report from the Chief Recreation Officer, Leeds City Council, on the Sports Pitch Strategy. February 2006.
- Playpeople document 'Playing our Part: Creating the Play Friendly City. June 2005.
- Report from the Health Promotion Strategic Co-ordinator, Children & Young People's Obesity Strategy Group, on the draft Childhood Obesity Strategy for Leeds. March 2006.
- The Education Network (TEN) Policy Briefing 'Tackling child obesity – first steps'. March 2006.
- British Medication Association document 'Preventing Childhood Obesity'. June 2005.

- DVD entitled 'Can't Wait to be Healthy – A Plan for Leeds', produced with the support of children and young people by Youth on Health, The Crew, Connexions and Watch It.

(Copies of the written submissions are available on request from the Scrutiny Support Unit.)

Witnesses Heard

- Janice Burberry, Health Promotion Strategic Coordinator (Children and Young People) on behalf of the 5 Leeds PCTs and also Chair of the Leeds Children and Young People's Obesity Strategy Group;
- Anne Cowling, Healthy Schools Co-ordinator, Education Leeds;
- John Freeman, Health Initiatives Team Leader, Education Leeds;
- Maggie Jackson, Health Education Project Manager, Leeds Youth Service;
- Dr Andy Hill, Senior Lecturer in Behavioural Sciences, University of Leeds;
- Christine Farrar, Programme Manager, Healthy Leeds Partnership;
- Professor Mary Rudolf, Consultant paediatrician in community child health, University of Leeds;
- Professor Paul Gately – Principal Lecturer in Physical Activity, Exercise and Health, Leeds Metropolitan University
- Dr Pinki Sahota – Senior Lecturer (Nutrition & Dietetics), Leeds Metropolitan University;
- Mark Allman – Head of Sport and Active Recreation, Learning and Leisure Department;
- Pam Hill, Clinical Services Manager, Child Health, Children's Services;
- Pat Watson, Senior Worker, Leeds Youth Service;
- Julie Gill, Active South Leeds Co-ordinator;
- Mary Cooper, Community Dietitian, Parkside Community Health Centre;
- Liz Messenger, Five a Day Co-ordinator.
- Helen Zambas, Children's Community Dietitian, Parkside Community Centre;
- Carolyn Wellings, Watch It Team Leader, University of Leeds;
- Denise Preston, Chief Recreational Officer, Leeds City Council;
- Mike Kinnaird, Recreation Projects Manager, Leeds City Council;
- Chris Snell, Play Development Worker, Leeds Play Network;
- Susanne Wainwright, Project Manager, Leeds Youth Service;
- Mike Simpkin, Public Health Strategy Manager, Leeds City Council;
- David Feeney, Head of Planning and Economic Policy, Leeds City Council.

Dates of Scrutiny

27 th September 2005	Scrutiny Working Group Meeting
21 st November 2005	Scrutiny Board Meeting
16 th January 2006	Scrutiny Board Meeting
13 th February 2006	Scrutiny Working Group Meeting
13 th February 2006	Scrutiny Board Meeting
13 th March 2006	Scrutiny Board Meeting

Report of Scrutiny Board (Health and Wellbeing)

Inquiry into Childhood Obesity Prevention and Management

1.0 INTRODUCTION

- 1.1 At the beginning of the municipal year, we identified Childhood Obesity as being a key public health issue both nationally and locally and therefore we agreed to carry out an Inquiry into this matter.
- 1.2 Childhood obesity in the UK has increased significantly since 1995 and continues to do so. Data from the Health Survey England (2003) showed 27.7% of children aged 2 to 10 were overweight and of these 13.7% were obese. In Leeds, we learned from the Trends study¹ that in 2004 around 20.3% of 5 year olds, 28.1% of 9 year olds and 34.7% of 13 year olds were overweight. Of these 9.2% of 5 year olds, 14.9% of 9 year olds and 18.2% of the 13 year olds were obese.
- 1.3 According to the British Medical Association, the dramatic increase in the prevalence of childhood overweight and obesity, and its resultant co-morbidities, places significant health and financial burdens and warrants strong and comprehensive efforts at prevention. In 2004, the House of Commons Health Committee also estimated that in 2002, the economic burden of overweight and obesity was £3.3 – 3.7 billion.
- 1.4 To help address this problem, a Primary Service Agreement target, held jointly between the Department of Health, the Department for Education and Skills and the Department for Culture, Media and Sport in England was announced in 2004. The target aims to halt the year on year increase in the prevalence of obesity in children under 11 by 2010, within a broader strategy to tackle obesity in the population as a whole.
- 1.5 Last year the Government's public health White Paper, Choosing Health: making healthier choices easier, also identified obesity as one of the six key national priorities.
- 1.6 When determining the scope of our Inquiry, we decided to seek the advice of the Leeds Children and Young People's Obesity Strategy Group. Established in Spring 2005, the Leeds Children and Young People's Obesity Strategy Group is a multi-disciplinary group consisting of representatives from Education, Leeds Universities, Leeds Sport and Active Recreation, Leeds Initiative, Youth Service, Leeds Play Network, Voluntary Sector, the five Leeds Primary Care Trusts, School Nursing, Health Visiting, CAMHS, Dietetics and Community Paediatrics.
- 1.7 The terms of reference for our Inquiry were finalised in September 2005.

¹. Rudolf MCJ, Levine R, Feltblower R, Connor A, Robinson M (2005). The Trends Project: Development of a Methodology to reliably monitor the obesity epidemic in childhood.

2.0 THE SCOPE OF THE INQUIRY

2.1 The aim of our review was to make an assessment of and, where appropriate, make recommendations on:

- The scale, nature and social issues surrounding Leeds' childhood obesity problem
- What is being done and what the potential barriers are to tackling childhood obesity in Leeds in terms of prevention, treatment and research and development within community, school and home settings
- Whether existing initiatives are appropriately joined up (was there sufficient co-ordination locally and are there structures in place to aid communication between key partner agencies and help overcome barriers?)
- The opportunities available for the effective use and coordination of funding streams and the identification of new funding streams
- How Leeds compares with other local authority areas regionally and nationally
- How local policy works with and complements national policies
- The views and attitudes of children, young people and parents/carers towards diet, nutrition and physical activity and opportunities to improve their health.

(A summary of the evidence considered in arriving at our conclusions is presented at Appendix 1).

3.0 THE BOARD'S CONCLUSIONS AND RECOMMENDATIONS

3.1 Obesity can be defined as a disease in which excess body fat has accumulated to an extent that health may be adversely affected. However, as a result of our Inquiry, we have come to recognise that obesity is very much a complex social condition that has contributing factors on a variety of levels.

3.2 We also recognise that the greatest health problems will be seen in the next generation of adults as the present childhood obesity epidemic passes into adulthood. We were extremely concerned to learn that if current trends are not arrested, today's children will have a shorter life expectancy than their parents.

3.3 We acknowledge that the Government's public health White Paper, Choosing Health: making healthier choices easier, identifies obesity as one of the six key national priorities. We were also pleased to learn that childhood obesity is highlighted as an important local priority in the following city wide strategy documents:

- Local Area Agreement
- Children and Young People's Plan
- The Healthy Leeds Partnership 'Framework for action on health and wellbeing in Leeds 2004-2020'
- Leeds City Council's Corporate Board Plan
- The Children and Families Modernisation Team Strategy ' Children's Healthy Futures – A Strategic Framework for Leeds Children's Health Services 2002-2006'

- 3.4 Given the number, nature and range of causal factors associated with childhood obesity, we recognise the need to develop comprehensive and multi-level interventions that can be sustained over the long term.
- 3.5 The level of commitment and dedication from key partner agencies involved in this area of work has been clearly demonstrated throughout our Inquiry. In particular, we acknowledge the work of the Leeds Childhood Obesity Strategy Group and its commitment towards generating greater awareness about this major public health problem.
- 3.6 However, it is clear that the Government's good intentions to address the childhood obesity problem needs to be backed up with far greater leadership and co-ordination at local and national level. The sheer complexity of the number of different agencies, initiatives and strategies contributing to the overall target of reducing childhood obesity presents a real challenge for those at the local end of the delivery chain.
- 3.7 In view of this, we welcome the new Leeds Childhood Obesity Strategy. This Strategy was initiated in Spring 2005 by the Children and Families Modernisation Team and Children Leeds (formerly Leeds Children and Young People's Strategic Partnership). The Strategy describes the key issues and actions needed at a local level over the next 10 years to bring about a comprehensive, well co-ordinated and sustained response to the complex problem of childhood obesity among Leeds 0-19 year olds. In March 2006, we received a draft of the Strategy and learned that this will be formally launched in July 2006 following further consultation with key partners.
- 3.8 In terms of the implementation and monitoring of the Strategy, we learned that the proposal is for Children Leeds to have overall accountability for the achievement of this Strategy and that a multi-agency Leeds Childhood Obesity Group be established and a coordinator employed to lead on the development of local action plans. We also recognise the importance of local partners making the best use of existing partnerships, such as Local Strategic Partnerships, to help monitor progress and the effectiveness of their joint working arrangements. Such local coordination can help avoid duplication and help reduce bureaucracy.
- 3.9 We understand that the evidence base and findings from earlier consultations with children, parents and professionals on what changes they felt were needed to prevent and manage childhood obesity, had been used to develop a set of recommendations and a service model to stimulate and guide future service development.
- 3.10 We particularly noted that one of the recommendations within the Strategy calls upon the support of Children Leeds and its constituent partners for the collection of data to further develop local understanding of prevalence of childhood obesity among specific population groups including ethnic minority communities, lower socio-economic groups and those living with disability. We believe that improving data collection on causal factors is necessary to enable services to design, target and monitor childhood obesity levels locally.
- 3.11 However, we are pleased to note that all the recommendations set out within this Strategy are targeted at addressing many of the concerns raised during our own

Inquiry. In view of this, we recommend that all planners and providers of children and young people's services endorse the recommendations set out within the draft Leeds Childhood Obesity Strategy.

Recommendation 1

That all planners and providers of children and young people's services endorse the recommendations set out within the draft Leeds Childhood Obesity Strategy.

- 3.12 In view of the fact that the Leeds Childhood Obesity Strategy is a 10 year strategy, we feel it is vital for a champion to be identified to help take forward this strategy and keep it a high priority in the long term. Whilst we note that Children Leeds has been recommended to identify a senior figure to fulfill this role of childhood obesity champion, we would recommend that the Council's Executive Members responsible for Children's Services and Health and Social Care also play a proactive role in implementing the Leeds Childhood Obesity Strategy.

Recommendation 2

That the Council's Executive Members responsible for Children's Services and Health and Social Care play a proactive role in the implementation of the Leeds Childhood Obesity Strategy.

- 3.13 It is important to raise awareness about the issues surrounding childhood obesity. Whilst we are aware that at a national level, an obesity education campaign is currently in development, we understand that this will not be implemented until 2007. We therefore recommend that once the Leeds Childhood Obesity Strategy is formally launched in July 2006, that Children Leeds disseminates this to all health and social care sectors, including voluntary and community sectors, to help raise greater awareness of childhood obesity. We are particularly pleased to learn that a child friendly version of this strategy will also be available separately as it is vital that children themselves continue to be engaged in this matter.

Recommendation 3

In welcoming the new Leeds Childhood Obesity Strategy, we recommend that Children Leeds ensures that the evidence base, findings and recommendations within the Strategy are disseminated across all health and social care sectors, including voluntary and community sectors, to help raise greater awareness of childhood obesity.

- 3.14 It is evident that the increasing prevalence of overweight and obesity and the associated increase in medical and psychosocial problems has further heightened the need for effective weight management interventions nationally. In Leeds, it is estimated that approximately 22,500 children are obese (Rudolf et al 2005). This therefore represents a very significant potential client base for future support services.
- 3.15 The importance of developing and delivering high quality holistic support to children, young people and their families close to home is well recognised nationally. We acknowledge that local consultation work has also highlighted that children and families want accessible services within their communities.

- 3.16 However, during our Inquiry we learned that most of the evidence in terms of treatment interventions involved seeing children regularly for intensive sessions over a period of months. Many have involved highly specialised professionals from dietetics, physiotherapy, sport, and psychology and have also often been based in clinical or university settings. It was therefore unclear how transferable these would be to the community.
- 3.17 Whilst we understand that there are currently few community based weight management services nationally, we acknowledge that Leeds is very fortunate to have two internationally recognised weight management programmes operating; the Watch It Programme and the Carnegie Weight Management organisation.
- 3.18 The Watch It programme is innovative as it was set up by leading national experts in childhood obesity using the best evidence available. It offers help to children and their parents within their communities, and is grounded in both NHS and leisure services. It is holistic in its approach ensuring that all the young person's needs are met, including physical, emotional, social and medical needs. There is good quality evidence of the short term effectiveness of the programme. We are also aware that a larger scale randomised control trial is now in progress and is due to report in 2008.
- 3.19 The Carnegie Weight Management is a non-profit organisation established in the Carnegie Faculty of Sport & Education at Leeds Metropolitan University. This aims to undertake the highest quality interventions, education, training and research to successfully treat overweight and obese children. It also seeks to maximise its impact on the health and well-being of not only the families it works with but the wider society. It has already helped over 1500 children lose weight, increase fitness levels, adopt a healthy lifestyle and improve levels of self-esteem.
- 3.20 However, we learned that the programmes are pilot studies and that neither currently receives mainstream public funding. Capacity therefore continues to be an issue for both programmes. In acknowledging the short term success of these two particular programmes, we feel that more multi-disciplinary holistic weight management services should be provided close to home for children and families who require support. Whilst we support the need for such services to be publicly funded, we also support the view that other funding opportunities and approaches be explored, for example, developing such services in partnership with the private sector.
- 3.21 During our Inquiry, we also focused on prevention interventions. It is recognised nationally that there has been little research on the effectiveness of prevention strategies. We acknowledge that the lack of evidence of what works in addressing childhood obesity makes it difficult to evaluate the effectiveness of new and existing programmes. We are therefore pleased to note that the National Institute for Health and Clinical Effectiveness (NICE) will shortly be publishing draft guidelines on effective interventions, with the final guidance due to be published in February 2007.
- 3.22 During our Inquiry we received many examples of where preventative work has been carried out in Leeds, for example, through the Leeds Youth Service, Leeds Healthy Schools Programme, School Nursing Service, South Leeds for All, the 5 a day programme and the Healthy Living Centres.

- 3.23 We noted that prevention interventions that have focused on changing individual behaviours have not been found to dramatically reduce obesity prevalence, although many have resulted in positive changes in eating and exercise behaviours. In view of this, it is clear that coordinated local action is needed at a societal level to create organisations, communities and a wider Leeds environment that makes choosing a healthy diet and being physically active the easy and normal choices. This will enable children, young people and their families to be able to sustain individual behaviours that will help prevent them from being obese. We are therefore pleased to note that within the Leeds Childhood Obesity Strategy, Children Leeds has been recommended to evaluate and create opportunities for childcare centres, schools, extended schools, youth settings, leisure centres, primary care settings and hospitals to become a non obesogenic environment and to offer all children and young people the opportunity to eat well, be active, and feel good about themselves.
- 3.24 We are aware that increasingly the role of parks and green space is being recognised. We were informed that research evidence demonstrates the importance of parks and green space to health, the environment, recreation, education and learning, regeneration and sustainable transport. However, we also acknowledge the continuing pressure on green space (particularly for development) and in some circumstances, issues over community access to pitches and facilities.
- 3.25 In view of this, we explored the issue of whether the accessibility and quality of play areas, green space and other recreational open spaces in the city could help towards preventing childhood obesity. During our Inquiry, we received details of the Council's Fixed Play Strategy and Sports Pitch Strategy and considered the proposed structure on the content of the final Parks and Green Space Strategy following consultation and analysis carried out to date. We also considered the Leeds Play Strategy.
- 3.26 We were informed that whilst there was little high quality evidence been collected to date on the role of play facilities and accessibility of green space in the prevention of childhood obesity, this did not necessarily mean that such links were not relevant. In view of this, we recommend that Children Leeds investigates further the opportunities for formal and informal physical recreation and play in different areas of Leeds and varying take up in different social groups.

Recommendation 4

That Children Leeds investigates the opportunities for formal and informal physical recreation and play in different areas of Leeds and varying take up in different social groups.

- 3.27 There was a recognised need to raise the profile of health and wellbeing issues when making new planning and policy decisions. We noted in particular that the links between the planning agenda and health are limited and needed to be strengthened. Particular reference was therefore made to the new Health Impact Assessment (HIA). This is an approach to ensure that decision making at all levels considers the potential impacts of decisions on health and health inequalities, and identifies actions that can enhance positive effects and reduce or eliminate negative effects. Whilst this is a relatively new tool, the value of HIA is increasingly being

recognised, both nationally and internationally. In relation to addressing childhood obesity, it was felt that this approach could be used to encourage regular activity as part of everyday life and help strengthen the protection of green space and improve parks, play facilities and neighbourhoods.

- 3.28 Whilst the new HIA approach will help to strengthen the links between the planning agenda and health, we would also recommend that a representative from the Council's Development Department becomes a member of the Leeds Childhood Obesity Strategy Group.

Recommendation 5

That a representative from the Council's Development Department becomes a member of the Leeds Childhood Obesity Strategy Group to help strengthen the links between the planning agenda and health.

- 3.29 Whilst our Inquiry has focused on childhood obesity, we believe that the links between childhood obesity and adult obesity need to be strengthened. In acknowledging the proposed appointment of a Childhood Obesity champion in Leeds, we strongly recommend that an Executive Member within the Council is nominated to champion obesity generally.

Recommendation 6

That the Executive Board nominates an Executive Member to champion issues relating to obesity.

- 3.30 Finally, we would like thank everyone who contributed to our Inquiry and recommend that an update report on the progress made in delivering the Leeds Childhood Obesity Strategy is reported back to the Scrutiny Board (Health and Wellbeing) in 9 months time.

Recommendation 7

That the Scrutiny Board (Health and Wellbeing) receives an update report from Children Leeds on the delivery of the Leeds Childhood Obesity Strategy in 9 months time.

Report Agreed by the Board on 25th April 2006

.....**Date**.....

Signed by the Chair of Scrutiny Board (Health and Wellbeing) Cllr Lancaster

Report of Scrutiny Board (Health and Wellbeing)

Inquiry into Childhood Obesity Prevention and Management

Summary of written and verbal evidence

1.0 Scrutiny Board Working Group meeting - 27th September 2005

- 1.1 In acknowledging that work is currently underway by the Leeds Children and Young People's Obesity Strategy Group to develop a Childhood Obesity Strategy, the Board agreed to have a separate briefing session with representatives from the Steering Group to help identify where Scrutiny could add value to what is already happening across the City to address childhood obesity.
- 1.2 A small working group met with the following representatives from the Strategy Group:
- Janice Burberry, Health Promotion Strategic Coordinator (Children and Young People) on behalf of the 5 Leeds PCTs and also Chair of the Leeds Children and Young People's Obesity Strategy Group;
 - Anne Cowling, Healthy Schools Co-ordinator, Education Leeds;
 - John Freeman, Health Initiatives Team Leader, Education Leeds;
 - Maggie Jackson, Health Education Project Manager, Leeds Youth Service;
 - Dr Andy Hill, Senior Lecturer in Behavioural Sciences, University of Leeds;
 - Christine Farrar, Programme Manager, Healthy Leeds Partnership;
 - Professor Mary Rudolf, Consultant paediatrician in community child health, University of Leeds.
- 1.3 The Working Group received a report by the Strategy Group which set out their original rationale for producing a Childhood Obesity Strategy and details of the scale of the childhood obesity problem in Leeds and the activities currently underway across the city to help address this problem
- 1.4 The Working Group noted that the Government's target is to halt by 2010, the year on year increase in obesity among children under 11 in the context of a broader strategy to tackle obesity in the population as a whole.
- 1.5 In terms of the scale of the childhood obesity problem in Leeds, Members were informed that Leeds has around 27,000 overweight youngsters and 6,300 obese children and young people (this is from a population of approximately 180,000 0-19 year olds). However, Members noted that this was likely to be a conservative estimate.

- 1.6 It was highlighted to the Working Group that a number of local plans and strategies already exist or are in development which are associated with reducing obesity. These included the local obesity plans being produced by the five Primary Care Trusts, the City Wide Food Strategy, the City Wide Physical Activity Strategy, the Child and Adolescent Mental Health Services Strategy, and the Leeds Breast Feeding Project. It was acknowledged that a number of nationally recognised pilot studies were also currently underway across the city to help address obesity, however, it was highlighted that such studies were often short term funded and targeted at specific geographical communities.
- 1.7 After consulting key local stakeholders on this issue in December 2004, the Steering Group identified a need for a more coordinated approach to service planning, more resources, a greater focus on prevention, more involvement of parents, children and young people and improved data collection to determine key areas for improvement.
- 1.8 Members noted that the proposed Childhood Obesity Strategy therefore aims to:
- set out the evidence base to guide the development of both primary and secondary interventions
 - prioritise areas for action, while achieving greater equity of provision
 - agree baseline measures, consistent approaches to data collection and jointly owned targets
 - develop clear and consistent messages and a marketing strategy to promote these
 - develop a multi-agency and multi-disciplinary city-wide service model
 - engage children, young people, parents and carers in planning, development and review of services
 - encourage evaluation and dissemination of good practice
 - refocus current resources and attract new investment
- 1.9 It was emphasised to the Working Group that any work in this area needs to focus on the child within the context of the family. It was acknowledged that many overweight and obese children and their families often find it hard to change their lifestyles and make healthier choices. To help promote healthier lifestyles, importance was therefore placed on making the healthy choice an easy choice. This involved creating healthier environments within schools, improving the accessibility of recreational areas and leisure facilities within communities, particularly deprived communities, and making healthier foods more accessible and affordable.
- 1.10 The Working Group was particularly interested in the role of schools in promoting healthier lifestyles. Members were informed about the new national school standards around nutrition and physical activity, however, it was noted that more needed to be done to make such issues a central part of the school curriculum. This in turn would help to promote a consistent approach across schools.

- 1.11 As well as focusing on issues around nutrition and physical activity, particular importance was also given to the emotional wellbeing of overweight and obese children as low self-esteem was often regarded as a contributing factor, making it difficult for children to engage or make healthier changes to their lifestyles. In view of this, it was highlighted that further work in this area needed to be carried out with more specialist services such as the Child and Adolescent Mental Health Service (CAMHS) in Leeds and Social Services.
- 1.12 Issues were also raised about the need to balance preventative work with treatment services. In view of the limited resources available to address childhood obesity, the Strategy Group identified a need to prioritise areas for action.
- 1.13 It was felt that as part of the Scrutiny Board (Health and Wellbeing) Inquiry into Childhood Obesity, the Board could usefully look at how effectively key partners were addressing issues around nutrition, physical activity and emotional wellbeing in an holistic and joined up way. To help manage this process, it was also considered appropriate for the Board to have four separate evidence gathering sessions which could focus on the following areas:
- the data available on levels of overweight and obesity and the links made to poor nutrition, physical inactivity, sedentary lifestyles and poor emotional wellbeing in children
 - to consider the evidence base on what preventative work is already going on in Leeds and to consider the opportunities and barriers to achieving a comprehensive and co-ordinated multi-agency response in Leeds
 - To consider the evidence base on what treatment services are going on in Leeds and to consider the opportunities and barriers to develop appropriate multi-disciplinary services
 - To consider issues surrounding priority setting and implementing change. This will also coincide with the consideration the draft Childhood Obesity Strategy for Leeds.
- 1.14 Terms of reference were therefore drawn up to reflect the Working Group's discussions.

2.0 Scrutiny Board meeting - 21st November 2005

- 2.1 In line with its agreed terms of reference, the first session of the Board's Inquiry focused on the size, nature, causes and availability of data on the obesity epidemic in Leeds.
- 2.2 The Board received a report from the Children and Young People's Obesity Strategy Group setting out the prevalence of overweight and obesity levels in Leeds. The report also highlighted the psychosocial, physical and economic impact of obesity. Members were informed that obesity is a complex condition that has contributing factors on a variety of levels. These included individual factors (eg. food consumption), interpersonal (eg. Parental beliefs and/or knowledge), organisational (eg. School lunch menus), and government/policy (eg. Food labelling guidelines).

- 2.3 The Board was informed that given the number, nature and range of causal factors associated with childhood obesity, it will be necessary to develop comprehensive and multi-level interventions that can be sustained over the long term. It was considered inappropriate and counter productive to develop interventions at the individual level without making changes to the environment which would make it easy for healthy choices to be made.
- 2.4 Particular reference was made to the Leeds Rugby Athletics Development Scheme (RADS). The scheme was introduced in 2003 to identify talent and enable targeted specialist coaching. Members were informed that the programme weighs and measures a large percentage of Year 7 children in Leeds schools and records their Body Mass Index alongside their performance scores on a range of internationally referenced physical activity tests.
- 2.5 Members noted that when the RADs data was characterised by schools it was clear that there was variability in the prevalence of overweight and obesity. This variability ranged from 36% of children being categorised as overweight or obese in one school to 13% in another school. It was acknowledged that such information was important to help determine differences in practices across the city and identify how services might support specific schools in their work to help prevent and manage this problem.
- 2.6 The Board was informed that whilst the RADS data 2004/05 does not provide a comprehensive picture of children's health or sports skills in Leeds, it had demonstrated the potential of this data. It was noted that further analysis will include the inclusion of other social characteristics which include GCSE's A-C and free school meals, plus other measures suggested by partners.
- 2.7 Members learned that 34 of the 42 Leeds High Schools had signed up to the scheme 2005/2006. However, it was noted that the programme was reviewing the range of fitness tests it uses to include tests that measure more aspects of general fitness rather than fitness related to ability to perform in Rugby and Athletics.
- 2.8 The Board specifically asked about the role of parents. Members learned that the ways in which parents influence children's eating and physical activity behaviours are many and varied. As the main providers of a child's first food they decide whether they are breast fed, when solid food is introduced, and which foods are regularly eaten and become familiar to the child. They set eating and activity patterns, often teaching by example. The Board was informed that Parental concerns over safety, and lack of parental time have been identified as reasons why children are less physically active and spend more time watching TV and playing computer games. In view of this, the Board agreed that interventions that target children must also involve parents.
- 2.9 Members noted that there was little specific data available from the UK on the influence of parents on the diet and activity patterns of their children. However, a study of the feeding practices of low-income mothers in the US found they generally preferred their children to be overweight rather than underweight and that they tended to follow the advice of their own mothers rather than a health professional introducing solid food early and of a type they liked to eat. They also tended to feed the children when the adults were hungry possibly interfering natural regulation of food intake in their children. In view of this, the Board was pleased to learn that the

Sure Start Programmes had in place targets with regard to encouraging healthy eating, physical activity, and confident parenting in their work with pre-school families.

- 2.10 The Board learned that whilst there was a significant and increasing amount of data available on the size of the problem in Leeds, there was much less data on the spread of the problem within local communities. Similarly there was less data on the causal factors, particularly those which link these to prevalence. Members were informed that such data was required to support the design, targeting and monitoring of effective interventions.
- 2.11 It was therefore considered that more local coordination and resources were needed to further build understanding of the problem. However, Members noted that much of the research carried out in Leeds had already gained national and international recognition, informing the development of good practice in this field.

3.0 Scrutiny Board meeting - 16th January 2006

- 3.1 In January, the Board focused on the following areas:
- What needs to be done to improve nutrition, physical activity, reduce sedentary lifestyles and improve emotional wellbeing in all children to help prevent overweight and obesity
 - The evidence base on what preventative work is already going on in Leeds
 - Professional, children, young people and parent's views of what changes are needed
 - The opportunities and barriers to achieving a comprehensive and coordinated multi-agency response in Leeds.
- 3.2 The Board received a report from the Children and Young People's Obesity Strategy Group on the prevention of childhood obesity. This report highlighted the evidence base supporting interventions that aim to reduce childhood obesity by targeting obesity risk factors.
- 3.3 In acknowledging the rationale for more prevention work to be carried out, the Board received details of reviews that had been undertaken to assess the effectiveness of interventions designed to prevent obesity in childhood through diet, physical activity and more holistic school based interventions.
- 3.4 Members were informed that a range of problems have been cited that have made it difficult to measure the impact of prevention activities on childhood obesity. These have included:
- The length of time over which interventions are being conducted, which is often too short to modify weight status;
 - Many studies have used the Randomised Control Trial method, which is unsuitable given the multi-factorial nature of obesity and the need for a broad based range of public health interventions;
 - To date little research has been carried out on the impact of interventions designed to promote environmental and social changes such as food availability, financial options for healthier foods and activity options, safer play spaces and school-community partnerships. In view of this, it is difficult to know what impact they may have;

- Many of the current interventions focus on short-term behaviour change goals without sufficiently addressing changes in the environment to ensure any behaviour change achieved can be easily maintained by the individual for long enough to impact on weight status.

3.5 In view of this, the Board noted that there was a clear need to incorporate robust evaluation into the planning and delivery of local multi-factorial prevention programmes.

3.6 The Board was informed that some programmes aimed at preventing obesity in children start by identifying those children at greatest risk. However, according to the International Obesity Taskforce, it was considered that whilst this type of screening can help the targeting of resources, such screening is stigmatising. Instead, it was felt that interventions targeted at all children should be favoured. Also, it was stressed that the focus of such interventions should be on promoting healthy eating, physical activity, emotional wellbeing and less sedentary behaviours as these will benefit all children irrespective of weight status. Members noted that such interventions should not focus on weight and weight control as this may do more harm than good by creating unnecessary body image and weight concerns, dieting and disordered eating.

3.7 To help demonstrate some of the preventative work being carried out in Leeds, the Board also received briefing papers detailing the work of the School Nursing Service, Leeds Youth Service, Leeds Healthy Schools Programme, South Leeds for All, and the sport and recreation opportunities from the Council's Learning and Leisure Department.

3.8 In addition, the Board received an analysis of current and planned key activities in Leeds. This analysis highlighted the issues, gaps and opportunities identified from consultation exercises with key partners. From this analysis, the following issues were summarised to the Board:

- There is a significant amount going on in various parts of the city;
- Much of this work is geographically limited and not sufficiently well linked;
- Many of Leeds key prevention programmes e.g. 5 a day, Healthy Living Centres, are short term funded;
- There is a lack of strategic direction e.g. childhood obesity, physical activity, parenting, emotional wellbeing;
- The whole school approach of the Leeds Healthy Schools Programme aims to bring about change at a wide range of levels. However, few other programmes are able to impact on such a wide range of factors at a range of different levels given the current lack of collaboration between many of the key organisations;
- There appears to be more emphasis on individual behaviour change with insufficient attention being paid to the family, organisational and broader environmental factors that cause childhood obesity.

3.9 Members were informed that prevention interventions that have focused on changing individual behaviours have not been found to dramatically reduce obesity prevalence, although many have resulted in positive changes in eating and exercise behaviours. Members acknowledged that it was therefore proposed that more coordinated local action is needed at a societal level to create organisations (including nurseries, schools, youth centres and colleges), communities and a wider

Leeds environment that makes choosing a healthy diet, being physically active and less sedentary the easy normal choices. Only then will children, young people and their families be able to sustain individual behaviours that will prevent them from being obese.

4.0 Scrutiny Working Group meeting - 13th February 2006

4.1 During its Inquiry, the Board identified the need to consider in more detail whether the accessibility and quality of play areas, and other recreational open spaces, in the city would help to reduce childhood obesity. If so, the Board questioned what role the Council currently had and whether there were any opportunities for improving this further.

4.2 The Board agreed to establish a working group to explore this issue further. The working group met on 13th February 2006 and the following individuals were invited to contribute to the working group's discussions:

- Janice Burberry, Health Promotion Strategic Coordinator (Children and Young People) on behalf of the 5 Leeds PCTs and also Chair of the Leeds Children and Young People's Obesity Strategy Group;
- Professor Paul Gately – Principal Lecturer in Physical Activity, Exercise and Health, Leeds Metropolitan University
- Denise Preston, Chief Recreational Officer, Leeds City Council
- Mark Allman – Head of Sport and Active Recreation, Learning and Leisure
- Mike Kinnaird, Recreation Projects Manager, Leeds City Council
- Chris Snell, Play Development Worker, Leeds Play Network
- Susanne Wainwright, Project Manager, Leeds Youth Service
- Mike Simpkin, Public Health Strategy Manager, Leeds City Council
- David Feeney, Head of Planning and Economic Policy, Leeds City Council

4.3 In preparation for its meeting, the working group received a number of reports from the Council's Chief Recreation Officer setting out the progress made on the Fixed Play Strategy, the Parks and Green Space Strategy, and the Sports Pitch Strategy. The working group also received a copy of the Playpeople document 'Playing our Part: Creating the Play Friendly City (June 2005), which set out the Leeds Play Strategy.

4.4 Members noted that a number of agencies in the city, including Leeds City Council, have a successful history of providing play opportunities for children and young people of all ages and have initiatives in place or planned for the near future that will significantly contribute to making Leeds a play friendly city. With its 37 action points, the working group acknowledged that the Play Strategy brings those initiatives together with newly proposed ideas in a single, city wide strategy for children's play.

4.5 The Chief Recreation Officer provided an overview of the Fixed Play Strategy, Parks and Green Space Strategy and Sports Pitch Strategy. The working group noted that the key objective of the Fixed Play Strategy was to work closely with Elected Members and local communities to target all available resources towards sustainable play development, in the most suitable locations. Members were informed that the Council's Parks and Countryside division manages 153 playgrounds, 18 skate parks and 28 multi use games areas.

- 4.6 It was stressed to the working group that there was no specific capital programme for developing and refurbishing playgrounds. Bids are made to all available funding streams to build or refresh playgrounds, as prioritised through the Area Committees. However, it was noted that SRB funding, which historically was the largest single contributor to fixed play development, had now ceased. It was highlighted, however, that the Big Lottery Fund had allocated £1.6 million for children's play over three years to the Leeds Metropolitan Area. Whilst it was not envisaged that this would predominately fund the Fixed Play Strategy, Members noted that it was anticipated that in partnership with friends' groups or other voluntary organisations, some money may be directed towards the areas previously supported by SRB.
- 4.7 With regard to the Sports Pitch Strategy, which was adopted by the Executive Board in 2003, Members noted that the production of this strategy was required by the Government due to increasing concern over the loss of playing fields. However, Members learned that since its adoption in 2003, the Strategy has further developed its vision for a network of Community Club sites, by initially identifying a target of two sites per wedge or one per Area Committee. The working group was informed that the benefits of the Strategy will be in terms of corporate/strategic priority, planning policy, operational management and sport development and its success will be driven through the Vision for Leeds and its themes.
- 4.8 The working group also received a report setting out the proposed structure on the content of the final Parks and Green Space strategy following consultation and analysis carried out to date. Members noted that the use of the term 'parks and green space' is an all encompassing term that includes the countryside and nature areas as well as more formal management of parks. It was stressed that an important piece of work relates to the analysis of supply and demand. It was highlighted that a full green space audit in respect of Planning Policy Guidance 17 was to be carried out as part of the Leeds Local Development Framework. Members noted that extensive work had already been carried out with regard to capturing data on publicly accessible land owned by the Council and represented in a geographic information system (GIS). It was also noted that the recent appointment of a Spatial Information Officer would also enable the analysis and presentation of green space data for inclusion in the strategy document.
- 4.9 As well as addressing accessibility issues, particular importance was also placed on the quality of parks and green space. In order to assess the quality of parks and green space, Members were informed that a 3 year programme was underway to measure the quality of 140 sites against the Green Flag standard. The working group noted that analysis would also be informed by the results of the household survey conducted in 2004 and 2005, along with other demographic data available that should allow some assessment of green space in relation to community need. Although some analysis will be presented in the Parks and Green Space strategy document, Members noted that the green space audit conducted as part of the Local Development Framework will enable wider consultation and more in depth consideration of green space issues and the relationship to Planning policy.
- 4.10 The working group noted that there is continued pressure on green space (particularly for development) and in some circumstances, issues over community access to pitches and facilities. It was noted that increasingly the role of parks and

green space is being recognised and supported by research evidence demonstrating the importance to health, the environment, recreation, education and learning, regeneration and sustainable transport. It was therefore considered essential that the Parks and Green Space strategy sets out how urban renaissance and regeneration will be supported.

- 4.11 A Project Manager from the Leeds Youth Service provided an overview of the work carried out by the Youth Service aimed at preventing childhood obesity. In relation to the accessibility of parks and other recreational facilities, it was felt that whilst the majority of the young people were aware of their location, more work could be done in promoting the usage of such facilities. The Play Development Worker from Leeds Play Network highlighted that safety was often an issue raised by young people when accessing parks and other recreational open spaces. It was considered that the younger children would often feel intimidated by the presence of older children using the same facilities. In view of this, it was highlighted that previously young people have expressed a desire for greater access to staffed open access provision, where the users can come when they wish unaccompanied by an adult and leave when they wish. The Chief Recreation Officer explained that the Council is continuing to find ways of providing facilities for older children separate to younger children to help address any fears of intimidation. To help address issues of safety, Members were informed that new play areas would normally be developed in areas where there was high visibility from neighbouring houses. However, it was acknowledged that more supervised play areas were also needed.
- 4.12 With regard to the use of green space, Members noted that existing planning policy is based on a green space hierarchy, considering a range of facilities available to residential areas. It was highlighted that current planning policy in the city centre requires contributions from developers for development over 0.5ha. However, as a distinction is not made between 'hard' open space and green space, this has led to a tendency of hard landscaping rather than provision of green space.
- 4.13 The working group questioned whether the accessibility of more green spaces and other recreational open spaces could contribute to the prevention of childhood obesity? In response to this, the Chair of the Leeds Childhood Obesity Strategy Group explained that whilst there was no significant evidence to suggest that the accessibility of play facilities and green spaces could help to prevent childhood obesity, this did not necessarily mean that such links were not relevant. Instead, it was felt that further evidence needed to be gathered on this issue. However, Professor Gately stressed to the working group that increased accessibility of green spaces alone would not contribute significantly to the prevention of childhood obesity as this was only one of a wide range of factors.
- 4.14 Particular reference was made to the new Health Impact Assessment (HIA). This is an approach to ensure that decision making at all levels considers the potential impacts of decisions on health and health inequalities, and identifies actions that can enhance positive effects and reduce or eliminate negative effects. Members were informed that whilst HIA is a relatively new tool, the value of HIA is increasingly being recognised, both nationally and internationally. The Chair of the Leeds Childhood Obesity Strategy Group highlighted the need for there to be closer links with policy and planning decision makers and therefore regarded the HIA as a real opportunity to analyse the health impacts of such decisions. In also acknowledging the HIA to be a useful planning tool, the Head of Planning and

Economic Policy explained that evidence was a key issue in terms of making planning decisions and that such evidence would need to be robust enough to satisfy independent planning inspectors.

- 4.15 In conclusion to its discussions, the working group also acknowledged the potential benefits of the new Health Impact Assessments in raising the profile of health and wellbeing issues when making new planning and policy decisions. It was felt that the key challenges were linked to making behavioural changes. Marketing, effective leadership and culture changes were therefore considered to be vital.

5.0 Scrutiny Board meeting - 13th February 2006

- 5.1 The third session of the Board's Inquiry focused on the treatment services available for addressing childhood obesity. The following areas were considered:

- What support needs to be available for children, young people and their parents who are overweight and obese
- The evidence base on what treatment services are going on in Leeds
- Professionals, children, young people and parents views of what is needed
- The opportunities and barriers to developing appropriate multi-disciplinary services

- 5.2 The Board received a report from the Children and Young People's Obesity Strategy Group on the treatment of childhood obesity. This report set out the evidence base in support of interventions aimed at treating childhood obesity.

- 5.3 The Board was informed that the increasing prevalence of overweight and obesity and the associated increase in medical and psychosocial problems had further heightened the need for effective weight management interventions, particularly given weight loss without intervention is unlikely.

- 5.4 However, Members noted that the Department of Health had recommended that services do not screen or pro-actively identify children for treatment at this stage. In view of this, the Board was informed that in practical terms, it was probably most useful to take a simple approach and offer care to the following children:

- Children who have already developed ill health or are clearly at risk of doing so;
- Children who are experiencing emotional distress as a result of their obesity;
- Families or children who are seeking help.

- 5.5 Members noted that there were many different lifestyle change programmes to help parents and children control their weight. However to date there is insufficient evidence to support the choice of any one specific programme.

- 5.6 In terms of outcomes from treatment services, the Board was informed that the primary goal was a reduction in Body Mass Index. In children who are still growing this might be achieved through weight maintenance, allowing the child to grow into their weight. This will require the child to be weighed regularly and none judgementally and active adjustment made by the child and family to their lifestyle. The Board noted that older children and young people often desire to be a normal weight. However, this may be unrealistic for many in the short to medium term. In addition, a broader range of outcomes are now recognised as valuable

markers of obesity treatment success. These acknowledge the associations between childhood obesity and coronary risk and the psychosocial consequences of obesity. Members were informed that it was useful to have other goals that relate to physical health, for example, improved blood pressure, physical fitness and social functioning that demonstrate success.

- 5.7 The Board was informed that most of the evidence is for interventions that involve seeing children regularly, for intensive sessions over a period of months. Many have involved highly specialised professionals from dietetics, physiotherapy, sport, and psychology. It was also noted that most interventions have been based in clinical or university settings and therefore it was unclear how transferable these would be to the community. However, it was stressed that the importance of developing and delivering services as close to children, young people and their families had also been highlighted.
- 5.8 The Board noted the role of universal service providers, specialist community obesity weight management services, medical services and contributory services. In addition to the report from the Childhood Obesity Strategy Group, the Board also received briefing papers on the requirements needed for a medical obesity service, the Carnegie Weight Management organisation, treatment services by NHS State Registered Dietitians, and the Watch It programme.

Requirements for a medical obesity service

- 5.9 The Board was informed that in 2004, the House of Commons Health Select Committee in its Inquiry into Obesity called upon the National Health Service to *ensure obese children have access to specialist care*. Recommendations were outlined for childhood services, which involved provision in primary care for the majority, along with specialist multidisciplinary clinics for children with obesity related medical problems, especially where medication is prescribed or surgery considered
- 5.10 Whilst acknowledging that lifestyle treatment is available through the Watch It and Carnegie programmes, the Board was informed that there were inadequate medical services to support them. Members learned that hospital and community dietetic services no longer accepted any referrals for obesity, however severe, and that Children and Adolescent Mental Health services had never done so.
- 5.11 The report to the Board also set out what was considered to be required now in Leeds in terms of primary care, designated community obesity clinics and tertiary specialist clinics.

Carnegie Weight Management

- 5.12 The Board was informed about the Carnegie Weight Management. This is a non-profit organisation established in the Carnegie Faculty of Sport & Education at Leeds Metropolitan University. Members learned that the aim of the organisation is to undertake the highest quality interventions, education, training and research to successfully treat overweight and obese children. It also seeks to maximise its impact on the health and well-being of not only the families it works with but the wider society. The Board was informed that the Carnegie Weight Management had developed a range of treatment options that had been supported through an

evaluative evidence-based approach. Members noted that through this research process, the organisation had developed an understanding of the key ingredients required to appropriately and successfully treat childhood obesity.

- 5.13 The Board learned that the Carnegie Weight Management had already helped over 1500 children lose weight, increase fitness levels, adopt a healthy lifestyle and improve levels of self-esteem. It was also noted that 75% of children have been shown to either lose more weight after camp or maintain their weight loss after 3 years. Children and parents also report greater attendance and social inclusion at school; greater involvement in extra-curricular activities at school; and other family members report weight loss and a healthier lifestyle.
- 5.14 Whilst acknowledging the success of Carnegie Weight Management, the Board also noted the opportunities and barriers in relation to its service delivery. The opportunities related to being resource rich in terms of its academic profile, research, experts, collaborative partnerships and a practical evidence based treatment solutions for childhood obesity.
- 5.15 The Board was informed that Leeds Metropolitan University provides a rich resource of personnel that are involved in the delivery and research programmes. Members noted that the recent course developments in the area of Obesity and Weight Management aims to ensure that it continues to have a much wider impact. New qualifications will enable future generations to gain the skills necessary to effectively tackle this global problem. Members were also informed that Leeds Metropolitan University also made an investment of £1 million over the next 5 years in Carnegie Weight Management, to continue its pioneering work to address the severe problems of childhood obesity.
- 5.16 Members noted that the main barrier was the organisation being resource poor in relation to the awareness level of its programmes and service offerings amongst key stakeholders. In acknowledging that stakeholders across the city (including GPs, schools, council departments) have a fundamental role in influencing and referring children and families to its programmes, it would be the greatest barrier to the success of any weight management programme for children if the organisation was unable to engage their support.

Dietetic services in Leeds

- 5.17 The Board was informed about the dietetic services provided by Leeds Teaching Hospitals NHS Trust and also by the Community Nutrition and Dietetic Service. Members noted that all dietitians must work via a GP or Paediatricians referral.
- 5.18 The problems with provision of dietetic services for overweight children were also highlighted to the Board. These were as follows:
- The service currently has 2.7 (WTE) primary care Dietitians to meet the needs of all 0-16 children in Leeds. This is under resourced to meet the needs of the population, especially with the proposed reconfiguration of Childrens Services in Leeds where more children will need to be seen in the community;
 - Due to clinical pressures, children under 8, with obesity, are a low priority and are only provided with a limited service. Children with learning difficulties require specialist management and more Dietetic provision;

- Evidence shows that children need a multifaceted approach with exercise, behaviour change strategies, a reduction in sedentary behaviour which working with a single handed Dietitian cannot address. Dietitians are best placed supporting coordinated community weight management programmes, training and supervising health workers and providing specialist input to the tertiary highly specialised weight management clinics where family therapists are working with families.

5.19 It was stressed to the Board that it must be recognised at every level that obesity is not a medical problem with a medical solution. It is a complex social problem that requires the most extensive and complex partnership working.

Watch It Programme

5.20 Members received information about the Watch It programme. This is a community programme for obese children that has been developed and piloted in disadvantaged areas of Leeds. The Board learned that the aim of the programme is to motivate children and parents to lead a healthier lifestyle through individual appointments and group activity sessions, and so reduce the risks of adult obesity, cardiovascular disease and diabetes.

5.21 The Board was informed that children and teenagers attend Watch It at community sites in Leeds for a period of 12 months. The programme accepts young people aged 8 to 16 years who may self refer or be referred professionally. Members noted that the programme is designed to be flexible, so that emotional or social issues affecting the young person's ability to achieve healthy behaviours are fully addressed.

5.22 Members learned that the programme is run through the NHS by health trainers in partnership with sports centres, with clinics held in community facilities. The trainers are appointed for their personal qualities, but require no professional qualifications. However, they receive two weeks training and ongoing regular support and supervision from a professional team. Members noted that the clinics are held after school at community sites.

5.23 The Board learned that the Watch It programme has been very successful and has received much attention from health managers, professionals, politicians and the media. Members noted that the 65 children who attended the programme in 2004 were severely obese, and as expected, were inactive and had a poor quality diet. Obesity data showed that 59% of children at 3 months and 70% at 6 months showed some decrease in Body Mass Index scores, with an overall stabilisation in scores at 3 and 6 months. Improvements in the children's confidence and self esteem were also reported. Friendships were made that overspilled outside the programme, and knowledge about healthy lifestyles increased.

6.0 Scrutiny Board meeting - 13th March 2006

6.1 At the Board's March meeting, Members watched a DVD entitled 'Can't Wait to be Healthy – A Plan for Leeds'. This was produced with the support of children and young people. This highlighted the views of a range of children and young people from Youth on Health, The Crew, Connexions and Watch It and was put together by the Project.

- 6.2 The Board was informed that the DVD had been used to consult with young people in schools and youth clubs on the changes they would like to see to make it easier to be a healthy weight. The content of the DVD and the approach used was welcomed by the Board.
- 6.3 As this was the final meeting of the Board's Inquiry, Members were pleased to receive a draft version of the Leeds Childhood Obesity Strategy. Members learned that this Strategy was initiated in Spring 2005 by the Children and Families Modernisation Team and Children Leeds (formerly Leeds Children and Young People's Strategic Partnership). The Strategy describes the key issues and actions needed at a local level over the next 10 years to bring about a comprehensive, well co-ordinated and sustained response to the complex problem of childhood obesity among Leeds 0-19 year olds.
- 6.4 In terms of the implementation and monitoring of the Strategy, it was stressed to the Board that given the complexity of the issue and the large number of agencies involved, it was paramount that the local structures are used effectively to promote joint working on this issue. Members noted that it was therefore proposed that Children Leeds have overall accountability for the achievement of this Strategy and that a multi-agency Leeds Childhood Obesity Group be established and coordinator employed to lead on the development of local action plans.
- 6.5 The Board was informed that consultation was undertaken with children, parents and professionals to seek their views on what changes they felt were needed to prevent and manage childhood obesity. Members noted that the findings from this and the evidence base had been used to develop a set of recommendations and a service model to stimulate and guide future service development.
- 6.6 In welcoming the draft Strategy, the Board acknowledged the following recommendations set out within the Strategy:

Key actions to enable the monitoring childhood obesity locally

- It is recommended that all those weighing and measuring children in Leeds are able to present their findings in terms of any of the three common standard definitions i.e. 85th and 95th centiles, 91st and 98th centiles of the 1990 British Growth Centile charts and the IOTF International definitions.
- It is recommended that mean standard BMI scores be used in Leeds, alongside data on the proportion of children who are overweight or obese to track the trends.
- Children Leeds and its constituent partners, establish and resource a multi-agency Leeds Childhood Obesity Group, including the post of prevention coordinator to:
 - Collate the necessary data to enable local monitoring of the epidemic and progress of the strategy.
 - Assess the need for and commission further data to increase our understanding of local prevalence, trends and causal factors.
 - Commission local data collection as required.
 - Promote local coordination and collaboration.

- Children Leeds and its constituent partners support the collection of data to further develop local understanding of prevalence among specific population groups including ethnic minority communities, lower socio-economic groups and those living with disability.
- The PCT, Schools, and Leeds Childhood Obesity Group collaborate to ensure the development of a systematic approach to the routine weighing and measuring of all reception and year 6 children to meet Department of Health requirements and locally assess the impact of this strategy.
- The PCT enable BMI levels among the pre-school age population to be reported to monitor childhood obesity levels and the impact of targeted interventions among the pre-school population.
- The Local Authority, Education Leeds and Schools support the further development of RADS to enable the continued tracking of the obesity and fitness levels in Leeds High School Pupils.

Key actions for the Prevention of Childhood Obesity

- Children Leeds and its constituent partners, establish and resource a multi-agency Leeds Childhood Obesity Group, including creating a prevention coordinator post to:
 - Lead on the development and performance management of local action plans and a commissioning strategy to implement the childhood obesity strategy.
 - Ensure appropriate evaluation of local interventions to further develop the evidence base.
 - Promote local co-ordination and collaboration.
 - Act on the findings of the consultation work undertaken with children, young people and their families, in the development of a local childhood obesity strategy.
- Children Leeds and its constituent partners identify the needs of children young people and their families and develop appropriate multi-agency city-wide strategies in the following contributory areas:
 - Parenting Support
 - Children and Families Emotional Well-being
 - Physical Activity
 - Food
 - Parks and Green Space Strategy
 - Play
 - Community safety
- Children Leeds and its constituent partners support the further development of promising current initiatives including Leeds Healthy Schools Programme, 5 a Day, Nip it in the Bud, RADS.
- Children Leeds and its constituent partners support the piloting of new initiatives e.g. Leeds Healthy Choice Award, interventions aimed to reduce sedentariness and consumption of sugary carbonated drinks.

- Children Leeds and its constituent partners evaluate and create opportunities for childcare centres, schools, extended schools, youth settings, leisure centres, healthy living centres, primary care settings and, hospitals to prevent childhood obesity. These include developing each as a non-obesogenic environment, offering all children and young people the opportunity to eat well, be active, and feel good about themselves.
- Children Leeds and its constituent partners require that a Health Impact Assessment of all new planning and policy decisions is undertaken which encourages regular activity as part of every day life, strengthens the protection of green space, and leads to the improvement of parks, play facilities and neighbourhoods.

Key actions for the development of weight management services

- Children Leeds and its constituent partners commission publicly funded multi-disciplinary weight management services, close to home, for children and families who require support. These should include Watch-It, Carnegie Programme and the development of other options, including exploring the potential of developing services in partnership with the private sector.
- The PCT develop a new NHS Childhood Obesity Service to manage complex obesity cases. This may require community clinics supported by a specialist service in hospital.
- The PCT create a new role of weight management co-ordinator who would:
 - Enable the development of assessment framework including screening for medical and psychological problems.
 - improve sign posting of support services to help children and families to select appropriate support.
 - Be a recognised local child obesity expert from whom other professionals can seek advice and support.
 - Lead the community multi-disciplinary team.
 - Champion the importance of the issue and potential solutions to front line staff.
 - Provide protocols and training to ensure evidence based interventions are effectively delivered by front line staff.
- Children Leeds and its constituent partners require that those services working to prevent childhood obesity are appropriate and accessible to those children, young people and their families receiving weight management support.
- Children Leeds and its constituent partners recognise the unmet needs and ensure appropriate provision is developed for children from specific groups. These include children with learning disabilities, children from ethnic minority communities, children and families from lower socio-economic backgrounds.

Main Recommendations

- Children Leeds and the Council members each identify a senior figure to fulfil the role of childhood obesity champion to ensure that the issue remains a priority during reconfiguration and in the longer term.

- Children Leeds and its constituent partners establish and resource a multi-agency Leeds Childhood Obesity Group to:
 - Lead on the development and performance management of local action plans and develop a commissioning strategy to support implementation.
 - Collate the necessary data to enable monitoring of the epidemic and progress of the strategy.
 - Assess the need for, and commission further data, to increase our understanding of local prevalence, trends and causal factors.
 - Promote local coordination and collaboration.
 - Promote appropriate evaluation of local interventions to further develop the evidence base.

- Children Leeds and its constituent partners identify the needs of children, young people and their families and develop appropriate multi-agency city wide strategies in the following contributory areas:
 - Parenting Support
 - Children and Families Emotional Well-being
 - Physical Activity
 - Food
 - Play
 - Parks and Green Space Strategy
 - Community Safety

- Children Leeds and its constituent partners identify resources to further develop childhood obesity prevention and weight management services in line with the service model presented within this strategy.

- Children Leeds and its constituent partners strengthen children, young people, parents and carers participation in identifying unmet need, developing appropriate provision, and the performance management of the childhood obesity strategy and services.

- Children Leeds and its constituent partners recognise the unmet needs and ensure appropriate provision is developed for children from specific groups. These include children with learning disabilities, children from ethnic minority communities, children and families from lower socio-economic backgrounds.

- Children Leeds and its constituent partners and other service providers support the development and implementation of a social marketing strategy to:
 - Highlight the problem and potential solutions to childhood obesity in Leeds, particularly to children's services providers.
 - Create a local ethos that a healthy active lifestyle is cool.

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