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## EXECUTIVE BOARD

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Meeting to be held in Civic Hall, Leeds on  
Wednesday, 17th June, 2009 at 1.00 pm

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### Councillors

R Brett (Chair)  
A Carter  
J L Carter  
S Golton  
R Harker  
P Harrand  
J Monaghan  
J Procter

### MEMBERSHIP

K Wakefield  
R Lewis \*

R Finnigan

\*non voting advisory member

## CONFIDENTIAL AND EXEMPT ITEMS

The reason for confidentiality or exemption is stated on the agenda and on each of the reports in terms of Access to Information Procedure Rules 9.2 or 10.4(1) to (7). The number or numbers stated in the agenda and reports correspond to the reasons for exemption / confidentiality below:

### **9.0 Confidential information – requirement to exclude public access**

9.1 The public must be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that confidential information would be disclosed. Likewise, public access to reports, background papers, and minutes will also be excluded.

### **9.2 Confidential information means**

- (a) information given to the Council by a Government Department on terms which forbid its public disclosure or
- (b) information the disclosure of which to the public is prohibited by or under another Act or by Court Order. Generally personal information which identifies an individual, must not be disclosed under the data protection and human rights rules.

### **10.0 Exempt information – discretion to exclude public access**

10.1 The public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed provided:

- (a) the meeting resolves so to exclude the public, and that resolution identifies the proceedings or part of the proceedings to which it applies, and
- (b) that resolution states by reference to the descriptions in Schedule 12A to the Local Government Act 1972 (paragraph 10.4 below) the description of the exempt information giving rise to the exclusion of the public.
- (c) that resolution states, by reference to reasons given in a relevant report or otherwise, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

10.2 In these circumstances, public access to reports, background papers and minutes will also be excluded.

10.3 Where the meeting will determine any person's civil rights or obligations, or adversely affect their possessions, Article 6 of the Human Rights Act 1998 establishes a presumption that the meeting will be held in public unless a private hearing is necessary for one of the reasons specified in Article 6.

10.4 Exempt information means information falling within the following categories (subject to any condition):

- 1 Information relating to any individual
- 2 Information which is likely to reveal the identity of an individual.
- 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).
- 4 Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or officer-holders under the authority.
- 5 Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- 6 Information which reveals that the authority proposes –
  - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
  - (b) to make an order or direction under any enactment
- 7 Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

# A G E N D A

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

| Item No<br>K=Key<br>Decision | Ward   | Item Not Open                        |  | Page No |
|------------------------------|--|--------------------------------------|--|---------|
| 3                            |  |                                      | <p><b>LATE ITEMS</b></p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>   |         |
| 4                            |  |                                      | <p><b>DECLARATION OF INTERESTS</b></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 12 of the Members Code of Conduct</p>  |         |
| 5                            |  |                                      | <p><b>MINUTES</b></p> <p>To confirm as a correct record the minutes of the meeting held on 13<sup>th</sup> May 2009</p> <p><b><u>NEIGHBOURHOODS AND HOUSING</u></b></p>  | 1 - 8   |
| 6                            | Beeston and Holbeck; City and Hunslet; Gipton and Harehills; Middleton Park; | 10.4(2)<br>(Appendices 1 and 2 only) | <p><b>LEASE AT LESS THAN BEST CONSIDERATION - AGREEMENT TO LEASE 28 MISCELLANEOUS PROPERTIES TO GIPSIL AND LEEDS HOUSING CONCERN ON A 25 YEAR LEASE AGREEMENT</b></p> <p>To consider the report of the Director of Neighbourhoods and Housing on a proposal to grant a long lease at less than best consideration for 28 Council owned miscellaneous properties to GIPSIL and LHC, for the purpose of refurbishment and improvement for accommodation for vulnerable tenants.</p> <p>Appendices 1 and 2 to the report are designated as exempt under Access to Information Procedure Rule 10.4(2).</p> | 9 - 20  |

| Item No<br>K=Key<br>Decision | Ward   | Item Not<br>Open |  | Page<br>No  |
|------------------------------|--|------------------|--|-------------|
| 7<br>K                       |  |                  | <p><b>AREA COMMITTEE ROLES FOR 2009/2010</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods outlining the proposed delegated Area Functions and other roles for the ten Area Committees during 2009/10.</p> <p><b><u>CHILDREN'S SERVICES</u></b></p>  | 21 -<br>40  |
| 8<br>K                       |  |                  | <p><b>PLAYBUILDER INITIATIVE</b></p> <p>To consider the report of the Director of Children's Services on the Playbuilder Project and the intended programme to build or significantly refurbish twenty two playgrounds or informal play spaces across the City.</p>  | 41 -<br>78  |
| 9<br>K                       | Alwoodley;<br>Burmantofts<br>and Richmond<br>Hill; Chapel<br>Allerton; Cross<br>Gates and<br>Whinmoor;<br>Garforth and<br>Swillington;<br>Gipton and<br>Harehills;<br>Harewood;<br>Killingbeck<br>and Seacroft;<br>Kippax and<br>Methley;<br>Moortown;<br>Rothwell;<br>Roundhay;<br>Temple<br>Newsam;<br>Wetherby; |                  | <p><b>PROPOSAL TO ADD SPECIALIST COMMUNITY PROVISION AT WHITKIRK PRIMARY SCHOOL FOR PUPILS WITH COMPLEX PHYSICAL DIFFICULTIES AND MEDICAL NEEDS</b></p> <p>To consider the report of the Chief Executive of Education Leeds regarding a proposal to establish specialist community provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs.</p> | 79 -<br>100 |

| Item No<br>K=Key Decision | Ward | Item Not Open |  | Page No   |
|---------------------------|------|---------------|--|-----------|
| 10<br>K                   |      |               | <p><b>SUBMISSION OF THE OUTLINE BUSINESS CASE FOR LEEDS WEST ACADEMY</b></p> <p>To consider the report of the Chief Executive of Education Leeds on the Outline Business Case for Leeds West Academy as part of the Council's Wave 1 Building Schools for the Future Programme and associated expenditure.</p>   | 101 - 112 |
| 11                        |      |               | <p><b>CHILDREN AND YOUNG PEOPLE'S PLAN 2009/14</b></p> <p>To consider a report presenting the 2009-2014 Children and Young People's Plan for approval, prior to its submission to Full Council and Government Office.</p>  | 113 - 222 |
| 12                        |      |               | <p><b>EXPANDING PRIMARY PLACE PROVISION</b></p> <p>To consider the report of the Chief Executive of Education Leeds on trends in population growth and the changing context for planning primary school places in Leeds; on the proposed immediate response to the pressures for additional reception places in 2010/11; and outlining planning arrangements to ensure sufficient places to meet future needs.</p> <p><b><u>ADULT HEALTH AND SOCIAL CARE</u></b></p> | 223 - 234 |

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|------------------------------|---|------------------------------|---|------------|
| 13                           | Chapel Allerton; Killingbeck and Seacroft; Beeston and Holbeck; Headingley; City and Hunslet. | 10.4(3)<br>(Appendix 2 only) | <p><b>ROUNDHAY ROAD RELOCATION PROJECT</b></p> <p>To consider the report of the Director of Adult Social Services providing an update on the proposed accommodation solutions in place, and the costs associated with the implementation of these, to support the relocation of remaining services from the Roundhay Road site to alternative 'fit for purpose' accommodation.</p> <p>Appendix 2 to the report is designated as exempt under the terms of Access to Information Procedure Rule 10.4(3).</p> | 235 - 250  |
| 14                           |   |                              | <p><b>RESPONSE TO COUNCIL DEPUTATION - PROVISION OF CHANGING PLACE TOILETS IN LEEDS</b></p> <p>To consider the report of the director of Adult Social care in response to the deputation to Council by the 'All Means All' organisation on 22<sup>nd</sup> April 2009.</p> <p><b><u>CENTRAL AND CORPORATE</u></b></p>   | 251 - 260  |
| 15                           |   |                              | <p><b>TAXI AND PRIVATE HIRE LICENSING: AGE CRITERIA PROPOSALS - DEPUTATION TO COUNCIL</b></p> <p>To consider the report of the Assistant Chief Executive (Corporate Governance) in response to the deputation to Council from the GMB Trade Union on 22<sup>nd</sup> April 2009.</p>  | 261 - 294  |

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|---------------------------|------|---------------|---|-----------|
| 16<br>K                   |      |               | <p><b>FINANCIAL PERFORMANCE PROVISIONAL OUTTURN 2008/09</b></p> <p>To consider the report of the Director of Resources presenting the Council's financial outturn position for 2008/09, including both revenue and capital and the Housing Revenue Account. The report also details revenue expenditure and income compared to the approved budget, and reports on the outturn for Education Leeds and the ALMOs.</p>   | 295 - 322 |
| 17                        |      |               | <p><b>LEEDS STRATEGIC PLAN 2008-11 REFRESH: AMENDMENTS TO PARTNERSHIP AGREED INDICATORS</b></p> <p>To consider the report of the Assistant Chief Executive (Policy, Planning and Improvement) proposing a number of amendments to the partnership agreed targets in the Leeds Strategic Plan 2008-11, the Local Area Agreement for Leeds.</p>   | 323 - 358 |
| 18                        |      |               | <p><b>ANNUAL REPORT ON RISK MANAGEMENT</b></p> <p>To consider the report of the Director of Resources providing an overview of the key risk management developments for the Council over 2008-09, reporting on the corporate risk register and highlighting future areas of work to improve the Council's risk management arrangements.</p>   | 359 - 380 |
| 19                        |      |               | <p><b>REVIEW PROCESS FOR THE GAMBLING ACT 2005 STATEMENT OF LICENSING POLICY</b></p> <p>To consider the report of the Assistant Chief Executive (Corporate Governance) providing information on the review process for the Gambling Act 2005 Statement of Licensing Policy, and advising of the methodology and timeframe for the final approval of the revised Policy, taking into account the statutory requirements for consultation and the expressed expectations of Full Council.</p> | 381 - 452 |



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|------------------------------|-----------|---------------------------------|--|--------------|
| 20                           |           |                                 | <p><b>PROCUREMENT OF A CORPORATE INTERACTIVE VOICE RESPONSE (IVR) SOLUTION</b></p> <p>To consider the report of the Assistant Chief Executive (Policy, Planning and Improvement) providing an update on the steps taken to date to procure a corporate IVR solution, providing responses to the recommendations of the Scrutiny Board (Central and Corporate Functions) and seeking support for the release of the funding necessary for this project to continue.</p> <p><b><u>DEVELOPMENT AND REGENERATION</u></b></p> | 453 -<br>478 |
| 21                           |           | 10.4(3)<br>(Appendix<br>1 only) | <p><b>FOOTBALL WORLD CUP 2018</b></p> <p>To consider the report of the Director of City Development providing an update on the new information received from the Football Association and seeking approval from the Board to take forward the bid process.</p> <p>Appendix 1 to this report is designated as exempt under the terms of Access to Information Procedure Rule 10.4(3).</p>   | 479 -<br>492 |
| 22                           | Rothwell; |                                 | <p><b>PLANNING APPEALS AT ROYDS LANE, ROTHWELL AND FLEET LANE, OULTON</b></p> <p>To consider the report of the Director of City development on the outcome of recent planning appeals on Greenfield sites at Royds Lane, Rothwell, and Fleet Lane, Oulton, and the implications, if any, for the Council's approach to Greenfield developments.</p>  | 493 -<br>532 |

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|------------------------------|---|------------------------------|---|--------------|
| 23                           | Ardsley and Robin Hood;<br>Beeston and Holbeck; City and Hunslet;<br>Morley North;<br>Morley South; |                              | <p><b>SOUTH LEEDS REGENERATION AREA GOVERNANCE ARRANGEMENTS</b></p> <p>To consider the joint report of the Director of Environment and Neighbourhoods and the Director of City Development outlining a proposal to establish a governance framework for an informal partnership covering the regeneration of a large area of South Leeds.</p>   | 533 -<br>540 |
| 24                           | Morley North;   | 10.4(3)<br>(Appendix A only) | <p><b>47-57 CHAPEL HILL, MORLEY: ACQUISITION, DEMOLITION AND DEVELOPMENT</b></p> <p>To consider the report of the Director of Environment and Neighbourhoods outlining the proposed scheme design and related expenditure regarding the acquisition of 47-57 Chapel Hill, Morley and 1-8 Bank Court, Bank Street, Morley.</p> <p>Appendix A to the report is designated as exempt under Access to Information Procedure Rule 10.4(3).</p> | 541 -<br>552 |

## EXECUTIVE BOARD

WEDNESDAY, 13TH MAY, 2009

**PRESENT:** Councillor A Carter in the Chair

Councillors R Brett, J L Carter, R Finnigan,  
S Golton, R Harker, P Harrand, J Procter,  
S Smith and K Wakefield

Councillor J Blake – Advisory Member

### 254 Exclusion of the Public

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

- (a) Appendix 1 to the report referred to in minute 258 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the appendix provides a brief overview of the anticipated costs and identified funding associated with the proposed acquisition. It is considered not to be in the public interest to disclose this information at this point in time as it could undermine the Council's position in negotiating with the building owner. The release of this information could also prejudice the Council's interests in relation to this or other similar transactions in that the land owner of this or other similar properties would have information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of any transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing the information at this point in time.
- (b) Appendices 1, 2 and 4 of the report referred to in minute 261 under the terms of Access to Information Procedure Rule 10.4(3) and on the grounds that the public interest in maintaining the exemption outweighs the public interest in disclosing the information by reason of the fact that:-
  - (i) Appendices 1 and 2 – The success of the scheme could potentially be prejudiced by speculative investors acquiring properties in advance of the Council's action;
  - (ii) 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.

**255 Declaration of Interests**

Councillor Smith declared a personal and prejudicial interest in the item relating to the Health and Wellbeing Partnership Plan 2009-2012 (minute 266 refers) due to his position as a Director of a Health and Wellbeing Centre.

Councillor Blake declared a personal interest in the item relating to the Health and Wellbeing Partnership Plan 2009-2012 (minute 266 refers) due to being a member of Leeds NHS Primary Care Trust.

**256 Minutes**

**RESOLVED** – That the minutes of the meeting held on 1<sup>st</sup> April 2009 be approved.

**DEVELOPMENT AND REGENERATION**

**257 Football World Cup 2018**

The Director of City Development submitted a report advising of the invitation received from the English Football Association for the City of Leeds to bid to become a 'host city' for the football World Cup 2018.

**RESOLVED –**

- (a) That Leeds investigate the submission of a Leeds City Region bid to become a host city for the Football World Cup 2018;
- (b) That the governance structure proposed in the submitted report be approved;
- (c) That the proposed Leeds City Region representatives for the Host City Briefing to be held in London on 18<sup>th</sup> May 2009 be noted;
- (d) That a report be brought back to this Board as soon as the likely human and financial resource implications of the project are known;
- (e) That dialogue with the City Region partners be opened at the earliest opportunity.

**258 West Leeds Gateway Site - 2 Branch Road**

The Director of Environment and Neighbourhoods submitted a report on an in principle proposal that Compulsory Purchase powers be used to achieve the acquisition of 2 Branch Road, Armley subject to a further report being brought to the Board for final approval.

Following consideration of appendix 1 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** – That the contents of the report be noted and that in principle approval be given to the use of Compulsory Purchase powers to achieve the acquisition of 2 Branch Road, should this be necessary, subject to a further report to this Board seeking full approval.

**259 Response to the City Development Scrutiny Board's Inquiry into the A660 Corridor Transport Issues**

The Director of City Development submitted a report in response to the recommendations from the recent Scrutiny Board (City Development) inquiry concerning A660 Corridor Transport Issues.

**RESOLVED** – That the proposed responses to the Scrutiny Board's recommendations, as contained in the report, be approved.

**NEIGHBOURHOODS AND HOUSING**

**260 Response to the Scrutiny Board (City and Regional Partnerships) Inquiry into the role of the voluntary, community and faith sectors in Council led community engagement**

The Director of Environment and Neighbourhoods submitted a report in response to the recommendations from the Scrutiny Board (City and Regional Partnerships) with regard to the role of the voluntary, community and faith sectors in Council led community engagement.

**RESOLVED** – That the Scrutiny Board (City and Regional Partnerships) inquiry report into the role of the voluntary, community and faith sectors in Council led community engagement be referred to Scrutiny Board (Children's Services) and Scrutiny Board (Adult Social Care) for consideration, with a further report being submitted to Executive Board in due course.

**261 Regeneration of the Garnets, Beeston**

The Director of Environment and Neighbourhoods submitted a report on options for the regeneration of the Garnets area and on the proposed commencement of acquisition and clearance of 112 properties within the Garnets by utilising £3,000,000 of confirmed funding during 2009/11.

The report presented and appraised the options of:

- (a) doing the minimum to meet legal conformity;
- (b) undertaking group repair and internal remodelling;
- (c) property acquisition and redevelopment of the site.

Following consideration of appendices 1, 2 and 4 to the report, designated as exempt under Access to Information Procedure Rule 10.4(3) which were considered in private at the conclusion of the meeting it was

**RESOLVED –**

- (a) That scheme expenditure to the amount of £3,000,000 be authorised.
- (b) That the option of acquisition and site redevelopment be progressed.
- (c) That a further report be brought to this Board when further funding is made available through successful bids for the residual £1,300,000 of funding.
- (d) That the Director of Environment and Neighbourhoods and Director of City Development authorise and promote any Compulsory Purchase Orders which may become necessary.

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

**262 Update on Council Rents - 2009/10**

Further to minute 236 of the meeting held on 1<sup>st</sup> April 2009, the Director of Environment and Neighbourhoods submitted a report providing an update on the rent changes for 2009/10, and the cost implications for this change.

**RESOLVED** – That the contents of the report be noted together with the change in the 2009/10 average rent increase for Council dwellings from 6.2% to 3.1%.

**CHILDREN'S SERVICES**

**263 School Calendar 2010 - 2011**

The Chief Executive of Education Leeds submitted a report on the process of setting the school calendar in Leeds, providing an update on the consultation process and proposing one option for the approval of the Board.

The three options which had been the subject of the consultation were:

Option 1: The Easter bank holiday weekend falls at the end of the two-week school break. This option coincided with the recommendations of the Local Government Association.

Option 2: The Easter bank holiday weekend falls in the middle of the two week school break. Schools would not return to school until the day after May Day bank holiday, reducing the number of split weeks in school. However, the term would not be split equally resulting in a very short first half term after Easter.

Option 3: Schools have a separate Easter bank holiday weekend. They would experience three four-day weeks due to the occurrence of the May Day bank holiday the week after Easter Monday.

**RESOLVED –**

- (a) That the extensive consultation undertaken to consider the implications for the 2010/11 school calendar in Leeds be noted.
- (b) That the school calendar dates associated with option 3, and as detailed in annex 3 to the report, be approved.
- (c) That subject to (d) below, the proposal for a fixed break between terms 2 and 3, irrespective of when Easter falls, with a corresponding adjustment to the summer vacation which ensures a two week Christmas break, be approved in principle;
- (d) That following the conclusion of the 2010/11 academic year, a report be submitted to the Board reviewing the success of the implementation of the school calendar schedule as detailed at option 3.

**264 The Achievement of Looked After Children**

The Chief Executive of Education Leeds submitted a report outlining the achievement of Looked After Children in Leeds and on strategies for the improvement of outcomes.

**RESOLVED –**

- (a) That the main findings of the report and its conclusions be noted.
- (b) That a further update report be brought to this Board in Autumn 2009.

**LEISURE**

**265 Leisure Centre Refurbishment and Free Swimming Capital Modernisation**

The Director of City Development submitted a report on proposals for the DCMS Free Swimming Capital Modernisation Programme, refurbishment of changing rooms at Scott Hall Leisure Centre, installation of sound and light systems in the pool halls at Scott Hall, John Smeaton and Pudsey Leisure Centres and the extension of the Bodyline Gym at Scott Hall.

**RESOLVED –**

- (a) That approval be given to the injection of £572,300 into the Capital Programme consisting of DCMS Free Swimming Capital Modernisation Programme pot 4 (£410,000), Prudential Borrowing (£30,000) and Leeds City Council budgets (totalling £132,300).
- (b) That authority be given to spend in the following amounts:
  - £512,300 on the refurbishment of the changing rooms at Scott Hall Leisure Centre
  - £90,000 on the installation of sound and light systems in the pool halls at Scott Hall, John Smeaton and Pudsey Leisure Centres, thus achieving the criteria set by DCMS for the award of this funding
  - £30,000 on the extension of the Bodyline Gym at Scott Hall Leisure Centre through Prudential Borrowing

**ADULT HEALTH AND SOCIAL CARE**

**266 Health and Wellbeing Partnership Plan 2009 to 2012**

The Director of Adult Social Services and Director of Public Health submitted a joint report presenting the final draft of the Leeds Health and Wellbeing Partnership Plan 2009 to 2012 for comment and agreement that it be submitted to Council for approval as part of the Budget and Policy Framework.

**RESOLVED –** That the final draft of the Health and Wellbeing Partnership Plan be agreed for submission to Council for approval.

(Having declared a personal and prejudicial interest in relation to this item due to being a Director of a Health and Wellbeing Centre, Councillor Smith withdrew from the meeting room during the consideration of this item)

**267 Carers' Strategy for Leeds 2009-2012: 'Every Carer Counts'**

The Director of Adult Social Services submitted a report on the content of the Leeds Carers Strategy 2009-2012 and presenting the strategy for approval for its publication and dissemination.

**RESOLVED** – That the Carers' Strategy for Leeds 2009-2012 'Every Carer Counts', as appended to the report, be approved for implementation, subject to an addition which reflects the Board's comments concerning the provision of advice and guidance available to carers in Leeds.

**CENTRAL AND CORPORATE**

**268 Response to the Central and Corporate Functions Scrutiny Board Inquiry into Member Development**

The Chief Democratic Services Officer submitted a report in response to the recent Scrutiny Board (Central and Corporate Functions) Inquiry into Member Development.

**RESOLVED** – That the proposed responses to the Scrutiny Board's recommendations, as contained within the report, be approved.

**269 Response to the Central and Corporate Functions Scrutiny Board Inquiry into Attendance Management**

The Director of Resources submitted a report in response to the recent Scrutiny Board (Central and Corporate Functions) Inquiry into attendance management.

**RESOLVED** – That the proposed responses to the Scrutiny Board's recommendations, as contained within the report, be approved.

**270 Response to the Central and Corporate Functions Scrutiny Board Inquiry into Procurement of Services**

The Chief Procurement Officer submitted a report in response to the recent Scrutiny Board (Central and Corporate Functions) Inquiry into the Procurement of Services.

**RESOLVED** – That the proposed responses to the Scrutiny Board's recommendations, as contained within the report, be approved.

**271 Councillor Blake and Councillor Smith**

Councillors Blake and Smith were both thanked for their services to the Board, as it was noted that this would be the last meeting in which both would be in attendance as Executive Board members.

DATE OF PUBLICATION: 15<sup>TH</sup> MAY 2009  
LAST DATE FOR CALL IN: 22<sup>ND</sup> MAY 2009 (5.00 PM)

Draft minutes to be approved at the meeting  
to be held on Wednesday, 17th June, 2009



(Scrutiny Support will notify Directors of any items called in by 12.00 noon on 26<sup>th</sup> May 2009)

Draft minutes to be approved at the meeting  
to be held on Wednesday, 17th June, 2009

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Originator: Karen Chiverall

Tel:24 76237

**Not for publication:** Appendices 1 and 2 to the report are exempt under Access to Information Procedure Rule 10.4(2)

## Report of the Director of Environment and Neighbourhoods

### Executive Board

Date: 17th June 2009

**Subject: Lease at Less Than Best Consideration – Agreement to lease 28 miscellaneous properties to GIPSIL and Leeds Housing Concern (LHC) on a 25 year lease agreement**

#### **Electoral Wards Affected:**

Beeston & Holbeck  
City & Hunslet  
Gipton & Harehills  
Middleton Park

#### **Specific Implications For:**

Equality and Diversity   
Community Cohesion   
Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## EXECUTIVE SUMMARY

1. The purpose of the report is to seek approval to grant a long lease at a peppercorn rent (less than best consideration) for 28 Leeds City Council owned miscellaneous properties, to GIPSIL and Leeds Housing Concern (LHC) who are supported housing organisations. The proposed scheme will ensure the capital investment in the miscellaneous properties to bring the properties up to the Decent Homes Standard and contribute to regeneration in the areas. The properties will continue to be let to the existing tenants in line with the Council's Affordable Housing and Supporting People Strategies. GIPSIL and LHC will be responsible for full maintenance and repair of the properties throughout the term of the lease.
2. The GIPSIL properties were originally part of the East North East Home Leeds (ENEh) management portfolio, whereas the LHC properties were originally leased to Leeds Federated Housing Association (LFHA), who then set up a sub leasing arrangement with LHC (the properties are occupied by LHC tenants). LFHA no longer want to be involved in shortlife stock, so the proposal is for LHC to lease the properties directly from the Council.

3. Councillors in the wards affected were consulted in April and May of this year by officers from the Affordable Housing Asset and Development Team. The Councillors for Middleton Park Ward and Gipton & Harehills were briefed in face to face meetings and the Councillors from Beeston & Holbeck and City & Hunslet wards exchanged detailed emails with the appropriate officers. Particular concerns relating to specific properties and the support provided to the tenants were addressed as part of this consultation and all the Councillors in the affected wards are in support of this report.
4. The Council's policy for disposals of land at less than best consideration requires that Executive Board approval is necessary where the proposed value to be foregone on disposal exceeds £100,000. 'Best consideration' means the highest price which could reasonably be obtainable, which is usually that which could have been achieved if the land or property had been advertised on the open market without restrictions as to use etc, which may be imposed by the Council as vendor.
5. If the properties were to be marketed for sale on the open market then the Council's Development Department has estimated that the total value would be in the region of £2,600,000. However this approach would not be supported by Environment and Neighbourhoods, as it would result in the properties no longer being available as rented social housing. Disposal of the properties on the open market would go against the aims and objectives set out in the Affordable Housing Strategy.
6. The total current rent due to the Council on the 28 properties when occupied amounts to approximately £1500 per week or £72,000 per annum. Over the 25 years proposed for the lease to GIPSIL and LHC, the potential rent loss to the Council would be in the order of £1,800,000 assuming annual increases in line with those at present.
7. It is proposed that the properties are set up on a long term lease for 25 years. This is primarily because a lease over 25 years means that the Council is not liable to pay housing subsidy to Central Government for the properties. The housing subsidy equates to approx £1000 per annum per property. In this instance the Council could save approximately £28,000 per annum or £700,000 for the 28 properties over 25 years.
8. Taking into account loss of rent, the housing subsidy savings, and the capital investment by GIPSIL and LHC the Less Than Best subsidy figure for the GIPSIL/ LHC scheme equates to £751,000 over the 25 year period or £30,400 per annum for the 28 properties.
9. By leasing these properties to GIPSIL and LHC the Council will be ensuring that they are retained as social housing. If the properties were to be retained by the Council, then the only alternative, with no funding available for renovation to the decency standard, would be to dispose of the properties via the open market at auction. It is more than probable that the properties would be bought by private landlords, which would increase the instability in the area. By leasing the properties to GIPSIL and LHC the properties remain social rented and contribute to the stability of the area.
10. Environment and Neighbourhoods and Legal and Democratic Services are liaising regarding the specific legal consents required to grant the lease.
11. Previously the Council has granted leases on similar properties to other supported housing agents i.e. Canopy (Executive Board approval granted September 2007) and LATCH (Executive Board approval granted July 2007). Similar terms are therefore requested for these organisations and properties.

## **1.0 Purpose Of This Report**

- 1.1 The purpose of this report is to seek the support from the Executive Board to grant a long lease at less than best consideration for the 28 Leeds City Council owned miscellaneous properties to GIPSIL and LHC, for the purpose of refurbishing and improving the buildings for accommodation for vulnerable tenants. On completion, the properties will be managed by GIPSIL and LHC.

## **2.0 Background Information**

### 2.1 Leeds Housing Concern (LHC)

- 2.2 LHC was founded in the 1970's, and is a registered charity which was established to provide housing and support for single homeless people. LHC currently accommodates over 250 service users in group homes, small hostels and self-contained units, as well as providing day centre facilities and floating community support.

- 2.3 Services are provided for people struggling to cope with a broad range of issues including mental health, learning difficulties, drug / substance misuse, domestic violence and offending. LHC are in receipt of Supporting People funding to carry out their objectives.

- 2.3 The 16 properties LHC are proposing to lease are miscellaneous properties which were subject to a peppercorn lease agreement between the Council and Leeds Federated Housing Association (LFHA) for the last 10 years. LHC via a sub leasing arrangement with LFHA, have managed and maintained the properties for the period of the lease. These properties are shown in appendix 1.

- 2.5 The lease agreement between LFHA and the Council has now ended, and LFHA no longer wish to manage shortlife stock. As these properties were not part of the ALMO portfolio and have not been included in Decency costings, it is proposed that LHC continue to manage the properties. This will be formalised by 25 year leases, and LHC will be responsible for the undertaking and funding of all the Decency works at a cost of £221,000. This equates to £13,800 per property

### 2.6 GIPSIL properties

- 2.7 GIPSIL is a community-based project which has been providing furnished supported tenancies to young people on the Gipton estate since 1993. GIPSIL currently have flats for young single people, houses for single parent families, a new supported housing scheme for up to six care leavers who need help in tenancies, and an education worker who helps young people get into college, training and employment. GIPSIL are seeking to employ a specialist drugs worker in the near future.

- 2.8 GIPSIL provides support to young people and families on a range of issues which affect their day-to-day lives. If they are unable to provide specialist help, they ensure contact is made with organisations that can assist. GIPSIL are in receipt of Supporting People funding to carry out their objectives.

- 2.9 The 12 properties, formerly managed by ENEhI, that GIPSIL are requesting long leases from the Council are shown in appendix 2.

- 2.10 Decent Homes work has not been provided for within the ALMO Business Plan or in the Decent Homes funding allocation from Department for Communities and Local Government (DCLG).
- 2.11 GIPSIL are proposing to spend £128,000 on the 12 props which equates to £10,650 per property. This level of investment could not be provided by the ALMO.
- 2.12 Both GIPSIL and Leeds Housing Concern have a Supporting People contract with Leeds City Council (Environments and Neighbourhoods) to provide housing related support to vulnerable people and families to enable them to achieve independent living. This includes those living in the leased properties. GIPSIL is contracted by the Council to support 110 vulnerable young people in their own tenancies in the Gipton area, of which 12 are supported in leased properties. The remainder is a mix of ALMO managed and Housing Association properties. Leeds Housing Concern is contracted to provide housing related support to 382 vulnerable people across Leeds, 16 of which are in the leased properties in South Leeds. The remainder are ALMO managed, Housing Association and privately owned properties.
- 2.13 Both providers are contractually required to have support plans in place with the tenants they support. The main purpose of which is to achieve an independent living outcome for the tenant and as such tenants are visited on a regular basis by the providers to receive support and review progress against their support plans.
- 2.14 The services are subject to a robust contract management process which includes a quarterly performance review with Council Officers. Both services are contractually required to report against NI 141: percentage of vulnerable people supported to achieve independent living. This is one of the 35 Council selected national indicators included in the Council's Local Area Agreement. Both providers have performed extremely well against the 2008/09 target of 66% during the first three quarters as follows:

**GIPSIL:** On average 98% of the vulnerable young people and single parent families they supported achieved independent living.

**Leeds Housing Concern:** On average 92% of the vulnerable people they supported achieved independent living.

### 3 Main Issues

- 3.1 All of the 28 properties are currently occupied by GIPSIL and LHC tenants.
- 3.2 The GIPSIL properties are traditional council properties, whereas the majority of the LHC properties are miscellaneous acquisitions located within blocks of back to back or through terrace streets rather than purpose built Council housing (hence the slightly higher refurbishment costs). All of the properties require substantial renovation work over and above the work required to meet the Decent Homes Standard. The ALMO Business Plans had little provision for the high costs associated with bring these types of properties up to the Decent Homes standards.
- 3.3 In order for GIPSIL and LHC to successfully bring the properties back into use they would require the properties on a long lease at a peppercorn rent. Previously the Council has granted leases on similar properties to other supported housing agents

i.e. Canopy (Executive Board approval granted September 2007) and LATCH (Executive Board approval granted July 2007). Similar terms are therefore requested for these organisations and properties.

- 3.4 All 28 properties will be renovated and made habitable, and brought up to Decent Homes Standard by GIPSIL and LHC. The properties will be inspected by officers within Environment and Neighbourhoods to ensure the works are completed to a satisfactory standard. GIPSIL and LHC will be fully responsible for all repairs and maintenance for the length of the 25 year lease.
- 3.5 If, at the end of the lease period, GIPSIL and LHC decide to return the properties to the Council rather than apply for a lease extension, then the lease specifies that properties would be returned in a habitable condition and up to the Decent Homes Standard.
- 3.6 Environment and Neighbourhoods Decision Panel and Asset Management Group have all previously supported the proposal to lease miscellaneous properties to supported housing organizations. However Executive Board approval is now required to grant the leases at less than best consideration.
- 3.7 It is proposed that the properties are set up on a long term lease for 25 years. This is primarily because a lease over 25 years means that the Council is not liable to pay negative housing subsidy to Central Government for the properties. The negative subsidy equates to approx £1000 per annum per property. In this instance the Council could save approximately £700,000 for the 28 properties over 25 years.
- 3.8 On this basis a 25 year lease, between the Council and GIPSIL and LHC, is sought. The leases will include a break clause and review at regular periods. This will allow either the Council or GIPSIL or LHC to break the lease. Both GIPSIL and LHC have confirmed that they will adopt an open book approach throughout the Decency works and period of the lease. Should GIPSIL or LHC evidence that they are making surpluses, after the completion of the works, then the Council will be able to instigate a rent review.
- 3.9 The total current rent due to the Council on the 28 properties when occupied amounts to approximately £1,500 per week or £72,000 per annum (calculated over a 48 week rent period). Over the 25 years proposed for the lease to GIPSIL and LHC, the potential rent loss to the Council would be in the order of £1,800,000 assuming annual increases in line with those at present. Therefore Executive Board is requested to approve the principle of disposal at less than best consideration, subject to approval by the Director of Development having regard to the costs of refurbishment, subsequent maintenance, management and other outgoings.
- 3.10 The business plan drawn up by GIPSIL and LHC provides for the rental stream to cover future management and repair costs. Both GIPSIL and LHC are not for profit organisations and do not seeking to generate surpluses from this project.
- 3.11 If the 28 properties were to be marketed without restrictions, but allowing for the cost of necessary improvements, it is estimated that the open market leased value would be in the region of £2,590,000 over 25 years. However, the Environment and Neighbourhoods Department would never seek to rent these properties at market rents.
- 3.12 On the basis of the market valuation, Executive Board is requested to approve the principle of disposal at less than best consideration at a peppercorn rent.

- 3.13 Alternatives for the Properties should the scheme not proceed
- 3.14 All the 28 properties must be brought up to the Decent Homes standard. The ALMO Business Plans do not include the Decency works, renovation costs or future refurbishment liabilities associated with these properties. Should these properties be retained by the Council, capital funds are not available to undertake the renovation works.
- 3.15 If the properties were to be retained by the Council, then the only alternative, with no funding available for refurbishment and Decency works, would be to dispose of the properties via the open market at auction. It is more than probable that the properties would be bought by private landlords, which would increase the instability in the area. This is not an option that is supported by Ward Members. By leasing the properties to GIPSIL and LHC the properties remain in the social rented sector, retain the stability within the area and provide homes for potentially excluded individuals/families. The ALMOs strongly support the proposal for GIPSIL and LHC to lease and manage the properties as they will provide a valuable service to vulnerable tenants.

#### **4 Implications For Council Policy And Governance**

- 4.1 The Affordable Housing Plan was agreed by the Executive Board in November 2006. The GIPSIL and LHC proposal is in line with its objectives. The Plan will rely upon use of the Council's powers to dispose of sufficient assets at less than best consideration to maximise the level of investment in affordable housing in Leeds.
- 4.2 The Council's policy for disposals of assets at less than best consideration requires that Executive Board approval is necessary where the proposed value to be foregone on disposal exceeds £100,000. 'Best consideration' means the highest price which could reasonably be obtainable, which is usually that which could have been achieved if the land or property had been advertised on the open market without restrictions as to use etc, which may be imposed by the Council as vendor. Executive Board approval is requested to the principle of disposal at less than best consideration.

#### **5 Legal And Resource Implications**

- 5.1 Environment and Neighbourhoods and Legal and Democratic Services are liaising regarding the specific legal consents required to grant the lease.
- 5.2 The market value of the properties was estimated at around £2,600,000 by the Development Department on an open market basis as required by the relevant statutory regulations. Such figures would be achievable if the Council adopted the usual approach of selling the properties at auction, however that path is not recommended due to its potential adverse impact on the Council's regeneration proposals and community cohesion in the areas.
- 5.3 The open market leased value would be in the region of £2,590,000 over 25 years; however this approach would not be supported as the properties would be lost to the social rented sector, going against the objectives of the Affordable Housing Plan.
- 5.4 By leasing the properties out for 25 years, Environment and Neighbourhoods will save approximately £700,000 in negative housing subsidy. However, the rental loss



to the ALMOs will be approximately £1,800,000 assuming annual increases in line with those at present.

- 5.5 GIPSIL will be spending £128,000 in capital monies on their 12 leased properties. LHC will be spending £221,000 in capital monies on their 16 leased properties.
- 5.6 Therefore, taking into account loss of rent, the ALMO capital assistance and the housing subsidy savings, the Less Than Best subsidy figure for the GIPSIL/ LHC scheme equates to £751,000 over the 25 year period or £30,040 per annum for the 23 properties.
- 5.7 The public interest in maintaining the exemption in relation to appendices 1 and 2 attached to this report outweighs the public interest in disclosing the information by reason of the fact that
- a) Appendix 1 identifies each property address that it is proposed be leased to LHC and as such could be used to identify the supported tenants who already live at those addresses.
  - b) Appendix 2 identifies each property address that it is proposed be leased to GIPSIL and as such could be used to identify the supported tenants who already live at those addresses.

## **6 Conclusions**

- 6.1 If the properties were to be sold without restrictions, but allowing for the cost of necessary improvements it is estimated that the open market value would be in the region of £2,600,000.
- 6.2 However, in consideration of the benefits to be brought by the scheme proposed by GIPSIL and LHC, it is recommended that the Council's policy for disposals of land at Less Than Best consideration be utilised, and a 25 year lease at a peppercorn rent be drawn up between Leeds City Council and GIPSIL and LHC, with regular break clauses and the option for a rent review as standard.
- 6.3 The benefits of the scheme are:
- The properties would be brought up to the Decent Homes Standard and remain as social rented properties for vulnerable tenants
  - GIPSIL and LHC would continue to build on the good property maintenance/ improvement work
  - GIPSIL and LATCH would remain viable as organisations and would continue to contribute to the LCC Housing Strategy, Supporting People Strategy, Homelessness Strategy, Empty Property and Crime Reduction Strategy

## **7 Recommendations**

That members note the contents of this report

Executive Board is requested to approve the lease of the 28 properties listed in appendices 1 & 2 to GIPSIL and Leeds Housing Concern, at a peppercorn rent for a 25 year period at Less Than Best consideration.

That formal negotiations commence to complete the leasing arrangements with Legal and Democratic Services, Development Department and GIPSIL and Leeds Housing Concern.

### **Background Papers**

The Leeds Housing Strategy 2005 - 2010

Making The Housing Ladder Work: An Affordable Housing Strategy for Leeds

Supporting People, Supporting Independence: 2005 – 2010

Executive Board report July 2007

Executive Board report September 2007

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**Report of the Director of Environment and Neighbourhoods**

**Executive Board**

**Date: 17 June 2009**

**Subject: Area Committee Roles for 2009/10**

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**Electoral Wards Affected:**

All

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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**EXECUTIVE SUMMARY**

This report outlines the delegated Area Functions, the Well Being Function and other roles for the 10 Area Committees in 2009/10.

Executive Board is asked to agree the Area and Well Being Function for 2009/10.

**Purpose of this report**

1.1 To seek Executive Board agreement for the 2009/10 Area Function Schedules.

**2.0 Background information**

2.1 Each year the Executive Board agrees the functions delegated to the Area Committees. The Area Functions Schedule section in the Council's Constitution (Part 3, section 3C) is then amended accordingly and this information is presented to each of the 10 Committees.

2.2 The Constitution also sets out the role of Area Committees in the governance framework of the Council. The Terms of Reference for Area Committees are set out in the Council's Constitution (Part 3, section 2B). They include Council Functions and Executive Functions. Executive Functions in turn include Area Functions and the promotion and improvement of the economic, social and environmental well being of the Committee's area or Well Being Function. Executive Functions are exercised

concurrently by the Executive Board and in accordance with the officer delegation scheme (executive functions) by Directors; and decisions flowing from them are subject to call in.

- 2.3 This report does not propose any changes to the Terms of Reference for Area Committees or to their relationship to the Executive Board and its Members. Whilst a key function of the Area Committees is to champion the concerns of their local communities the appropriate channel for that role is in their ability to make representations to the Council as set out in their Terms of Reference. Area Committees cannot make Area Function or Well Being decisions which contradict the policies and priorities agreed by the Executive Board. Officers will ensure that proper advice and support is available to Area Committees and their Chairs to ensure that delegated Executive Functions continue to be exercised in accordance with this principle.
- 2.4 In 2008/09 Area Committees and service managers across the Council, embarked on an ambitious programme of local service delegations. The implementation of these, has been taking place throughout the year, and will continue to the end of 2009/10. This report therefore does not propose any alterations to the number or scope of Area Functions delegated to Area Committees in 2008/09. A summary of each of the functions agreed in 2008/09, highlighting any proposed changes for 2009/10 is detailed within this report. There are no significant changes proposed, which would require amendments to the constitution.
- 2.5 Throughout 2009/10 work will continue to further develop the roles for Area Committees in relation to a number of services where they will have increased influencing, developmental and consultative responsibilities. This includes the enhanced role of Area Committees in relation to Ground maintenance and Area Based Regeneration Schemes and Town and District Centre Projects, which are included at appendix 1 of this report.

### 3.0 **Area Functions for 2009/10**

- 3.1 The table below gives a summary of the Area Functions for 2009/10, highlighting any changes for 2009/10. Updated function schedules for 2009/10 will be circulated to Area Committees in the June / July 90 cycle of meetings.

| <b>Role</b>                | <b>Summary</b>   |
|----------------------------|--|
| Area Well Being Budgets    | This covers the annual capital and revenue allocation to each Committee to support the promotion and improvement of the economic, social and environmental well being of the Committee's area. Area Committees are responsible for taking decisions and monitoring activity relating to the use of well being budgets. |
| <b>Changes for 2009/10</b> | <b>No change to role of Area Committees.</b>   |



|  |   |
|--|---|
| Community Centers                      | This covers responsibility for a portfolio of 72 community centers now vested with the Regeneration Service, 50 directly managed by the Council and 22 currently managed by community organisations. 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.   |
| <b>Changes for 2009/10</b>             | <b>No change to role of Area Committees.</b>  |
| Neighbourhood Wardens                  | This covers responsibility for a team of 30 Neighbourhood Wardens deployed in specific areas which 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 environmental and community safety issues.   |
| <b>Changes for 2009/10</b>             | <b>Key issues for Area Committees to be aware of:</b> Area Committees will be consulted on the deployment of Wardens in 2009/10. This will form the basis of a restructure of the service. The 2009/10 function schedule, reflects the current role and deployment of wardens across the City prior to the implementation of the restructure.   |
| CCTV                                   | This covers 385 Public Space CCTV cameras across the city (including Urban Traffic Control cameras) and CCTV operators who are employed to carry out 24/7 monitoring operations. Area Committees will maintain an overview of the service in their area and receive regular information about it. The function schedule reflects the current deployment of cameras across the City.   |
| <b>Changes for 2009/10</b>             | <b>No change to role of Area Committees.</b>  |
| Neighbourhood Management Co-ordination | This covers the identification of priority neighbourhoods across Leeds that require more intensive resources to drive service improvements and better local outcomes. This includes improving the co-ordination of key services across the council and local partners and piloting new ways of working. Area Committees will be responsible for agreeing priority neighbourhoods through Area Delivery Plans and will agree and monitor Neighbourhood Improvement Plans for each individual area. Area Committees will approve plans for the use of locally targeted budgets for neighbourhood improvement work (e.g. SSCF, Area Committee Well Being). |
| <b>Changes for 2009/10</b>             | <b>No change to role of Area Committees.</b>  |

3.2 The Authority to exercise Area Functions and the Well Being Function will be held concurrently by the Executive Board, Area Committees and relevant Directors/Chief Officers (within their scheme of delegated authority). Any proposed changes to resources relating to these functions would need to be made in consultation with the relevant service Director/ Chief Officer(s) and with the agreement of the Area Committee and Executive Board where appropriate.

**4.0 Other Area Committee Roles for 2009/10**

4.1 The table below highlights the enhanced roles for Area Committees in relation to a number of services where they will have increased influencing, developmental and consultative responsibilities. Unless stated below, there are no significant changes proposed to those agreed in 2008/09.

| <b>Role</b>   | <b>Summary</b>   |
|---|--|
| Community Engagement  | This is a specific function and requirement of the Area Committees, flowing from the Area Committees' delegated Council Function 'to advise or make representations to the Council, the Executive Board, Scrutiny Boards or Regulatory Panels on all matters affecting community interests'. Each Committee will agree a local community engagement plan based on an agreed template to ensure consistency across the city and an annual report to each Committee and Executive Board on progress and future proposals will be produced. |
| <b>Changes for 2009/10</b>  | <b>No change to role of Area Committees.</b>   |
| Community Greenspace  | This covers 73 community parks vested with the Parks and Countryside Service. These include a wide variety of recreation facilities, sports pitches, play areas, formal and informal horticultural features. Area Committees will influence the development and use of community parks and be consulted about proposals for the development and use of them, for example proposals for refurbishment and installation of new play equipment.   |
| <b>Changes for 2009/10</b>  | <b>No change to role of Area Committees.</b>   |
| PCSOs, Neighbourhood Policing Teams and Multi Agency Crime and Grime Operations | This covers the deployment of PCSOs, the work of Neighbourhood Policing Teams (which are now aligned to ward and Area Committee boundaries) and multi agency crime and grime initiatives to tackle local priorities and hot spots. The arrangements enable staff to work more closely together on the ground and improve consultation with and reporting arrangements to the Area Committees.  |
| <b>Changes for 2009/10</b>  | <b>No change to role of Area Committees.</b>   |

|                            |   |
|----------------------------|---|
| Environmental Action Teams | Three area based teams of 20 staff working across the City, are responsible for a range of neighbourhood related enforcement activities including noise nuisance, waste in gardens, overgrown vegetation, littering, placards, A-boards, graffiti, waste from domestic and commercial bins, drainage, pest control. The teams will carry out the enforcement and preventative work, rather than the litter picking, waste collection role which is done by other staff. Area Committees will receive regular reports about this new combined service and be able to influence service planning and local priorities for action based on local knowledge about issues and hotspots. Operational policies will be created for Leeds, but the priority afforded these could be influenced by local issues, such as littering and bin yards. Close working arrangements will be developed with neighbourhood wardens. |
| <b>Changes for 2009/10</b> | <b>No change to role of Area Committees.</b><br><b>Governance issues:</b> Each Area Committee has now determined the best way to link with the EATs   |
| Street Cleansing           | This covers teams of staff and specialist equipment to provide mechanical sweeping of adopted carriageways and footpaths, manual litter picking and litter bin emptying. Area Committees would be regularly presented with information about the services in their area and given opportunities to influence service planning and local priorities and hotspots. This would be primarily based on ward level discussions with Elected Members.  |
| <b>Changes for 2009/10</b> | <b>No change to role of Area Committees</b>   |
| Grounds Maintenance        | This covers various elements of maintenance work including grass cutting, shrub and rose bed maintenance and hedge maintenance. There are currently two contracts for Grounds Maintenance, which will end in February 2011. Where appropriate Members will be given the opportunity to comment on the development of new specifications and contract packaging. Regular client/contractor meetings take place to address both operational and financial issues relating to the delivery of the contracts. Members will be advised of the schedule of these meetings and through Environmental Services Officers, will have the opportunity to raise issues about the delivery of the grounds maintenance  |
| <b>Changes for 2009/10</b> | <b>Newly defined Service for 2009/10 – schedule attached at appendix 1</b>  |

|  |   |
|--|---|
| Local Children and Young People Plans                | Development and review of local area (wedge) Children and Young People's Plans (CYPP), as an integral part of the area delivery plan, which will identify and drive local priorities, and inform and influence the citywide Children and Young People's Plan. Area Committees will continue to take part in the development and review of the local plan thereby influencing the strategic direction of the plan in relation to the 5 Every Child Matters outcomes and local need. The committees will have a local democratic oversight, demonstrated by endorsing the plan and local priorities identified within it. Committees will have an additional monitoring function, ensuring the 5 Every Child Matters outcomes and the improved integration of children's services e.g. as with the Breeze Youth Promise, are embedded as part of the delivery objectives of the wedge based Children Leeds Partnership and Area Delivery plans. |
| <b>Changes for 2009/10</b>                           | <p><b>No change to role of Area Committees.</b></p> <p><b>Key issues for Area Committees to be aware of:</b> Further discussion will be required in 2009 / 10 with Area Committees to take consideration of legislative changes through the apprenticeships, skills, children and learning bill.</p> <p>Emerging post 14 requirements – area implications.</p> <p>The Leeds Inclusive Learning Strategy – area implications</p>   |
| Health and Well Being. (including Adult Social Care) | As part of their responsibility to promote local well being Area Committees have an important role in helping to improve health and tackling health inequalities by ensuring coordinated and focused activity across Council services and with key partners such as the Leeds PCT at the local level. Adult Services and the PCT are organising their resources to work more effectively at a local level helping Area Committees through regular reporting arrangements to influence local priorities and action, and monitor the health and well-being targets linked to the Leeds Strategic Plan.  |
| <b>Changes for 2009/10</b>                           | <p><b>No change to role of Area Committees</b></p> <p><b>Reporting:</b> The City Council and NHS Leeds are working on a joint performance management system to support the delivery of Health and Wellbeing priorities</p>  |

|   |   |
|---|---|
| Area Based Regeneration Schemes and Town and District Centre Projects | Also consistent with the promotion of well-being, Area Committees will have a role in relation to influencing, assisting and endorsing key aspect of area based regeneration schemes and town and district centre projects. They will be supported in this by officers in the Regeneration Service.   |
| <b>Changes for 2009/10</b>  | <b>Newly defined Service for 2009/10 – schedule attached at appendix 1</b>  |
| Conservation Area Reviews   | This function covers a programme of reviews in 16 designated conservation areas commencing 2008/09; in each case to assess its special character, to propose any changes to its boundary and to make proposals for its management. Area Committees have agreed reviews in these areas and ward members will be directly involved in consultation work.  |
| <b>Changes for 2009/10</b>  | <b>No change to role of Area Committees</b><br><b>Key issues for Area Committees to be aware of:</b> Of the 16 agreed conservation area reviews for the 2008/9 financial year, four were carried over into the 2009/10 financial year; Rothwell, Morley, Wetherby and Boston Spa and Thorp Arch. These reviews are all currently underway and are on track to be completed during the 2009/10 financial year.   |
| Advertising on Lampposts  | To be determined  |
| <b>Changes for 2009/10</b>  | The council had agreed a 15 year contract for the installation of advertising on lampposts. A 20% share of the income generated from this contract, was due to come back to Area Committees to support local priorities. However, in February of this year the company awarded the contract went in to administration. The council have since been advised by a company called Redbus that they have concluded a transaction to effectively buy the Street Broadcast business out of administration. The effect of this on the street lighting advertising contract for Leeds still needs to be determined. |

4.2 Briefing sessions for Officers and Members will be arranged to provide clarity on this extended range of roles for the Area Committees.

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

5.1 The work described in this report and the recommendation fits with existing Council policy and governance arrangements.

## **6.0 Legal and resource implications**

6.1 There are no new resource or legal implications arising from the proposed extended roles of the Area Committees.

## **7.0 Recommendations**

7.1 The Executive Board is asked to:

7.1.1 Agree the Area Functions and Well Being Function to be delegated to Area Committees for 2009/10 as summarised above

7.1.2 Endorse the enhanced roles of Area Committees as summarised above and the newly defined roles detailed in Appendix 1

7.1.3 Request that this information is reported to the Area Committees at the next cycle of meetings

7.1.4 Request that the Area Functions referred to remain incorporated into the Council's Constitution at the next available opportunity

### **Background papers**

2009/10 Delegated Functions Schedules

2009/10 Other Roles

Area Committees Terms of Reference

Council Constitution

# Area Committee Roles for 2009/10

## Other Roles

Newly defined for 2009-10 only

Note: This gives details of services where Area Committees have an enhanced role in influencing, developmental and consultative responsibilities.

***Other Area Committee Roles – 2009/10  
Newly Defined Roles Only***

Regeneration Projects & Programmes

Pages 3 - 7

Grounds Maintenance

Pages 8 - 11



## Area Committee Roles – 2009 / 10

|  |   |
|--|---|
| <b>FUNCTION:</b>   | <b>Regeneration Projects &amp; Programmes</b> |
| <b>DESCRIPTION</b>   |   |
| <b>HEADLINE INFORMATION:</b>   |   |
| <p>The Projects and Programmes' teams primary function is to respond to the Council's Narrowing the Gap agenda through the development and implementation of major physical regeneration programmes across Leeds. This includes maximising major opportunities for growth and prosperity that all citizens of Leeds can share.</p> <p>Area based programmes include EASEL and Aire Valley in the East, West Leeds Gateway, South Leeds, Chapeltown Corridor, Leeds and Bradford Corridor and the Town and District Centre schemes operating across 17 neighbourhoods. Other projects include PFI housing schemes in Beeston Hill and Holbeck and Little London and the Lifetime Neighbourhoods for Leeds Extra Care scheme and the Chapeltown and Kirkstall JSC schemes funded under LIFT.</p> |   |
| <b>OVERVIEW OF RESOURCES:</b>  |   |
| <p>The service is resourced through mainstream staffing and revenue budgets of the Council (and Bradford MDC in relation to the Leeds Bradford Corridor), private sector investment and in some areas with additional match funding secured TD&amp;C schemes) through the ALMO's and Town Councils in some cases and the Heritage Lottery (Armley and Chapeltown only).</p> <p>Procurement of the PFI schemes, including staffing costs, land assembly, feasibility and specialist advisor input is funded through the Council. PFI Credits are provided by central government to attract private sector investment in works and services over a 20-30 year period.</p>  |   |
| <b>TYPE OF INFORMATION TO BE AVAILABLE AT AREA COMMITTEE LEVEL:</b>  |   |
| <p>Reports and briefings will be provided to engage, consult and inform Members at key stages of project and programme development and delivery i.e. start up, initiation, delivery, closure and evaluation.</p>   |   |
| <b>EXECUTIVE MEMBER:</b>   |   |
| <p>Councillor Andrew Carter (Development)<br/>Councillor Les Carter (Neighbourhoods and Housing)</p>   |   |
| <b>RESPONSIBLE OFFICERS:</b>   |   |
| <p>DIRECTOR: Neil Evans<br/>CHIEF OFFICER: Stephen Boyle<br/>LEAD OFFICER FOR FUNCTION SCHEDULE: Christine Addison, Head of City Projects</p>  |   |

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|--|
| <p><b>OUTCOMES AND PERFORMANCE INFORMATION</b></p>   |
| <p><b>LINK TO LEEDS STRATEGIC PLAN OUTCOMES:</b></p> <p><i>Thriving Places:</i> Improved quality of life through mixed neighbourhoods offering good housing options and better access to services and activities/</p> <p><i>Harmonious Communities:</i> More inclusive, varied and vibrant communities through empowering people to contribute to decision making and delivering local services.</p>                   |
| <p><b>IMPROVEMENT PRIORITIES:</b></p> <p><i>Thriving Places:</i> Increase the number of ‘decent homes’, increase the number of affordable homes; develop extended services, using sites across the city to improve support to children, families and communities.</p> <p><i>Harmonious Communities:</i> Increase the sense of belonging and pride in local neighbourhoods that help to build cohesive communities.</p> |
| <p><b>GEOGRAPHY &amp; FREQUENCY OF RELEVANT LOCAL PERFORMANCE INFORMATION:</b></p>   |
| <p>(E.g. SOA, ward, quarterly, yearly)</p>   |
| <p>Projects and Programmes operate on a city-wide basis in priority regeneration areas.</p> <p>Local performance information will be provided to Area Committees at key points in the life cycle of the projects, where this takes place within and/or impacts on the Committees’ areas i.e. start up, delivery, closure, evaluation. The timing of this will vary between individual projects and programmes.</p>     |

|   |
|---|
| <b>GOVERNANCE</b>   |
| <b>DESCRIPTION OF WHAT PROPOSED RESPONSIBILITY COVERS:</b>  |
| <p>Each programme will have its own approved governance structure. Area functions will operate within that structure in order to influence key actions and decisions.</p> <p><b>PRACTICAL ARRANGEMENTS – HOW WOULD LOCAL MEMBERS DEAL WITH THE PROPOSED RESPONSIBILITY:</b></p> <p>Responsibilities to include;</p> <p>Influencing:</p> <ul style="list-style-type: none"> <li>• programme development and delivery arrangements</li> </ul> <p>Assisting:</p> <ul style="list-style-type: none"> <li>• consultation on project proposals</li> <li>• monitoring of key milestones (via Area Management re TD&amp;C)</li> <li>• equality impact assessments</li> <li>• risk management (to resolve issues and offer guidance)</li> <li>• project evaluations (to assess local impact and realisation of benefits)</li> </ul> <p>Endorsing:</p> <ul style="list-style-type: none"> <li>• scope of project and business plans</li> <li>• locally based communication plans</li> <li>• project closures prior to Programme Board sign off.</li> </ul> <p>Practical arrangements to ensure Area Committees are able to fulfil the responsibilities will be dealt by way of regular reports, briefings/presentations and consultation.</p> |
| <b>HOW / WHEN WOULD THE SERVICE / FUNCTION REPORT TO THE AREA COMMITTEE:</b>  |
| <p>(e.g. formal and informal arrangements, frequency)</p> <p>Through approved governance structures and as part of the regular cycle of project Board meetings.</p> <p>If appropriate, Area Committees may consider setting up a time limited sub-group in order to effectively take forward specific projects or areas of work relating to local major regeneration programmes. This group would then report back to the Area Committee at agreed intervals.</p> <p>Where appropriate or requested, additional briefings or reporting will take place as part of the Area Committee planned cycle of meetings.</p>   |

**MANAGEMENT AND CO-ORDINATION****PROPOSED ARRANGEMENTS FOR SERVICE / FUNCTION IN 2009/10:**

The Director of Environment & Neighbourhoods is responsible for the strategic management and leadership of Environment & Neighbourhoods incorporating Regeneration Services. Operational management for Regeneration Service is led by the Chief Regeneration Officer (CRO).

Arrangements for 2009/10 will be via Area Management who will act as the 'client' and led by the Area Managers who report to the CRO.

**TYPE AND DETAIL OF PROPOSED ARRANGEMENTS:**

|   |  |
|---|--|
| Centrally Managed Service With Management Contacts for Each Area                    | Undertaken by Chief Officer and Head of City Office on behalf of the Director of Environment & Neighbourhoods. |
| Locally Managed Service With Some Central Support/Technical Expertise/Co-Ordination | Head of City Projects, Head of East Office and Area Managers (T&DC) on behalf of Chief Officer.                |

**LINKS TO KEY PLANS / STRATEGIES / LEGISLATION / STATUTORY REQUIREMENTS:**

Leeds Housing Strategy 2005/06 to 2009/10.  
 Regional Spatial Strategy 2004 – 2016  
 Local Development Framework and Core Strategy  
 Cohesion and Integration priorities and delivery plan 2008-2011.  
 Regional Economic Strategy 2006-2015  
 Leeds Renaissance Framework  
 Leeds Strategic Plan 2008 - 2011  
 Area Delivery Plans

**LINKS TO OTHER CITY COUNCIL SERVICES:**

Planning & Development; Highways; Democratic & Legal; Asset Management; Economic Services, Design Services, Culture & Leisure, Housing Strategic Landlord, Procurement.

**LINKS TO OTHER PUBLIC SECTOR PARTNER SERVICES:**

Arms Length Management Organisations (ALMO's)  
 NHS Primary Care Trust  
 Environment Agency  
 HCA  
 Yorkshire Forward

**CONTRACT / COMMISSIONING**

**DESCRIPTION OF ANY CONTRACT / COMMISSIONING / SERVICE LEVEL AGREEMENTS FOR SERVICE / FUNCTION:**

Commissioning of SDA re design work including highway designs (T&DC); asset management (surveying work).

## Area Committee Roles – 2009 / 10

|  |                            |
|--|----------------------------|
| <b>FUNCTION:</b>   | <b>Grounds Maintenance</b> |
| <b>DESCRIPTION</b>   |                            |
| <b>HEADLINE INFORMATION:</b>   |                            |
| <p>To provide a range of grounds maintenance services to all identified Highways Services and ALMO land across the authority. The services include grass cutting, shrub and rose bed maintenance and hedge maintenance.</p>      |                            |
| <b>OVERVIEW OF RESOURCES:</b>  |                            |
| <p>The above services are currently delivered on behalf of the Council by two grounds maintenance contractors.</p>   |                            |
| <b>TYPE OF INFORMATION TO BE AVAILABLE AT AREA COMMITTEE LEVEL:</b>  |                            |
| <ul style="list-style-type: none"> <li>• Service delivery specification i.e. how the service will be delivered on a day to day basis and the outcome expected.</li> <li>• Contractors annual Service Improvement Plan</li> </ul> |                            |
| <b>EXECUTIVE MEMBER:</b>   |                            |
| Councillor James Monaghan  |                            |
| <b>RESPONSIBLE OFFICERS:</b>   |                            |
| DIRECTOR: Neil Evans   |                            |
| CHIEF OFFICER: Andrew Mason  |                            |
| LEAD OFFICER FOR FUNCTION SCHEDULE: Stephen Smith  |                            |

|   |
|---|
| <b>OUTCOMES AND PERFORMANCE INFORMATION</b>   |
| <p><b>LINK TO LEEDS STRATEGIC PLAN OUTCOMES:</b></p> <p><i>Environment:</i> To create a clean, green and attractive city through effective environmental management and changed behaviour.</p>  |
| <p><b>IMPROVEMENT PRIORITIES:</b></p> <ul style="list-style-type: none"> <li>To improve cleanliness and access to and the quality of green spaces</li> </ul>  |
| <p><b>GEOGRAPHY &amp; FREQUENCY OF RELEVANT LOCAL PERFORMANCE INFORMATION:</b></p> <p>(E.g. SOA, ward, quarterly, yearly)</p> <p>No local performance information available. Highways grassed areas and shrub beds are monitored after each service on a random sample basis, city wide. ALMO assets are monitored by the individual ALMOs.</p> |

|  |
|--|
| <b>GOVERNANCE</b>  |
| <p><b>DESCRIPTION OF WHAT PROPOSED RESPONSIBILITY COVERS:</b></p> <p>Environmental Services currently has the contract administration function for these contracts which it carries out on behalf of the three ALMOs and Highways Services. The grounds maintenance services include grass cutting, shrub and rose bed maintenance and hedge maintenance.</p>  |
| <p><b>PRACTICAL ARRANGEMENTS – HOW WOULD LOCAL MEMBERS DEAL WITH THE PROPOSED RESPONSIBILITY:</b></p> <ul style="list-style-type: none"> <li>Regular client/contractor meetings take place to address both operational and financial issues relating to the delivery of the contracts. Members will be advised of the schedule of these meetings and through Environmental Services Officers, will have the opportunity to raise issues about the delivery of the grounds maintenance contracts.</li> <li>The current contracts for grounds maintenance will end in 2011. Where appropriate Members will be given the opportunity to comment on the development of new specifications and contract packaging.</li> </ul> |

**HOW / WHEN WOULD THE SERVICE / FUNCTION REPORT TO THE AREA COMMITTEE:**

(E.g. formal and informal arrangements, frequency)

- Environmental Services could report to Area Committees on an agreed frequency to include contractor performance against the contract specification.
- Unmapped grassed areas identified through Environmental Services for variation into/out of the contract by agreement with the appropriate client

**MANAGEMENT AND CO-ORDINATION**

**PROPOSED ARRANGEMENTS FOR SERVICE / FUNCTION IN 2009/10:**

Environmental Services currently has the contract administration function for this contract which it carries out to all identified Highways Services and ALMO land across the authority. The services include grass cutting, shrub and rose bed maintenance and hedge maintenance.

**TYPE AND DETAIL OF PROPOSED ARRANGEMENTS:**

|   |   |
|---|---|
| Centrally Managed Service With Management Contacts for Each Area                    | Environmental Services is responsible for the overall contract administration for the city wide delivery of grounds maintenance services. Service provision for each area is defined within a fixed contract. |
| Locally Managed Service With Some Central Support/Technical Expertise/Co-Ordination |   |

**LINKS TO KEY PLANS / STRATEGIES / LEGISLATION / STATUTORY REQUIREMENTS:**

- Vision for Leeds to create a cleaner, greener and safer city and contribute towards closing the gap
- Environmental Protection Act – Code of Practice on street litter and refuse

**LINKS TO OTHER CITY COUNCIL SERVICES:**

- Streetscene Services –grounds maintenance services delivered in accordance with the tender specification will ensure that pavements are kept clear of grass cuttings and litter on grass verges and shrub beds is removed before servicing.
- Highways Services – responsible for ensuring that all adopted highways are maintained in a safe condition and look clean and tidy

**LINKS TO OTHER PUBLIC SECTOR PARTNER SERVICES:**

Three ALMOs that currently manage the Council's housing stock



**CONTRACT / COMMISSIONING**

**DESCRIPTION OF ANY CONTRACT / COMMISSIONING / SERVICE LEVEL AGREEMENTS FOR SERVICE / FUNCTION:**

There are currently two contractors in place to provide grounds maintenance services across the authority on behalf of the Council:

- Glendale Grounds Management LTD – amenity/enhanced grass cutting, shrub/rose bed maintenance and hedge maintenance.
- ATM – rough cut/sight line grass, motorway junctions and 'In Bloom' judging routes grass verges

**Contract duration**

- Glendale – contract awarded March 2005 initially for three years and now extended by a further three years until February 2011
- ATM – contract awarded February 2008 for one year and now extended by a further year until February 2010 with an option to extend by a further year until February 2011

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**Report of the Director of Children’s Services**

**Executive Board**

**Date: 17<sup>th</sup> June 2009**

**Subject: Playbuilder Initiative**

**Electoral Wards Affected:**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**EXECUTIVE SUMMARY**

This report briefs Executive Board on the details of, and criteria for, the Department for Children, Schools and Families (DCSF) Playbuilder Project and the £1,145,914 capital and £45,871 revenue allocation made to Leeds from the programme to build or significantly refurbish twenty two playgrounds or informal play spaces across the city by March 2011 with a focus on provision for children aged 8 -13. The timescales and the monitoring arrangements are tight and delivery of the project will be challenging.

This report outlines and seeks approval for the proposed delivery of the Playbuilder Initiative in Leeds against the clear criteria laid down by the DCSF

This report seeks approval to inject the £1,145,914 allocation into the Children’s Services Capital Programme (cap scheme no:15390) and give authority to spend on the refurbishment and development of the first sixteen sites identified in the report.

**1.0 Purpose Of This Report**

The purpose of this report is to:

- Brief Executive Board on the Playbuilder Project and the criteria for the development of projects
- Seek approval for the proposed delivery of this initiative in Leeds as recommended by the Play Partnership and Children’s Trust

- Approve the injection £1,145,914 into the capital programme
- Seek authority to spend on 16 sites already identified by the Play Partnership and Parks and Countryside Service
- Identify the process for the development of the remaining 6 sites to meet the criteria laid down by the DCSF for the delivery of the project

## **2.0 Background Information**

- 2.1 The DCSF Children's Plan: Building Brighter Futures published in December 2007 pledged a significant investment in improving play provision for all children and young people, aiming to increase the availability of safe, exciting and inclusive play facilities and putting the needs of the local community at the centre of delivery. The DCSF is keen to see play services and the play agenda included and reflected at a strategic level within all Local Authority Children and Young People's Plans and Sustainable Community Strategies, including the development of new and refurbished playgrounds and informal play spaces.
- 2.2 The Playbuilder Programme will provide £235m for implementing the plan involving the development of 3500 play areas across England by March 2011. This initiative will be closely monitored by Play England and DCSF with monthly RAG ratings and fortnightly reports to the Secretary of State.
- 2.3 The Playbuilder allocation for Leeds is £1,145,914 capital and £45,871 revenue to develop or significantly refurbish 22 play areas across the authority, an average of £52k for each play area, with a focus on provision for children aged 8 to 13. The initiative is a two-year programme and clear criteria have been given for the design and delivery of the playgrounds. No on going revenue funding has been included for their long term maintenance and sustainability.
- 2.4 The criteria for developing the Playbuilder sites are specific. Sites must include innovative projects in areas of 'play need' and have community engagement, especially with children and young people, throughout the process. The play areas are to be significant refurbishments or new developments providing physically active play opportunities through stimulating equipment and landscaping on sites and be particularly attractive to 8-13 year olds. All sites must be open access, with children free to come, free of charge. They should offer improved access to disabled children, ensuring compliance with disability discrimination legislation, be inclusive for girls and minority ethnic groups and consider the ways in which access can be improved making links with other projects aimed at safer travel for children. The Capital Grant may not be used for such purposes as traffic-calming.
- 2.5 A Strategic Play Partnership was established in Leeds in October 2008 to oversee the implementation of the Play Strategy approved by Executive Board in March 2007. It has strong representation across the statutory, Higher Education and voluntary sector and is chaired by the Assistant Dean at Leeds Metropolitan University. Partnership members have considerable expertise in the field of play. The Play Partnership is well placed to advise on location, drive the implementation of the Playbuilder initiative and develop a consultation and participation toolkit specific for the project.
- 2.6 Significant work has been undertaken on mapping play provision and analysing provision gaps as part of the implementation of the Play Strategy. The mapping information used has highlighted play areas across the city against actual populations of children and young people living in those localities. This identifies where children and young people have good access to play opportunities, areas that have limited access to play areas and localities that

are 'play poor'. Developing new provision in areas that are play poor is a priority for the Playbuilder initiative as noted in 2.4.

- 2.7 An Executive Board report of September 2002, jointly written by the Director of Planning and Environment and the Director of Leisure Services, outlined a revised strategy for the provision of children's playgrounds in Leeds. This report proposed a rationalisation of equipped playgrounds to secure improvements to safety, quality and access. It vested the management and delivery of children's playgrounds in the Parks and Countryside Service, then within Leisure Services. However, the report does acknowledge the need to seek partnership opportunities with the private and voluntary sector and to increase levels of participation for children and young people in the development and maintenance of playgrounds.
- 2.8 The Parks and Countryside Service, now within City Development, has developed plans for sixteen Playbuilder sites that clearly meet the criteria laid down by the DCSF and are highlighted currently as localities providing limited or poor play provision. The Parks and Countryside service are continuing to develop plans for a further six sites. However, a number of localities deemed to be 'play poor' do not appear to have sufficient opportunities for the development of a children's playground or informal play space on land currently managed by Parks and Countryside. Consequently, to ensure that the project delivers the best outcome for Leeds, it is considered appropriate to work with other partners within the council and Play Partnership in order to meet the criteria laid down and the conditions of the Playbuilder grant. This will be done as a parallel process. Revisiting the strategy approved by Executive Board in September 2002 to enable other partners to develop Playbuilder sites may be necessary. The decision on the location and development of the remaining six sites will be taken by Executive Board in August 2009.
- 2.9 An indicative project plan approved by the Children's Trust Integrated Strategic Commissioning Board (ISCB) was submitted to the DCSF on March 30th 2009 indicating how Leeds could deliver the Playbuilder programme. This plan identified the first sixteen sites, all within Parks and Countryside management, to be developed against the criteria laid down by the DCSF. It proposes that further work will be undertaken, and expressions of interest sought, across the Play Partnership for the development of play spaces in the six localities where there may not be sufficient opportunities to develop or significantly refurbish sites currently under the management of Parks and Countryside.

### **3.0 Main Issues**

- 3.1 The identification of the twenty two Playbuilder sites has been considered carefully. Parks and Countryside can deliver 16 sites and maintain these sites through existing mechanisms using their experience and expertise over the two years of the programme. They can demonstrate fit with the DCSF design guide using informal play spaces and landscaping with much more natural spaces. They have existing mechanisms to deliver this project starting in April 2009. The Parks and Countryside service has secured £525k match funding from a range of funding streams including the Big Lottery, Heritage Lottery, Renaissance Grant and Area Committees to support a number of the sixteen playgrounds. The service is seeking a further £248k match funding as yet unconfirmed. Individual playbuilder schemes are not dependent upon match funding to proceed. However, match funding will enhance and increase the scope and scale of individual projects where it can be secured. The sixteen sites and funding proposals, including the status match funding, are attached as appendix 1.
- 3.2 It is apparent from the analysis of the mapping work that there are potential gaps in play provision available to children and young people in the city that are less easily provided by the Parks and Countryside Service. A further six priority areas that are play poor have been identified:
- North West : West Park/Ireland Wood and Tinshill/Cookridge (Adel and Wharfedale and Weetwood Wards)

- East : Beechwood/Seacroft (Seacroft and Killingbeck ward)
- South: Beeston (Beeston and Holbeck ward)

Work will continue with Parks and Countryside to seek solutions to this issue. A number of partners within the council and Play Partnership have expressed an interest in delivering the remaining six play sites and so work is also being undertaken with them as a parallel exercise. All schemes, including revised proposals from Parks and Countryside, will then be appraised by the Play Partnership using the criteria of grant and giving due weight to the need to secure the long term sustainability and safety of the sites in areas that are deemed 'play poor'. The Play Partnership recommendations will be brought back to Executive Board for decision on the remaining six sites in summer 2009. Scheme appraisal documentation is attached as appendix 2.

- 3.3 Development on land not currently held within Parks and Countryside has revenue implications for the sustainability and maintenance of the sites once completed. Any contracts awarded for the remaining sites will need to be clear where the responsibility lies for sustaining and maintaining, the play areas, including all health and safety issues, and that there is sufficient budget and expertise to do so. The Council would need to be comfortable with the long-term sustainability and safety of any proposals being brought forward.
- 3.4 A consultation toolkit will be developed by the Strategic Play Officer and members of the Play Partnership ensuring consistent and effective engagement throughout development of all the projects. Events on each proposed play area site will take place engaging children and young people and the wider community. Consultation sessions will take place in local schools, community groups, Children Leeds Partnerships and Area Committees to establish views and input for the design, delivery and evaluation of all the projects. From initial consultation, designs will be drawn up and taken back to children and young people and the community demonstrating the results of their input and if any changes are needed. The launch and opening of the play areas will be published and promoted and all those involved and using the sites will be asked to evaluate the value of the play area. This will then be followed up six months later to assess the value and usage.

#### **4.0 Implications For Council Policy And Governance**

- 4.1 The governance of the play agenda in Leeds is complex with an accountability hosting arrangement with a voluntary sector provider, the responsibility for the project in Children's Services and key delivery partners within City Development and Environments and Neighbourhoods. The delivery of this initiative needs to be 'one city' with cross council departmental accountability and close working with the Play Partnership.
- 4.2 Timescales are tight and the project will run from April 2009 to March 2011 and all sites must be completed by that time and all budget spent. The current programme of works shows that this is achievable. At this stage there are no known issues relating to design, site conditions, planning and refurbishment.
- 4.3 A number of risks to the programme have been noted in this report. Parks and Countryside are focused on delivering the Playground Strategy that rationalises current provision and promotes high levels of safety and quality on a reduced number of sites, as approved by Executive Board in September 2002. The Play Strategy, approved by Executive Board in October 2007, advocates the development of additional play provision in the city, especially of the informal and adventurous kind. The criteria for developing the twenty two sites in the Playbuilder Programme requires a focus on sites in localities that are currently deemed 'play poor'. The Parks and Countryside service may not be able to develop schemes in all of the localities that most fit the Playbuilder 'play poor' criteria and secure the best outcome for the city. There is no revenue allocation with this programme and therefore all sites must be able

to be sustained with current resources within Leeds City Council. A programme risk log is maintained.

## 5.0 Legal and Resource Implications

5.1 A copy of the Grant Confirmation letter details the allocation for Leeds City Council for both capital and revenue and is attached as appendix 3

## 5.2 Capital Funding and cash flow

| Previous total Authority to Spend on this scheme | TOTAL<br>£000's | TO MARCH<br>2008<br>£000's | FORECAST          |                   |                   |                   |                   |
|--|-----------------|----------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
|  |                 |                            | 2008/09<br>£000's | 2009/10<br>£000's | 2010/11<br>£000's | 2011/12<br>£000's | 2012 on<br>£000's |
| LAND (1)   | 0.0             |                            |                   |                   |                   |                   |                   |
| CONSTRUCTION (3)                                 | 0.0             |                            |                   |                   |                   |                   |                   |
| FURN & EQPT (5)                                  | 0.0             |                            |                   |                   |                   |                   |                   |
| DESIGN FEES (6)                                  | 0.0             |                            |                   |                   |                   |                   |                   |
| OTHER COSTS (7)                                  | 0.0             |                            |                   |                   |                   |                   |                   |
| <b>TOTALS</b>                                    | <b>0.0</b>      | <b>0.0</b>                 | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        |

| Authority to Spend required for this Approval | TOTAL<br>£000's | TO MARCH<br>2008<br>£000's | FORECAST          |                   |                   |                   |                   |
|---|-----------------|----------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
|   |                 |                            | 2008/09<br>£000's | 2009/10<br>£000's | 2010/11<br>£000's | 2011/12<br>£000's | 2012 on<br>£000's |
| LAND (1)                                      | 0.0             |                            |                   |                   |                   |                   |                   |
| CONSTRUCTION (3)                              | 974.0           |                            |                   | 457.9             | 516.1             |                   |                   |
| FURN & EQPT (5)                               | 0.0             |                            |                   |                   |                   |                   |                   |
| DESIGN FEES (6)                               | 171.9           |                            |                   | 80.8              | 91.1              |                   |                   |
| OTHER COSTS (7)                               | 0.0             |                            |                   |                   |                   |                   |                   |
| <b>TOTALS</b>                                 | <b>1145.9</b>   | <b>0.0</b>                 | <b>0.0</b>        | <b>538.7</b>      | <b>607.2</b>      | <b>0.0</b>        | <b>0.0</b>        |

| Total overall Funding (As per latest Capital Programme) | TOTAL<br>£000's | TO MARCH<br>2008<br>£000's | FORECAST          |                   |                   |                   |                   |
|---|-----------------|----------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
|   |                 |                            | 2008/09<br>£000's | 2009/10<br>£000's | 2010/11<br>£000's | 2011/12<br>£000's | 2012 on<br>£000's |
| Playbuilder Capital Grant(15390)                        | 1145.9          |                            |                   | 538.7             | 607.2             |                   |                   |
| Total Funding   | 1145.9          | 0.0                        | 0.0               | 538.7             | 607.2             | 0.0               | 0.0               |
| <b>Balance / Shortfall =</b>                            | <b>0.0</b>      | <b>0.0</b>                 | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        | <b>0.0</b>        |

**Parent Scheme Number:** 15390  
**Title:** Playbuilder Initiative 2009-11

## 5.3 Revenue Effects

The sustainability of these developments is a resource pressure. It is essential that the deliverers of this initiative can maintain the play areas that are built or refurbished as a result of the Playbuilder. It is assumed that delivering this initiative through existing services within Leeds City Council ensures that the long term maintenance costs and implications can be met through existing resources and that the sites will be sustainable. However, the DCSF have made £45,871 of Playbuilder revenue grant available in 2009-2011 to support the delivery, consultation and events of the capital program and to alleviate any short term problems that may arise.

The following table illustrates the alterations that will be necessary to the Service's revenue budget for the Playbuilder scheme:

| REVENUE EFFECTS           | 2009/10<br>£000's | 2010/11 AND<br>SUBSEQUENT<br>YEARS<br>£000'S |
|---------------------------|-------------------|--|
| EMPLOYEES                 |                   |  |
| PREMISES COSTS            |                   |  |
| SUPPLIES & SERVICES       | 27.5              | 18.3   |
| PLAYBUILDER REVENUE GRANT | -27.5             | -18.3  |

#### 5.4 Programme of works

The programme of works will be delivered through Parks and Countryside delivering for 16 of the 22 sites as identified in appendix 2. Children's Services working with key partners in the Play Partnership, including Parks and Countryside, will work to establish viable schemes in the remaining six localities identified in 3.2. Individual design and cost reports will request funding from the parent scheme as detailed plans for each site are finalised. As a condition of the grant all year 1 schemes need to be completed by 31<sup>st</sup> March 2010, the remainder need to be completed by 31<sup>st</sup> March 2011. Any unspent funds will be reclaimed by DCF

#### 6.0 Conclusions

6.1 This is a new and exciting initiative, with a large amount of work to be carried out in a short period of time. Delivering this project will meet the actions within the:

- Revised CYPP priorities for creating 'more places to go and things to do'
- Leeds Play Strategy
- National Play Strategy
- Endorsed strategic approach for playgrounds

This initiative will become the focus for strengthening partnership working in the play agenda.

6.2 The Parks and Countryside Service can deliver sixteen sites that meet the criteria identified by the DCSF. This report seeks authority to proceed to develop these sites.

6.3 The Strategic Play Partnership and the Integrated Strategic Commissioning Board will continue to work with Parks and Countryside on a further six schemes. As a parallel exercise work will be undertaken with other partners within the council and Play Partnership for the development of Playbuilder sites in the six localities deemed to be play poor that do not have play spaces currently managed by Parks and Countryside. A full appraisal of all schemes will be undertaken against the criteria for the Playbuilder Programme but giving due weight to the long term sustainability of the sites. A further report to Executive Board will recommend the location and development partners for the remaining six sites.

#### 7.0 Recommendations

Executive Board is asked to:

- Inject £1,145,914 into the Capital Programme (cap scheme no:15390) fully funded by DCSF grant
- Give Authority to Spend on the sixteen play sites identified in appendix 2
- Approve the Play Partnership recommendation to seek working solutions for the development of the remaining six sites with partners in the council.



- Seek a further report recommending the location and provider of the remaining six sites

## **8.0 Background Papers**

- The Children's Plan: Building Brighter Futures – published by DCSF December 07 – [www.dcsf.gov.uk/childrensplan](http://www.dcsf.gov.uk/childrensplan)
- The Play Strategy: published by DCSF December 08 – [www.dcsf.gov.uk/play](http://www.dcsf.gov.uk/play)
- Design For Play: A guide to creating successful play spaces: published by DCSF April 08 – [www.dcsf.gov.uk/play](http://www.dcsf.gov.uk/play)
- Report of Director of Planning & Environment and Director of Leisure Services, report to Executive Board – Children's Playgrounds – 11 September 2002

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**Appendix 1**  
**Proposed and Agreed Parks and Countryside Playbuilder Play Area Developments**  
 Match funding – ‘Confirmed’ and ‘Not Confirmed’

| Site                | Wedge | Deliverer | Amount Playbuilder                              | Confirmed Match funding                                    | Possible Match funding – not confirmed                              | Year           |
|---------------------|-------|-----------|---|--|---|----------------|
| The Bumps Roundhay  | NE    | P & C     | £30k  | <b>£5k, Area Committee</b>                                 | £5k Area Committee additional possible if needed<br>£10k Groundwork | 1              |
| Gipton Square       | E     | P & C     | £25k  | <b>£20k Area Committee</b>                                 |   | 1              |
| Richmond Hill       | E     | P & C     | £35k  | <b>£12k Area Committee</b>                                 |   | 1              |
| Potternewton Park   | NE    | P & C     | £70k  | <b>£20k from £170k Renaissance grant</b>                   |   | 1              |
| Brookfield Rec      | W     | P & C     | £65k  | <b>£55k Section 106</b>                                    |   | 1              |
| Meanwood Park       | NE    | P & C     | £30k  | <b>Big Lottery £120k<br/>£30k Section 106</b>              |   | 1              |
| Smithy Lane         | S     | P & C     | £68k  | <b>£20k Almo<br/>£10k Ward Members<br/>£30k Area Cttee</b> | £20k Youth Fund<br>£5k Green Leeds                                  | 1              |
| East Ardsley        | S     | P & C     | £10   | <b>£10k Banks (Landfill)</b>                               |   | 1              |
| Deepdale            | NE    | P & C     | £39k  | <b>£90k Big Lottery</b>                                    |   | 1              |
| <b>TOTAL YEAR 1</b> |       |           | <b>£372K plus 10% contingency<br/>Tot £413k</b> | <b>£422k</b>   | <b>£40k</b>   | <b>9 sites</b> |

| Site  | Wedge | Deliverer | Amount Playbuilder                              | Confirmed Match funding                        | Possible Match funding – not confirmed | Year            |
|---|-------|-----------|---|--|--|-----------------|
| Grove Road  | E     | P & C     | £30k  | <b>£28k Section 106<br/>£5k Area Committee</b> | £20k Grantscape                        | 2               |
| Temple Newsam   | E     | P & C     | £50k  |  | £100k Physcap                          | 2               |
| Roundhay Park   | NE    | P & C     | £70k  | <b>£70k Heritage Lottery Funding</b>           |  | 2               |
| Sandford Road   | NW    | P & C     | £45k  |  | £45K to be identified                  | 2               |
| Armley Moor   | W     | P & C     | £50k  | <b>Nil</b>                                     |  | 2               |
| Woodhall  | W     | P & C     | £55k  |  | Source and amount to be identified     | 2               |
| Windmill Road   | S     | P & C     | £57k  |  | £43k to be identified                  | 2               |
| <b>TOTAL YEAR 2</b>   |       |           | <b>£357 plus 10% contingency Total<br/>£397</b> | <b>£103k</b>                                   | <b>£208k</b>                           | <b>7 sites</b>  |
| <b>Total Allocation across 16 proposed sites</b>  |       |           | <b>£810k</b>                                    | <b>£525k</b>                                   | <b>£248k</b>                           | <b>16 sites</b> |
| <b>Remaining capital for allocation against remaining 6 to be identified and agreed with partners</b> |       |           | <b>£335k</b>                                    |  |  | <b>6</b>        |
| <b>Total Playbuilder capital 2009/11</b>  |       |           | <b>£1.145m</b>                                  |  |  |                 |

**Wedge allocations  
NE**

| Site              | Playbuilder  | Year |
|-------------------|--------------|------|
| The Bumps         | £30          | 1    |
| Potternewton Park | £70          | 1    |
| Meanwood Park     | £30          | 1    |
| Deepdale          | £39          | 1    |
| Roundhay Park     | £70          | 2    |
| <b>Total</b>      | <b>£239k</b> |      |

**E**

| Site          | Playbuilder | Year |
|---------------|-------------|------|
| Gipton Square | £25         | 1    |
| Richmond Hill | £35         | 1    |
| Grove Road    | £30         | 2    |
| Temple Newsam | £50         | 2    |
| <b>Total</b>  | <b>£140</b> |      |

**S**

| Site          | Playbuilder  | Year |
|---------------|--------------|------|
| Smithy Lane   | £68          | 1    |
| East Ardsley  | £10          | 1    |
| Windmill Road | £57          | 2    |
|               |              |      |
| <b>Total</b>  | <b>£135k</b> |      |

**W**

| Site           | Playbuilder  | Year |
|----------------|--------------|------|
| Brookfield Rec | £65          | 1    |
| Armley Moor    | £50          | 2    |
| Woodhall       | £55          | 2    |
|                |              |      |
| <b>Total</b>   | <b>£170k</b> |      |

**NW**

| <b>Site</b>   | <b>Playbuilder</b> | <b>Year</b> |
|---------------|--------------------|-------------|
| Sandford Road | £45                | 2           |
|               |                    |             |
|               |                    |             |
|               |                    |             |
| <b>Total</b>  | <b>£45k</b>        |             |

Areas are identified as play poor through the mapping system and including the proposed sixteen play areas with parks and countryside. These are as follows;

- North West : West Park/Ireland Wood and Tinshill/Cookridge (Adel and Wharfedale and Weetwood Wards)
- East : Beechwood/Seacroft (Seacroft and Killingbeck ward)
- South: Beeston (Beeston and Holbeck ward)

**Playbuilder Programme Scoring Matrix**

| Essential and Desirable   |  | D                                  | E                 | E                       | E   | E                                    | E                                     | D                 | E   | E | E | E | E |         |  |        |   |        |  |        |  |        |  |   |   |
|---|--|------------------------------------|-------------------|-------------------------|---|--------------------------------------|---------------------------------------|-------------------|---|---|---|---|---|---------|--|--------|---|--------|--|--------|--|--------|--|---|---|
| Proposed Site Name  | Ward   | Current Standard/condition of site | Proposed Standard | Playbuilder Capita (£k) | Is match funding available Match Funding £k | Is it in area of need (GIS and SOA)? | Is it in need of significant upgrade? | Is it a new site? | How will long term maintenance and inspection be funded | D | E | E | E |         |  |        |   |        |  |        |  |        |  |   |   |
| 1   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 2   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 3   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 4   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 5   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 6   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| <b>Successful projects will comply with the delivery criteria noted below ensuring sites demonstrate:</b>   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 1. Innovation and creativity  |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 2. Being Inclusive  |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 3. How children, young people and families/adults participated in the design and location of the play area and how has their feedback informed the final plans.   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 4. How wedge structures and area committees informed the process.   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 5. How the site be attractive to 8-13year olds.   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 6. How the project relates to the DCSF design guide.  |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 7. How the site provides physically active opportunities.   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 8. Open access for the community.   |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| <table border="1"> <tr> <td>9 to 10</td> <td>Meets all the essential and desirable criteria including further explanation and information</td> </tr> <tr> <td>7 to 8</td> <td>Meets all the essential and desirable criteria without further explanation or information</td> </tr> <tr> <td>5 to 6</td> <td>Part meets the essential and desirable criteria with further information and explanation</td> </tr> <tr> <td>3 to 4</td> <td>Part meets the essential and desirable criteria without further explanation or information</td> </tr> <tr> <td>1 to 2</td> <td>Does not meet the majority of the essential and desirable criteria</td> </tr> <tr> <td>0</td> <td>Does not meet any of the essential and desirable criteria</td> </tr> </table> |  |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   | 9 to 10 | Meets all the essential and desirable criteria including further explanation and information | 7 to 8 | Meets all the essential and desirable criteria without further explanation or information | 5 to 6 | Part meets the essential and desirable criteria with further information and explanation | 3 to 4 | Part meets the essential and desirable criteria without further explanation or information | 1 to 2 | Does not meet the majority of the essential and desirable criteria | 0 | Does not meet any of the essential and desirable criteria |
| 9 to 10   | Meets all the essential and desirable criteria including further explanation and information |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 7 to 8  | Meets all the essential and desirable criteria without further explanation or information    |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 5 to 6  | Part meets the essential and desirable criteria with further information and explanation     |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 3 to 4  | Part meets the essential and desirable criteria without further explanation or information   |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 1 to 2  | Does not meet the majority of the essential and desirable criteria                           |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |
| 0   | Does not meet any of the essential and desirable criteria                                    |                                    |                   |                         |   |                                      |                                       |                   |   |   |   |   |   |         |  |        |   |        |  |        |  |        |  |   |   |

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## CHILDREN'S SERVICES LOCAL AUTHORITY CIRCULAR

LAC Ref: 3112080004

To: The Chief Executive  
The Director of Children's Services  
Chief Finance Officers

26 February 2009

## CONDITIONS OF GRANT AND GUIDANCE 2009-10

## PLAY PATHFINDER AND PLAYBUILDER, CAPITAL AND REVENUE, GRANTS: 2009-10

## SUMMARY AND BACKGROUND

1. Having more high-quality and safe places to play is a priority for both children and parents across England. The DCSF is investing significant funding in play as part of a three-year programme from 2008-09 to 2010-11. By the end of this period around 3,500 play areas will have been developed nationally through the following programmes:

Pathfinders - 30 Play Pathfinders will each have available around £2.1m Pathfinder capital and £500k revenue funding to each build a large adventure playground and develop a minimum of 28 play areas. The first 20 play Pathfinders were selected in April 2008 and the final 10 Pathfinders selected in December 2008 to deliver play areas from April 2009.

Playbuilders - 122 local authorities will each have available, on average, £1.1m Playbuilder capital and £45k revenue funding to develop a minimum of 22 play areas. The first 43 Playbuilder authorities were selected in April 2008 and the remaining 79 authorities offered Playbuilder funding from April 2009.

2. This circular sets out details of the capital and revenue funding available to both Play Pathfinder and Playbuilder authorities as follows:

- allocations of the Play Pathfinder capital and revenue grants for 2009-10, indicative allocations for 2010-11, and the minimum number of play areas that have to be delivered at [Annex A](#);
- allocations of the Playbuilder capital and revenue grants for 2009-10, indicative allocations for 2010-11, and the minimum number of play areas that have to be delivered at [Annex B](#);
- conditions, financial arrangements and guidance for the Pathfinder and Playbuilder capital grants are at [Annex C](#), and conditions financial arrangements and guidance for Pathfinder and Playbuilder revenue grants are at [Annex D](#);
- payment arrangements (see below);

3. To accept these grants, authorities must complete and return the Formal Acceptance of Grant offer form at [Annex E](#) by **1 April 2009**.

4. An estimate of expenditure form for each grant, to be returned by **8 January 2010**, is at [Annex E](#).

5. The Final Statement certificate for each grant, to be returned by **30 June 2010**, is at [Annex G](#).

**PAYMENT ARRANGEMENTS**

6. The Play Pathfinder and Playbuilder, Capital and Revenue, Grants will be paid under Section 14 (2) (j) of the Education Act 2002 for the purpose of the promotion of the welfare of children and their parents.

7. Allocations for Play Pathfinder authorities are listed at Annex A, and allocations for Playbuilder authorities at Annex B. The 2010-11 allocations will be confirmed in March 2010. Each grant will be paid in two equal instalments in 2009-10, the first instalment on or before 30 April 2009 and the second instalment on or before 28 February 2010.

**ENQUIRIES**

8. For further information on the grants detailed in the circular, please contact Bhupinder Bhoday at [bhupinder.bhoday@dcsf.gsi.gov.uk](mailto:bhupinder.bhoday@dcsf.gsi.gov.uk), telephone number 020 7925 6858.

**CANCELLATION OF CIRCULAR**

9. This circular should be cancelled on 30 June 2010.

**PLAY PATHFINDER: CAPITAL AND REVENUE GRANT ALLOCATIONS**

**1. Play Pathfinder Capital Grant**

The Play Pathfinder Capital Grant has been calculated using a formula that contains three variables: deprivation, building costs and child population. The formula has been applied to a portion of the available capital to compensate for differences in the three variables between authorities, whilst still ensuring all authorities have sufficient funding to deliver the required pathfinder outputs. Total payments are consistent with the average levels of Pathfinder funding that have previously been publicised.

Allocations for 2010-11 are indicative and the final figures will be confirmed in March 2010.

**Wave 1 Pathfinders – Capital Allocations**

(Wave 1 pathfinders have to deliver at least one Adventure Playground in 2009-10 in addition to the minimum number of areas indicated)

| Local Authority            | Pathfinder capital 2008-2010 <sup>1</sup> |            |            | Minimum Number of play areas |       |       |
|----------------------------|---|------------|------------|------------------------------|-------|-------|
|                            | 08-09                                     | 09-10      | total      | 08-09                        | 09-10 | total |
| Bath & North East Somerset | £571,926                                  | £1,509,349 | £2,081,275 | 12                           | 16    | 28    |
| Blackburn                  | £600,419                                  | £1,586,276 | £2,186,695 | 12                           | 16    | 28    |
| Cambridgeshire             | £580,429                                  | £1,532,308 | £2,112,737 | 12                           | 16    | 28    |
| Camden                     | £604,177                                  | £1,596,422 | £2,200,599 | 12                           | 16    | 28    |
| City of Bristol            | £592,444                                  | £1,564,745 | £2,157,189 | 12                           | 16    | 28    |
| Dudley                     | £636,953                                  | £1,549,919 | £2,186,872 | 12                           | 16    | 28    |
| East Riding of Yorkshire   | £580,124                                  | £1,531,482 | £2,111,606 | 12                           | 16    | 28    |
| East Sussex                | £590,558                                  | £1,559,655 | £2,150,213 | 12                           | 16    | 28    |
| Enfield                    | £594,107                                  | £1,569,237 | £2,163,344 | 12                           | 16    | 28    |
| Hackney                    | £612,791                                  | £1,619,678 | £2,232,469 | 12                           | 16    | 28    |
| Kensington and Chelsea     | £596,171                                  | £1,574,807 | £2,170,978 | 12                           | 16    | 28    |
| Knowsley                   | £597,859                                  | £1,579,364 | £2,177,223 | 12                           | 16    | 28    |
| North Tyneside             | £588,223                                  | £1,553,351 | £2,141,574 | 12                           | 16    | 28    |
| Nottingham City            | £603,854                                  | £1,595,552 | £2,199,406 | 12                           | 16    | 28    |
| Portsmouth                 | £586,954                                  | £1,549,922 | £2,136,876 | 12                           | 16    | 28    |
| Rochdale                   | £595,624                                  | £1,573,332 | £2,168,956 | 12                           | 16    | 28    |
| Rotherham                  | £639,474                                  | £1,556,728 | £2,196,202 | 13                           | 16    | 29    |
| Sunderland                 | £596,450                                  | £1,575,561 | £2,172,011 | 11                           | 17    | 28    |
| Tower Hamlets              | £621,944                                  | £1,644,393 | £2,266,337 | 12                           | 16    | 28    |
| Wolverhampton              | £596,046                                  | £1,574,472 | £2,170,518 | 12                           | 16    | 28    |

<sup>1</sup> – Wave 1 pathfinders get capital funding for two years – 2008-2010.

**Wave 2 Pathfinders – Capital Allocations**

(Wave 2 pathfinders have to deliver at least one Adventure Playground over 2009-2011 in addition to the minimum number of areas indicated)

| Local Authority     | Pathfinder capital |            |            |            | Minimum Number of play areas |       |       |       |
|---------------------|--------------------|------------|------------|------------|------------------------------|-------|-------|-------|
|                     | 08-09              | 09-10      | 10-11      | total      | 08-09                        | 09-10 | 10-11 | total |
| Blackpool           | £305,071           | £980,553   | £887,167   | £2,172,791 | 6                            | 11    | 11    | 28    |
| Cornwall            | £304,421           | £979,300   | £886,033   | £2,169,754 | 6                            | 11    | 11    | 28    |
| Kirklees            | £304,669           | £979,777   | £886,465   | £2,170,911 | 6                            | 11    | 11    | 28    |
| Lambeth             | £313,419           | £996,034   | £901,173   | £2,210,626 | 6                            | 11    | 11    | 28    |
| Luton               | £303,879           | £978,252   | £885,086   | £2,167,217 | 6                            | 11    | 11    | 28    |
| Merton              | -                  | £1,113,027 | £1,007,024 | £2,120,051 | -                            | 14    | 14    | 28    |
| Newcastle upon Tyne | £307,407           | £985,069   | £891,253   | £2,183,729 | 6                            | 11    | 11    | 28    |
| Oxfordshire         | £291,682           | £954,742   | £863,814   | £2,110,238 | 6                            | 11    | 11    | 28    |
| Sandwell            | -                  | £1,150,843 | £1,041,239 | £2,192,082 | -                            | 14    | 14    | 28    |

**Appendix 3**

|       |   |            |            |            |   |    |    |    |
|-------|---|------------|------------|------------|---|----|----|----|
| Wigan | - | £1,117,998 | £1,011,522 | £2,129,520 | - | 14 | 14 | 28 |
|-------|---|------------|------------|------------|---|----|----|----|

2. Play Pathfinder Revenue Grant

The revenue funding for each Pathfinder has been calculated according to a formula based on deprivation, the Area Cost Adjustment and child population. Allocations for each of the 30 Pathfinders are set out in the table below.

Allocations for 2010-11 are indicative and the final figures will be confirmed in March 2010.

**Wave 1 Pathfinders – Revenue Allocations**

| Local Authority            | Pathfinder Revenue |          |          |          |
|----------------------------|--------------------|----------|----------|----------|
|                            | 2008-09            | 2009-10  | 2010-11  | TOTAL    |
| Bath & North East Somerset | £134,236           | £211,511 | £141,008 | £486,755 |
| Blackburn                  | £140,022           | £220,482 | £146,988 | £507,492 |
| Cambridgeshire             | £136,071           | £214,124 | £142,749 | £492,944 |
| Camden                     | £141,117           | £221,466 | £147,644 | £510,227 |
| City of Bristol            | £193,526           | £185,212 | £122,949 | £501,687 |
| Dudley                     | £137,588           | £216,062 | £144,041 | £497,691 |
| East Riding of Yorkshire   | £135,568           | £214,292 | £142,861 | £492,721 |
| East Sussex                | £137,394           | £217,753 | £145,169 | £500,316 |
| Enfield                    | £138,510           | £218,633 | £145,755 | £502,898 |
| Hackney                    | £142,918           | £224,147 | £149,431 | £516,496 |
| Kensington and Chelsea     | £139,443           | £218,974 | £145,983 | £504,400 |
| Knowsley                   | £174,768           | £219,516 | £111,344 | £505,628 |
| North Tyneside             | £136,839           | £217,066 | £144,711 | £498,616 |
| Nottingham City            | £141,021           | £221,383 | £147,588 | £509,992 |
| Portsmouth                 | £137,394           | £216,179 | £144,119 | £497,692 |
| Rochdale                   | £139,346           | £218,794 | £145,863 | £504,003 |
| Rotherham                  | £137,804           | £217,034 | £144,689 | £499,527 |
| Sunderland                 | £138,840           | £219,458 | £146,305 | £504,603 |
| Tower Hamlets              | £144,831           | £226,996 | £151,331 | £523,158 |
| Wolverhampton              | £139,349           | £218,976 | £145,984 | £504,309 |

**Wave 2 Pathfinders – Revenue Allocations**

| Local Authority     | Pathfinder Revenue |          |          |          |
|---------------------|--------------------|----------|----------|----------|
|                     | 2008-09            | 2009-10  | 2010-11  | TOTAL    |
| Blackpool           | £12,710            | £295,228 | £196,819 | £504,757 |
| Cornwall            | £12,714            | £294,867 | £196,578 | £504,159 |
| Kirklees            | £12,684            | £295,022 | £196,681 | £504,387 |
| Lambeth             | £12,958            | £299,545 | £199,696 | £512,199 |
| Luton               | £12,663            | £294,598 | £196,399 | £503,660 |
| Merton              | -                  | £296,629 | £197,753 | £494,382 |
| Newcastle upon Tyne | £12,730            | £296,507 | £197,671 | £506,908 |
| Oxfordshire         | £12,399            | £288,032 | £192,021 | £492,452 |
| Sandwell            | -                  | £305,131 | £203,421 | £508,552 |
| Wigan               | -                  | £297,747 | £198,498 | £496,245 |

**Playbuilder: Capital and Revenue Grants**

**Notes**

1. Playbuilder Capital Grant

The Playbuilder Capital Grant has been calculated using a formula that contains three variables: deprivation, building costs and child population. The formula has been applied to a portion of the available capital to compensate for differences in the three variables between authorities, whilst still ensuring all authorities have sufficient funding to deliver the required playbuilder outputs. Total allocations are consistent with the average levels of Playbuilder funding previously been publicised.

Allocations for 2010-11 are indicative and the final figures will be confirmed in March 2010.

**Wave 1 Playbuilders – Capital Allocations**

| Local Authority  | Playbuilder capital 2008-2011 |          |          |            | Minimum Number of play areas |       |       |       |
|------------------|-------------------------------|----------|----------|------------|------------------------------|-------|-------|-------|
|                  | 08-09                         | 09-10    | 10-11    | total      | 08-09                        | 09-10 | 10-11 | total |
| Bolton           | £351,984                      | £390,628 | £440,319 | £1,182,931 | 7                            | 8     | 8     | 23    |
| Brent            | £303,415                      | £392,281 | £442,181 | £1,137,877 | 6                            | 8     | 8     | 22    |
| Bury             | £293,307                      | £389,180 | £438,686 | £1,121,173 | 6                            | 8     | 8     | 22    |
| Calderdale       | £297,082                      | £389,529 | £439,080 | £1,125,691 | 6                            | 8     | 8     | 22    |
| Coventry         | £302,007                      | £390,451 | £440,120 | £1,132,578 | 6                            | 8     | 8     | 22    |
| Croydon          | £301,457                      | £391,615 | £441,431 | £1,134,503 | 6                            | 8     | 8     | 22    |
| Derby            | £298,513                      | £389,189 | £438,697 | £1,126,399 | 6                            | 8     | 8     | 22    |
| Gateshead        | £300,619                      | £389,837 | £439,427 | £1,129,883 | 6                            | 8     | 8     | 22    |
| Halton           | £299,092                      | £388,469 | £437,885 | £1,125,446 | 6                            | 8     | 8     | 22    |
| Hampshire        | £306,914                      | £398,121 | £448,764 | £1,153,799 | 6                            | 8     | 8     | 22    |
| Islington        | £312,832                      | £408,729 | £460,722 | £1,182,283 | 6                            | 8     | 8     | 22    |
| Lancashire       | £315,521                      | £429,118 | £483,705 | £1,228,344 | 6                            | 8     | 8     | 22    |
| Leicester        | £311,015                      | £403,040 | £454,309 | £1,168,364 | 6                            | 8     | 8     | 22    |
| Lewisham         | £307,785                      | £400,522 | £451,471 | £1,159,778 | 6                            | 8     | 8     | 22    |
| Lincolnshire     | £301,778                      | £392,597 | £442,538 | £1,136,913 | 6                            | 8     | 8     | 22    |
| Middlesbrough    | £308,367                      | £404,160 | £455,572 | £1,168,099 | 6                            | 8     | 8     | 22    |
| Northamptonshire | £299,761                      | £393,727 | £443,811 | £1,137,299 | 6                            | 8     | 8     | 22    |
| Northumberland   | £297,258                      | £391,312 | £441,090 | £1,129,660 | 6                            | 8     | 8     | 22    |
| Nottinghamshire  | £303,420                      | £393,140 | £443,151 | £1,139,711 | 6                            | 8     | 8     | 22    |
| Peterborough     | £298,191                      | £389,084 | £438,578 | £1,125,853 | 6                            | 8     | 8     | 22    |
| Plymouth         | £348,077                      | £389,312 | £438,835 | £1,176,224 | 7                            | 8     | 8     | 23    |
| Reading          | £292,148                      | £389,249 | £438,765 | £1,120,162 | 6                            | 8     | 8     | 22    |
| Redbridge        | £296,436                      | £391,310 | £441,087 | £1,128,833 | 6                            | 8     | 8     | 22    |
| Sefton           | £297,984                      | £390,499 | £440,174 | £1,128,657 | 6                            | 8     | 8     | 22    |
| Slough           | £294,724                      | £389,563 | £439,118 | £1,123,405 | 6                            | 8     | 8     | 22    |
| Solihull         | £286,535                      | £390,608 | £440,296 | £1,117,439 | 6                            | 8     | 8     | 22    |
| Somerset         | £297,142                      | £391,878 | £441,727 | £1,130,747 | 6                            | 8     | 8     | 22    |
| Southampton      | £299,498                      | £389,649 | £439,215 | £1,128,362 | 6                            | 8     | 8     | 22    |
| Southend         | £294,057                      | £389,889 | £439,485 | £1,123,431 | 6                            | 8     | 8     | 22    |
| Staffordshire    | £301,214                      | £393,775 | £443,866 | £1,138,855 | 6                            | 8     | 8     | 22    |
| Stockton-on-Tees | £298,641                      | £390,037 | £439,653 | £1,128,331 | 6                            | 8     | 8     | 22    |
| Suffolk          | £299,594                      | £393,306 | £443,337 | £1,136,237 | 6                            | 8     | 8     | 22    |
| Tameside         | £298,756                      | £388,987 | £438,469 | £1,126,212 | 6                            | 8     | 8     | 22    |
| Thurrock         | £290,866                      | £388,963 | £438,442 | £1,118,271 | 6                            | 8     | 8     | 22    |
| Wandsworth       | £302,671                      | £391,307 | £441,084 | £1,135,062 | 6                            | 8     | 8     | 22    |
| Worcestershire   | £295,848                      | £392,355 | £442,266 | £1,130,469 | 6                            | 8     | 8     | 22    |



Wave 2 Playbuilders - Capital Allocations

| Local Authority              | Playbuilder capital |          |            | Minimum Number of play areas |       |       |
|------------------------------|---------------------|----------|------------|------------------------------|-------|-------|
|                              | 09/10               | 10/11    | total      | 09/10                        | 10-11 | total |
| Barking and Dagenham         | £534,019            | £601,949 | £1,135,968 | 11                           | 11    | 22    |
| Barnet                       | £530,805            | £598,327 | £1,129,132 | 11                           | 11    | 22    |
| Barnsley                     | £530,676            | £598,182 | £1,128,858 | 11                           | 11    | 22    |
| Bedfordshire Borough Council | £473,336            | £533,548 | £1,006,884 | 11                           | 11    | 22    |
| Bexley                       | £527,769            | £594,905 | £1,122,674 | 11                           | 11    | 22    |
| Birmingham                   | £549,672            | £619,594 | £1,169,266 | 11                           | 11    | 22    |
| Bournemouth                  | £527,736            | £594,868 | £1,122,604 | 11                           | 11    | 22    |
| Bracknell Forest             | £523,591            | £590,195 | £1,113,786 | 11                           | 11    | 22    |
| Bradford                     | £539,243            | £607,839 | £1,147,082 | 11                           | 11    | 22    |
| Brighton and Hove            | £530,200            | £597,645 | £1,127,845 | 11                           | 11    | 22    |
| Bromley                      | £528,051            | £595,223 | £1,123,274 | 11                           | 11    | 22    |
| Buckinghamshire              | £529,373            | £596,713 | £1,126,086 | 11                           | 11    | 22    |
| Central Bedfordshire         | £473,336            | £533,548 | £1,006,884 | 11                           | 11    | 22    |
| Cheshire East                | £473,336            | £533,548 | £1,006,884 | 11                           | 11    | 22    |
| Cheshire West and Chester    | £473,336            | £533,548 | £1,006,884 | 11                           | 11    | 22    |
| City of Kingston-upon-Hull   | £535,949            | £604,126 | £1,140,075 | 11                           | 11    | 22    |
| Cumbria                      | £533,921            | £601,839 | £1,135,760 | 11                           | 11    | 22    |
| Darlington                   | £530,535            | £598,023 | £1,128,558 | 11                           | 11    | 22    |
| Derbyshire                   | £535,149            | £603,224 | £1,138,373 | 11                           | 11    | 22    |
| Devon                        | £535,178            | £603,256 | £1,138,434 | 11                           | 11    | 22    |
| Doncaster                    | £533,969            | £601,893 | £1,135,862 | 11                           | 11    | 22    |
| Dorset                       | £528,681            | £595,933 | £1,124,614 | 11                           | 11    | 22    |
| Durham                       | £535,560            | £603,687 | £1,139,247 | 11                           | 11    | 22    |
| Ealing                       | £532,699            | £600,462 | £1,133,161 | 11                           | 11    | 22    |
| Essex                        | £545,655            | £615,066 | £1,160,721 | 11                           | 11    | 22    |
| Gloucestershire              | £531,559            | £599,177 | £1,130,736 | 11                           | 11    | 22    |
| Greenwich                    | £536,093            | £604,287 | £1,140,380 | 11                           | 11    | 22    |
| Hammersmith and Fulham       | £533,508            | £601,373 | £1,134,881 | 11                           | 11    | 22    |
| Haringey                     | £535,117            | £603,187 | £1,138,304 | 11                           | 11    | 22    |
| Harrow                       | £528,329            | £595,536 | £1,123,865 | 11                           | 11    | 22    |
| Hartlepool                   | £531,193            | £598,765 | £1,129,958 | 11                           | 11    | 22    |
| Havering                     | £527,196            | £594,259 | £1,121,455 | 11                           | 11    | 22    |
| Herefordshire                | £526,332            | £593,285 | £1,119,617 | 11                           | 11    | 22    |
| Hertfordshire                | £541,001            | £609,820 | £1,150,821 | 11                           | 11    | 22    |
| Hillingdon                   | £529,868            | £597,271 | £1,127,139 | 11                           | 11    | 22    |
| Hounslow                     | £530,892            | £598,425 | £1,129,317 | 11                           | 11    | 22    |
| Isle of Wight Council        | £529,823            | £597,220 | £1,127,043 | 11                           | 11    | 22    |
| Kent                         | £548,469            | £618,238 | £1,166,707 | 11                           | 11    | 22    |
| Kingston upon Thames         | £524,313            | £591,009 | £1,115,322 | 11                           | 11    | 22    |
| Leeds                        | £538,694            | £607,220 | £1,145,914 | 11                           | 11    | 22    |
| Leicestershire               | £549,952            | £619,910 | £1,169,862 | 11                           | 11    | 22    |
| Liverpool                    | £535,824            | £603,984 | £1,139,808 | 11                           | 11    | 22    |
| Manchester                   | £539,934            | £608,617 | £1,148,551 | 11                           | 11    | 22    |
| Medway                       | £530,423            | £597,897 | £1,128,320 | 11                           | 11    | 22    |
| Milton Keynes                | £528,318            | £595,524 | £1,123,842 | 11                           | 11    | 22    |
| Newham                       | £539,004            | £607,569 | £1,146,573 | 11                           | 11    | 22    |
| Norfolk                      | £536,240            | £604,454 | £1,140,694 | 11                           | 11    | 22    |



### Appendix 3

|                         |          |          |            |    |    |    |
|-------------------------|----------|----------|------------|----|----|----|
| North East Lincolnshire | £530,205 | £597,651 | £1,127,856 | 11 | 11 | 22 |
| North Lincolnshire      | £526,950 | £593,982 | £1,120,932 | 11 | 11 | 22 |
| North Somerset          | £525,068 | £591,860 | £1,116,928 | 11 | 11 | 22 |
| North Yorkshire         | £532,685 | £600,447 | £1,133,132 | 11 | 11 | 22 |
| Oldham                  | £532,243 | £599,948 | £1,132,191 | 11 | 11 | 22 |
| Poole                   | £525,487 | £592,332 | £1,117,819 | 11 | 11 | 22 |
| Redcar and Cleveland    | £530,802 | £598,324 | £1,129,126 | 11 | 11 | 22 |
| Richmond upon Thames    | £524,354 | £591,055 | £1,115,409 | 11 | 11 | 22 |
| Salford                 | £531,457 | £599,062 | £1,130,519 | 11 | 11 | 22 |
| Sheffield               | £536,154 | £604,356 | £1,140,510 | 11 | 11 | 22 |
| Shropshire              | £526,968 | £594,002 | £1,120,970 | 11 | 11 | 22 |
| South Gloucestershire   | £524,910 | £591,682 | £1,116,592 | 11 | 11 | 22 |
| South Tyneside          | £531,101 | £598,660 | £1,129,761 | 11 | 11 | 22 |
| Southwark               | £538,575 | £607,086 | £1,145,661 | 11 | 11 | 22 |
| St Helens               | £528,703 | £595,958 | £1,124,661 | 11 | 11 | 22 |
| Stockport               | £526,916 | £593,944 | £1,120,860 | 11 | 11 | 22 |
| Stoke on Trent          | £532,598 | £600,348 | £1,132,946 | 11 | 11 | 22 |
| Surrey                  | £539,384 | £607,998 | £1,147,382 | 11 | 11 | 22 |
| Sutton                  | £526,122 | £593,048 | £1,119,170 | 11 | 11 | 22 |
| Swindon                 | £525,657 | £592,524 | £1,118,181 | 11 | 11 | 22 |
| The Wrekin              | £528,551 | £595,787 | £1,124,338 | 11 | 11 | 22 |
| Torbay                  | £529,078 | £596,381 | £1,125,459 | 11 | 11 | 22 |
| Trafford                | £526,656 | £593,650 | £1,120,306 | 11 | 11 | 22 |
| Wakefield               | £531,593 | £599,215 | £1,130,808 | 11 | 11 | 22 |
| Walsall                 | £531,729 | £599,369 | £1,131,098 | 11 | 11 | 22 |
| Waltham Forest          | £533,597 | £601,474 | £1,135,071 | 11 | 11 | 22 |
| Warrington              | £524,270 | £590,961 | £1,115,231 | 11 | 11 | 22 |
| Warwickshire            | £530,494 | £597,976 | £1,128,470 | 11 | 11 | 22 |
| West Berkshire          | £523,131 | £589,677 | £1,112,808 | 11 | 11 | 22 |
| West Sussex             | £535,578 | £603,707 | £1,139,285 | 11 | 11 | 22 |
| Westminster             | £536,299 | £604,520 | £1,140,819 | 11 | 11 | 22 |
| Wiltshire               | £528,461 | £595,684 | £1,124,145 | 11 | 11 | 22 |
| Windsor & Maidenhead    | £523,969 | £590,621 | £1,114,590 | 11 | 11 | 22 |
| Wirral                  | £530,952 | £598,493 | £1,129,445 | 11 | 11 | 22 |
| Wokingham               | £521,175 | £587,473 | £1,108,648 | 11 | 11 | 22 |
| York                    | £526,725 | £593,728 | £1,120,453 | 11 | 11 | 22 |
|                         |          |          |            |    |    |    |
| City of London          | £100,000 | £100,000 | £200,000   | 2  | 2  | 4  |
| Isles of Scilly         | £100,000 | £100,000 | £200,000   | 2  | 2  | 4  |
| Rutland                 | £100,000 | £100,000 | £200,000   | 2  | 2  | 4  |

## 2. Playbuilder Revenue Grant

The revenue funding for each Playbuilder has been calculated according to a formula based on deprivation, the Area Cost Adjustment and child population. Allocations for each of the Playbuilder authorities are set out in the table below.

Allocations for 2010-11 are indicative and the final figures will be confirmed in March 2010.

### **Wave 1 Playbuilders – Revenue Allocations**

| Local Authority  | Playbuilder revenue |         |         |         |
|------------------|---------------------|---------|---------|---------|
|                  | 2008/09             | 2009/10 | 2010/11 | Total   |
| Bolton           | £12,662             | £19,912 | £13,274 | £45,848 |
| Brent            | £12,695             | £19,955 | £13,303 | £45,953 |
| Bury             | £12,465             | £19,646 | £13,097 | £45,208 |
| Calderdale       | £12,521             | £19,779 | £13,186 | £45,486 |
| Coventry         | £12,641             | £19,925 | £13,283 | £45,849 |
| Croydon          | £12,604             | £19,923 | £13,282 | £45,809 |
| Derby            | £12,588             | £19,802 | £13,202 | £45,592 |
| Gateshead        | £12,553             | £19,917 | £13,278 | £45,748 |
| Halton           | £12,593             | £19,825 | £13,217 | £45,635 |
| Hampshire        | £12,763             | £20,069 | £13,380 | £46,212 |
| Islington        | £12,950             | £20,220 | £13,480 | £46,650 |
| Lancashire       | £13,004             | £20,307 | £13,538 | £46,849 |
| Leicester        | £12,903             | £20,167 | £13,445 | £46,515 |
| Lewisham         | £12,818             | £20,075 | £13,383 | £46,276 |
| Lincolnshire     | £12,659             | £19,904 | £13,269 | £45,832 |
| Middlesbrough    | £12,741             | £20,147 | £13,431 | £46,319 |
| Northamptonshire | £12,583             | £19,861 | £13,240 | £45,684 |
| Northumberland   | £12,445             | £19,833 | £13,222 | £45,500 |
| Nottinghamshire  | £12,709             | £19,947 | £13,298 | £45,954 |
| Peterborough     | £12,582             | £19,792 | £13,194 | £45,568 |
| Plymouth         | £12,563             | £19,798 | £13,199 | £45,560 |
| Reading          | £12,406             | £19,630 | £13,087 | £45,123 |
| Redbridge        | £12,474             | £19,779 | £13,186 | £45,439 |
| Sefton           | £12,505             | £19,829 | £13,219 | £45,553 |
| Slough           | £12,501             | £19,687 | £13,125 | £45,313 |
| Solihull         | £12,238             | £19,483 | £12,989 | £44,710 |
| Somerset         | £12,532             | £19,775 | £13,184 | £45,491 |
| Southampton      | £12,577             | £19,853 | £13,235 | £45,665 |
| Southend         | £12,409             | £19,713 | £13,142 | £45,264 |
| Staffordshire    | £12,645             | £19,888 | £13,258 | £45,791 |
| Stockton-on-Tees | £12,509             | £19,855 | £13,237 | £45,601 |
| Suffolk          | £12,589             | £19,850 | £13,233 | £45,672 |
| Tameside         | £12,606             | £19,802 | £13,202 | £45,610 |
| Thurrock         | £12,356             | £19,604 | £13,069 | £45,029 |
| Wandsworth       | £12,685             | £19,928 | £13,285 | £45,898 |
| Worcestershire   | £12,484             | £19,747 | £13,165 | £45,396 |

**Wave 2 Playbuilders – Revenue Allocations**

| Local Authority              | Playbuilder revenue |         |         |
|------------------------------|---------------------|---------|---------|
|                              | 2009-10             | 2010-11 | Total   |
| Barking and Dagenham         | £27,719             | £18,479 | £46,198 |
| Barnet                       | £27,213             | £18,142 | £45,355 |
| Barnsley                     | £27,435             | £18,290 | £45,725 |
| Bedfordshire Borough Council | £26,177             | £17,451 | £43,628 |
| Bexley                       | £26,978             | £17,986 | £44,964 |
| Birmingham                   | £28,092             | £18,728 | £46,820 |
| Bournemouth                  | £27,152             | £18,101 | £45,253 |
| Bracknell Forest             | £26,589             | £17,726 | £44,315 |
| Bradford                     | £27,771             | £18,514 | £46,285 |
| Brighton and Hove            | £27,281             | £18,187 | £45,468 |
| Bromley                      | £26,942             | £17,961 | £44,903 |
| Buckinghamshire              | £26,934             | £17,956 | £44,890 |
| Central Bedfordshire         | £26,270             | £17,514 | £43,784 |
| Cheshire East                | £25,703             | £17,135 | £42,838 |
| Cheshire West and Chester    | £26,017             | £17,345 | £43,362 |
| City of Kingston-upon-Hull   | £27,940             | £18,626 | £46,566 |
| Cumbria                      | £27,448             | £18,299 | £45,747 |
| Darlington                   | £27,371             | £18,247 | £45,618 |
| Derbyshire                   | £27,502             | £18,334 | £45,836 |
| Devon                        | £27,554             | £18,370 | £45,924 |
| Doncaster                    | £27,621             | £18,414 | £46,035 |
| Dorset                       | £27,071             | £18,048 | £45,119 |
| Durham                       | £27,677             | £18,451 | £46,128 |
| Ealing                       | £27,481             | £18,321 | £45,802 |
| Essex                        | £27,681             | £18,454 | £46,135 |
| Gloucestershire              | £27,209             | £18,139 | £45,348 |
| Greenwich                    | £27,808             | £18,539 | £46,347 |
| Hammersmith and Fulham       | £27,605             | £18,403 | £46,008 |
| Haringey                     | £27,823             | £18,549 | £46,372 |
| Harrow                       | £27,055             | £18,036 | £45,091 |
| Hartlepool                   | £27,530             | £18,354 | £45,884 |
| Havering                     | £26,619             | £17,746 | £44,365 |
| Herefordshire                | £27,007             | £18,005 | £45,012 |
| Hertfordshire                | £27,633             | £18,422 | £46,055 |
| Hillingdon                   | £27,188             | £18,126 | £45,314 |
| Hounslow                     | £27,350             | £18,233 | £45,583 |
| Isle of Wight Council        | £27,370             | £18,247 | £45,617 |
| Kent                         | £27,603             | £18,402 | £46,005 |
| Kingston upon Thames         | £26,668             | £17,779 | £44,447 |
| Leeds                        | £27,523             | £18,348 | £45,871 |
| Leicestershire               | £27,156             | £18,104 | £45,260 |
| Liverpool                    | £27,871             | £18,581 | £46,452 |
| Manchester                   | £27,663             | £18,442 | £46,105 |
| Medway                       | £27,247             | £18,165 | £45,412 |
| Milton Keynes                | £27,104             | £18,070 | £45,174 |
| Newham                       | £28,181             | £18,787 | £46,968 |
| Norfolk                      | £27,617             | £18,411 | £46,028 |
| North East Lincolnshire      | £27,448             | £18,299 | £45,747 |
| North Lincolnshire           | £27,095             | £18,063 | £45,158 |
| North Somerset               | £26,826             | £17,884 | £44,710 |

## Appendix 3

|                       |         |         |         |
|-----------------------|---------|---------|---------|
| North Yorkshire       | £27,264 | £18,176 | £45,440 |
| Oldham                | £27,618 | £18,412 | £46,030 |
| Poole                 | £26,918 | £17,946 | £44,864 |
| Redcar and Cleveland  | £27,423 | £18,282 | £45,705 |
| Richmond upon Thames  | £26,640 | £17,760 | £44,400 |
| Salford               | £27,561 | £18,374 | £45,935 |
| Sheffield             | £27,723 | £18,482 | £46,205 |
| Shropshire            | £26,988 | £17,992 | £44,980 |
| South Gloucestershire | £26,744 | £17,829 | £44,573 |
| South Tyneside        | £27,501 | £18,334 | £45,835 |
| Southwark             | £28,080 | £18,720 | £46,800 |
| St Helens             | £27,265 | £18,177 | £45,442 |
| Stockport             | £26,991 | £17,994 | £44,985 |
| Stoke on Trent        | £27,669 | £18,446 | £46,115 |
| Surrey                | £27,447 | £18,298 | £45,745 |
| Sutton                | £26,834 | £17,889 | £44,723 |
| Swindon               | £26,898 | £17,932 | £44,830 |
| The Wrekin            | £27,270 | £18,180 | £45,450 |
| Torbay                | £27,372 | £18,248 | £45,620 |
| Trafford              | £26,985 | £17,990 | £44,975 |
| Wakefield             | £27,423 | £18,282 | £45,705 |
| Walsall               | £27,537 | £18,358 | £45,895 |
| Waltham Forest        | £27,639 | £18,426 | £46,065 |
| Warrington            | £26,779 | £17,853 | £44,632 |
| Warwickshire          | £27,126 | £18,084 | £45,210 |
| West Berkshire        | £26,561 | £17,707 | £44,268 |
| West Sussex           | £27,393 | £18,262 | £45,655 |
| Westminster           | £27,893 | £18,595 | £46,488 |
| Wiltshire             | £26,962 | £17,975 | £44,937 |
| Windsor & Maidenhead  | £26,618 | £17,745 | £44,363 |
| Wirral                | £27,389 | £18,259 | £45,648 |
| Wokingham             | £26,347 | £17,565 | £43,912 |
| York                  | £26,963 | £17,975 | £44,938 |
|                       |         |         |         |
| City of London        | £10,000 | £10,000 | £20,000 |
| Isles of Scilly       | £22,500 | £22,500 | £45,000 |
| Rutland               | £10,000 | £10,000 | £20,000 |

**Specific Conditions, Aims and Objectives of Play Pathfinder and Playbuilder Capital Grants****Definitions:**

In these Conditions of Grant the following terms shall have the meaning given below:

- “the Department” means the Department for Children, Schools and Families;
- “the Support Body”, means Play England appointed by the Department to assist Pathfinders and Playbuilders and to provide progress reports to the Department
- “the Grants” means the Play Pathfinder Capital Grant and the Playbuilder Capital Grant;
- “Play” means both Play Pathfinder and Playbuilder, unless specified;
- “the Play Project Plan” means the Play Pathfinder Project Plan or Playbuilder Project Plan submitted by the Recipient to the Department and the Support Body and approved by the Department in consultation with the Support Body; and
- “the Recipient” means the local authority in receipt of the Grant.

**Specific Conditions of Grant**

- a) That the Grant is made under Section 14 (2)(j) of the Education Act 2002 for the purpose of promoting the welfare of children and parents and used to support the delivery of the Play Project.
- b) This Grant can be used for capital expenditure only, in accordance with the Play Project Plan, as approved by the Department in consultation with the Support Body.
- c) This Grant is to be used to develop new and existing public play areas. The Recipient should develop the minimum number of play areas as set out at Annexes A and B (or the number agreed separately with the Department). Developments must be “substantial” as set out in paragraph 6 of the guidance below. The Grant is not to be used to develop or refurbish schools or Children’s Centres.
- d) The Recipient can use this Grant in conjunction with other capital streams, for example from BIG Lottery and other Schools Capital funding streams, but the Play Project Plan must set out what this Grant specifically will provide.
- e) The Play Project Plan may include specific integrated projects, including with schools, where approved by the Department in consultation with the Support Body. Decisions on these will be made on a case by case basis.
- f) Local Play partnerships must be established where these don’t exist. Implementation and delivery of the Play capital programme must be through the Play Partnerships. See guidance below.

**Planning**

- g) The Recipient must provide a Play Project Plan for its capital investment for the duration of the project, including underpinning needs analysis and arrangements for the engagement of children and young people, parents and communities. The Play Project Plan must be completed and submitted to the Department and the Support Body by 30 March 2009. Details of what the Play Project Plan should contain are set out in the guidance below.
- h) Any changes to the Play Project Plan must be agreed by the Department in consultation with the Support Body.

**Capital Assets**

- i) If the Recipient uses the Grant to purchase any capital asset and that asset is disposed of or ceases to be used by the Recipient for the provision of services for which the Grant is made, the Department may recover the full market value of that asset, net of any costs of disposal, if applicable. "Full market value" means:
- i. the value of the asset received or determined by the Recipient following its own asset disposal procedures or valuation and depreciation policy as agreed with its auditors, or;
  - ii. in a case where the Recipient has not followed that procedure or policy, the value of the asset which the Recipient would have received or determined had it followed that procedure or policy.

#### Carry Forward of Under Spend

- j) The Recipient is permitted to carry forward a maximum of 5% of the Grant into 2010-11 to meet imminent expenditure due to arise in the following period (usually up to a month) subject to agreement by the Department. Any grant issued to the recipient but which remains unexpended on 30 June 2010 shall be repaid to the Department, after consulting the Department on the method of repayment.

#### Procurement of goods and services

- k) The Recipient shall have regard to HM Treasury guidelines in the procurement of goods and services for which it receives grant so as to secure best value for money. In particular, contracts of work, equipment, stores and services etc. awarded by the Recipient shall be placed on a competitive basis, unless there are good reasons to the contrary. Tendering procedures shall be in accordance with the EU Procurement Directive and UK Procurement Regulations<sup>1</sup>, where applicable and any additional guidance issued by the Department. The Recipient shall not make any advance payment, any interim payments or enter into any deferred payment arrangements without the prior written consent of the Department.

#### Reporting

- l) The Recipient is required to provide a report to the Department and the Support Body as follows:
- Status report 1: for the period 1 April 2009 to 30 June 2009 (to be received by 05 July 2009);
  - Status report 2: for the period 1 July 2009 to 30 September 2009 (to be received by 05 October 2009);
  - Status report 3: for the period 1 October 2009 to 31 December 2009 (to be received by 05 January 2010); and
  - Status report 4: for the period 1 Jan 2010 to 31 March 2010 (to be received by 31 March 2010)
- m) The reports, drawing from the Play Project Plan, must include:
- progress against key targets and milestones;
  - actions to manage risks and resolve issues;
  - slippage and actions to manage this, or re-planning undertaken.

#### Estimate of Expenditure

- n) The Recipient is required to complete an Estimate of Expenditure (Annex F), certified by its Chief Financial Officer under s.151 of the Local Government Act 1972, setting out spend to date and projected spend to March 2010 in respect of the Grant for the financial year 2009-10. This must be sent to the Department no later than 8 January 2010.

<sup>1</sup>[http://www.ogc.gov.uk/procurement\\_policy\\_and\\_practice/procurement\\_policy\\_and\\_application\\_of\\_eu\\_rules.asp](http://www.ogc.gov.uk/procurement_policy_and_practice/procurement_policy_and_application_of_eu_rules.asp)

Certification of Expenditure

- o) The Recipient is required to complete and send a Statement of Expenditure (Annex G), **certified by its Chief Financial Officer**, the responsible officer under s.151 of the Local Government Act 1972, in respect of the Grant for the financial year 2009-10, to the Department no later than 30 June 2010.

Support Body

- p) The Recipient will co-operate with the Support Body, including meeting with, reporting and providing information to the Support Body when requested.

Evaluation

- q) Recipients of the Pathfinder Capital Grant will take part in the national evaluation of the implementation and the impact of the play Pathfinders, if required, in line with the methodology established by the appointed contractor.

Corporate Recognition and Publicity

- r) The Recipient agrees that it will officially recognise and promote the financial contribution provided by the Department. It will also officially recognise and promote the Department's Rainbow logo which must appear on all play area developments to which the Grants have made a contribution. The logo must also appear on all communication for consumption by the public and by any stakeholder externally.
- s) The Department shall have the right to promote its association with the Recipient and its facility(ies) without charge, to use the name and image of the Recipient and the right to disclose information concerning the Recipient and its facility(ies) to third parties while remaining sensitive to situations where confidentiality is a significant issue. As such the Recipient will be included in any on-going publicity of the Play programme.

Further information

- t) That the books and other documents and records relating to the recipient's accounts shall be open to inspection by the Secretary of State and by the Comptroller and Auditor General. The Comptroller and Auditor General may, pursuant to Section 6 of the National Audit Act 1983, carry out examinations into the economy, efficiency and effectiveness with which the recipient has used its resources in discharging its grant-aided activities.
- u) The Recipient shall provide to the Department such further information as may be required for the purposes of determining whether the Recipient has complied with the conditions set out in this circular.

Other Conditions

- v) If the Recipient fails to comply with any of the conditions specified in this Circular, the Department may require the repayment of the whole or any part of the Grant paid to the Recipient as may be determined by the Department and notified in writing to the Recipient. Such sum as has been notified shall immediately become repayable to the Department.
- w) If the Recipient fails to comply with any of the conditions set out in this circular, or following a consistent poor performance in meeting the conditions set out in this circular, or following a consistent poor performance in meeting the objectives of their agreed project proposal, the Department may, after giving one month's notice, terminate the Grant on the terms set out in the notice of termination

**GUIDANCE**

## Appendix 3

1. The Department for Children Schools and Families is making its biggest ever investment of £235 million in play over the three years 2008–2011. The Department expects innovative and exciting new public play areas to be developed with this investment, led strategically by local authorities working in partnership with district and town councils, the third sector, children, families and community groups. The result should be no less than the transformation of local play opportunities across the country.
2. In order to deliver effectively, Pathfinders and Playbuilders will need to ensure that they maintain strong partnerships between Directors of Children's Services and senior colleagues in other key departments such as parks and leisure, planning, housing, environment and transport. The Support Body (Play England), will be able to offer assistance in strengthening these arrangements. In two-tier authorities there will need to be very close working between the top tier and district councils and a process must be developed to ensure that the needs of all its districts are considered in a fair and transparent manner. The Department also expects the play investment programme to be embedded into authorities' broad top-tier strategic approach to planning and commissioning. The Department would also like Pathfinders and Playbuilders to engage their MPs and other locally-elected members throughout the process. The play capital programme should be delivered through a local Play Partnership. The Play Partnership should include representation from a wide range of stakeholder including, Transport, Health, Planning, Parks and Leisure, Police and third sector organisations. In particular, Health is a key member as the Play Agenda impacts on obesity, Change for Life and other health initiatives. The exact composition of the play partnership will depend on local circumstances.
3. The Grant cannot be used to substitute existing or planned expenditure on Play.
4. The Department and Play England has published detailed design guidance which sets out principles of good play design and provide examples of them. Alongside the Design Guide there is also the Managing Risk in Play Provision guide. These materials, along with others, can be found at <http://www.dcsf.gov.uk/play/>. The Department expects Pathfinders and Playbuilders to demonstrate best practice in innovative design and production of play sites and to be mindful of this guidance when undertaking their capital investment. Pathfinders and Playbuilders should also be prepared to discuss decisions made on the location and design of sites with Play England.

### Play England

5. The Department has appointed Play England to provide a support role for the Pathfinders and Playbuilders. The assistance provided will be proportionate to need, and will include assistance with planning, design, procurement, partnership working and disseminating best practice. The Department expects Pathfinders and Playbuilders to engage with Play England and will be sharing information with Play England, including financial details of predicted spend, project plans etc.

### Details of the contents of the Play Pathfinder and Playbuilder Project Plans

6. The Recipient's Pathfinder or Playbuilder Project Plan will need to set out in sufficient detail how the minimum number of play area developments and, where applicable, the adventure playground/playpark will be delivered over 2009-10, and the needs analysis on which this is based. The plans must also show how the Recipient will ensure that these capital assets will have the maximum impact. The Plan should set out in detail how the Recipient will select and develop the play areas in 2009-10, each at an average unit cost of 50k. This should include setting out the procurement process that will develop areas to deadline. 'Development' in this context is taken to mean the complete or substantial replacing of old equipment for new, or the building of a completely new play area. Decisions on whether and by how much variation from this unit cost figure is permissible will be made by the Department in consultant with the Support Body, in discussion with the Recipient, on a case by case basis. For Pathfinders only, the Plan must contain details on how the Adventure Playground will be delivered at a cost of around £800k
7. The Plan should set out how the grant is supporting/complementing existing or planned Play expenditure. What would have been provided without this additional funding and what the overall value/impact will be of the combined funding.
8. The Plan should build on your bid and indicate how the wider deliverables of the Play strategy will be implemented and supported through the delivery of these play areas. These should include activity on volunteering, training and long term sustainability/embedding.



9. The Plan should also indicate how local delivery and construction may involve local unemployed people.
10. The Plan should set out key targets, milestones and risks (and how they will be managed). In addition to setting out which play areas will be delivered by when, the Plan should also contain details of how the Recipient will deliver the investment. This should include the following sections:

### *Innovation*

- The Plan should set out how the Recipient will deliver innovative and stimulating equipment and landscaping on sites that will provide physically active play opportunities, which are attractive to all children, including 8-13 year-olds. The Department expects the adventure playground/playpark to focus specifically on this age range.

### *Engagement*

- The Plan should contain details of how the Recipient intends to involve children and young people, parents, carers and the wider community and locally-elected members in the decisions about where and how the Grant will be spent, particularly in relation to the adventure playground or playpark. This must go deeper than one-off consultation and should seek to engage and involve them throughout the process. It must also include children seen as 'hard to reach', whom the Recipient may need to access through voluntary and community sector groups. Play England will be able to advise Recipients with less experience in this area.
- The Plan should detail arrangements for encouraging bids from community and Third sector groups, given their play expertise and direct experience of working in the community with children, families and other residents. The Department would expect each Recipient to look to fund a number of appropriate Third sector and/or community-led projects, in line with their established procurement procedures.

### *Access*

- The Plan should set out how the Recipient will ensure that sites are open-access (with children generally free to come and go as they please) and free of charge. They must also ensure better access and experiences for disabled children across all the sites that are developed. This must include ensuring that all developments of play areas comply with the disability discrimination legislation.

### *Safety*

- The Plan should show how the Recipient will carry out risk assessments to ensure the safety of play areas developed, and also how the Recipient will ensure that children are able to travel to and from play areas in safety. This may be in the form of making links with other projects aimed at safer travel for children. However, the Capital Grant may not be used for such purposes as traffic-calming.

### *Operational sustainability*

- The Plan should show how the Recipient will ensure that the capital investment is sustainable in terms of protection of sites against vandalism and ongoing maintenance of sites. Approaches will need to vary according to the location of the play area. The Support Body will be able to advise. Recipients should also look to maximise the use of other capital assets to support their play investment.
- Recipients should indicate how they plan to mainstream this funding and support for play beyond 2011. How will the LA sustain the push on Play provision beyond 2011?

### *Environmental sustainability*

- The Plan should set out the Recipient's consideration of the environmental impact of its investment, and the Recipient should give serious consideration to sustainable refurbishment of play areas using natural materials which encourage children to explore the natural environment.

**Specific Conditions, Aims and Objectives of Play Pathfinder and Playbuilder Revenue Grant**

**Definitions:**

In these Conditions of Grant the following terms shall have the meaning given below:

- “the Department” means the Department for Children, Schools and Families;
- “the Support Body”, means Play England appointed by the Department to assist Pathfinders and playbuilders and to provide progress reports to the Department;
- “the Grants” means the Play Pathfinder Revenue Grant and the Playbuilder Revenue Grant;
- “Play” means both Play Pathfinder and Playbuilder unless specified;
- “the Play Project Plan” means the Play Pathfinder Project Plan or Playbuilder Project Plan submitted by the Recipient to the Department and Play England and approved by the Department in consultation with Play England; and
- “the Recipient” means the local authority in receipt of the Grant.

**Specific Conditions of Grant**

- a) That the Grant made under Section 14 (2)(j) of the Education Act 2002 for the purpose of promoting the welfare of children and parents and used to support the delivery of the Play Project.
- b) Recipients of the Pathfinder revenue grant must use the grant in accordance with the Pathfinder Project Plan, as approved by the Department in consultation with the Support Body.
- c) Recipients of the Pathfinder Revenue Grant must provide a Pathfinder Project Plan for their revenue spending over the duration of the project. Details of what the Pathfinder Project Plan should contain in relation to revenue spending are set out in the guidance below. Any changes to the Pathfinder Project Plan must be approved by the Department in consultation with the Support Body.

**Procurement of goods and services**

- d) The Recipient shall have regard to HM Treasury guidelines in the procurement of goods and services for which it receives grant so as to secure best value for money. In particular, contracts of work, equipment, stores and services etc awarded by the Recipient shall be placed on a competitive basis, unless there are good reasons to the contrary. Tendering procedures shall be in accordance with the EU Procurement Directive and UK Procurement Regulations<sup>2</sup>, where applicable and any additional guidance issued by the Department. The Recipient shall not make any advance payment, any interim payments or enter into any deferred payment arrangements without the prior written consent of the Department.

**Capital Assets**

- e) If the Recipient uses the Grant to purchase any capital asset and that asset is disposed of or ceases to be used by the Recipient for the provision of services for which the Grant is made, the Department may recover the full market value of that asset, net of any costs of disposal, if applicable. “Full market value” means:
  - i. the value of the asset received or determined by the Recipient following its own asset disposal procedures or valuation and depreciation policy as agreed with

---

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[http://www.ogc.gov.uk/procurement\\_policy\\_and\\_practice\\_procurement\\_policy\\_and\\_application\\_of\\_eu\\_rules.asp](http://www.ogc.gov.uk/procurement_policy_and_practice_procurement_policy_and_application_of_eu_rules.asp)

its auditors; or

- ii. in a case where the Recipient has not followed that procedure or policy, the value of the asset which the Recipient would have received or determined had it followed that procedure or policy.

#### Reporting

- f) The Pathfinder Project Plan should include a report on revenue spending, as set out in the conditions to the Capital Grant above.

#### Carry Forward of Underspend

- g) All funding must be accounted for in the financial year 2009-10. There will be no carry over to the financial year 2010-11. Any grant issued to the recipient but which remains unexpended on 31 March 2010 shall be repaid to the Department, after consulting the Department on the method of repayment.

#### Estimate of Expenditure

- h) The Recipient is required to complete an Estimate of Expenditure (Annex F), certified by its Chief Financial Officer, setting out actual and projected spend in respect of this Grant for the financial year 2009-10. This must be sent to the Department no later than 8 January 2010.

#### Certification of Expenditure

- i) The Recipient is required to complete and send a Statement of Expenditure (Annex G), certified by its Chief Financial Officer, the responsible officer under s.151 of the Local Government Act 1972, in respect of the Grant for the financial year 2009-10, to the Department no later than 30 June 2010.

#### Support Body

- j) The Recipient will co-operate with the Support Body – Play England, including meeting with, reporting and providing information to the Support Body when requested.

#### Evaluation

- k) Recipients of the Pathfinder Revenue Grant will take part in the national evaluation of the implementation and the impact of the Play Pathfinders, if required, in line with the methodology established by the appointed contractor.

#### Further information

- l) That the books and other documents and records relating to the recipient's accounts shall be open to inspection by the Secretary of State and by the Comptroller and Auditor General. The Comptroller and Auditor General may, pursuant to Section 6 of the National Audit Act 1983, carry out examinations into the economy, efficiency and effectiveness with which the recipient has used its resources in discharging its grant-aided activities.
- m) The Recipient shall provide to the Department such further information as may be required for the purposes of determining whether it has complied with the conditions set out in this circular.

#### Other Conditions

- n) If a Recipient fails to comply with any of the conditions specified in this Circular, the Department may require the repayment of the whole or any part of the Grant paid to the Recipient as may be determined by the Department and notified in writing to the Recipient. Such sum as has been notified shall immediately become repayable to the Department.
- o) If the Recipient fails to comply with any of the conditions set out in this circular, or following a consistent poor performance in meeting the conditions set out in this circular, the Department may, after giving one month's notice, terminate the Grant on the terms set out

|                               |
|-------------------------------|
| in the notice of termination. |
|-------------------------------|

## GUIDANCE

### PLAY PATHFINDER PROJECTS

#### Details of the contents of the Revenue section of the Pathfinder Project Plan

1. The Plan should set out key targets, milestones and risks (and how they will be managed). It should contain details of how the Recipient will use the revenue funding to deliver the play investment and should include the following sections:

#### *Safety*

- The Plan should set out how the Recipient will develop ways of increasing parental and child confidence, including, for example, awareness campaigns, training for a range of public sector workers (including community police officers, leisure staff, extended schools coordinators and teachers) and a volunteering programme to help provide appropriate supervision of children in public space.

#### *Staffing/infrastructure*

- The Plan should detail playpark start-up staffing costs over the 2009-11 period to cover the adventure playground and provide appropriate supervisory support to other sites.
- The Plan should detail training needs and how these needs will be met. In addition how the programme and the Play workforce will engage with the training being offered through Skills Active

#### *Governance*

- The Plan should set out the process for appointing a senior project manager with a strategic link to high-level decision-making; and any other required infrastructure to oversee the Pathfinder programme. The Department also expects the Plan to demonstrate that there is Director-level ownership of the programme within the Recipient authority.

#### *Innovation*

- The Plan should set out how the Recipient will generate learning on a number of innovative approaches to improving local play offers (as agreed with the Support Body), for example, play acting as a gateway to structured positive activities and support services.

#### *Best practice*

- The Plan should show how the Recipient will share experiences with other local authorities on a regional basis, including through networking events arranged with the assistance of the Support Body.

#### *Community engagement*

- The Plan should set out how the Recipient will lead a major consultation exercise for the adventure playground/playpark, including children, parents and local residents, as well as consulting on the play areas to be developed, and supporting community-led projects.
- The Plan should set out how the third sector will be involved – expanding on the information provided in bids. This should also include how the Third sector will be supported to deliver elements of the programme.

#### *Evaluation*

- The Plan should show how the Recipient will work with evaluators and assist them in data capture to show the impact of improvements to local play offers, for example looking at increased usage,

parental satisfaction, etc.

**PLAYBUILDER PROJECTS**

1. There are a number of possible uses for the revenue funding, all of which would support the delivery of the Recipient's capital programme. These are as follows:

- interim support for any new and additional maintenance costs whilst longer-term, sustainable funding routes are put in place;
- similar interim support for any supervisory costs, including development of new volunteering infrastructure, associated with creating safer play areas in line with local demand;
- support for additional design costs associated with delivering innovative sites;
- support for community action, for example community development worker costs, linked to capital roll-out;
- Any additional social marketing that authorities really think would add value, for example targeting very hard to reach groups;
- Project management staffing costs needed to run an effective playbuilder capital programme.

2. The Department is not requesting a detailed plan for this funding. However, the recipient will still need to include this revenue in its estimate of expenditure (Annex E) and final statement certificate at Annex F.

**FORMAL ACCEPTANCE OF GRANT OFFER**

To: Bhupinder Bhoday,  
Health and Wellbeing Division,  
Ground Floor, Sanctuary Buildings,  
Great Smith Street,  
London SW1P 3BT

FROM:

Tel:

e-mail:

DATE:

**PLAY PATHFINDER \ PLAYBUILDER CAPITAL AND REVENUE GRANTS: 2009-10**

We are writing formally to accept the terms and conditions of the DCSF Play Pathfinder/Playbuilder\* Capital and Revenue Grants as offered in the circular dated 19 February 2009 (LAC Ref: 3112080004), offering financial assistance towards the delivery of the Play Pathfinder/Playbuilder\* project. **This form should be returned to the address above by 1 April 2009.**

\*please delete as applicable

**Signature:** \_\_\_\_\_

**Name in capitals:** \_\_\_\_\_

**Job Title:** \_\_\_\_\_

**Authority:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**FINANCIAL YEAR END SPEND PREDICTION 2009-10**

**PLAY PATHFINDER / PLAYBUILDER CAPITAL AND REVENUE GRANTS**

All funding must be accounted for in financial year 2009-10. To inform the end year grant reconciliation process, authorities are required to submit an estimate of final expenditure for 2009-10, signed by the Chief Finance Officer, by **8 January 2010**.

LOCAL AUTHORITY .....

PROGRAMME (i.e. Pathfinder or Playbuilder) .....

|   | <b>Pathfinder / Playbuilder*</b>                                 | <b>Capital</b> | <b>Revenue</b> |
|---|--|----------------|----------------|
| A | Carry Forward 08-09  | £              |                |
| B | Grant Allocation 2009-10   | £              | £              |
| B | Total grant available in 2009-10<br>(Lines A and B)              | £              | £              |
| C | Actual eligible expenditure: 1 April 2009 to<br>31 December 2009 | £              | £              |
| D | Planned eligible expenditure: 1 January 2010 to<br>31 March 2010 | £              | £              |
| E | Total predicted spend<br>(Lines C and D)                         | £              | £              |
| F | Predicted underspend in 2009-10<br>(Line B minus Line E)         | £              | £              |

\*delete as appropriate

*CHIEF FINANCIAL OFFICER (Responsible Officer under s.151 of the Local Government Act 1972)*

.....(signature)  
 .....(block capitals)  
 .....(Authority)  
 ..... (date)

Authorities listed at Annex A should complete this form and return it to the Department for Children Schools and Families at the address given below by 8 January 2010.

Bhupinder Bhoday, Health and Wellbeing Division,  
 Ground Floor, Sanctuary Buildings, Great Smith Street, London SW1P 3BT

**FINAL STATEMENT CERTIFICATE:**

**PLAY PATHFINDER / PLAYBUILDER: CAPITAL AND REVENUE GRANTS 2009-10**

All Pathfinder and Playbuilder authorities should complete this form and send it, certified by the Chief Financial Officer, to the Department for Children, Schools and Families at the address given below by **30 June 2010**.

**Bhupinder Bhoday, Ground Floor, Sanctuary Buildings, Great Smith Street, London, SW1P 3BT**

|  |  |
|--|--|
| LOCAL AUTHORITY:   |  |
| PROGRAMME ( <i>please specify whether Pathfinder or Playbuilder</i> ): |  |

|          | <b>PATHFINDER / PLAYBUILDER*</b>  | <b>Capital Grant</b> | <b>Revenue Grant</b> |
|----------|---|----------------------|----------------------|
| <b>A</b> | Carry Forward from 2008-09  | £_____               |                      |
| <b>B</b> | 2009-10 Grant Allocation  | £_____               | £_____               |
| <b>C</b> | Total grant available in 2009-10 (Lines A and B)  | £_____               | £_____               |
| <b>D</b> | Eligible expenditure incurred in 2009-10  | £_____               | £_____               |
| <b>E</b> | Unspent balance of grant to be carried forward (Lower of: line B minus line D, or 5% of line B) | £_____               |                      |
| <b>F</b> | Unspent balance to be repaid to DCSF (Line C minus (Line D plus Line E))                        | £_____               | £_____               |

\*delete as appropriate

**CERTIFICATE OF THE CHIEF FINANCIAL OFFICER** (Responsible Officer under s.151 of the Local Government Act 1972).

I certify that the above entries are correctly stated and that expenditure at line D was spent for the purposes intended and properly incurred in accordance with the conditions of grant set out in the Local Authority Circular reference: 3112080004.

SIGNED .....

*CHIEF FINANCIAL OFFICER (Responsible Officer under s.151 of the Local Government Act 1972).*

NAME..... DATE.....

Enquiries to..... Telephone no.....





**Agenda Item:**

**Originator: Carol Jordan**

**Telephone: 247 5641**

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### REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: 17<sup>th</sup> June 2009**

**SUBJECT: Proposal to add Specialist Community Provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs.**

#### EXECUTIVE SUMMARY

##### PURPOSE OF THIS REPORT

- 1 This report describes the proposal to establish specialist community provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs, and seeks permission of Executive Board to conduct consultation on the proposal.

##### BACKGROUND INFORMATION

- 2 This proposal addresses the issue of making provision locally to include children with special educational needs within mainstream settings and builds upon the partnership developments from the East SILC.
- 3 Data available indicates the need for additional specialist primary provision for pupils with complex physical difficulties (PD) and medical needs. The number of children with PD have risen from 223 in 2006 to 258 in 2009, an increase of 16%, and most parents expect that their children will be educated in mainstream schools with the appropriate level of resources and facilities. In addition 12 pupils at the East SILC have been identified as benefiting from increased mainstream placement. The demand for mainstream provision for primary age children with PD can be best met by establishing additional resource provision in an appropriate primary school.

##### THE MAIN ISSUES

- 4 A number of primary school sites have been considered in the East of the City for the development of specialist resource provision. Whitkirk primary school is the preferred option because of its proximity to Temple Moor High School and the fact that it has available accommodation. This proximity will allow access to additional specialist facilities over and above those planned for the primary

school and will enable parents to have access to primary as well as secondary level mainstream resourced provision. Provision here alongside high school provision planned at Temple Moor High and primary provision at Meadowfield, Osmondthorpe and Seacroft Children's Centres would complete a continuum of provision 0-19 consistent with the locality model to meet identified need in the East locality.

## **RESOURCE IMPLICATIONS**

- 5 Revenue funding for the support of pupils with SEN is expected to be broadly neutral, and there are anticipated savings to the Education Leeds transport budget associated with this development. Further work is required to finalise the amount needed from the Schools Access initiative.

There will be staffing implications for the school to manage through pupils basic funding plus additional FFI funding.

## **RECOMMENDATIONS**

- 6 The Executive Board is asked to approve consultation on a proposal to make a prescribed alteration to Whitkirk primary school so as to establish a resourced base for primary age children with complex physical needs.

## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: 17<sup>th</sup> June 2009

**SUBJECT: Proposal to add Specialist Community Provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs.**

**Electoral Wards Affected:**  
 Alwoodley  
 Burmantofts & Richmond Hill  
 Chapel Allerton  
 Cross Gates & Whinmoor  
 Harewood  
 Garforth & Swillington  
 Gipton & Harehills  
 Killingbeck & Seacroft  
 Kippax & Methley  
 Moortown  
 Rothwell  
 Roundhay  
 Temple Newsam  
 Wetherby

**Specific Implications For:**

|                      |                                     |
|----------------------|-------------------------------------|
| Equality & Diversity | <input checked="" type="checkbox"/> |
| Community Cohesion   | <input type="checkbox"/>            |
| Narrowing the Gap    | <input checked="" type="checkbox"/> |

Eligible for Call-in

Not Eligible for Call-in  
 (Details contained in the Report)

### 1.0 PURPOSE OF THIS REPORT

1.1 This report describes the proposal to establish specialist community provision at Whitkirk Primary School for pupils with complex physical difficulties and medical needs, and seeks permission of Executive Board to conduct consultation on the proposal.

### 2.0 BACKGROUND INFORMATION

2.1 This proposal addresses the issue of making provision locally to include children with special educational needs within mainstream settings and builds upon the partnership developments from the East SILC.

2.2 Data available indicates the need for additional specialist primary provision for pupils with complex physical difficulties (PD) and medical needs. The number of children with PD have risen from 223 in 2006 to 258 in 2009, an increase of 16%, and most parents expect that their children will be educated in mainstream schools with the appropriate level of resources and facilities. In addition 12 pupils at the

East SILC have been identified as benefiting from increased mainstream placement. The demand for mainstream provision for primary age children with PD can be best met by establishing additional resource provision in an appropriate primary school.

### **3.0 THE MAIN ISSUES**

- 3.1 A number of primary school sites have been considered in the East of the City for the development of specialist resource provision. Whitkirk primary school is the preferred option because of its proximity to Temple Moor High School and the fact that it has available accommodation. This proximity will allow access to additional specialist facilities over and above those planned for the primary school and will enable parents to have access to primary as well as secondary level mainstream resourced provision. Provision here alongside high school provision planned at Temple Moor High and primary provision at Meadowfield, Osmondthorpe and Seacroft Children's Centres would complete a continuum of provision 0-19 consistent with the locality model to meet identified need in the East locality.
- 3.2 Executive Board have already agreed an increase in the admission limit at Whitkirk Primary School from 45 – 60, utilising available accommodation within the school. There is sufficient accommodation to also allow the proposed SEN provision.
- 3.3 To secure the efficiency and effectiveness of the provision a Service Specification will be written on which the school will be consulted. Monitoring and evaluation arrangements for the service will also be contained in the document.
- 3.4 Further discussions will be held regarding the implications for the strategic management of the resourced base and training and professional development of staff in advance of any facilities being opened . Once the arrangements have been agreed future arrangements will be secured and agreed with the Local Authority through the Service Specification and Service Delivery agreement

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

- 4.1 The LA has a statutory duty to plan appropriate places for the education of children in the city and the development of Specialist Community provision is part of this. 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.
- 4.2 The development of Specialist Community provision is relevant to the Narrowing the Gap agenda, with the planning of appropriate school places taking consideration of wider socio-economic factors and regeneration.

### **5.0 LEGAL AND RESOURCE IMPLICATIONS**

#### **5.1 Statutory implications**

- 5.2 The recommendation of this report is to proceed to consultation. Any objections

received will be reported back to the Executive Board, and would then be followed by a further statutory process before any final decision is made.

## **6.0 RESOURCE IMPLICATIONS**

6.1 Revenue funding for the support of pupils with SEN is expected to be broadly neutral, and there are anticipated savings to the Education Leeds transport budget associated with this development. Further work is required to finalise the amount needed from the Schools Access initiative.

There will be staffing implications for the school to manage through pupils basic funding plus additional FFI funding.

6.2 A business case will be produced that will highlight all additional costs.

6.3 Any capital costs identified for the Local Authority will to be met from within the capital programme.

## **7.0 RECOMMENDATIONS**

7.1 The Executive Board is asked to approve consultation on a proposal to make a prescribed alteration to Whitkirk primary school so as to establish a resourced base for primary age children with complex physical needs.

## **8.0 BACKGROUND REPORTS**

8.1. Executive Board April 2009 – Admission Arrangements.



## Managing Major Change- Business Case

|                          |   |
|--------------------------|---|
| <b>Project Title:</b>    | Establishment of Whitkirk Primary School as Specialist Community Provision (PD & Complex Medical Needs) |
| <b>Project Champion:</b> | Carol Jordan  |
| <b>Project Lead:</b>     | Susan Morgan  |
| <b>Project Manager:</b>  | John Chadwick   |
| <b>Author:</b>           | John Chadwick   |
| <b>Date:</b>             | 28/5/09   |
| <b>Document Version:</b> | V2  |
| <b>Current Status:</b>   | <i>Draft</i>  |

## **BUSINESS CASE**

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### **1. EXECUTIVE SUMMARY**

The proposal is to establish Specialist Community Provision (SCP) at Whitkirk Primary School for pupils with complex physical difficulties and medical needs. The proposal addresses the issue of making provision locally to include children with special educational needs within mainstream settings. Numbers of children with physical disabilities (PD) in the city are rising (see paragraph 2) and parental demand for mainstream provision for the majority of these children is increasing. Currently Leeds has only one primary school catering for the needs of children with these complex needs which is inadequate to meet demand.

Whitkirk Primary School is situated in the east of the city, an area with demand for this type of resource and where there is currently none. It offers space for the necessary facilities (after building adaptations) and has an ethos that fits with the operation of this type of provision. It is in close proximity to Temple Moor High school which will open in 2011 as new secondary provision for children with complex PD and medical needs. Provision at Whitkirk primary school alongside Temple Moor High School and Children's Centres at Osmanthorpe, Meadowfield and Seacroft would complete a continuum of provision 0-19 consistent with proposals consulted upon in 2004. A number of pupils attending at the East SILC have been identified as likely to benefit from mainstream school experience and are being considered for attendance at Whitkirk Primary School once it opens as a Specialist Community Resource. This is consistent with parental aspirations.

It is intended to complete necessary adaptations at the school over two phases beginning in April 2010 and ending in March 2011. Costs are expected to be no more than £700,000 and would be met from the Schools Access Initiative fund. Revenue funding is expected to be broadly neutral, and there are anticipated savings to the Education Leeds transport budget.



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## **2. STRATEGIC FIT**

### **2.1 Description of the business need**

The Leeds Inclusion Strategy already approved by the Education Leeds Executive Board and Leeds City Council describes how the city plans to make services available locally to children and families including those with special educational needs. Provision for children with PD and complex medical needs at Whitkirk Primary School would contribute to the achievement of this strategic aim and meet the growing demand of children, parents and carers for mainstream places for children with these complex needs.

### **2.2 Objectives.**

Once fully established, Whitkirk SCP would offer places to 14 children with PD & Complex Medical Needs with an average of two children per year group This is the maximum number a mainstream school can successfully include without fundamentally changing its character.

In order to accommodate these children and meet their needs Whitkirk Primary School will require a base teaching room, an enhanced care suite, a medical room, an appropriate passenger lift and areas to deliver physio and speech therapies. These facilities are essential to meeting the care needs of children with complex needs. Once completed Whitkirk Primary School will represent a learning environment that has a high level of physical, care and curriculum access.

Making Whitkirk Primary School a specialist provision will require significant alteration to the internal fabric of the building but will not include the development of additional floor space (except where the lift is installed). The school currently has a number of areas that are designated as 'non – teaching' areas that could be used for a Community resource "development for up to 14 high care pupils

The outcomes for children with SEN would be improved if they were included in a school alongside their local peers who do not have SEN on as equal a basis as possible. They

would access the curriculum alongside their peers whenever appropriate and participate in all activities offered to all the children on roll on to in the context that they were able to do so.

Access to a mainstream curriculum would achieve outcomes for children at least equal to those achieved by a SILC and would enhance their participation in a wider range of activities. OfSTED in their recent report *Inclusion: Does It Matter Where Children Are Taught?* (Ref HMI 2535, July 2006) indicate that outcomes for children with complex needs are better met in additionally resourced mainstream schools than in any other educational provision currently available nationally.

### 2.3 Why is it needed now

Data shows that numbers of children with physical difficulties and complex needs have risen by 16% since 2006 with parental demand overwhelmingly being for mainstream provision. Parents seek natural progression from local children’s centres to local primary and high schools.

#### **Numbers identified on PLACS with a Physical Difficulty Special Educational Need**

| Year | Provision | PD         |
|------|-----------|------------|
| 2006 | FFI       | 179        |
|      | Resource  | 17         |
|      | SILC      | 27         |
| 2006 | Total     | <b>223</b> |
| 2007 | FFI       | 165        |
|      | Resource  | 22         |
|      | SILC      | 22         |
| 2007 | Total     | <b>209</b> |
| 2008 | FFI       | 196        |
|      | Resource  | 23         |
|      | SILC      | 23         |
| 2008 | Total     | <b>242</b> |
| 2009 | FFI       | 212        |
|      | Resource  | 22         |

|      |       |     |
|------|-------|-----|
|      | SILC  | 24  |
| 2009 | Total | 258 |

The single resourced provision primary school for children with PD & Complex Medical Needs in Leeds has been oversubscribed in most of the years since 2005 and parents have resorted to appeals and SEN and disability tribunals to secure places there when they have not been readily available. In September 2009 that resourced school will have on roll 19 children with complex needs which is 5 children over the desired level (see paragraph 2.2. above)

Temple Moor High School will open in September 2011 with high care facilities including rebound and hydrotherapy but will have no naturally contributing primary school if Whitkirk Primary School is not developed now.

Funding for the project is available now from the Schools Access Initiative fund. Currently these funds are provided to Leeds City Council by the DCSF. While funding has been announced up to 2011 it may not be available after that time.

## **2.4 Stakeholders and change management**

Stakeholders have been identified as those who have strategic management and operational management for the school at Local Authority level and school level and also service users being local children and families.

### **Whitkirk Primary School Governors**

The school governors are the strategic management board for the school. They were addressed by officers of Education Leeds during 2008 on the proposal to develop the school into Specialist Community Provision and the implications of that. They have agreed to the development and have been kept informed of progress on it since then through the school's Headteacher.

### **Whitkirk Primary School Headteacher and Senior Leadership Team**

The headteacher and SLT of the school were approached by officers of Education Leeds during 2008 on the implications of the school becoming a Specialist Community Resource. They have agreed to the development, have been involved in the planning of building developments, and have been kept informed of progress on the statutory processes. They have agreed to keep the School's Governors informed of developments.

### **Leeds City Council, Education Leeds Board and Executive Board.**

Elected Members and Executive Managers of Leeds City Council have been informed of this project and consulted on it through the receipt of reports and they will receive the outcomes of statutory processes as appropriate. The recommendations in this report are consistent with the recommendations made to the LCC Scrutiny Committee which monitors and approves the planning of special educational provision. The strategic management boards of Education Leeds have approved progress on and the timescale for necessary statutory processes.

### **Education Leeds Strategic management – Integrated Children's Services (ICS) and SENSAP – operational management.**

As the division of Education Leeds responsible for the development of special educational needs provision the strategic Management of ICS has been fully involved in this project and has championed its development. They will remain involved at a strategic level through to its completion. SENSAP, in partnership with school organisation, retain the operational management of the project

### **Education Leeds Schools Organisation division**

The Schools Organisation Division of Education Leeds supported officers in ICS to draft the Board report and have been kept informed of developments. Further meetings are scheduled through to project completion.

### **Education Leeds Learning Environments Division**

Learning Environments Division has been kept informed of the development through the ICS representative on Capital Projects Board and through close liaison with one of the Division's project officers. Further liaison is planned with Learning Environments through to the completion of the project.

### **The EAST Specialist Inclusive Learning Centre.**

The Governors, Principal and Senior Leadership Team of the East SILC have been a prime mover in the development of Whitkirk Primary School into Specialist Provision and they have been kept informed of developments throughout 2008/09. Further liaison is planned through to the completion of the project.

### **Local Children and Families**

Local children and families will be informed of and consulted on this proposal through the normal statutory processes

## **2.5 Key benefits to be realised**

For the City

- Education Leeds and LCC will extend its range of educational provision for children with SEN across the city providing children and families with more choice
- Education Leeds and LCC will improve outcomes for children with SEN in relation to all five outcomes of the Children's Act
- Education Leeds will achieve a development that will contribute to meeting its duties under the DDA.
- Education Leeds will realise a number of objectives contained within the Leeds Inclusive Learning Strategy
- Education Leeds will reduce its transport budget

The school will:

- develop its capacity to meet the needs of local children
- develop the expertise of its staff

- achieve a major refurbishment of some areas in need of attention and will enhance its facilities and overall accessibility consistent with its duties under the DDA
- improve working conditions for its staff
- build upon and enhance its inclusive ethos

Children and Families will:

- have provision available locally for children with SEN thereby reducing stressful journeys to school for vulnerable children
- have easier access to extended school's provision increasing participation for pupils with complex SEN
- have more choice of provision for children with SEN
- have local continuum of provision 0-19 with easily accessible planned provision pathways

## **2.6 Critical Success Factors**

- Adequate funding over two years to complete the project (estimated to be no more than £700,000 over two years).
- That the project be completed by 2011 to meet the needs of children resident in the city and the aspirations of their families.
- that the project be completed by 2011 in order to complement other but related developments aimed at making a continuum of provision available for pupils in the east of the City 0-19
- that the project achieves the high care and high access facilities necessary to meet the care and educational needs of children with physical difficulties and complex medical needs
- that the project conforms to all current building regulations

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### **3 OPTIONS APPRAISAL**

#### **3.1 Options for meeting need**

Consideration has been given to a range of ways of meeting the aims and objectives of Inclusion with regard to specialist educational provision. The preferred option is to identify Whitkirk Primary School as Specialist Community Provision and to make facilities available there to achieve this over a period of 2/3 years utilising the summer breaks to complete the main phases of work.

Whitkirk Primary School has availability of accommodation and is in close proximity to Temple Moor High School. Other school sites were considered but had site constraints making Whitkirk Primary School the preferred option

Parental demand is for mainstream specialist provision for pupils with complex needs wherever possible. The city would not meet the aspirations of these parents by expanding provision at the current SILCS.

Furthermore our experience of operating informal partnerships between SILCS and mainstream schools has proved less successful over the longer term mainly due to issues over accountability for pupil outcomes, funding constraints and logistical problems associated with children on the roll of one school while attending at another.

The current resource provisioned primary school cannot be expanded to meet the needs of more pupils because of site constraints and also because the fundamental character of the school would be altered by such an expansion.

#### **3.2 Opportunities**

The Service Delivery Agreement with Whitkirk Primary School will include joint working and appropriate partnership with the East SILC to maximise benefits to children and families.

Whitkirk Primary School will become a mainstream centre of excellence in the inclusion of children with complex needs thereby becoming a repository of best practice for the city as a whole.

As an identified specialist provision for children with complex needs Whitkirk Primary School will benefit from enhanced services provided by the NHS for the benefit of children and families locally.

Working with Schools Organisation and Learning Environments divisions ICS will work jointly to maximise the use of educational facilities within the city.

Working with LCC Strategic Design Alliance we will achieve a high quality and consistent approach to high access building schemes further developing experience and practice already gained through the delivery of other schemes throughout the city.

### **3.3 Project Delivery Option**

#### **Proposed alterations to Whitkirk Primary School:**

##### **Phase 1**

Swapping the staff room and library to provide a larger staff room for the anticipated increase in staffing levels.

The development of a resource teaching base with office and care-suite attached. Provision of additional accessible toileting on the ground floor, a designated physio area, nursing and medical interventions/assessment area, food prep area, parking and access drop off area, level changes to external doorways

1. Change the after school club room 014 for new nurse's room
  - 1.1. Remove existing store walls
  - 1.2. Construct new partition wall to split room
  - 1.3. Install new 'H' frame track with hoist



- 1.4. New lighting
  - 1.5. New sink unit with double drainer
  - 1.6. Overhead lockable storage cupboards
  - 1.7. Decorate
  - 1.8. New carpet floor finish/Vinyl area around sink
2. Change existing library room 004 for new staffroom
    - 2.1. Form new kitchenette in store 009 with single drain sink, wall mounted water heater, power supply for fridge, vinyl flooring.
    - 2.2. Storage for tea, coffee cups etc
    - 2.3. Decorate walls
    - 2.4. Carpet flooring
    - 2.5. New data points
    - 2.6. Air conditioning unit
3. Change existing staffroom 085 for new library
    - 3.1. Form new partition between staffroom 085 & Staff kitchen 082
    - 3.2. Install new data points
    - 3.3. New ceiling mounted projector
    - 3.4. Repair or install new suspended ceilings
    - 3.5. Decorate walls
    - 3.6. New skirting
    - 3.7. Fit new shelving
    - 3.8. Carpet flooring
4. Change existing sports changing room 081 for new physiotherapy room with WC
    - 4.1. Remove existing internal walls and staff WC room 080
    - 4.2. Create new storage in staff kitchen 082 with power units
    - 4.3. Install new 'H' frame track with hoist and physiotherapy bench/plinth
    - 4.4. New power supply
    - 4.5. Emergency Pull cord and wall mounted reset button
    - 4.6. New lighting
    - 4.7. Repair/new suspended ceiling
    - 4.8. New vinyl/carpet flooring
    - 4.9. Supply therapy plinth
5. Change pupils cloaks 063 for new storage cupboard
    - 5.1. Remove benches and coat and hat hangers
    - 5.2. New power supplies
    - 5.3. New fixed shelving
    - 5.4. Decorate walls
    - 5.5. Fit new double bi-fold doors and new frames
6. Change existing education welfare room 059 for new Resource room
    - 6.1. Construct new partition wall across pupil cloak 057
    - 6.2. Remove partition wall between pupil cloak 057 & store 058 to create new office
    - 6.3. Re-site electrical equipment from office 058
    - 6.4. Construct new wall to create new exit corridor and new store

- 6.5. New lighting and power points
- 6.6. May require projector point?
- 6.7. Repair/new suspended ceiling
- 6.8. New carpet flooring
- 6.9. Supply 'H' Frame tracking to teaching area
- 6.10. Block up existing door
- 6.11. New stud wall to create new care suit
- 6.12. Remove wall from cleaner store 060 create care suit
- 6.13. Install new 'H' frame track to Care Suite
- 6.14. Supply changing bench
- 6.15. Create wet room with new vinyl floor with fall into new shower gully
- 6.16. New ambulant WC
- 6.17. New lighting
- 6.18. New power points
- 6.19. Emergency pull cord and wall mounted reset button
- 6.20. Repair/new suspended ceiling
- 6.21. New skirting
- 6.22. Decorate walls

## **Phase 2**

Provide 1<sup>st</sup> Floor toilet and care area

1. Redevelop toilet area on first floor to provide Care Suite and Toileting
  - Block up existing door
  - New stud walling to create new care suit, mainstream toilets (boys and girls)
  - Install new 'H' frame track to Care Suite
  - Supply changing bench
  - Create wet room with new vinyl floor with fall into new shower gully
  - New ambulant WC
  - New lighting
  - New power points
  - Emergency pull cord and wall mounted reset button
  - Repair/new suspended ceiling
  - New skirting
  - Decorate walls

Provision of 16 person lift

- Build shaft
- Provide and fix lifting apparatus

The advice of the fire officers will be sought at each stage.

### **3.4 Needs Options Appraisal**

Identification of other Primary Schools in the east of Leeds in place of Whitkirk Primary School

- (i) Temple Newsam Halton Primary School rejected due to a lack of capacity within its existing footprint.
- (ii) Colton and Austhorpe Primary school rejected due to a lack of available space and distance from Temple Moor High school and the East SILC.

Expansion of the East SILC

This option was rejected as it would be contrary to agreed direction for Inclusion in Leeds and would not contribute to the provision of the least restrictive environment for the education of pupils with complex needs being sought by parents.

### **3.5 Preferred Options for Project Delivery and meeting Business Need**

The preferred option is to have the project managed and delivered through the LCC Project Management Facility. LCC departments such as the SDA and Education Leeds Learning Environments Division utilises in house departments experienced in delivering highly accessible schools to timescales and costs. This approach is anticipated to be the most cost effective.

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## **4 PROCUREMENT ISSUES**

### **4.1 Statement of requirements**

The provision of a Community Specialist Provision School offering 14 places for children with complex physical and medical needs. This school should be highly accessible including level access, adequate circulation spaces for wheelchair users, identified spaces for the delivery of therapies, a teaching base, a medical facility, disabled parking and drop-off, an accessible main entrance for pupils (including automatic doors), lift to upper floors and care facilities on all floors.

## **4.2 Commercial arrangements**

The operation of a Leeds mainstream School as a Community Specialist resource will not involve a traded service so a formal Service Level Agreement between Education Leeds and Whitkirk Primary School will not be required. However to secure the efficiency and effectiveness of the provision a Service Specification will be written by the LA on which the school will be consulted. Support from Education Leeds will then be available to school to develop a Service Delivery Agreement describing how they will meet the specification. Monitoring and evaluation arrangements for the service will also be contained in this document.

## **4.3 Risk allocation and transfer**

### **Cost.**

It may be that the scheme is not deliverable for the amount of money considered at this point. Upon commencement of the scheme there will be significant financial commitment to finish the project.

**Responsibility:** Access Group and Capital Programme Board

### **Leadership**

A change in policy or leadership. This is unlikely but should there be a significant change in the Leadership structures i.e. School Leadership and Governors at Whitkirk, East SILC, City Council etc then the scheme may not proceed.

**Responsibility:** Education Leeds Strategic Management ICS, Schools Organisation, Officers within SENSAP

### **Building Control**

There is a possibility the building will not be adaptable to meet the minimum requirements of a High Care Partnership in relation to circulation and vertical movement within the building

**Responsibility:** SDA who will design and deliver the scheme

#### **Impact on children, families and the school during development**

The scheme of works will require some working during term time. This could have an effect upon teaching and learning at school. There will be management and communication issues around this for Education Leeds and the School

**Responsibility:** School Governors and SLT, Education Leeds SENSAP , SDA and Learning Environments.

#### **4.4 Procurement approach**

The procurement will follow the current LCC procurement process. Client Services have already been engaged to provide support around the development of feasibility for the scheme. The SDA will be engaged as the principal consultant with the remit to deliver and manage the programme of works

#### **4.5 Implementation timescales**

As soon as possible with detailed planning commencing in September 2009 and project completion September 2011.

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## **5 AFFORDABILITY**

### **5.1 Expected costs**

Anticipated costs are a maximum of £700,000 over two phases

## **5.2 When they will occur**

Phase 1 - 2009/2010 financial year

Phase 2 – 2010/ 2011 financial year

## **5.3 How they will be monitored**

Access Strategy group, SDA, Capital Programme Board

## **5.4 Contingency requirements**

Access Strategy group have identified £100,000 from the Schools Access Initiative as a contingency

## **5.5 Budgets and sources of funding**

Schools Access Initiative Fund

DRAFT



|                          |
|--------------------------|
| Originator: Jackie Green |
|--------------------------|

**Report of the Chief Executive of Education Leeds**

**Executive Board**

**Date: June 2009**

**Subject: Submission of the Outline Business Case for Leeds West Academy**

|   |
|---|
| <b>Electoral Wards Affected:</b><br>All |
|---|

|                                   |                                     |
|-----------------------------------|-------------------------------------|
| <b>Specific Implications For:</b> |                                     |
| Equality and Diversity            | <input checked="" type="checkbox"/> |
| Community Cohesion                | <input checked="" type="checkbox"/> |
| Narrowing the Gap                 | <input checked="" type="checkbox"/> |

Eligible for Call In

Not Eligible for Call In

**EXECUTIVE SUMMARY**

- 1 Members of Executive Board will recall from reports of 24<sup>th</sup> January and 16<sup>th</sup> November 2005 that Leeds was selected as a Wave 1 Authority under the Government's Building Schools for the Future (BSF) Programme. The aim of Wave 1 of the BSF Programme in Leeds has been to rebuild or refurbish, over three phases, 14 secondary schools in Leeds. Members also gave their approval to the establishment of a Local Education Partnership (LEP) and to the final scoping and financial implications of Phase 1 of the City Council's BSF Programme.
  
- 2 Members of Executive Board, are requested now to approve the Outline Business Case for Leeds West Academy of the Council's Wave 1 Building Schools for the Future Programme and authorise its submission to the Department for Children, Schools and Families and to Partnerships for Schools.
  
- 3 The British Edutrust Foundation (Edutrust) is the sponsor of Leeds West Academy that will provide an Academy school from September 2009. Leeds City Council and Education Leeds share Edutrust's aim of providing "a local academy for local children and the local community based on high aspirations, expectations and achievements".
  
- 4 The project for the academy is a transformational new build school under a design and build contract to become operational in September 2011.

5. Members of Executive Board are recommended to:
- a. Approve the Outline Business Case for Leeds West Academy of the Council's Wave 1 Building Schools for the Future Programme and authorise its submission to the Department for Children, Schools and Families and to Partnerships for Schools;
  - b. Approve the injection of an additional expenditure of £17.018m financed by additional BSF Capital Grant Funding from the DCSF from the Capital Programme, arising from the change from school to academy status as detailed in section 8 of this report;
  - c. Authorise scheme expenditure of £31.128m from capital scheme number 15414 for Leeds West Academy;
  - d. Approve the application of the previously approved City Council contribution of £2.529m to be committed elsewhere in the Leeds BSF Wave 1 Programme.



## **1.0 Purpose Of This Report**

- 1.1 The purpose of this report is to request members of Executive Board to:
- a. Approve the Outline Business Case for Leeds West Academy of the Council's Wave 1 Building Schools for the Future Programme and authorise submission to the Department for Children, Schools and Families and to Partnerships for Schools;
  - b. Approve the injection of an additional expenditure of £17.018m financed by additional BSF Capital Grant Funding from the DCSF from the Capital Programme, arising from the change from school to academy status as detailed in section 8 of this report;
  - c. Authorise scheme expenditure of £31.128m from capital scheme number 15414 for Leeds West Academy;
  - d. Approve the application of the previously approved City Council contribution of £2.529m to be committed elsewhere in the Leeds BSF Wave 1 Programme.

## **2.0 Background Information on the BSF Programme and Academy Transfer**

2.1 On 9<sup>th</sup> March 2005, Members of Executive Board approved the submission of the Strategic Business Case (SBC) to the Department for Education and Skills (now the Department for Children, Schools and Families) for the Council's Wave 1 BSF Programme. The SBC acts as the overriding plan for the delivery of the Building Schools for the Future Programme in Leeds. It sets out the vision for Education in Leeds and acts as the tool to promote and inform the Local Education Partnership. It is intended to reflect changing and developing national and local Education priorities.

2.2 The British Edutrust Foundation (Edutrust) is the sponsor of Leeds West Academy that will provide an academy school from September 2009. Leeds City Council and Education Leeds share Edutrust's aim of providing "a local academy for local children and the local community based on high aspirations, expectations and achievements".

2.3 The aims, objectives and anticipated outcomes of the academy are set out in the sections below.

### **2.4 Aims**

- To raise aspirations for local young people
- To improve learning and achievement
- To contribute to the realisation of the Vision for Leeds 2004 – 2020
- To value and seek education benefits from the cultural and ethnic diversity of Leeds
- To ensure that no young people are excluded from the opportunity to learn.

## 2.5 Objectives

- To open an Academy in the existing building by September 2009 with the new build Academy being available from September 2011
- Delivery of an Academy with English and Performing Arts specialisms on programme and to budget
- Raise educational standards by securing investment and providing an opportunity for all parties to input into a strong educationally design brief
- To provide a new building which supports 21<sup>st</sup> Century expectations in styles of teaching and learning, technological developments with flexibility and adaptability to enable future changes as the education landscape evolves
- Develop partnerships with organisations who share Leeds ' values and together transform education in a way that best serves the local community for generations to come
- Support the 'Every Child Matters' agenda and deliver significant improvements on all five outcomes for young people.

## 2.6 Outcomes

- Leeds West Academy will be a high achieving academy providing a curriculum which will help young people who attend to feel more powerful and optimistic about their future allowing them to follow their individual learning pathways and thereby gaining high self-esteem through achieving success
- Leeds West Academy will be fully inclusive, ensuring that all children and young people achieve success and have access to the highest quality education
- Leeds West Academy will be an e-confident school with ICT embedded in all teaching and learning
- Leeds West Academy will develop community links which will support the extended services agenda.

## 3. Scope of Project

3.1 Intake High School was originally in Phase 3 of the Wave 1 programme, as summarised below:

### Original Proposal

| <b>Phase 3 School</b>                 | <b>Summary of Proposed Project Scope</b>   |
|---------------------------------------|--|
| Intake High School Arts College       | Current School capacity 1460   |
| Design and Build                      | Proposed School capacity 1,350 comprising:<br>1200 pupils aged 11 to 16;<br>150 pupils aged 16 to 18           |
| Service commencement<br>December 2010 | The proposed scope of the work comprised 46% of new build with the remaining 54% subject to minor alterations. |

3.2 Since the agreement to develop an academy through the sponsorship of Edutrust, the project moved to Phase 4 of the programme and was re-scoped:

| <b>Phase 4 Academy</b>   | <b>Summary of Proposed Project Scope</b>   |
|--|--|
| Leeds West Academy<br><br>Design and Build<br><br>Service commencement<br>September 2011 | Academy capacity 1500<br><br>1,200 pupils aged 11 to 16;<br>300 pupils aged 16 to 18<br><br>100% New Build |

3.3 **The Works Period:** the construction period for Leeds West Academy will run from contract signature, programmed for April 2010 through to August 2011.

3.4 **Employment and TUPE:** the change in status to an academy will result in the transfer of all staff under TUPE from the City Council to the Academy Trust Edutrust.

3.5 **Property:** the standard PfS documentation for the academy development anticipates a short term lease of the existing building pending the development on the new site of the new facilities, and will be licensed to Edutrust during the defects liability period and following this the Academy Trust will be granted a 125 year lease of the whole site.

3.6 **Communication and Consultation Strategy** will be carried out through established protocols within Education Leeds and the City Council to ensure all stakeholders, including parent/carer(s) and young people are kept fully informed and engaged in the procurement and construction stages of the process. This strategy was developed from experience acquired on earlier Schools PFI projects and the Council's BSF Programme and seeks to continue the protocols with stakeholders undertaken during the procurement processes of Phase 2 of the Programme.

3.7 **Stakeholders** in this project are identified as:

- Edutrust (Academy Sponsor)
- The existing school, the head teacher, governors, staff, parents, pupils and the wider community
- Education Leeds
- The City Council's Executive Board Members
- The Education PFI / BSF Project Board
- The BSF Project Team
- Ward members (where the academy is located)
- Department for Children, Schools and Families (DCSF)
- Partnerships for Schools (PfS)
- Other agencies and specialist bodies, including Sport England, English Heritage, Commission for Architecture and the Built Environment (CABE) etc.

- Employee representatives
- Media

3.8 Communication and consultation throughout the project to date has included:

- Members briefings
- Governor and staff meetings
- Regular update meetings with Headteacher and the Chair of Governors
- Regular reports to the Education PFI / BSF Project Board,
- Regular meetings with Partnerships for Schools
- Regular meetings with Development Department on planning, highways and site issues
- Discussions with Sport England, English Heritage, CABE etc.

3.9 **Impact upon the Leeds Public Playing Field Strategy** - In accordance with the requirements of the report on Leeds Public Playing Fields Strategy, approved by Executive Board on 13 December 2006, the potential impact on the playing fields has been fully considered and risk assessed.

3.10 During construction some of the Academy's existing playing pitches will be used to construct the new facilities. Whilst construction is ongoing, alternative sports provision will be made at the adjacent primary school (subject to their final confirmation).

#### 4.0 **Implications For Council Policy And Governance**

4.1 At their meetings on 9<sup>th</sup> March and 13<sup>th</sup> October 2005 and 24<sup>th</sup> January 2007, Members of Executive Board agreed the Corporate Governance arrangements for the procurement of PPP / PFI projects, giving appropriate delegations to the PPP / PFI Co-ordination Board; to specific PFI Project Boards and to officers in connection with BSF and the LEP. The procurement of Leeds West Academy as Phase 4 of the BSF Programme will be undertaken in accordance with those arrangements by the PPP / PFI Education Project Board. The authority and powers to enter into a contract with the LEP are reserved to Members of Executive Board.

4.2 In the scope of this project as outlined in sections 3.1 and 3.2 above, it is now proposed to increase the post 16 provision from 150 pupils to 300 pupils. The academy sponsors have signed and agreed to operate within the Leeds Memorandum of Understanding for Academies. This academy will work as part of the Confederation of FE providers in West Leeds to plan and deliver 14+ provision within the city-wide protocols and in way that addresses the needs and maximises the outcomes of young adults across West Leeds. The academy is committed to actively collaborating to develop wider choice and increased participation alongside every FE provider operating in West Leeds. Similar issues apply to the PFI considerations being addressed through the transfer of South Leeds High School into an academy.

4.3 The procurement is being progressed under the Strategic Partnership Agreement signed by the City Council and the Leeds LEP on 3<sup>rd</sup> April 2007, which, subject to conditions set out in the Agreement, grants the LEP exclusive rights in relation to projects with a capital value of £100,000 or more in the Secondary School estate, including Phases 2, 3 and 4 of the Council's BSF Wave 1 Programme. These rights

are subject to compliance with procedures set out in the Agreement and providing that the New Project Procedure submissions provide value for money to the Public Sector.

## 5.0 Project Timetable

5.1 The Project Timetable is as follows:

| Activity                              | Date                     |
|---------------------------------------|--------------------------|
| Submission of Outline Business Case   | June 2009                |
| Approval of the Outline Business Case | July 2009                |
| Financial Close                       | March 2010               |
| Construction Period                   | April 2010 – August 2011 |
| Handover of the new building          | Sept 2011                |

## 6.0 Resources to Deliver the new building

6.1 The table below illustrates the budgeted procurement cost in 2009/10 and 2010/11 for the procurement of the new academy buildings.

|   | Budget for 2009/10<br>£000 | Budget for 2010/11<br>£000 |
|---|----------------------------|----------------------------|
| Public Private Partnership Unit charges (includes strategic and project management, legal, financial, technical, governance, programming and performance support) | £340,510                   | £50,000                    |
| External adviser fees (legal, financial, technical, pension, insurance etc.)  | £236,310                   | £25,000                    |
| Education Leeds Costs (BSF direction/strategy/client input into design, services and operation/stakeholder coordination)  | £54,218                    | £55,302                    |
| <b>Total</b>  | <b>£631,038</b>            | <b>£130,302</b>            |

6.2 These cost projections reflect the City Council's experience of delivering Phase 1 and part of Phase 2 of the Programme and previous schools PFI projects. Due to procurement through the LEP, the anticipated procurement timescale is quicker than conventional procurement and consequently a less costly route to Financial Close. Provision will be made by Education Leeds to meet these procurement costs whilst the Council holds further discussions with the DCSF on the financing of both the Council's and Education Leeds procurement costs. ( see paragraph 7.2 below)

## 7.0 Project Risks

7.1 A Risk Management Plan and a comprehensive Project Risk Register have been developed to enable the continual, effective monitoring of the risks towards

achieving successful delivery of the Project. A summary of the key risks is reported regularly to the Education PFI/BSF Project Board.

7.2 Edutrust will be in occupation of the existing buildings and providing education from September 2009 whilst the procurement and construction phases of the new buildings will not be completed until September 2011. This means that the procurement will be on behalf of the Academy Trust. This approach is set out in the DCSF and PFS procurement models. The projected costs of procurement are set out in the table at 6.1 above. The City Council had anticipated that the costs of procurement would be reimbursed from the capital funding allocation provided by the DCSF (leaving only a risk on such costs and the LEP's costs in some circumstances if the Project does not proceed to contract. However PfS have stated that the City Council's and Education Leeds procurement costs cannot be financed from the mainstream BSF funding. This means that PfS expect the City Council and Education Leeds to meet the cost of procuring the new academy from their own financial resources. There is no approved budget provision for the costs in 2009/10. Discussions are continuing on this with the DCSF.

7.3 The risks on costs are also compounded by the fact that the City Council also bears the risk of cost overruns on the Project, where they are not the risk of the Contractor under the Design and Build Contract, even where any additional costs are outside the control of the Council. A contingency sum has been included in the budget if this were to be exceeded, under current PfS funding arrangements, additional costs will fall to the Council .. Officers are mitigating this risk through discussions with DCSF and PFS. Accordingly the Council have established a contingency fund and technical due diligence will be carried out to ensure the contingency fund is not exceeded; including survey information. The risk will also be mitigated by officers of the City Council and Education Leeds exercising due diligence during various stages of the approvals procedures set out in the new projects procedures of the Strategic Partnering Agreement. Despite these risk mitigation arrangements if any additional costs were likely to be incurred they will be subject to further approval of Members of the Executive Board.

## **8.0 Financial Issues**

8.1 The original scheme allocation for Intake High School when it was proposed as a refurbishment project was £16.289 million, which included DCSF capital funding of £13.760 million.

8.2 There has been an increase in the DCSF Capital Grant funding for the Leeds West Academy of £17.018 million due to the change in status from a school refurbishment to a new build Academy. The revised overall funding allocation for the Leeds West Academy, has increased by a net amount of £14.489 million after taking into account £2.529 million of LCC resources previously allocated to this project (which, it is proposed will continue to be committed within the Leeds BSF Wave 1 Programme). The table below shows the revised, compared to the original funding allocation that was approved by Executive Board in August 2007.

| Description                 | Original Allocation approved for Intake High School as at August 2007<br><br>£000's | Revised Proposed Allocation as per Outline Business Case for Leeds West Academy<br><br>£000's |
|-----------------------------|---|---|
| Construction Works          | 16,289  | 30,778  |
| Authority Works             | 350   | 350   |
| Capital Programme Provision | 16,639  | 31,128  |
| Less DCSF Capital Funding * | 13,760  | 30,778  |
| <b>Net Cost to LCC</b>      | <b>2,879</b>  | <b>350</b>  |

\* Revised DCSF capital grant funding includes £400k allowance for abnormal costs, subject to justification through Outline Business Case.

8.3 There are no ongoing revenue affordability implications as a result of establishing the Academy for the maintenance and upkeep of the building as the responsibility for this will transfer at the point of completion in 2011 to the Academy Trust.

## 9.0 Recommendations

9.1 Members of Executive Board are recommended to:

- a. Approve the Outline Business Case for Leeds West Academy of the Council's Wave 1 Building Schools for the Future Programme and authorise its submission to the Department for Children, Schools and Families and to Partnerships for Schools (the full Outline Business Case is available on request from the officer named on the agenda front);
- b. Approve the injection of an additional expenditure of £17.018m financed by additional BSF Capital Grant Funding from the DCSF from the Capital Programme, arising from the change from school to academy status as detailed in section 8 of this report;
- c. Authorise scheme expenditure of £31.128m from capital scheme number 15414 for Leeds West Academy;
- d. Approve the application of the previously approved City Council contribution of £2.529m to be committed elsewhere in the Leeds BSF Wave 1 Programme.

## 10.0 Background Papers

- Executive Board October 2007. Consultation Draft on the future of Academies in Leeds
- Executive Board April 2008. Consideration of an Expression of Interest to establish an academy to serve the Bramley area.
- Executive Board December 2008 The Executive Board was asked to; (i) note the outcome of the consultation, to close Intake High School on 31st August 2009, conditional upon DCSF approval to open an academy on that site opening Sept 1st 2009 and Approve the publication of a statutory notice.
- Executive Board March 2009 Approve the formal closure Notice

- Leeds West Academy Project – Outline Business Case, June 2009.



Project Director  
Partnerships for Schools  
Fifth Floor  
8-10 Great George Street  
London  
SW1P 3AE

6<sup>th</sup> May 2009

Dear Sirs,

**Leeds West Academy**

We are pleased to provide this letter as a supporting document to the Outline Business Case for the Leeds West Academy. The Outline Business Case has our full support and we endorse the submission of the document to Partnerships for Schools.

We write to confirm our commitment to working with Leeds Local Authority to procure ICT through their LEP Strategic ICT Supplier, RM,

We have been fully involved in the work to develop the Outline Business Case and confirm that the ICT concept designs support the education vision that has been developed for the Academy.

We can confirm that we will follow established PfS procedures and utilise the standard suite of documents for procurement. We have satisfied ourselves with the terms and conditions within these documents.

We look forward to the approval of the OBC and to moving into the procurement stage of the project for ICT.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'CG Meaney', with a large, sweeping underline that extends to the right and then loops back under the signature.

Chris Meaney  
Director of ICT

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Originator: Adam Hewitt /  
Leigh Walker  
Tel: 2476940

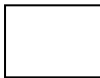
**Report of the Director of Children’s Services**

**Executive Board**

**17<sup>th</sup> June 2009**

**Subject: Building Brighter Futures in Leeds - The Children and Young People’s Plan 2009 - 2014**

**Electoral Wards Affected:**



Ward Members consulted  
(referred to in report)

**Specific Implications For:**

- Equality and Diversity
- Community Cohesion
- Narrowing the Gap

**1.0 EXECUTIVE SUMMARY**

- 1.1 This report provides Executive Board with an overview of the Children and Young People’s Plan 2009-2014 (attached at appendix 1) and seeks the Board’s approval of the Plan before its submission to Full Council and then to Government Office.
- 1.2 All local authorities are required to lead the development and approval of a Children and Young People’s Plan (CYPP) for their area, in partnership with all local children’s services. Leeds first CYPP was approved in 2006 and ran until 2009. This new Plan has been developed through extensive consultation over the past year, including the involvement of children, young people and families. It particularly reflects the findings of the recent Annual Performance Assessment inspection and the city-wide work already underway to bring different services together around more integrated ways of working.
- 1.3 This cover report highlights some of the key learning from the consultation and outlines the new priorities for all children’s services in Leeds. It highlights the distinction between specific immediate priorities and longer-term ambitions. It also outlines how the Plan will be monitored through a range of different processes including elected member involvement. It outlines next steps to progress the Plan.

**2.0 RECOMMENDATION**

That Executive Board recommend to Full Council the adoption of the new Children and Young People’s Plan for Leeds 2009-14 attached at appendix 1.

## **1.0 Purpose of the Report**

- 1.1 This report provides Executive Board with an overview of the Children and Young People's Plan 2009-2014 (attached at appendix 1) and seeks the Board's approval of the Plan before its submission to Full Council and then to Government Office.

## **2.0 Background**

- 2.1 All local authorities are required to lead the development and approval of a Children and Young People's Plan (CYPP) for their area, in partnership with all local children's services. The CYPP is intended to form the 'single, overarching strategy' for improving outcomes for children and young people and as such the plan is a framework for all strategic and service planning for children and young people's services. The CYPP therefore brings together and is linked to all other strategies and plans within children's services to ensure a cohesive approach to improving services and working better together for children and young people in Leeds. The plan is also a key part of our performance management framework, is used by inspectors to judge progress and is part of the Council's Budget and Policy Framework. It follows the Department for Children, Schools and Families guidance for developing a local Children and Young People's Plan.
- 2.2 The first Leeds CYPP was developed in 2005/06 and approved by Full Council in summer 2006. The plan ran until 2009, with regular annual reviews. This new Children and Young People's Plan has been developed in line with revised national guidance and linking to the wider Leeds Strategic Plan and national Children's Plan, from which it takes its name. The new plan will be for the years 2009-2014. This period has been chosen to link into national and local planning and budget cycles and to allow time to set out and implement the longer term strategy for children's services in line with the government's own 2020 targets in the Children's Plan. It is intended to undertake a major review in 2011, when new statutory requirements are likely to come into force for children's trusts and also to coincide with the next Leeds Strategic Plan and the three-year national budget cycle.
- 2.3 The new plan has been in development over the past year. Since January 2008 the Director of Children's Services Unit has been working across the partnership to consult on it. This has involved working with, amongst others: children and young people; parents; Elected Members; staff; school governors and partner organisations. In addition to this consultation, learning and analysis from various processes has informed the new draft plan. Important examples of this include: quarterly performance reviews; the formal Annual CYPP Review 2008; the Joint Strategic Needs Assessment undertaken last year with NHS Leeds; and crucially the feedback from recent inspections in services, schools and children's centres.
- 2.4 A draft was developed for consultation over the spring of 2009. In March and April it was posted on the Children Leeds website, with opportunities to respond promoted to a variety of relevant groups and partners across the city. The Children's Services Scrutiny Board received a draft of the Plan at its March 2009 meeting and then again in May 2009. Upon closure of the consultation the Children and Young People's Plan was re-drafted, taking the feedback received into account.
- 2.5 As it is part of the Council's Budget and Policy Framework, following submission to and subject to the approval of Executive Board, the Plan will be submitted to the July

2009 Full Council to seek approval and adoption of the plan in advance of its submission to Government Office.

- 2.6 This cover report outlines; the priorities identified in the plan, a review of the progress made since the first CYPP was developed, the performance management and monitoring arrangements for the plan and the next steps to ensure its timely publication.

### 3.0 A Brief Overview of the Plan

- 3.1 The new Children and Young People's Plan reflects on the progress and learning of the last three years and aims to be ambitious and focused about our priorities and approach for the future. Drawing particularly on the outcomes of our recent Annual Performance Assessment it gives prominence to the importance of safeguarding work throughout, it also captures our learning and understanding about how we must improve services and strengthen safeguarding by making 'integrated working' the central premise of how Leeds will deliver improved outcomes to children and young people.

- 3.2 The Plan is structured in the following sections:

- ***Our Vision for children and young people:*** The 'Promise' to young people and key components of our approach that will help deliver this.
- ***Review:*** This section outlines the context of growing up in Leeds and the development of children's services since the first plan was published in 2006. It considers progress made since our first plan with a particular focus on what we have learnt. It also examines very briefly changes in the wider children's services context both nationally and in Leeds.
- ***Our immediate priorities:*** these are informed by our review, our needs analysis, and the targets in the Leeds strategic plan, this section sets out our priorities for improving outcomes over the next two years.
- ***Delivering our plan:*** this section details key information on how we will deliver our plan. It focuses on bringing services together through to help strengthen safeguarding integrated working, our joint plans for managing resources and how this work will be performance managed.
- ***Our longer term ambitions:*** This section details the wider areas that we will focus on over the next five years, whilst many of these ambitions clearly link to our immediate priorities, they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people's lives. It includes the rationale, vision and actions that inform these ambitions.
- ***Appendices:*** This last section provides relevant further information cited in the plan, action plans and links to relevant documents.

- 3.3 The Plan presents a balanced review of progress and a good foundation on which to build. Drawing on performance and inspection information it highlights progress in areas that include:

- Increasing the number of mothers who breastfeed their babies, the number of children and young people involved in sporting activities and the number of schools achieving healthy schools status;
- Ensuring key assessments of children and young people happen more quickly;
- Delivering of a successful anti-bullying strategy which involving over 114 schools;
- Leeds best ever GCSE results in 2008 and a 22% reduction in persistent absence, however this remains an area where more work is required;
- A reduction in the number of young people who offend and re-offend;
- Investments made in regeneration that have improved housing in the city;
- Stronger children's trust arrangements, are working better at a local level and are working more effectively together to plan and organise local services;

3.4 It also identifies issues where improvement and more intensified focus are needed, these include:

- Increasing the numbers of children who are being immunised;
- Supporting children & young people to help prevent obesity;
- Reducing the number of children and young people becoming parents whilst still teenagers and the number of children who die before reaching one year of age;
- Reducing the number of our children who need to be taken into care and where they are taken into care supporting and involving them in their reviews;
- Helping children and young people by working more closely with services who work with parents who have mental health or substance misuse needs;
- Raising our Foundation Stage and primary school standards, increasing our GCSE achievement in line with government floor targets, and reducing the number of young people who are persistently absent;
- Doing more to reduce the number of young people who receive fixed term exclusions from school;
- Raising the numbers of young people who go on to further education, employment or training at age 16 and helping more young people continue into education, employment or training at age 19; and
- Narrow the achievement gap between different groups of children and young people, particularly helping those who are Looked After, from Black or Minority Ethnic groups, those who receive free school meals and those who have learning difficulties and/or disabilities;

3.5 The learning outlined above, along with the wider feedback from consultation and several other key considerations have informed the development of new priorities for

Leeds. Recognising that there are issues that require immediate, intense and targeted focus as well as themes where we have longer-term ambitions to improve, the Plan makes a distinction between our immediate priorities and our longer-term ambitions, recognising that these are interlinked. The two tables below detail what our priorities and ambitions are and summarise the rationale for their identification;

| <b>Our immediate priorities</b> |  | Priority for children | Priority for parents | Priority for services | Priority for inspectors | National priority | Leeds Strategic Plan | Narrowing the gap |
|---------------------------------|--|-----------------------|----------------------|-----------------------|-------------------------|-------------------|----------------------|-------------------|
| <b>Improving outcomes</b>       |  |                       |                      |                       |                         |                   |                      |                   |
| 1                               | Improving outcomes for Looked After Children                     |                       |                      | ✓                     |                         | ✓                 | ✓                    | ✓                 |
| 2                               | Improving attendance and reducing persistent absence from school |                       |                      |                       | ✓                       | ✓                 | ✓                    | ✓                 |
| 3                               | Improving early learning and primary outcomes in deprived areas  |                       | ✓                    |                       | ✓                       | ✓                 | ✓                    | ✓                 |
| 4                               | Providing places to go and things to do                          | ✓                     | ✓                    | ✓                     |                         | ✓                 |                      | ✓                 |
| 5                               | Raising the proportion of young people in education or work      | ✓                     | ✓                    |                       | ✓                       | ✓                 | ✓                    | ✓                 |
| 6                               | Reducing child poverty   | ✓                     | ✓                    | ✓                     |                         | ✓                 | ✓                    | ✓                 |
| 7                               | Reducing teenage conception                                      |                       | ✓                    |                       | ✓                       | ✓                 | ✓                    | ✓                 |
| 8                               | Reducing the need for children to be in care                     |                       |                      | ✓                     |                         |                   | ✓                    | ✓                 |
| <b>Working together better</b>  |  |                       |                      |                       |                         |                   |                      |                   |
| 9                               | Strengthening safeguarding                                       |                       | ✓                    | ✓                     | ✓                       | ✓                 | ✓                    | ✓                 |
| 10                              | Enabling integrated working                                      |                       | ✓                    | ✓                     | ✓                       | ✓                 |                      | ✓                 |

| <b>Our long term ambitions.</b>       |   | Priority for children | Priority for parents | Priority for services | Priority for inspectors | National priority | Leeds Strategic Plan priority | Narrowing the gap |
|---------------------------------------|---|-----------------------|----------------------|-----------------------|-------------------------|-------------------|-------------------------------|-------------------|
| <b>All Children and Young People:</b> |   |                       |                      |                       |                         |                   |                               |                   |
| 1                                     | Are safe and secure                               | ✓                     | ✓                    | ✓                     | ✓                       | ✓                 | ✓                             | ✓                 |
| 2                                     | Are safe and supported in stronger communities    | ✓                     | ✓                    |                       |                         |                   | ✓                             | ✓                 |
| 3                                     | Are helped to narrow the gap                      |                       |                      | ✓                     |                         |                   | ✓                             | ✓                 |
| 4                                     | Are thriving in learning                          |                       | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| 5                                     | Are safe and supported in stronger families       | ✓                     | ✓                    | ✓                     | ✓                       | ✓                 | ✓                             | ✓                 |
| 6                                     | Enjoy life and have places to go and things to do | ✓                     | ✓                    |                       |                         | ✓                 |                               | ✓                 |

|   |   |   |   |   |   |   |   |   |
|---|---|---|---|---|---|---|---|---|
| 7 | Make the right choices                          | ✓ | ✓ |   |   | ✓ |   | ✓ |
| 8 | Make a good start                               |   | ✓ |   | ✓ | ✓ | ✓ | ✓ |
| 9 | Are supported by excellent, integrated working. |   | ✓ | ✓ | ✓ | ✓ |   | ✓ |

#### 4.0 Performance Management and Accountability Arrangements

4.1 The Plan recognises the importance of clear and consistent performance monitoring arrangements to drive the implementation of the Action Plans for improvement it includes. These arrangements have several strands, which together provide a framework of accountability. This includes:

- Reporting to Children and Young People: through an annual 'report card' of progress produced and distributed through the Youth Council, school councils and Reach Out and Reconnect (ROAR) group.
- Through Children's Trust Arrangements: With specific roles for the Director of Children's Services (DCS), the Children Leeds Partnership, the Integrated Strategic Commissioning Board, the Leeds Safeguarding Children Board and our local partnerships and clusters.
- Through Democratic Involvement: The Plan outlines the distinct roles of Full Council, Executive Board, the Children's Services Scrutiny Board, the Corporate Governance and Audit Committee, Area Committees and the Corporate Carers Group.
- The new Ofsted Inspection Framework: As part of the Comprehensive Area Assessment, will focus closer scrutiny specifically on safeguarding and looked after children's services.

#### 5.0 Resource Management

5.1 The effective management and targeting of resources will be essential in working to address the Plan's priorities. The Plan includes a section that outlines resource management for the coming year. Following publication of the Children and Young People's Plan the Integrated Strategic Commissioning Board will lead on a programme to better focus all partners' resourcing and commissioning plans on the priorities and ambitions set out in this plan. This will be developed through budget and commissioning plans to be confirmed in Autumn/Winter 2009.

#### 6.0 Next Steps

6.1 Subject to approval of the plan by Executive Board and Full Council, work will be undertaken to develop the document ready for wider publication. Details are still being finalised, but recognising that the current version is quite strategic and aimed primarily at those working in children's services a more 'public friendly' version, containing a range of pictures and quotes from children and young people will be developed. A children and young people's version will also be created over the summer, with the support of The Project, this will focus on the areas that young people feel are particularly important to them. A much more simplified 'desk friendly' version will be also be created for children's services staff to use. All three versions of



the plan will be ready for publication in late September 2009, when a launch event will be held.

6.2 Following submission to Full Council in July and subject to its approval it will then be submitted to Government Office.

6.3 To be effective the plan must remain a live document, therefore as detailed above it will continue to be used to guide and support the monitoring of service delivery and performance across the city, and will undergo an annual review in 2010.

## **7.0 Conclusion**

7.1 Leeds has made a variety of good progress since the development of the first children and young people's plan, however some big challenges remain and the 2009 – 2014 Children and Young People's Plan highlights these and details how we intend to address them.

7.2 The new Leeds Children and Young People's Plan has been developed by partners from across the City and through extensive consultation. The plan identifies clear immediate priorities and longer-term ambitions and as such will guide commissioning decisions and policy development for children's services across the city. The plan is a strong over-arching policy document that will act as our mandate for change and improvement in both the short and longer term.

## **8.0 Recommendations**

8.1 That Executive Board recommend to Full Council the adoption of the new Children and Young People's Plan for Leeds 2009-14 attached at appendix 1.

## **9.0 Background Papers**

The 2006-09 Children and Young People's Plan for Leeds.

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# Building Brighter Futures in Leeds



## The Leeds Children and Young People's Plan 2009-2014

Children **Leeds**

## **Building Brighter Futures In Leeds – Our Shared Plan**

# **Children Leeds**

The Leeds Children and Young People's Plan has been developed and agreed by all these organisations that work for children, young people and families. This plan builds on the progress we have made since our first plan in 2006. We all pledge to work together to build brighter futures for all our children, families and communities. We will bring the commitment, energy and expertise of our organisations together through our shared partnership, Children Leeds.

### **Our pledge**

As part of developing and agreeing this plan, all the organisations that make up Children Leeds have agreed to the following pledges:

- We will work together for all the children, families and communities in Leeds,
- We will work to put the needs, views and choices of children, parents and families first;
- We will prioritise resources and the energy and creativity of our organisations to deliver our shared plan;
- We will work in trust and partnership with all local partners and all organisations that can help the children, parents and families of Leeds.

## **Foreword**

Welcome to the new Leeds Children and Young People's Plan.

Our first plan, published in 2006, was clear about Leeds' unique response to the 2004 Children Act and our aspirations to improve children's lives.

We have lots to be proud of. Leeds has delivered real improvement in outcomes against the majority of priorities set in 2006. Our children and young people are making a better start in life through support offered to them and their families in our children's centres; they are achieving their best year on year GCSE results; and participating significantly in activities that help them shape their care and their communities: live healthier lives and tackle issues, like bullying, that they themselves identified as a priority.

The attitude and approach of those working with children in Leeds is making this possible. Partners are coming together from across the city and especially at local level to share intelligence and resources and focus on the best way to meet specific local needs. Our children's trust arrangements are underpinning this, particularly through their emphasis on developing integrated strategic commissioning and stronger locality based leadership.

However, as well as building on this success, we still have significant challenges. Leeds received positive feedback in the external inspections and in our Joint Area Review in 2007. Nevertheless, our most recent Annual Performance Assessment highlighted that we must increase the pace and level of improvement in some key areas. We fully recognise this and it is reflected in the tone of this new plan through our focus on vulnerable groups and working together to safeguard children and young people.

Indeed, the national Every Child Matters agenda was developed principally out of concerns about safeguarding children. Five years on, these concerns are still prominent nationally. In Leeds we are concentrating yet more attention on safeguarding to put it at the heart of all we do. We want to ensure colleagues across Children Leeds have the knowledge, confidence and support to make the right choices and help each other to keep children safe.

The Leeds approach reflects the national agenda in other ways too. We recognise that children and young people get the best, personalised support when everyone supporting them works together effectively putting the child and their family at the centre, meeting their needs and improving their lives. This is 'integrated working', and our new plan is clear that we will continue to shape services increasingly to work this way. This can only be achieved if staff have the skills and understanding to develop their role within the overall children's services agenda and work across traditional boundaries. A strong focus on workforce reform will help take this forward. Better integration of services should deliver more choice and opportunity for young people and this is reflected in key initiatives, such as our strategy for 14 -19 reform. These themes and others in our plan show how the national children's plan and other important national strategies are being delivered here in Leeds.

We want to thank the children, young people, families and wide range of partners who have contributed to this plan. Together we will build a brighter future for every child and young person in Leeds.



**Councillor  
Stewart Golton,  
Executive Lead  
Member for  
Children's  
Services**



**Rosemary  
Archer,  
Director of  
Children's  
Services**

DRAFT

## **Section 1 Introduction**

The Leeds children and young people's plan sets out our shared strategy for improving outcomes for all children and young people, and how we will narrow the gap for those facing the most barriers to success. We have used our learning from our first children and young people's plan and talked to children, parents, partners and practitioners to help us develop this plan. It links into the wider Leeds strategic plan (which sets out the priorities for our city), the national children's plan ('Building Brighter Futures'), and the more recent Laming review ('The Protection of Children in England: A Progress Report').

This plan brings together and is linked to other important strategies and plans for Leeds, such as the Local Safeguarding Children Board plan, the 14-19 plan, the NHS Leeds Strategy, the Education Leeds Strategy, service plans for major providers, local cluster plans for schools and children's centres, and plans for many third sector organisations.

As the agenda for children is so far reaching, this document cannot include all the detail on every aspect of children's services in Leeds. Instead the plan focuses on those areas where we can make the most difference by working together, so it sets out our shared vision, priorities, targets and a selection of action plans.

We have drawn a distinction in our priorities between those for immediate action – between now and 2011; and those longer term ambitions that take us to the end of the plan period. There are relevant action plans for both these aspects, with more detail for the shorter-term priorities, which are also very focused on areas that will help us narrow the gap between young people, creating better opportunities for all and helping them to reach their personal potential. Between our immediate priorities and longer term ambitions we focus on how we will deliver improvement, by working together more effectively, managing our resources and using effective performance management.

The plan is structured as follows:

- **Our Vision for children and young people:** The 'Promise' to young people and key components of our approach that will help deliver this.
- **Review:** This section outlines the context of growing up in Leeds and the development of children's services since the first plan was published in 2006. It considers progress made since our first plan with a particular focus on what we have learnt. It also examines changes in the wider children's services context both nationally and in Leeds.
- **Our immediate priorities:** these are informed by our review, our needs analysis, and the targets in the Leeds strategic plan, this section sets out our priorities for improving outcomes over the next two years.
- **Delivering our plan:** this section details key information on how we will deliver our plan. It focuses on bringing services together through integrated working, our joint plans for managing resources and how this work will be performance managed.
- **Our long term ambitions:** This section details the wider areas that we will focus on over the next five years, whilst many of these ambitions clearly link to our immediate priorities, they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people's lives. It includes the rationale, vision and actions that inform these ambitions
- **Appendices:** This last section provides relevant further information cited in the plan, action plans and links to relevant documents.

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## Section 2

### Our vision, promises and approach

This section sets out our vision for children and young people in Leeds, underpinned by our promise to them and our approach to achieving it. This vision builds on the work from our first plan and from consultation to develop this plan.

We want all the children of Leeds to be **happy, healthy, safe, successful and free from the effects of poverty.**

We will work to ensure every child and young person has the opportunity to achieve their potential because **every child matters**. We will work to **narrow the gap** so that every child has the chance to succeed regardless of their background and the barriers they face. We want to ensure that every young person has the highest hopes for their future, and the support to fulfil them.

#### ***Our promises to children, young people and families***

As we work towards our vision, children and young people and families need to know what they can expect from services to get the best help and support. We have worked with children and young people to develop a set of 'promises' as our commitment. These are as follows, with further detail at Appendix A.

- Universal Offer
- Breeze Youth Promise
- Leeds Learner Entitlement
- Care Promise

As we all work together as partners to realise our vision and keep our promise we will be guided by a consistent and collective approach, focusing on:

- **Working *with* children, young people and families...**

We know it is **parents, families and communities that bring up children**, not services. So we will work with, and be led by, the needs and choices of parents, families and communities to support them in taking a lead role to help their children and young people develop in the best way.

- **Making safeguarding the foundation of all we do...**

If children and young people are to achieve positive outcomes, they need to be safe and secure. Safeguarding is the key foundation in our approach to the planning and delivery of services across Leeds. **Identifying, assessing and responding to the safeguarding needs** of children and young people is our priority. We want practitioners to be able to spot when a child or young person is vulnerable and know how to work with them and others to

address issues at an early stage. If this 'preventative approach' doesn't work or there are concerns that the child or young person may be at risk of, or suffering significant harm, we

want to take decisive and timely action to ensure their safety and to plan with them for a more secure future.

- **Embedding integrated working across our children's trust...**

In Leeds we recognise children and young people get the best, personalised support when everyone supporting them works together effectively to put the child and their family at the centre, meet their needs and improve their lives. This is 'integrated working' and we must continue our work to transform the way we work together to help children, families and communities in a more co-ordinated and joined up way in order to meet our ambitions.

We will continue to reshape our services to be 'child centred' and adopt a 'think family' approach to the way that we work. We will use our partnership and our children's trust arrangements as routes for ensuring we work together better, working locally in places children and families know and with excellent professionals whom they know and trust.

Our approach to working together better is founded on early identification and prevention. We will enable this by developing a shared route to access services based on a common assessment becoming the process used by all agencies for entry into and exit from multi-agency working.

Wherever possible we will work together in places which are local to the children and families who need us most – in our schools, children's centres, health centres and GP surgeries. This approach will be supported by a better infrastructure, with shared systems to enable us to communicate, share information, commission and work together better.

We will invest in and support our services and people – **we will make Leeds the best place to work in children's services**. By 2020 we want everyone in the Leeds children and young people's workforce to be:

- Ambitious for every child and young person
- Excellent in their practice
- Committed to partnership and integrated working
- Respected and valued as professionals

*Our emphasis on safeguarding and integrated working is captured as a continuing theme throughout our Plan. Together they form our 'working together better' priorities to give focus to the way we work.*

- **Being ambitious about our future...**

The government aims to make the UK the best place in the world to grow up in. We share that ambition as we work together towards our shared vision. We know that Leeds is already a success – it is one of the UK's favourite cities and has won awards as a place to live for families. Over the next five years we will work to make Leeds the best city in the UK for all our diverse children and families. Our ambition is not just for some communities or some families, but to make sure the success of the city is shared by all. We are committed to making life better for all the many different children, families and communities in our city. **We will work to build a brighter future for every child, family and community in Leeds**. Ultimately, we want children to say 'I was lucky to grow up in Leeds'.

## **Section 3**

### **Our review of progress since 2006 and the changing context**

This section provides a very brief summary to highlight some of the context and learning. There is much more detail behind the plan, ranging from quantitative analysis of need and intelligence, to a lot of qualitative feedback gained through the process of developing the plan.

#### **Growing up in Leeds**

We have 178,000 young people aged 0-19 in Leeds, which represents 23% of the population of the city. After several years of the number of young people decreasing, more recently the numbers have been increasing, with 2000 more 0-4 year olds in 2007 than in 2001. There is significant variation in the social background of Leeds' children and young people. Over a third are resident in areas classified as among the 20% most deprived areas of the country. At the same time 6% of young people in Leeds schools live in areas that are among the 10% most affluent in the country.

Of the 107,000 children and young people who attend maintained schools in Leeds, 22,000 (20.5%) are of Black and Minority Ethnic (BME) heritage. The proportion of BME pupils has increased steadily in recent years, with a greater increase in primary than in secondary schools. The majority of ethnic minority groups have increased in numbers in recent years, particularly pupils of Black African, Other Asian and Pakistani heritage. The last census in 2001 recorded 68.9% (87,583) of children aged 0-16 as Christians whilst 16.8% were recorded as having no religion, 3% were Muslim and 1.2% were Jewish. The same census showed that in Leeds over 60% of dependent children live in married couple families, 26.3% live in lone parent households, 12.2% in cohabiting couples families, and 1.3% (nearly 2,000 children) were not in a family.

#### **The Children Leeds Journey**

The size and diversity of Leeds provides exciting opportunities and significant challenges. Since the 2004 Children Act, Leeds has embraced the opportunities of the Every Child Matters agenda to bring services working with children and young people closer together, creating an increasingly collective focus on putting outcomes for individual children, young people and families at the heart of all we do.

This progress is demonstrated in ongoing operational, cultural and performance change. The framework for this change comes from our children's trust arrangements, which provide a unique response that incorporates a broad partnership (that works regularly with children and young people to shape and influence policy and strategy), and a focused senior leadership group (to take forward better collective commissioning of services to target priority areas). These city-wide arrangements have been complemented by a significant focus on locality working that is connected to the Council's Area Committees. We know that in a city as big and varied as Leeds, local communities are the best place to make the biggest difference.

As these local and city wide arrangements have evolved and partners have increasingly come together to make them work, Leeds has carried out a variety of important and

innovative pilot initiatives to help us develop our approach. To mention just a few, the West Leeds project trialled new approaches to locally focused multi-agency working; Leeds was a pilot for the Budget Holding Lead Professional, enabling more immediate and targeted support around very specific individual needs; and our Leadership Challenge (in conjunction with the Improvement and Development Agency - IDeA) helped to identify how the behaviours and involvement of local 'leaders' is pivotal to creating more flexible and effective local partnerships built around local issues and responding to needs.

Our approach has enabled our learning, recognising the importance of removing perceived barriers between different agencies and professionals, focusing instead on our shared ambitions to help improve outcomes. It is this learning, along with our wider consultation and understanding of need that informs the significant emphasis on 'integrated working' within this plan.

We have also placed significant emphasis on learning from our key external inspections. The Joint Area Review (JAR) of all partners across children's services, published in May 2008 highlighted the strength of partnership across the city, the progress made in implementing the Every Child Matters approach and improvement against a number of key outcome areas whilst also making some key recommendations. The more recent Annual Performance Assessment (APA), published in December 2008, recognised good work in a variety of areas, and also highlighted the importance of moving further and faster on some of key priority areas including safeguarding. These findings and recommendations are reflected throughout this plan.






When we developed our 2006-09 Children and Young People's Plan we set out our priority areas for improving outcomes and the principles that teams and individuals would need to adopt to work together to deliver those improvements.

These principles, of Participation (of children young people and parents in service planning), Partnership (between services, and with children and families), Personalisation (tailored support to individual young people) and Prevention (through effective early intervention) continue to guide our daily work with each other and with children, young people and families. However, we now aim to make integrated working more effective through a more formal programme management approach, our approach to programme management is outlined in section five, 'Delivering our Plan'.






## Our stocktake against the outcomes 2006-2009

A summary assessment of progress in improving outcomes since 2006.


### Be Healthy

|                       |   |   |
|-----------------------|---|---|
| Successes             | Improved breast-feeding rates.  |  |
|                       | Increased dental services for looked after children.  |  |
|                       | Improved child and adolescent mental health services waiting times.   |  |
| Areas for development | <ul style="list-style-type: none"> <li>• Reduce infant mortality rates.</li> <li>• Increase the number of children immunised against MMR.</li> <li>• Reduce the number of teenage conceptions.</li> <li>• Improve health outcomes for looked after children.</li> <li>• Increase respite provision for disabled children and young people.</li> <li>• Improve emotional health services.</li> </ul> |  |
| What we have learned  | The benefits and improved outcomes that are delivered from integration of universal and targeted services.  |  |

### Stay Safe


|                       |  |   |
|-----------------------|--|---|
| Successes             | Improved the quality of support for unaccompanied asylum seeking children.   |  |
|                       | Improved the quality and timeliness of reviewing of Looked After Children's care plans.<br>In 2006/07 only 34% of looked after children received all their care plan reviews within nationally required time scales. For 2008/09 this figure was improved to 70%.<br>In 2006/07 only 74% of reviews had contributions from the children who were the subjects of the review. In 2008/09 was improved to 88%. |  |
|                       | Improved significantly the timeliness of core assessments from 57.8% in 2006/07 to 82.8% in 2008/09. A greater proportion of both initial and core assessments are completed within statutory timescales in Leeds than in comparator authorities   |  |
| Areas for development | <ul style="list-style-type: none"> <li>• Further improve residential care, fostering and private fostering services. These were judged to be weak in 2008. Progress has since been made but further work is needed.</li> <li>• Improve the timeliness of our child protection initial conferences.</li> <li>• Ensure that the quality of assessment and reviews is improved.</li> </ul>                      |  |
| What we have learned  | Helping the children and families with the highest risk and need requires all services to support the lead role of social care and social workers.   |  |

Enjoy and achieve






|                       |  |   |
|-----------------------|--|---|
| Successes             | Attainment and achievement in secondary schools has strongly improved due to the hard work of learners, schools and services. GCSE results have been sustained and significantly improved, with great improvements seen in schools, groups and communities that have previously had poor outcomes.   | ✓   |
|                       | Successfully managed an extensive multi-million pound programme of change and investment in our schools, children's centres and infrastructure. The city has won awards for its new buildings, design and IT facilities.   | ✓   |
|                       | Strong progress on inclusion. Local partnership working has seen a sharp reduction in permanent exclusions, improved provision in schools and better partnership working between schools, Specialist Inclusive Learning Centres (SILCs) and services.  | ✓   |
| Areas for development | <ul style="list-style-type: none"> <li>• Raise attendance, particularly amongst those learners, schools and communities where persistent absence is high.</li> <li>• Improve learning outcomes for vulnerable groups – particularly those learners in care or from deprived communities which remain well below the city average.</li> <li>• Increase improvements in outcomes in early learning and primary settings (which have been of a slower rate than in secondary).</li> </ul> | ●   |
| What we have learned  | Collaborative working and leadership between and within schools children's centres and their communities is vital to success. Need to better balance the 'Enjoy' with the 'Achieve' agenda.  |  |

Make a positive contribution






|                       |   |   |
|-----------------------|---|---|
| Successes             | Exceeded targets for reducing the number of young people entering the Youth Justice System, and for reducing re-offending.  | ✓ |
|                       | Agreed an enhanced range of activities, support and provision for young people through the Breeze Youth Promise. Exceeded targets for participation in Breeze and Youth Service activities, and also for targeted activities for young people at risk. Succeeded in winning funding to further develop this through the multi-million pound MyPlace development   | ✓ |
|                       | Developed strong arrangements for participation, engagement and leadership by children and young people including more and better school councils and our award-winning Youth Scrutiny and Youth on Health Group. Young people have contributed well to citywide priorities e.g. on the 'Power of Me' anti-bullying programme or the work of the Young People's Sexual Health Action Group on sexual health and teenage conception. | ✓ |
| Areas for development | <ul style="list-style-type: none"> <li>• Reduce the proportion of looked after young People in the Youth Justice System.</li> <li>• Improve the proportion of looked after children who contribute to the planning and review of their care.</li> </ul>   | ● |


|                      |   |   |
|----------------------|---|---|
| What we have learned | Our work over the past three years has emphasised the powerful leadership potential of our young people |  |
|----------------------|---|---|

*Achieve economic well-being*

|                       |   |   |
|-----------------------|---|---|
| Successes             | 14-19 Education improved, with marked improvements in the proportion of young people achieving Level 2 qualifications, and slower but steady improvement at Level 1. Some vulnerable groups have narrowed the gap, and some schools have sharply raised outcomes.   |    |
|                       | Improved support for childcare and families, with the continued successful roll out of children's centres across Leeds, and improved support for families through the Family Support and Parenting Strategy.  |    |
|                       | Improving housing, employment and economic growth in the city over the period.  |    |
| Areas for development | <ul style="list-style-type: none"> <li>• Raise the proportion of young people aged 16-18 in learning or work.</li> <li>• Continue work to reduce the proportion of children and young people who live in poverty, workless households or poor housing.</li> <li>• Sustain progress on poverty and housing in the current economic climate.</li> </ul> |    |
| What we have learned  | The persistence of multiple barriers to good outcomes for children living in deprivation and how this raises the risk of multiple poor outcomes. We have completed research to identify common risk factors and the characteristics of the most vulnerable children and young people.   |  |

*Transforming services and building the partnership*

|                       |  |   |
|-----------------------|--|---|
| Successes             | Developed strong and effective citywide children's trust arrangements that in some important ways lead the national agenda. OfSTED praised this approach in the 2007 inspection. We have set up new commissioning groups and targeted significant funding on innovation to deliver priorities. |  |
|                       | Developed strong local leadership and partnerships through the development of 'Extended Services Clusters' and wedge based 'Local Children Leeds Partnerships'. Engagement is strong and improving and all local partnerships have agreed shared plans for the future.                         |  |
|                       | Exceeded our targets for developing modernised, integrated extended services in schools and children's centres.  |  |
|                       | Good initial progress on key elements of integrating services such as Common Assessment Framework and ContactPoint and have led a range of national pilots such as Intensive Family Support and Budget Holding Lead Professional. More than 1,000 CAFs have now been completed in Leeds.       |  |
| Areas for development | <ul style="list-style-type: none"> <li>• Respond to the changing national requirements for further strengthening children's trust arrangements.</li> </ul>   |  |

|                      |  |   |
|----------------------|--|---|
|                      | <ul style="list-style-type: none"> <li>Further strengthen project and programme management of the complex change agenda.</li> </ul>  |   |
| What we have learned | <p>We have learned the benefits of improved project and programme management to ensure proper control and direction of a wide change agenda.</p> <p>We have learned that innovation works to empower local solutions and improve outcomes.</p> |  |

Appendix B includes some more detail including a review of how we progressed against each of the priorities in the first children and young people’s plan.

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## **The national and local policy context**

This section is a very brief summary of a section of some of the major policy context. There are too many specific developments to mention here, but there will be many that impact during the period of this plan. The wider world will have a significant impact on our plans. In particular, the changing economic circumstances will require plans to improve efficiency and reduce costs, while the challenge of climate change will need a focus on sustainability in design and policy.

The government launched its 'Building Brighter Futures' national children's plan in December 2007. The plan sets out new priorities, plans and targets for children's services, supported by the subsequent publication of many linked strategies on key areas such as play, child health, Care Matters, 21st century schools, children's trust guidance and safeguarding. Key elements of the government's children's plan include:

- **Parents:** recognising the central role of parents; improving support and information for them, and increasing their role in schools
- **Play and positive activities:** the plan includes significant investment for play, and for activities for young people such as 'MyPlace' youth centres
- **Poverty:** the plan retains a strong focus on reducing child poverty, and its impact on outcomes
- **Central but changing role of schools:** schools and raising standards is a central part of the plan, including changes for governance, extended services and the national challenge. This approach has since been developed through '21<sup>st</sup> Century Schools'.
- **Extending learning:** the plan sets out the government's commitment and plans for raising the age of compulsory learning to 18, and reform of 14-19 learning.
- **Safeguarding:** the plan re-emphasises the government's commitment to strengthening safeguarding, but also seeks a better balance with the need to manage risk.

**Lord Laming's review into child protection in England.** This review followed the death of Baby P in the London Borough of Haringey. The review looks back at progress made since Lord Laming's initial recommendations for children's services in England following the Victoria Climbié inquiry in 2003. Lord Laming concluded that whilst progress has been made to implement reforms detailed in the Every Child Matters framework and the 2004 Children Act, there is much more that can and should be done to ensure the protection of vulnerable children and young people. This review has also informed the revised inspection framework that will contribute to the children's score for the Comprehensive Area Assessment of local councils.

**The Leeds Strategic Plan (LSP).** This plan describes the key priorities and targets for improving the city for 2008 - 2011. The LSP is supported by Leeds City Council, Primary Care Trust (NHS Leeds) and all other major local public and voluntary sector organisations. The LSP includes the Leeds Local Area Agreement, which is a set of local targets and funding agreed by the city and central government to help support the achievement of national and local priorities. The Leeds Strategic Plan includes a wide range of priorities and targets that directly and indirectly relate to children and children's services. These are set out in Appendix C. The Leeds Children and Young People's Plan is informed by the targets and outcomes in the Leeds Strategic Plan, and is focused on those areas where there is most risk, and where most joint effort is needed.

**NHS Leeds Strategy.** This strategy sets out the strategic vision to improve health and well being, reduce health inequalities and transform health services for the people of Leeds, by working with others and being a leading edge organisation. The strategy is written in the context of sustaining and developing strong and innovative partnerships, with ten strategic objectives, six priorities for action and ten key health outcomes.

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Section 4

**Our immediate priorities**

We have worked together across the children’s trust, with local children, young people and parents to agree our shared priorities. Later, in section six, we look ahead over the full period of this Plan and outline our long term ambitions for all children and young people, but in this section we focus on our urgent priorities for the areas we must address immediately.

The table below lists these immediate priorities, defining them either as specific outcomes we must improve, or as the key features of how we can work together better. Against each priority we use a tick chart to link back to our consultation, analysis and learning and show which influences have particularly lead to the inclusion of that priority.

| Our immediate priorities       |  | Priority for children | Priority for parents | Priority for services | Priority for inspectors | National priority | Leeds Strategic Plan priority | Narrowing the gap |
|--------------------------------|--|-----------------------|----------------------|-----------------------|-------------------------|-------------------|-------------------------------|-------------------|
| <b>Improving outcomes</b>      |  |                       |                      |                       |                         |                   |                               |                   |
| 1                              | Improving outcomes for looked after children                     |                       |                      | ✓                     |                         | ✓                 | ✓                             | ✓                 |
| 2                              | Improving attendance and reducing persistent absence from school |                       |                      |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| 3                              | Improving early learning and primary outcomes in deprived areas  |                       | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| 4                              | Providing places to go and things to do                          | ✓                     | ✓                    | ✓                     |                         | ✓                 |                               | ✓                 |
| 5                              | Raising the proportion of young people in education or work      | ✓                     | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| 6                              | Reducing child poverty   | ✓                     | ✓                    | ✓                     |                         | ✓                 | ✓                             | ✓                 |
| 7                              | Reducing teenage conception                                      |                       | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| 8                              | Reducing the need for children to be in care                     |                       |                      | ✓                     |                         |                   | ✓                             | ✓                 |
| <b>Working together better</b> |  |                       |                      |                       |                         |                   |                               |                   |
| 9                              | Strengthening safeguarding                                       |                       | ✓                    | ✓                     | ✓                       | ✓                 | ✓                             | ✓                 |
| 10                             | Enabling integrated working                                      |                       | ✓                    | ✓                     | ✓                       | ✓                 |                               | ✓                 |

Selecting this limited set of priorities to focus on does not mean other areas, such as GCSE results, are unimportant, but rather that these priorities are the areas where we particularly believe we can change and to work together better to make a greater impact.

As indicated by the range of influences captured in the tick boxes above, our immediate priorities (and the longer-term ambitions we outline later) have been shaped by a wide range of views and information including:

- The views of local children, parents, councillors and the wider community
- The views of staff and organisations within children's services in Leeds
- The priorities and targets in other local and national plans
- Our reviews of progress and the changing context
- Our analysis of need and service performance, including the Leeds Joint Strategic Needs Assessment and the Children Leeds Needs Analysis.
- Feedback from inspectors and the Government, for example: the OfSTED Joint Area Review report; the Annual Performance Assessment letter; priorities agreed with the Government Office for Yorkshire and the Humber.
- An assessment of the level of risk of not achieving key national and local targets

### **Delivering our immediate priorities**

For each of the **immediate priorities**, we will take a co-ordinated approach that gives us a collective focus on how we can improve in these areas. This incorporates:

- **Shared targets** – The table below summarises the targets against our immediate priorities and there are further details at appendix C (with work also linked into relevant strategies, and the plans of individual services and local partnerships). These targets mostly stem from the national indicator set, DCSF targets, the local area agreement within the Leeds Strategic Plan. Some targets are issues important to children and young people and captured in service plans. These targets are mostly represented as a percentage figure, as per the guidelines for the NI set. However, where it is possible to do so we have also translated this into actual numbers of children. This is shown in brackets next to the relevant percentage figure.
- **Shared action plans** – There are further details at appendix where we provide a very brief introduction to the immediate priority; show the targets, including a baseline and targets for 2009/2010 and 2010/2011; and the main actions that require collective effort to help achieve the priority. More detail behind these high level actions can be found in supporting plans or services plans.
- Increasingly **shared resource and commissioning plans**. These are discussed further in the next section.

Following the targets table, the next section provides more detail about how we will deliver these priorities, emphasising how services can work together better and the performance and resource management that underpins this.

## Building Brighter Futures in Leeds

| Priority   | Measure   | Leeds Baseline                         | Comparative/ similar Areas data      | National                             | Target for 2009/10                                      | Target for 2010/11                                       |
|--|---|--|--------------------------------------|--------------------------------------|---|--|
| Improving outcomes for looked after children                     | NI 101* (DCSF) - Looked after children achieving 5 A* - C GCSEs or equivalent) at KS 4 (including maths and English)                          | 4.0% (07/08 ac yr provisional)         | Data not yet released by DCSF        | Data not yet released by DCSF        | 17% (08/09 ac yr) 17 looked after children <sup>1</sup> | 23.9% (09/10 ac yr) 22 looked after children             |
| Improving attendance and reducing persistent absence from school | NI 87* <sup>2</sup> (DCSF) - Secondary school 'Persistent Absence' rate (>20% absence)  | 7.9% (07/08 ac yr)                     | 5.7% (07/08 ac yr)                   | 5.6% (07/08 ac yr)                   | 7.7% (08/09 ac yr) 125 fewer pupils from baseline       | 6.3% (09/10 ac yr) 692 fewer pupils from baseline        |
| Improving early learning and primary outcomes in deprived areas  | NI 92 <sup>3*</sup> (DCSF) - The gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and their peers             | 39.7% (07/08 ac yr)                    | 34% (07/08 ac yr)                    | 35.6% (07/08 ac yr)                  | 30% (08/09 ac yr)                                       | 31.35% (09/10 ac yr)                                     |
|  | NI 76 <sup>4</sup> - Reduction in number of schools where fewer than 55% of pupils achieve level 4 or above in both English and Maths at KS2  | 28 Schools (07/08, ac yr)              | Not applicable                       | Not applicable                       | 11 (08/09 ac yr)  | 15 <sup>5</sup> (09/10 ac yr)                            |
| Providing places to go, things to do                             | NI 110 <sup>6*</sup> (PA) Young people's participation in positive activities   | 65.9%                                  | 67.3%                                | 69.5% (national median 08/09)        | 70% by 2011 <sup>7</sup>                                | 70% by 2011  |
| Raising the proportion of young people in education or work      | NI 117* (LAA) - The proportion of young people aged 16-18 Not in Education, Employment or Training (also in the basket of poverty indicators) | 9.1% approx 2000 young people          | Data not yet released by DCSF        | Data not yet released by DCSF        | 7.8%  | 6.8%   |
|  | N I79* (LAA) -Achievement of a level 2 qualification by the age of 19   | 65% (06/07 ac yr)                      | Data not yet released by DCSF        | Data not yet released by DCSF        | 71.8% (08/09 ac yr) 595 more young people than baseline | 75.2% (09/10 ac yr) 1134 more young people than baseline |
| Reducing Child Poverty   | NI 116 - Proportion of children in poverty <sup>8</sup>   | ****<br>See below                      | ****<br>See below                    | ****<br>See below                    | ****<br>See below                                       | ****<br>See below  |
| Reducing teenage conception                                      | NI 112 - Under 18 conception rate (in the six wards with highest rates) (also in basket of poverty indicators)                                | 50.4 (1998) = 641 women<br>48.1 (2007) | 49 (2007)                            | 41.7 (2007)                          | 42.7  | See footnote below <sup>9</sup>                          |
| Reducing the need for children to be in care                     | LSP-HW2b(i)* (PA) - Number of Looked After Children per 10,000 population of young people   | 83.8 (07/08)                           | Local rather than national indicator | Local rather than national indicator | 67.5  | 59.3   |

ac yr = academic year.

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children/young people.

\*Leeds Strategic Plan (LSP) Indicators – (LAA) Local Area Agreement; (PA) Partnership Agreed; (DCSF) Department for Children, Schools and Families;

\*\* DCSF have not yet released comparative or national data. Comparative data will be included in the CYPP 2009-14 annual review.

\*\*\*Local indicator, no comparative data available

\*\*\*\*National definitions still under development. Leeds using a 'basket' of measures to help understand progress.

<sup>1</sup> Targets for 2009/10 and 20/11 based on value added predictions of pupils.

<sup>2</sup> Persistent absence is calculated as a percentage of enrolments not pupils – i.e. pupils count more than once in the denominator if they change schools in the same academic year.

<sup>3</sup> PI measures the gap in scores between groups of children, not numbers of children achieving a certain level therefore the percentage result cannot be converted into a number of children.

<sup>4</sup> This indicator involves a count of schools.

<sup>5</sup> The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

<sup>6</sup> This indicator is calculated from a sample. The sample size changes each year and we do not know how many children and young people will complete the survey.

<sup>7</sup> There is not a target for 2010 for this indicator as the full data set will not be available until 2011 meaning performance cannot be assessed until this time.

<sup>8</sup> Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission. A basket of indicators have been developed at a local level to monitor the numerous different ways in which poverty is being addressed.

<sup>9</sup> The 2010/11 target is under discussion with Government Office.

## Section 5:

### Delivering Our Plan

Our ability to improve outcomes to meet our immediate priorities and longer-term ambitions depends on the way we work together to deliver our Plan. There are three main strands to this:

- The way services work together, through **integrated working** principles and practices.
- The way we **manage our resources** to increasingly target them towards our priority areas.
- The way we **manage performance** to ensure levels of improvement are monitored and that we are accountable both individually as partners and collectively.

This section looks at each of these areas in turn: focusing firstly on the principles of how we will deliver more integrated working, some of the key areas of activity that make this possible and the programme management approach to support it; then looking at the use of our resources to support the delivery of the Plan; and finally outlining how the different strands of performance management ensure accountability for what is delivered.

#### Integrated Working

Improving safeguarding and; improving integrated working are immediate priorities in their own right, two of our longer-term ambitions, and are also wider features of how we want all those working with children and young people to take forward their approach to improving outcomes. We know that working together better is crucial, but it is also a broad concept and can mean different things to different people. To bring more clarity to what this means and the things we will do to achieve it, we have identified the key principles of our integrated working and why these are so important and the specific areas of work we are taking forward to make these principles a practical reality.

#### Principles that underpin integrated working in Leeds

##### *Child centred services*

We must continue to develop the way we organise our services around the needs and choices of children and young people, rather than historical organisational divides. This means being more ready to listen to children and young people and their parents, and being more prepared to be flexible in the way we work together, to make sure we are working as **'teams around a child'**. Through participation processes and giving children and families **'choice and voice'** in the support they want and need we aim to develop more **child and young person led services**.

##### *'Think family'*

Parents and families bring up children, not services and government. Parents and families are the first and most important people in ensuring children and young people's safety, security and wellbeing. Therefore, we will make sure our approach and our services inform, **support and work with parents and families to support them** in doing what is

best for their children. As part of this we will ensure our children's services work with adult and community services to support the whole family.

*World class universal services for all*

Our responsibility is to everyone growing up in Leeds, so we must ensure we provide high quality 'universal services' that all children and young people can use including children's centres, schools and GP services. These are the **services that work with and for all the children and young people of Leeds**, and that are likely to know them best and be able to support them best through their everyday work. We will make sure these services are world class in their facilities, staff, leadership and management so they can provide the best day to day and year-by-year support for all our children.

*Prevention*

Prevention is the best way to deal with problems. We will work to further develop a **shared preventative approach** that helps prevent problems. Our main strategy for developing prevention is to **build resilience**, supporting children, families and communities so they have the confidence, knowledge and skills to stay safe, better manage their lives and to support each other. This will require better information, advice, guidance and support for children, young people and families and clear entitlements to services so that they can better lead their own lives and access the support they need.

*Early identification*

Where prevention is not sufficient we will work to develop better-shared systems for identifying problems at an early stage. We aim to prevent problems for children and families escalating and becoming entrenched, harmful or chronic. This will rely on better **information sharing** and **closer local working** so that the professionals that know children and families best can share their views and concerns and act together. We will work through the shared '**Levels of Need and Service Response**' to improve understanding of risk and resilience and a better-informed and consistent response to need.

*Shared assessment – a CAF - first city*

Where problems are identified that need additional support it is important that all the professionals that know the child or family and those that could help all work together on a shared assessment. We will achieve this through ensuring all services use the **Common Assessment Framework (CAF)**.

The CAF will become the primary assessment process used by all agencies for entry into and exit from multi agency working where appropriate, looking holistically at the needs of each child and family. Through the CAF a single multi agency plan is agreed with the child, family and all partners. Alongside this we will ensure that **care pathways** are simplified and regularised to ensure specialist, targeted and universal services work together seamlessly. Over time these changes should drive wider developments in the range, quality and focus of children's services to improve safeguarding and this will help us to become a '**CAF- first city**'.

*Shared response*

Assessment is only of value if it leads to action and improvement. To ensure that Common Assessments lead to better, joined up action and shared support we will continue developing the role of the **Lead Professional**. Lead Professionals will manage the implementation of the shared plan, simplify communication for and to the child and family and will ensure all partners deliver. Lead professionals will ensure seamless transfer between services to make sure children and families do not become 'lost' between several professionals or services. The development of Lead Professionals is crucial to our approach to children's services as it gives a proper, clear leadership role to the expert professionals that best know the child, family and community. To further enhance this role we will develop staff and continue to expand the use of the **Early Intervention Fund** and new roles that allow front line staff and the families they work with more control over the resources they need.

## **Key processes to help us work together better**

### *Integrated commissioning*

Commissioning is key to enabling services to pool and **target resources to areas and issues of greatest need**. The specific focus on commissioning that has been a feature of Leeds children's trust arrangements has helped us to make good progress in this type of work and we will use commissioning as a lever to drive change, improve performance and deliver improved outcomes for children and young people.

Our single commissioning framework will support better joint working through more joined up commissioning at all levels, **citywide, local and individual, and across all partners**. This will enable improved value for money and a greater opportunity to develop joint solutions to key priorities. Engagement of front line staff, children, young people and their families as well as service providers will be critical to the implementation of successful commissioning.

### *Workforce reform*

Working together better involves a culture change in the way we do things. This starts by challenging ourselves and asking - what do children and young people want from the people who work with them?

Our involvement with children and young people tells us we need a workforce with the skills, knowledge, behaviour and processes listed below:

- a workforce which is positive:
- that has a young outlook:
- that is relaxed in dealing with children and young people:
- that is open minded;
- unprejudiced; and
- trustworthy.

Behaviours which are characterised by:

- fairness:
- a trust and belief in the child or young person;
- a commitment to asking and listening;



- a helpfulness in creating understanding among their peers;
- not prejudging their needs or characteristics;
- keeping promises, and
- enabling ease of contact.

Processes are needed which:

- are transparent;
- honest;
- inspected and explained – with visible actions resulting;
- Provide channels to voice opinions;
- Are supported by enough resources/staffing;
- Are realistic; and
- Are without undue pressure or cause of unnecessary worries.

To achieve our ambitions for Leeds we support the Government's vision that everyone in the children and young people's workforce in 2020 will need to be:

- Ambitious for every child and young person;
- Excellent in their practice;
- Committed to partnership and integrated working; and
- Respected and valued as professionals.

We cannot achieve these ambitions if they are not led by the experts – the staff in our services. In order to provide high quality, joined-up services to children, young people and families in Leeds, we need to **empower our staff and build the most highly skilled, professional and representative workforce for our city**. For much of the workforce the working context has changed. Many people are trained in one area of work, but are now increasingly needed to work with other agencies and professionals from other backgrounds. We need staff to be able to work flexibly between agencies and use new shared tools and processes to help them work better together. This involves helping staff first understand, then accept, then lead the changes we need in our services and our city. We need to give our staff the confidence, knowledge and skills to grow and develop in their roles as our children's services grow and develop across the city.

Better skilled staff lead to better services and better outcomes for children and families. In particular we need to meet the national drive for a graduate-led early years workforce, a masters level qualifications for teachers and the development of a youth professional status, all of which will support the raising of skills and competency levels across the workforce.

We will reinforce knowledge and skills around safeguarding through a revision of training and development, ensuring that the safeguarding and welfare of children and young people is everyone's business.

The government has made clear its aims and plans in the National Workforce Reform Strategy. We will publish our own Strategy by December 2009 after a period of extensive consultation with staff and unions.

#### *Extended services*

Leeds has been very successful in developing extended services, and we will continue to build on this success. We will continue to **develop the range and quality of services based in or around schools, children's centres and other key sites such as GP surgeries**. We will continue to promote and enable the joint working and local neighbourhood children's services teams that are needed to support the further development of extended services in Leeds. Key developments will include the '**Seven Day Response**' teams in children's centres and '**Targeted Youth Support**' for young people.

#### *Local partnerships, local leadership*

Due to the size and diversity of Leeds it is particularly true that the **delivery and integration of services locally has the most direct impact on improving outcomes**. The pace of work in this area has increased significantly, with local teams coming together to review the partnerships, priorities and arrangements that help them to co ordinate their work around common goals.

This is helping to bring more consistency to the type of arrangements in place in different parts of the city, particularly through the establishment of local Children Leeds Partnerships, while also allowing the flexibility for different areas to respond to their unique needs and circumstances. In keeping with this approach, more of the work being initiated and commissioned to address priorities aims to target those parts of the city where those priorities are most significant. Getting ownership of this work from local services and representatives is crucial to make this effective.

Developing local integrated, extended services will require effective working and direction across the different communities of Leeds. To continue to support this we will continue to strengthen local partnerships in each 'wedge' and 'cluster' in Leeds. Alongside this we will empower, develop and support local leaders in their new roles. Lastly we will ensure there are strong links between these new leaders and partnerships and their counterparts in other local partnerships as well as with the local councillors and democratic structures of the city.

#### *Integrated processes*

New ways of working will need to be supported and informed by new, shared processes. These will be implemented through a range of national and local reforms.

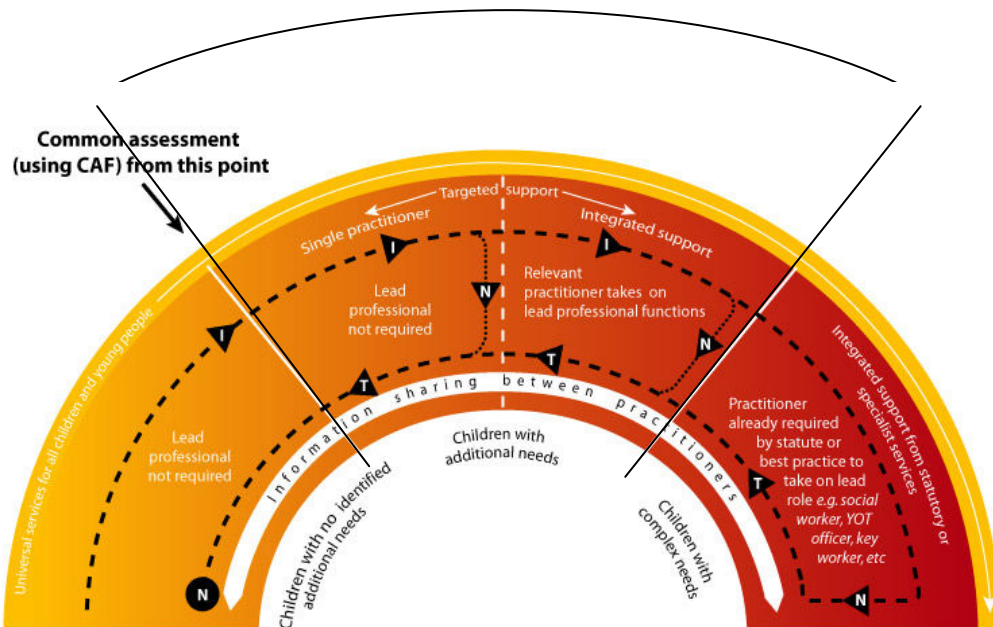
- The first is **ContactPoint**, which will work to improve communication and joint working between professionals by better sharing of information, for example, on who is working with each child, young person or family.
- The **Common Assessment Framework** is explained above, but this will be supported by an improved '**E-CAF**' IT system to better manage the process and produce analysis to inform future working.
- The **Integrated Children's System** is a new system of practice, information management and IT that will better manage information on children in need and those in care.
- The **Family Hub** will continue to be developed and will provide a full 'service directory' of services for children, young people and families, enabling both them and professionals to

access the support and services they need. Finally we will develop more shared and integrated 'signposting' services linked to the Family Hub and our **Contact Leeds** call centre to help talk to and advise children, families and professionals.

### Levels of need and our change agenda

Drawing on the national model, Leeds is developing a common approach to understanding 'Levels of Need' and how services can best respond. Our particular concern is for those children and families that are on the margins between 'additional' and 'multiple additional' need, by this we mean those that have significant problems that are a major concern but are not sufficient to require specialist intervention. [This is shown in the graphic below]. All research and local experience has shown that this group of children and families is key and that without often significant support, problems can escalate leading to crisis and poor outcomes. However, at present this group can 'fall between' services as they have too many needs for universal services to manage but have too few to warrant the involvement of already stretched specialist services. Our aim is that services develop new approaches and better ways to work together to support these children and families. The main ways we will do this include having an agreed and understood range of activity to enable effective graduated responses to need. These responses will form a single plan for the child or family.

### The 'windscreen' model



Taken together the principles and processes outlined above give us a framework for how working together better can be accomplished. Each of these areas of work is a significant challenge in its own right, so it is important that they are seen as part of a wider effort to bring services together more effectively and focus collective effort on improving outcomes.

### Overseeing our approach to Integrated Working

We recognise the breadth and complexity of the different strands of work outlined above. To oversee and manage this, Children Leeds has introduced a framework for change

management that pulls together the many different activities that contribute to delivering these initiatives and brings a coherent structure to moving them forward. We have called this our '**programme management**'. This approach give senior Children's Services leaders a framework through which they can regularly monitor and co-ordinate the different elements of integrated working so challenges can be addressed and momentum is maintained.

## Resource management

We will require the joint effort and resources of all local partners to **target resources more effectively on our shared priorities**, and to work together to commission services, in order to achieve the priorities in the plan.

Once this plan is agreed, the Integrated Strategic Commissioning Board will lead on a programme to better focus all partners' resourcing and commissioning plans on the priorities and ambitions set out in this plan. This will be developed through budget and commissioning plans to be confirmed in Autumn/Winter 2009.

Within the context of an extremely tight financial settlement (Comprehensive Spending Review 2007), enabling improved outcomes for children and young people depends significantly on the effective management of our resources. Each year we will invest significant resources into services that support children, young people and families and over the length of this plan, our strategy is to clearly align these resources to our agreed priorities and to bring together budgets and other resources in an integrated and transparent way.

Our medium-term financial strategy recognises the need to continue to invest resources into preventative services and targeted early intervention whilst also prioritising investment into safeguarding and child protection.

Also, through our devolved budgetary strategy we will further align operational and financial decision-making and accountability at the most practical level. We will empower front-line staff by streamlining bureaucracy and re-aligning resources to the front line, in part by mainstreaming the principles of the Budget Holding Lead Professional.

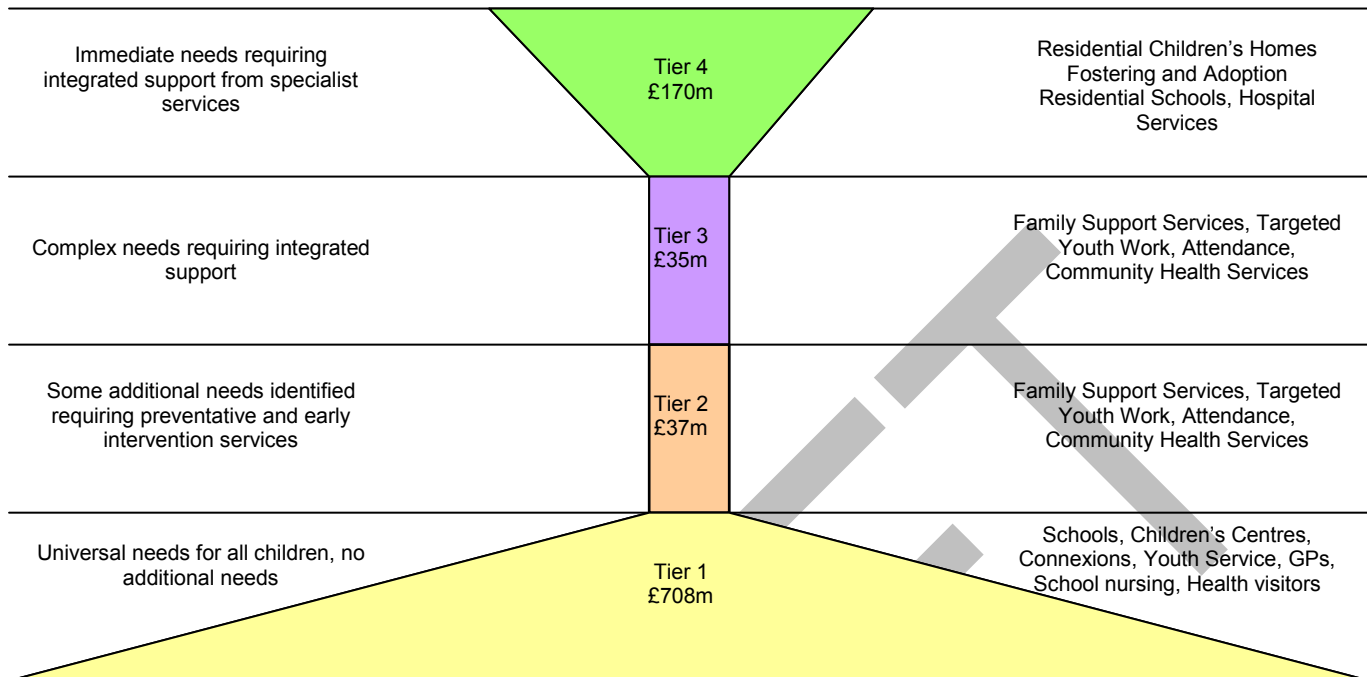
## Our resources

A total budget of £950m is available in 2009/2010 to resource the priorities set out in this plan. The total revenue budget spend (2009/2010 budgets) broken down across the five Every Child Matters outcomes is:

| Be Healthy        | Stay Safe       | Enjoy and Achieve | Making a Positive Contribution | Economic Well Being | Total           |
|-------------------|-----------------|-------------------|--------------------------------|---------------------|-----------------|
| £184m<br>(19.37%) | £70m<br>(7.32%) | £655m<br>(68.99%) | £23m<br>(2.42%)                | £18m<br>(1.90%)     | £950m<br>(100%) |

The summary analysis below shows how the spending is allocated between universal, targeted preventative and specialist services. The aim is to increase the proportion of

early intervention and targeted preventative services and decrease the proportion of spend in the integrated specialist services.



### How we manage our resources

Our intention, through the Integrated Strategic Commissioning Board is to integrate as far as possible the budget processes for the council and partner agencies and to use statutory powers (for example, Section 75 of the NHS Act 2006) and other non-statutory flexibilities (aligned budgets) to develop jointly-funded pooled budgets. This will link in and feed to the overall Public Sector Resources Partnership Group for the city that is working to use resources effectively and deliver the priorities in the Leeds Strategic Plan.

Our budget planning and monitoring incorporates comparative information (for example, Section 52 and information from benchmarking clubs) to challenge value for money and to identify areas of relative high/low resourcing. We also use Performance Data, Risk Assessments and Impact Assessments to inform how resources should be prioritised.

The key working hypotheses that underpinned our financial strategy are that;

- Through exploration of the further implementation of integrated, locality based services we can increase value for money and create efficiencies.
- Through close integration and rationalisation of back-office, support functions and management we can reduce cost, improve service quality and redirect resources to front-line service provision.
- By further targeting the resources invested in preventative services and early intervention we can reduce the need for children and young people to become looked after.
- Through implementing the commissioning strategy and contracting arrangements we can work with in-house and external providers to create efficiencies whilst improving service provision.

### Our key resources priorities for 2009/2010

- Develop an integrated financial strategy across relevant partners based on the agreed priorities in this plan.
- Further develop the integration of performance and value for money information into financial reporting and embed our financial benchmarking with other organisations.
- Develop integrated processes to manage external funding and integrate with base budgets.
- Provide financial reports to the Integrated Strategic Commissioning Board monitoring spend against budgets.
- Further align resources and budgets (including external and grant funding).
- Further develop procurement processes and contracting to ensure value for money for bought-in services.

### Our key resources priorities for 2009/2014

- Develop and implement jointly-funded pooled budgets where appropriate.
- Continue to prioritise resources into prevention and early intervention.
- Align financial and budget management to support the developing commissioning strategy.
- Further develop governance and control systems to support children's services across the partnership.

### Monitoring performance: accountability

We will use a range of roles, responsibilities and processes of performance management to ensure the plan is implemented effectively. These are summarised as follows:

**Reporting to children and young people:** To make performance information clear and accessible to young people an annual 'report card' of progress will be produced and distributed through the Youth Council, school councils and Reach Out and Reconnect (ROAR).

**Children's trust arrangements:** There are several ways in which the different strands of Leeds' children's trust arrangements will manage performance:

- The **Director of Children's Services (DCS)**: The Director of Children's Services has overall accountability for ensuring that partners work together to deliver the priorities of the plan. With support from the DCS Unit; Chief Officers; and the Chief Executive of Education Leeds, the Director will take an overview of progress, support the trust arrangements to deliver the priorities, provide timely information to political bodies (see below) and help to target strategic and local resources to maximise impact.
- Our **Children Leeds Partnership**: the large body of partner representatives from across the city that support policy development, information sharing and input from young people, chaired by the Executive Member for Children's Services. It will continue to focus on engaging partners around different priorities from the plan at its meetings as

well as receiving timely overview reports across all priorities. This will inform support, advise and challenge on the annual review of the plan.

- Our **Integrated Strategic Commissioning Board**: the smaller body of key senior representatives from those organisations named under the duty to co-operate or identified as key partners, through detailed performance and resource management and as part of commissioning across the city. It will receive the more detailed performance information relating to priorities and targets in the plan several times each year, helping to target resources, address underperformance and ensure partners implement designated actions. A major progress review by the Board in the autumn will help to shape the following year's budget and commissioning cycle.
- Our **Leeds Safeguarding Children Board**: the body of key representatives from the main safeguarding agencies working with children and young people (that is independently chaired) will monitor progress on safeguarding initiatives and performance as well as overseeing the completion and implementation of Serious Case Reviews.
- Our **locality based partnership arrangements**: the local element of our trust arrangements is key to both the delivery of front-line services and providing the intelligence and expertise to help the other aspects of the arrangements make informed and timely responses to need. Local partnerships and clusters will agree their own plans to show how they support the priorities and themes of the city-wide Plan. Regular reviews of progress will inform reporting to local Area Committees (see below).

In addition, lead performance management officers will meet regularly through a children's services performance board to bring together and monitor performance data and service plans, and refer information to other groups where necessary.

These performance management processes and reporting arrangements are part of the Council's, and Leeds Initiative's, overall arrangements with the Leeds Strategic Plan.

### ***Democratic involvement***

Local elected members have an absolutely key role to play in scrutinising, monitoring and supporting the delivery of the Children and Young People's Plan.

- The Executive Member for Children's Services has overall political accountability for the plan's delivery and will receive regular information through both the Director of Children's Services and in the role of chair of the Children Leeds Partnership.
- The Full Council must approve the Children and Young People's Plan before it is submitted to government.
- The Council's Executive Board, as well as making key decisions that support delivery of the plan's priorities, will receive timely updates on overall progress and specific details relating to key, new national legislation and the outcomes of performance inspections.
- The Council's Children's Services Scrutiny Board will continue its well-established process of receiving quarterly performance information that includes an update on work across the children's trust arrangements and specific focus on each of the short-term priorities from the plan in turn. The Board will also continue conducting more detailed reviews that support service improvement.
- The Corporate Governance and Audit Committee will receive details of key inspections and external audits of children's services and help to monitor action plans in response to this. It will be kept informed of developments with implications for local governance arrangements.

- The Council's 10 Area Committees will support delivery of the plan locally through regular localised performance information focussing on priorities with a particular relevance to the local area and through the Area Delivery Plans. The role of a Children's Member Champion on each Committee will be developed to provide an advocacy role for considering children and young people issues. A 'corporate carer' representative from each Area Committee makes up the city-wide Corporate Carers Group that focuses specifically on outcomes for looked after children. Additionally many councillors are governors of schools and children's centres.

### ***External inspection***

Leeds has learnt significantly from both the Joint Area Review and Annual Performance Assessment inspections carried out in recent years, as well as the more service-specific inspections relating to early years, schools and colleges, social care services and Youth Offending, amongst others. The new Ofsted Inspection Framework as part of the Comprehensive Area Assessment will focus closer scrutiny specifically on safeguarding and looked after children's services. Leeds will continue to learn from, report on and respond to the various external inspections across children's services and use this to inform performance monitoring and future reviews of the Children and Young People's Plan.

DRAFT



**Section 6**

**Our long term ambitions**

In addition to the immediate priorities discussed in section 4, we also see the importance of setting out longer term ambitions, recognising that the Every Child Matters children’s services agenda is a long term national and local change programme.

Like our immediate priorities, these ambitions reflect the learning from our consultation, analysis and external feedback and again we use the tick chart to show which influences have particularly lead to the inclusion of that ambition. Many of these ambitions have a clear link with our more specific immediate priorities, but by looking over the longer term they also recognise the importance of a wider range of work to bring about improvements in outcomes across many important aspects of children and young people’s lives.

| Our long term ambitions.              |   | Priority for children | Priority for parents | Priority for services | Priority for inspectors | National priority | Leeds Strategic Plan priority | Narrowing the gap |
|---------------------------------------|---|-----------------------|----------------------|-----------------------|-------------------------|-------------------|-------------------------------|-------------------|
| <b>All children and young people:</b> |   |                       |                      |                       |                         |                   |                               |                   |
| <b>1</b>                              | Are safe and secure                               | ✓                     | ✓                    | ✓                     | ✓                       | ✓                 | ✓                             | ✓                 |
| <b>2</b>                              | Are safe and supported in stronger communities    | ✓                     | ✓                    |                       |                         |                   | ✓                             | ✓                 |
| <b>3</b>                              | Are helped to narrow the gap                      |                       |                      | ✓                     |                         |                   | ✓                             | ✓                 |
| <b>4</b>                              | Are thriving in learning                          |                       | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| <b>5</b>                              | Are safe and supported in stronger families       | ✓                     | ✓                    | ✓                     | ✓                       | ✓                 | ✓                             | ✓                 |
| <b>6</b>                              | Enjoy life and have places to go and things to do | ✓                     | ✓                    |                       |                         | ✓                 |                               | ✓                 |
| <b>7</b>                              | Make the right choices                            | ✓                     | ✓                    |                       |                         | ✓                 |                               | ✓                 |
| <b>8</b>                              | Make a good start                                 |                       | ✓                    |                       | ✓                       | ✓                 | ✓                             | ✓                 |
| <b>9</b>                              | Are supported by excellent, integrated working.   |                       | ✓                    | ✓                     | ✓                       | ✓                 |                               | ✓                 |

**Delivering our long term ambitions**

This section below sets out in some detail our strategies for delivering our long term ambitions to improve outcomes, describing how we will deliver change over the next five years. This is intended to show how we will continue to manage change to improve outcomes and services for children, and how we plan to work towards the challenging targets for 2020 set out in the national Children’s Plan. It provides a summary of our vision, objectives and the key actions we plan to take over the next five years against each ambition. As such it is less detailed than the action plans for the immediate priorities, but it can be used for planning and commissioning purposes.

## **Ambition 1**

### **All children and young people are safe and secure**

#### *Rationale*

For children and young people to be able to achieve the best possible outcomes they need to be safe and secure. Safeguarding children and young people is therefore a local as well as national priority and is a key foundation in our approach to the planning and delivery of services across Leeds.

Every year services provided for children in Leeds are assessed by Ofsted and the 2008 Annual Performance Assessment of children's services in Leeds judged the overall standard of safeguarding work to be 'adequate'. This suggests that while there are many things we are doing well there are areas where we can improve to further ensure that all children in Leeds feel safe and secure.

All organisations working with children and young people in the city are committed to improving the quality and impact of what they do to ensure that the safeguarding needs of children and young people are identified, assessed accurately and responded to with effective and appropriate services.

#### *Our needs analysis shows that:*

We are making good progress in:

- Agencies understanding the role that they play in contributing to safeguarding and promoting the wellbeing of children and young people.
- Supporting and challenging agencies to evaluate the effectiveness of their safeguarding arrangements as set out in section (11) of the Children Act 2004 (the 'duty to safeguard').
- Developing interagency processes and procedures which help agencies to work together to protect children and young people.
- Embedding safe recruitment processes and improving our response to allegations made against staff in order to reduce the risk of children and young people of being abused by professionals.
- Putting in place arrangements to investigate and analyse all deaths of children and young people in Leeds, which can provide information about how to reduce the number of deaths that are preventable.

We aim to make more progress in:

- Ensuring all agencies are clear about the contribution they can and must make in working together to keep children and young people safe and secure.
- Informing communities and members of the public about safeguarding issues and how they can help to promote the welfare of our children and young people.
- Listening to what children and young people can tell us about the challenges they experience in keeping safe and in moving toward adulthood.
- Ensuring that Children and Young People's Social Care, the lead professional agency for child protection, is able to provide consistently high quality investigation,

assessment and intervention services for those children and young people who are suffering, or at risk of suffering, significant harm.

- Helping adult and children's services to work more effectively together where children and young people are living in families where their parents / carers have problems of their own which undermine their ability to parent.
- Increasing the number of staff who access high quality interagency and multi agency safeguarding training.
- Learning lessons when things go wrong and making changes that improve services for the future.
- Identifying underperformance in safeguarding practice so that improvements can be made for the benefit of children and young people.

#### *Our vision for 2014*

#### *By 2014 we aim to achieve:*

Safeguarding services for families, children and young people are inclusive, comprehensive, effective and efficient.

- Agencies that work well together in a framework that engages children and young people when they need extra help and intervenes appropriately if they become vulnerable or at risk of harm.
- Services for children and young people that are consistently improved by learning through experience and are modified in response to changing pressures and circumstances.
- The effective monitoring and quality assurance of inter-agency safeguarding activity by the Leeds Safeguarding Children Board.

#### *Key actions:*

- Enhance and embed Leeds Safeguarding Children Board's ability to hold partner agencies to account for the adequacy of their safeguarding work through monitoring and quality assuring their services and their contribution to interagency activity.
- Support partner organisations in following up reviews, inspections and evaluations of their services with improvement plans.
- Improved arrangements for commissioning and service planning to ensure that safeguarding is an integral part of the planning, commissioning, procurement, delivery and review of all local services.
- Implement and develop the Children and Young People's Social Care Transformation Programme.
- Develop efficient and more focused processes for managing Serious Case Reviews that learn lessons from deaths and life threatening injuries of children and young people where abuse or neglect is known or suspected to have been a factor.
- Use the analysis of children and young people's deaths to make changes in the way services operate in order to reduce the number of deaths that are preventable.
- Embed and broaden the implementation of processes designed to ensure the safe recruitment, selection and management of staff who work with children and young people.
- Initiate a communication strategy designed to keep all the citizens of Leeds informed about safeguarding issues and to receive feedback about issues and proposals for new developments.

## **Ambition 2 –**

### **All children and young people are supported by safer, stronger communities**

#### *Rationale*

Strong, harmonious and safe communities are important for everyone. Our children and young people deserve to feel safe, trusted and valued in their schools and communities by all generations. We need to build respect and understanding between different groups of children and young people, and between young people and the wider communities. This is particularly important as the city changes and new populations integrate into existing communities. We need to support children and young people, and help them to use their energy and enthusiasm to become active, empowered citizens. We need to support communities to be empowered, and to foster local organisations to take more of a role in supporting their children and young people. We need to encourage everyone, including children and young people, to take responsibility for the safety of themselves and others particularly as road users, whether they be pedestrians, cyclists, drivers/riders or passengers in vehicles.

#### *Our needs analysis shows that:*

- Children and young people share many adult concerns about their communities and are worried about crime, drugs, gangs and litter.
- Most children and young people feel safe in Leeds, but a significant minority (approximately one in four) do not feel safe in their local neighbourhood.
- Too many children and young people are victims of discrimination, bullying or crime. For example one in three children and young people report that they have been bullied, and one in twenty report being bullied every day.
- Most children and young people are active in their communities; 59 have given their time to help a charity, local voluntary group or a neighbour.
- In 2007 there was a total of 339 child (0-15yrs) casualties as a result of road traffic collisions in Leeds distributed as follows :- 155 pedestrians (46%), 111 car passengers (33%), 42 pedal cyclists (12%) and 21 bus passengers (7%).
- In 2007 there was also a total of 355 (16-19yrs) casualties as a result of road traffic collisions in Leeds distributed as follows:- 116 car passengers (33%), 104 car drivers (29%), 57 Motorcycles/scooters, riders or passengers (16%), 52 pedestrians (15%) and 15 pedal cyclists (5%).

#### *Our vision for 2014*

By 2014 we aim to achieve:

- Every child and young person has a sense of belonging and takes responsibility for their role in their community.
- Every child and young person feels safe in their local area.

#### *Key actions*

- Continue to work to reduce bullying and harassment through the 'Power of Me' Strategy. This includes the work of Anti-Bullying Ambassadors and improved peer support. It also includes improving the monitoring of incidents and community tensions to inform direct action.

- Increase the number of children and young people engaged in activities that give them responsibility, meet community needs and improve their quality of life. This will include: restorative justice and youth inclusion programmes and promoting volunteering among children and young people.
- Improve the range and quality of play, leisure and social activities for children and young people. This also means improving opportunities for all (See 'Places to go and things to do' Priority Action Plan in Appendix D)
- Create safer environments by tackling crime through early identification of young people at risk of anti social behaviour or crime, and through high visibility patrols and awareness raising activities.
- Foster tolerance and reduce community tensions through intergenerational and inter community events and projects, improve the skills of our workforce, improve, support for new arrivals and initiatives to support the Preventing Violent Extremism initiative.
- Improve road safety through improved pedestrian and cycle training and road improvements.
- Improve safety for children and young people in their schools and neighbourhoods through promoting and supporting Safer Schools Partnerships.

*Related Leeds strategic plan priorities*

- Reduce bullying and harassment.
- Increase the number of local people engaged in activities that meet community needs and improve quality of life.
- Create safer environments by tackling crime.
- Increase the sense of belonging and pride in local neighbourhoods that help to build cohesive communities.
- Improve road safety for all our citizens.

### **Ambition 3**

**All children and young people in Leeds are helped to narrow the gap between themselves, their peers, and their community.**

#### *Rationale*

In line with the Leeds Strategic Plan, the first Leeds Children and Young People's Plan made a commitment to narrow the gap for those children and young people who are more likely to have poor outcomes. Our plan highlighted four key groups: looked after children and young people; disabled children and young people; black and minority ethnic children and young people and children and young people from deprived families. Whilst we have made some progress, for example in raising school attainment for some groups, the gap in outcomes remains significant and therefore a strong, sustained focus on these children is needed.

*Our needs analysis shows that although there are exceptions, statistically:*

- Looked after children in Leeds are more likely to be classed as underachievers in school, more likely to be absent or excluded, more likely to not be in education post-16, more likely to offend and/or exhibit other risk taking behaviour, more likely to have a higher rate of teenage conceptions and an increased likelihood of experiencing mental health difficulties.
- Disabled children and young people are more likely to live in poverty and are more likely to not realise their full potential compared to other pupils at the same school
- Black and minority ethnic children and young people are more likely to experience a range of poor outcomes than the Leeds average, though this varies between communities. In particular young people from Bangladeshi, Pakistani, Black Caribbean, Black African, Gypsy, Roma and Traveller communities are more at risk of low attainment in school and can also be more likely to suffer from a range of poor health outcomes.
- Children and young people from deprived backgrounds are more likely to experience a range of poor outcomes throughout their lives ranging from a higher risk of infant mortality through to significantly lower attainment at GCSE and more likely to then go on to not being in education, employment or training.
- Socio-economic factors are inter-related, for example some groups are more likely to have lower incomes and live in deprived neighbourhoods. In addition, we are aware through our research into common factors, that the interaction of multiple factors can have a varying and often significant impact on outcomes. These include health, education, aspirations and poverty to name a few.

#### *Our Vision for 2014*

By 2014 we aim to achieve:

- We will deliver on a demanding promise to all our Looked After Children and care leavers.
- All services working together to ensure that children and young people only enter care when their safety or wellbeing cannot be maintained within their family.
- Reduce the number of children and families living in poverty.

- All disabled children and young people enjoy full access to a range of excellent inclusive services to achieve their full potential alongside their peers.
- All children and young people are able to achieve their potential and fulfil their aspirations, irrespective of background or early disadvantage.
- A better range and quality of short break provision for children and young people with disabilities.

*Key actions*

- Work with all local services and communities to provide more coordinated help for children, young people and families living in poverty and workless households (see Child Poverty Priority Action Plan in Appendix D).
- Implement our Priority Action Plan for Looked After Children and Young People (see Appendix D).
- Target support to improve learning outcomes for children and young people from deprived communities (See NEET and Early Learning Outcomes Action Plans in Appendix D).
- Improve learning for the most vulnerable children and young people through the Leeds Inclusive Learning Strategy and 14-19 Strategy.
- Implement a more integrated approach to assessment and service delivery for the most vulnerable children and families through the use of the Common Assessment Framework, Early Intervention Fund and the wider Family Support Strategy.
- Provide extra support for Young Carers through the Leeds Young Carers Strategy
- Implement the Leeds Aiming High for Disabled Children Strategy (see below).

*Leeds Aiming High for Disabled Children Strategy*

*At Children Leeds our vision is for every child and young person in Leeds to be happy, healthy, safe and successful, and free from the effects of poverty. We recognise that disabled children are at the centre of the Every Child Matters agenda and are committed that every disabled child and young person (including children with complex health needs or limiting conditions) should be supported to reach their potential.*

*Leeds has signed up to the national Every Disabled Child Matters charter and we have developed the Leeds Aiming High for Disabled Children Strategy, which sets out key strategic objectives for 2008 - 2011 and is underpinned by a more detailed work programme. Strategic planning and delivery will be closely aligned with the Leeds Inclusive Learning Strategy and with the Emotional Health Strategy.*

*This strategy has fourteen key strategic objectives that will inform the more detailed work programme. These are:*

- |                                   |  |
|-----------------------------------|--|
| ▪ <i>Robust data</i>              | ▪ <i>Transport</i>                         |
| ▪ <i>Information for families</i> | ▪ <i>Child care</i>                        |
| ▪ <i>Participation</i>            | ▪ <i>Transition to adult services</i>      |
| ▪ <i>Early support</i>            | ▪ <i>Self directed services</i>            |
| ▪ <i>Assessment</i>               | ▪ <i>Palliative care</i>                   |
| ▪ <i>Play and leisure</i>         | ▪ <i>Continuing care</i>                   |
| ▪ <i>Short breaks</i>             | ▪ <i>Equipment and housing adaptations</i> |

*Related Leeds strategic plan priorities*

- Improve learning outcomes for 16 year olds, with a focus on narrowing the gap.
- Improve learning outcomes and skills levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.
- Increase financial inclusion in deprived areas.
- Reduce worklessness across the city with a focus on deprived areas.

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## **Ambition 4**

### **All children and young people are thriving in learning**

#### *Rationale*

Being engaged in learning is important not only for success, but for gaining the knowledge, skills and qualifications to compete in the world today. It is also important to make sure children and young people are happy, healthy and safe in a supportive learning environment.

#### *Our needs analysis shows that:*

- Outcomes in primary schools are close to the national average, and have improved slowly, in line with the national trend. Schools and learners in more deprived areas face particular challenges.
- Outcomes in secondary schools have improved significantly. However, in some schools, such as those identified in the National Challenge, too many learners continue to have relatively poor outcomes. Poor outcomes are more common in deprived areas, for looked after children and some black and minority ethnic groups.
- A relatively high proportion of young people (10%, in January 2009) in Leeds are not in employment, education or training after the age of 16. Learners with lower achievement in school are more likely to be in this group.
- Qualification levels at age 19 in Leeds are below the average for similar areas.
- Leeds has relatively low levels of attendance in secondary schools, and nearly 1 in 10 learners are 'persistently absent'.
- The diversity, skills and capacity of our current learning provision does not meet the needs of all children and young people as successfully as we would want.

#### *Our Vision for 2014*

By 2014 we aim to achieve:

- All learners will have an Individual Learning Plan that will take into account personal circumstances and be tailored to reflect their needs, including access and additional support needs.
- All learners will have a dedicated personal support from a coach or mentor.
- All young people will be engaged with and successful in appropriate learning up to the age of 18.
- A greater choice of learning routes and pathways to support every young person's entitlement to learning and development.
- A rich variety of different models of 21st century learning environments working in close collaborative partnerships for the benefit of young people.
- All children and young people will be active participants in shaping their own learning and that of their peers.
- Families, parents and carers are empowered to support their children's development and learning.
- Every learner in Leeds will have access to high quality learning environments that promote their health, safety and wellbeing, as well as a learning environment that stimulates and promotes achievement and that enables all learners to achieve their maximum potential.

- Every child and young person will be able to attend their successful local school and be supported by their friends and peers.
- Through their school, children centre, college or other learning centre children and young people will be able to access and benefit from additional support when required.
- Children and young people with more complex needs will continue to benefit from specialist services and provision including provision in special schools.
- The voice of parents and parental preference will be strengthened.
- There will be increased opportunities for the participation of children and young people.

### *Key Actions*

- Improve learning outcomes for the learners in early years and primary schools (see Priority Action Plan in Appendix D).
- Improve the proportion of young people in learning and work (see Priority Action Plan in Appendix D).
- Reduce persistent absence (See Priority Action Plan in Appendix D).
- Implement the 14-19 Strategy to improve curriculum choice, progression and support (*see 14-19 section below*).
- Invest in learning sites through the Building Schools for the Future programme and Primary Capital Programme.
- Improve personalised support for learners through the e-Individual Learning Plan and additional mentoring and coaching support.
- Engage parents and families in wider family learning and supporting the learning of their child.

### *Related Leeds strategic plan priorities:*

- Improve learning outcomes for 16 year olds, with a focus on narrowing the gap
- Improve learning outcomes and skills levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.

### *National goals for 2020*

- Every child is ready for secondary school, with at least 90% achieving at or above the expected level in both English and mathematics by age 11.
- Every young person with the skills for adult life and further study, with at least 90% achieving the equivalent of five higher level GCSEs by age 19; and at least 70% achieving the equivalent of two A levels by age 19.
- Employers are satisfied with young people's readiness for work.

## **13-19 (25) LEARNING AND SUPPORT**

### **Introduction**

Preparing young people for life and work is a key part of the local and national agenda for children's services. Significant changes are planned to ensure that young people have the skills they need to be successful in the 21st century global economy.

From 2013 all young people will be required to stay at school, college or in some kind of training until their 17th birthday, and from 2015 until they are 18. And every young person will have an entitlement to choose from a modernised and personalised curriculum, including the new Diploma or an Apprenticeship. We recognise that qualifications alone are not enough, which is why the 14-19 entitlement also includes high quality information, advice and guidance and access to positive activities.

To deliver these changes to young people in Leeds we will work in city-wide partnerships between schools, colleges, work-based learning providers, Connexions and youth-work professionals. We will also ensure we respond to local needs by working at neighbourhood level with young people and professionals who understand young people.

The 13-19 (25) Learning and Support Plan will bring this work together to ensure we are efficient, effective and accountable; it recognises that our responsibility begins at age 13 and, for young people who have learning difficulties or disabilities, continues to age 25.

### **Our Priorities**

The 13-19 (25) Learning & Support Plan is linked to the Children and Young People's Plan - we have identified four priorities that echo and build on the over-arching priorities for all young people in the city:

1. Improving outcomes for young people at 16 and 19 (narrowing the gap)
2. Improving the quality of 13-19 (25) provision
3. Raising the proportion of young people in education or work
4. Developing an integrated strategy to commission 13-19 (25) provision effectively

These priorities will help us build on our successes and address the stubborn issues that are barriers to a happy and successful adulthood for young people in Leeds.

More young people are already choosing to continue their education beyond 16, and getting the qualifications they need - Level 1 (at least one GCSE A-C or equivalent) and especially Level 2 (five GCSEs A-C or equivalent). Leeds has successfully introduced the first Diplomas in Creative and Media and Construction and five more subjects will be available in September 2009.

But we also know that some vulnerable groups of young people are not getting the qualifications they need and there is a high overall rate of young people who are not in education, employment or training. We need to do more to ensure Apprenticeships are available to everyone who wants one and increase the number of young people who achieve Level 3 qualifications.

### **Themes**

We will focus our activity and understanding using four themes:

**Curriculum:** delivering the 14-19 entitlement including 14 Diplomas for 14-16 year olds, 17 Diplomas for 16-18 year old and the Foundation Learning Tier - wherever a young person lives in the city.

**Quality:** ensuring that high quality is guaranteed wherever a young person chooses to learn or seek advice.

**Support:** making high quality and impartial information, advice and guidance available so that young people feel supported to make positive choices about their education and life.

**Planning and Funding:** putting in place robust structures to underpin our work and help us put our resources where they will be most effective.

The 13-19 (25) Learning and Support Plan is supported by solid data and information that is regularly updated. It is available via the Children Leeds website.

## **Ambition 5**

### **All children and young people are supported by stronger families**

#### *Rationale*

We know services do not bring up children – parents, carers and families do. We know that poverty is at the root of most poor outcomes for families. The role of services is to provide support for parents, carers and the wider family. We also recognise that families' cultures and values have an impact on their needs. This support will have to become more flexible as families' needs change and we will work in new ways to give families the chance to choose the help they need. Most families need little help; some however, are more vulnerable and have complex needs, which require a range of responses in proportion to their level of need. For those at most risk, there needs to be the strongest safeguards to protect vulnerable children and families, and where necessary services must intervene. Where children need to be cared for by the Local Authority, we need to ensure the provision is of the highest standard and their outcomes match those of their peers.

#### *Our needs analysis shows that:*

- Parents and carers say that we need to improve outcomes for looked after children; services need to work together better and be structured in a way that they engage parents and support the whole family.
- Leeds has a relatively high proportion of looked after children, roughly 50% higher than in similar areas.
- Parental substance misuse and mental health problems are a key factor in family breakdown and children's needs. Analysis suggests that this is a growing problem for Leeds.
- Poor and overcrowded housing is a common factor in the lives of most vulnerable families.
- 3.8 million children live in poverty in the UK, equating to one in three children, one in five live in workless households.
- Leeds families are changing with more lone parents, unmarried parents, same sex parents, young carers and non-English speaking families, with a growth in the number of BME families in inner city areas.

#### *Our vision for 2014*

By 2014 we aim to achieve:

- A significant reduction in the number of children living in poverty in Leeds.
- A stronger voice for families in shaping the development and commissioning of services.
- A world class social care service for our most vulnerable children, young people and families.
- An integrated network of high quality information and advice for parents, online, in one-stop centres and in our schools, children's centres and health centres.
- Accessible high quality family and parenting support services available to all families, with a rapid multi agency response for those with acute additional needs.
- Greater opportunities for families to live independently in quality, affordable housing.

*Key actions*

- A reduction in the number of children living in poverty (see Child Poverty Priority Action Plan in Appendix D).
- Intensive, targeted support for those families and children most at risk (See Reducing the Need for Care Priority Action Plan in Appendix D).
- Improved information and advice for parents through the Family Information Service which is joined up with the national parents know-how site.
- A 'Think Family' approach is developed through our Family Support and Parenting Strategy, which joins up services that support both children and adults, for example housing, mental health and substance misuse services.
- Develop more effective identification of need and co-ordination of joined up support through the use of the Common Assessment Framework (CAF) and the Early Intervention Fund.
- Ensure all children's services support the Leeds Domestic Violence Strategy.

*Related Leeds strategic plan priorities*

- Improve assessment and care management for children and families.
- Improve our safeguarding arrangements.
- Reduce the number of children in poverty.
- Reduce worklessness across the city with a focus on deprived areas.
- Increase the number of decent homes.
- Increase the number of affordable homes.
- Reduce in the number of homeless people.
- Reduce the number of people who are not able to heat their home adequately.

*National goals for 2020*

- Parents satisfied with the information and support they receive.
- Child poverty halved by 2010 and eradicated by 2020.

## **Ambition 6**

### **All children and young people enjoy life and have 'places to go and things to do'**

#### *Rationale*

Our children and young people need and deserve to enjoy childhood. In general young people have greater wealth and more opportunities than in previous generations, but are in other ways under more scrutiny, pressure and constraint than ever before. We need to work together to make Leeds a child friendly and play friendly city, where children and young people can enjoy life through play, sports and arts. We need to pay particular attention to those children and young people who face additional barriers to accessing opportunities whether due to cost, transport, safety or of not feeling welcome. Importantly we need to consider and prioritise children's rights and choices rather than simply consider what adults think best.

#### *Our needs analysis shows that:*

- Children and young people tell us that more places to go and things to do is their top priority for improving Leeds.
- Cheaper, safer transport to get around is also a high priority for our young people
- Parents and the wider community say they want more, and safer, places and activities for children and young people.
- Certain groups of children and young people are less likely to access opportunities, particularly disabled children and those from low-income groups, and those certain areas of Leeds.
- Some young people need support to develop the skills and confidence to be able to access services.
- We need to improve the quality of existing activities for our children and young people.

#### *Our vision for 2014*

#### By 2014 we aim to achieve:

- Reduced barriers to access including ensuring affordable and accessible transport for every child and young person in Leeds.
- A lasting 2012 legacy for the city, with every young person active and regularly engaged in physical activity including sport.
- All children and young people able to access a broad cultural programme of activity in, after and beyond school.
- All children able to access local high quality play opportunities.
- High quality, locally based youth services.

#### *Key actions*

- Prioritise better opportunities and facilities for young people throughout Leeds (see 'places to go' Priority Action Plan).
- Promote play through the Leeds Play Strategy and the Playbuilder funding for twenty-two new play sites and wider projects.
- Promote arts and culture through the 'Find Your Talent' programme.

*Building Brighter Futures in Leeds*

- Develop opportunities for children and young people through Extended Services provision in each cluster of schools.
- Promote sport and the PE Curriculum through the Leeds PE and School Sport Strategy.

*Related Leeds strategic plan priorities*

- Enable more people to be involved in sport and culture.
- Reduce the rate of increase in obesity and raise physical activity for all.
- Deliver and facilitate a range of transport proposals including cycling and walking.

*National goals for 2020*

- Child health improved, with the proportion of obese and overweight children reduced to the year 2000 levels.

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## **Ambition 7**

### **All children and young people make the right choices**

#### *Rationale*

All children and young people face challenges and at certain times some may need additional help or support. We need to help children and young people to build resilience and gain the confidence, knowledge and skills to manage their lives as best they can. In order for them to achieve this we need to provide the right support, advice and guidance, if and when they need it. We need to make sure our services are more joined up, more accessible and that children and young people have more of a role in shaping the services that work for them. Crucial to support for young people will be developing self esteem and the life skills that children and young people will need in a rapidly changing world. Some children and young people are more vulnerable and have more complex needs, particularly those with mental health needs, substance misuse problems or those at risk of offending. They may be growing up in households or living in neighbourhoods that have multiple challenges. These children and young people need effective co-ordinated help earlier, to prevent problems escalating, and more holistic support as their needs evolve.

#### *Our needs analysis shows that:*

- Roughly one in four children and young people report feeling stressed 'most' or 'all' of the time.
- Roughly one in ten young people have mental health problems.
- The teenage conception rate in Leeds is relatively high and has not fallen in line with the national trend.
- Children and young people say that they would like better information, advice and guidance, about a range of issues including: careers, healthy lifestyles, sex and relationships.
- Offending and re offending rates have been significantly reduced in Leeds; however there were in excess of 1700 first time entrants to the youth justice system in 2007-08 and a small number of these young people went on to become highly prolific offenders.
- Our young people represented an increased rate of alcohol use, with only 23% of those surveyed stating they had 'never had a drink' compared to 38% the year before (Tellus 2 and Tellus 3, Spring 2007 and Spring 2008 respectively).

#### *Our vision for 2014*

By 2014 we aim to achieve:

- A city where all children and young people are able to access the right advice, help and support, in the right place at the right time.
- A city where children and young people will be involved in the design, development and delivery of services to help them make the right choices.
- All services take mental health and promoting emotional resilience seriously.
- Services for vulnerable people are commissioned and delivered in an integrated way.
- Young people have better sexual health; and teenage conception rates are reduced.



*Key actions*

- Improve support for sexual health and work to reduce teenage conception rates (see Teenage Conception Priority Action Plan in Appendix D).
- Raise the proportion of young people in learning or work and improve information, advice and guidance for young people(see NEET Priority Action Plan in Appendix D).
- Reduce the harm caused by alcohol, smoking and drugs through the Leeds Substance Misuse Strategy through improved workforce skills, early identification and better coordinated treatment and support services.
- Improve the emotional wellbeing of young people through improved workforce skills, commissioning new services and more accessible information, advice and guidance.
- Promote social enterprise and financial skills through school and wider partnership working including the Local Enterprise Growth Initiative and Education Business Partnership.
- Promote healthy eating for learners and their families through the Leeds School Meals Strategy and Childhood Obesity Strategy.

*Related Leeds strategic plan priorities*

- Reduce teenage conception and improve sexual health.
- Reduce the number of people who smoke.
- Reduce the harm caused by substance misuse.
- Improve mental health.
- Reduce offending by managing offending behaviour better.

## **Ambition 8** **All children make a good start**

### *Rationale*

The first years of life are crucial for determining future life chances. Maternal physical and mental well-being is key in ensuring a good start for every child. Nurturing and love in early years is vital for a child's developing brain. We need to make sure parents and children are supported with high quality flexible services throughout this period, from antenatal care to early learning and play. Outcomes need to improve for all children, and faster for those families living in poverty or where there are multiple factors contributing to disadvantage such as ethnicity and disability. We will address this by making sure that additional help is targeted at those with more need.

Our needs analysis shows that:

- The city has a relatively high rate of infant mortality; in Leeds, around 50-60 babies under one year old die each year. The rate is higher due to the relatively higher rate in deprived areas where there are also associated higher rates of smoking in pregnancy and low birth weights.
- Immunisation rates are below targets and the national average. One in five children in Leeds still does not receive the MMR vaccination.
- The early years population is changing, with significant growth in the proportion from black and minority ethnic communities. Birth rates in Leeds are increasing above expected rates – the population is expected to grow by nearly 6% by 2030.
- Whilst early learning outcomes have shown some improvement in recent years, the latest data shows Leeds falling behind the national trend and that there is a continued significant gap in outcomes for children from the most deprived neighbourhoods.

### *Our vision for 2014*

By 2014 we aim to achieve:

- 59 Children's Centres open in Leeds providing a range of family services including early identification and support to children most in need, targeting communities where disadvantage and inequality continue to impact on positive outcomes.
- Access to early play and learning for all 2 year olds at risk of poor outcomes.
- Settings judged 'good' or 'better' by OfSTED providing high quality early learning for all 3 and 4 year olds.
- A city where all children making good progress and at the end of Early Years Foundation Stage.
- A city where every children's centre and school becomes a point of access in the community where a joined up system of health, family support, child care and educational services can be received by every family.
- A reduction of the infant mortality rate to, or below the national benchmark. Infant mortality will be reduced from eight deaths per 1000 to seven per 1000. This will mean that ten fewer children under the age of one will die each year.
- Effective integrated working across all maternity and wider children's services providing improved access, positive health choices, effective early identification of need, and support for vulnerable groups of children and families.

*Key actions*

- Improve learning outcomes for the learners in early years and primary school settings (see Priority Action Plan in Appendix D).
- Open ten more children's centres and further develop the quality of services delivered in and around these centres through work on leadership, parental involvement and family learning.
- Implement the Infant Mortality Action Plan to engage all services in reducing premature mortality, with targeted work in the most deprived areas of the city.
- Provide more support to parents around the birth of their child, offering all the Child Health Promotion Programme and advice on stopping smoking to those parents that need it.
- Improve the rates of immunisation to 95% coverage, with additional work on MMR.
- Further promote breastfeeding throughout Leeds through work in health services and children's centres.

*Related Leeds strategic plan priorities*

- Reduce premature mortality in the most deprived areas.
- Improve participation and early learning outcomes for all children, with a focus on families in deprived areas.
- Reduce the number of children in poverty.

*National goals for 2020:*

- Every child ready for success in school, with at least 90 per cent developing well across all areas of the Early Years Foundation Stage Profile by age 5.

## **Ambition 9**

### **All children and young people are supported by excellent, integrated services**

#### *Rationale*

We have already identified throughout the Plan how important integrated services are to improving outcomes for children and young people in Leeds. Children, young people and families need services that are centred around them and focussed on meeting their needs. For some children and families additional support is needed to help them be happy, healthy, safe and successful. We know that the challenges and needs of children and families are varied and often complex, but are rarely, if ever, neatly divided along the lines that services are organised. As well as this, other considerations include a diversity of backgrounds, abilities and circumstances. As such we need to be led by the choices and views of children and their families in developing new models of joined up, integrated services that provide the right support, in the right way, at the right time. Well integrated services are greater in impact than individual services alone. We need to develop services that are providing a coordinated and rapid response to need that reduces risk, builds on strengths and raises resilience. It is important that as much of this support as possible is provided in places children and families recognise and by people that they know and trust. We want all our services to consider a 'Common Assessment Framework' first approach as a mechanism for entry to and exit from multi-agency working.

We need to look at this at three levels:

- Citywide; in strengthening Strategic Commissioning;
- Local; in implementing Integrated Service Delivery;
- Individual ; in extending support that is more 'wrapped around' the needs of each child and family, recognising different experiences, valuing diversity and recognising different cultures and backgrounds.

To support this, significant changes are required to develop greater capacity in new shared forms of governance, leadership and partnership, and greater support through integrated processes for assessment, intervention and information sharing.

Our needs analysis shows that:

- Leeds has made good progress in key areas of the Change for Children agenda. Particularly on extended services, children's centres, ContactPoint and the Common Assessment Framework.
- Resource pressures are likely to grow due to changes in national funding and wider economic changes such as higher inflation.
- Multi-agency working is crucial in responding effectively to a child or family's needs
- Preventing problems is better than dealing with them.
- Where prevention is not sufficient, early identification of need is critical to being able to support a child or family.

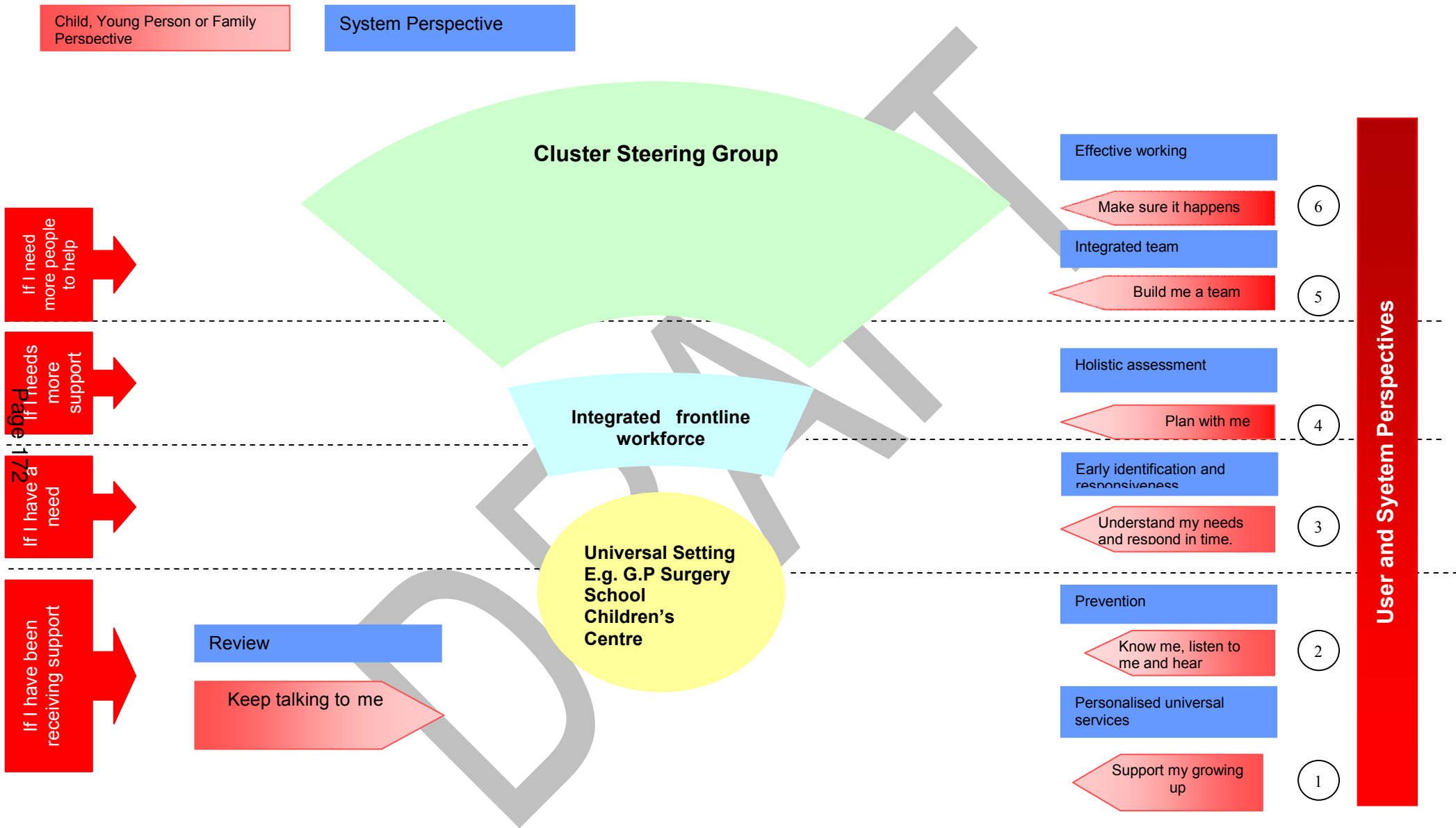
*Our vision for 2014*

By 2014 we aim to achieve:

- A city where all communities are engaged in developing strong local partnerships and networks of schools and services.
- Significant growth in personalisation and direct payments for children and families with additional needs.
- Excellent services that OfSTED rate as 'Outstanding' overall.
- More effective use of resources and delivering 3% efficiency savings over 5 years
- Leadership, management and governance arrangements to provide an effective framework to support services for children, young people and their families.
- Our universal children's services where schools, children's centres, colleges, GP surgeries and youth hubs are the 'hub' for targeted services which are focussed on meeting a child or young person's additional needs.
- We have a shared pathway for accessing additional and specialist services, which is owned by all agencies and known to all practitioners in Leeds and which reinforces safeguarding procedures.
- The Common Assessment Framework will become the primary assessment process used by all agencies for entry into and exit from multi-agency working where appropriate. It is part of a system or process which ensures children and families are getting the right service at the right time.
- Through earlier support and more timely intervention, more children and families have their needs met earlier, which means that our specialist services see a reduction in the number of referrals made to them.
- There is a continuum of intervention and support for children, young people and families in the city, which reinforces robust safeguarding arrangements.

To help clarify our vision for what integrated services would look like at a locality level in Leeds we have developed a representative diagram (which can be seen on the next page), while this may change as our organisation, understanding and processes develop, this diagram helps to demonstrate our aims for integrated services.

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## Key actions

- Embed the Common Assessment Framework (CAF) and ContactPoint as underpinning integrated processes which enable practitioners to work together.
- Implement an integrated training and development programme to enable practitioners and leaders to develop the skills to practise integrated working.
- Embed our approach to commissioning of integrated services through the implementation of the city-wide commissioning framework.
- All services will be commissioned to engage with the CAF, to enable this to become the assessment process used by all agencies for entry into and exit from multi-agency working. This will ensure a seamless transition and appropriate support to vulnerable children and young people to access targeted and specialist support.
- Commissioning of targeted and specialist support services to focus their interventions on children and young people with additional and multiple additional needs, based on evidence from intelligence gathered through use of integrated processes.
- Agree a common understanding and response on levels of need and intervention in the city which supports agencies and services to link together and provide a more coherent continuum of intervention and support for children, young people and families in the city.
- Review governance arrangements in the city which support the development of locality children's trust arrangements.
- Develop a partnership approach with staff, unions, services and wider stakeholders to inform and implement our Workforce Reform Strategy
- Support this approach through a programme of change to lead the achievement of integrated working in Leeds.

# Appendices

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## **Appendix A**

### **Our promises to children, young people and families**

Our promises to children, young people and families are in:

- Breeze Youth Promise;
- Leeds Learning Entitlement;
- Universal Offer; and
- Care Promise.

#### **The Breeze Youth Promise**

The Breeze Youth Promise is our Youth Offer to young people (aged 13 – 19). There are three key themes to the Youth Offer:

Something to do:

This sets out a wide range of fun, sporty, cultural, educational, creative and leisure activities. “The Breeze Youth Promise is about helping you be what you want to be, whether it's through learning, work or what you do in your spare time.”

Somewhere to go:

Access guides to safe places and activities that are close to home and around Leeds. “The Breeze Youth Promise is about making more places right for you, and helping you find them.”

Someone to talk to:

supporting choices in learning, jobs or training, and providing information on physical, mental and emotional health matters. “The Breeze Youth Promise is about helping you talk to the right person at the right time and in the right place.”

#### **The Leeds Learning Entitlement**

A key commitment within the Leeds 14-19 Learning Strategy is that all learners are entitled to pursue qualifications at school and college, in the workplace, and with training providers through a curriculum that prepares them for adult life (developing their knowledge and skills, their employability and active citizenship). In support of this entitlement partners will have pledged to work collaboratively towards delivering:

- high-quality, comprehensive and independent information, advice and guidance about learning opportunities at all levels and career pathways;
- access to the widest possible choice of learning opportunities all with clear progression routes to further learning in schools, colleges, training providers, the workplace, higher education, and employment ;
- a clear statement of the level, content and entry requirements of the qualifications available;
- fair and transparent admissions processes;
- high-quality teaching and learning which raise aspirations, challenge individuals to achieve their best and encourage progression to further learning or employment ;

- recognition of a wide range of achievements in addition to academic success, including the development of citizenship, key skills, enterprise and employability;
- an Individual Learning Plan negotiated with learners and their parents or carers, that is part of a flexible and developmental process;
- the opportunity to participate in the regular review, evaluation and shaping of their own learning;
- a learning environment which is inclusive and adaptive to all learners and offers appropriate learner and learning support to each young person, particularly during periods of transition;
- a commitment on the part of all learning providers to challenge discrimination and promote genuine equality of opportunity, to respond to the voice of the learner and to address barriers to learning;
- a holistic approach to providing appropriate support for the social and emotional competence, health and well-being of the learner;
- a readily accessible range of opportunities for the enjoyment of cultural, creative, sporting and leisure activities;
- entry, foundation, intermediate and advanced level opportunities on a local basis through partnership arrangements; and
- equality of access to specialist 14-19 provision through the city-wide network of learning providers.

### **Universal Services Core Offer**

Our Universal Core offer available to all children and young people is:

- Fully integrated and flexible early education and childcare services for children up to age 14;
- School Places for all learners that meet their individual needs and maximise their potential;
- Family support, including parenting, health and social care providing early intervention and swift referral to more specialist help where appropriate;
- Access to health visiting and school nursing services, providing health information, support and advice for children 0-19 years, at home, at school and in community settings;
- Access to information and support to children and young people to improve their own health, including smoking cessation, alcohol and drug misuse, sexual health, healthy eating and physical activity;
- Increased access to services and activities at home, school, children's centres and in community settings for children with disabilities
- A menu of positive activities for children and young people beyond the school day and year on school and other sites;
- Access to local, age appropriate play, leisure, and recreation opportunities that are freely chosen and done for their own sake;
- Access to informal social education programmes within community settings;
- Access to high quality, comprehensive and independent information, advice and guidance to children, young people and parents, covering all aspects of need, including childcare;
- Access to individual support for all young people to plan and review learning and fulfil their career aspirations

- Outreach to support vulnerable and isolated families and assist them to engage with appropriate community resources;
- Access to support and training to assist families with work readiness and employment issues; and
- Community access to enhanced school, children's centre and other sites

## **Leeds Promises to Looked After Children and Young People**

### *Help You to Stay Safe*

#### *We promise to:*

- Inform you who to contact in an emergency
- Provide you with information and advice on how you can stay safe and trust you to make the right decisions to stay safe

### *Achieving Your Goals*

#### *We promise to:*

- Write your goals in your Care Plan and Personal Education Plan.
- Provide you with support, guidance, information and resources to help you achieve your goals in life.
- Celebrate your successes and achievements.

### *Support in Education and work*

#### *We Promise to:*

- Support you to attend the best school, university, college or training course possible for you as an individual.
- Make sure you have the help and support you need to achieve in education.
- Have a designated teacher in every school to help you and we will make sure you know their name.
- Support you to find a job when you leave school.

### *Involve You in Decisions Which Affect Your Life*

#### *We promise to:*

- Listen to you and try, as far as possible and practical to meet your needs.
- Let you know about decisions and explain things to you in a way which you understand (especially if we cannot do what you would like).
- Encourage you to participate in making decisions and ensure that you have information on how to do this.

### *Review of Your Care Plan or Pathway Plan*

#### *We promise that:*

- You will have an up to date a Care Plan or Pathway Plan that meets your needs and this will be reviewed every six months or, earlier if things change or, you request this.

- If you are over 16 you will have a personal advisor or social worker to work on your Pathway Plan with you.
- Your review meeting will be run by an Independent Reviewing Officer.
- You will be supported to participate in your review meeting and given a copy of your review notes.

### *Placement Choice*

#### *We Promise to:*

- Find a home that suits you and can best meet your needs
- Support you in moving on from care to get the best accommodation that meets your needs

### *Staying Healthy and Leading a Healthy Life Style*

#### *We promise to:*

- Make sure you are registered with a named Doctor, Optician, and Dentist
- Make sure you have access to the nurse for looked after children and young people
- Provide you with information on professional health advice services, e.g. sexual health, substance misuse etc and support you to access these.
- Support and encourage you to enjoy a healthy life style play sports, take part in leisure activities and enjoy a healthy diet.

### *Support Networks*

#### *We promise to:*

- Make sure you will have a named social worker and information on how to make contact.
- Help you to keep in contact with family, friends and other people who are important to you and explain to you the reasons why if this is not allowed.
- Provide you with information on mentoring, budding schemes, and independent visitors to build your confidence and help you to achieve your goals.
- Make sure you know how to get an independent advocate (like the Children's Rights Service) who will listen to you, and support you to get things stopped or changed.

### *Complaints and Advice*

#### *We promise to:*

- Make sure you have all the information you need to make a complaint, take all complaints seriously and deal with them as fairly as possible

**Appendix B**  
**Summary review of progress against 2006 priorities**


This section highlights a selection of successes, ongoing areas for development and learning points from working on the 2006 priorities.

*Reducing obesity and raising activity*






|                       |  |   |
|-----------------------|--|---|
| Successes             | We exceeded our target for raising the proportion of pupils taking part in two or more hours of PE and Sport   | ✓ |
|                       | Over 50,000 pupils took part in the 'Be Healthy Challenge'   | ✓ |
|                       | Leeds was recognised a Beacon area for its best practice in developing Healthy Schools.  | ✓ |
| Areas for development | Increase Weight Management Services and interventions<br>On-going implementation of the Leeds School Meals Strategy<br>Ensure that 95% of schools achieve the National Healthy Schools standard by December 2009<br>Increased community-based obesity prevention interventions | ● |
| What we have learned  | The vital contribution that parenting, emotional well being, physical activity, food, school meals, play, parks, green space and community safety strategies have on the reduction of childhood obesity.   | 💡 |

*Reducing bullying*




|                       |  |   |
|-----------------------|--|---|
| Successes             | The national Tellus3 survey of children and young people showed that Leeds has the lowest levels of bullying in the Yorkshire and Humber region. 43% of Leeds children and young people have been bullied at least once in the last year at school or somewhere else. This is below the national level of 48% and the statistical neighbour median of 49%.   | ✓ |
|                       | Since the start of the Leeds anti-bullying strategy in November 2007, 114 schools have engaged with training, information days and activities. The anti-bullying alliance have reported to the DCSF that the anti-bullying strategy for Leeds is a model of good practice.   | ✓ |
|                       | The Leeds Anti-bullying Ambassador programme currently has 70 Ambassadors from 13 secondary schools. The objective is to meet other Ambassadors from across the city to share good practice. The first group of Ambassadors has been awarded the Diana Anti-bullying Award which is a prestigious national award for outstanding contribution towards tackling bullying. The primary Ambassador programme will be piloted from May 2009. | ✓ |
| Areas for development | We need to improve our understanding of bullying and harassment complementing a broad promotion of anti-bullying messages with more work targeted at hotspots and addressing the underlying causes. A project is underway to improve the recording of bullying and harassment in school. This will provide improved intelligence in schools, localities and across the city.   | ● |

|                      |   |   |
|----------------------|---|---|
| What we have learned | There is greater acceptance of the need to reduce bullying and harassment and of the importance of this to children and young people. The Tellus3 survey highlights that over 7,000 children and young people feel bullied in schools on most days. |  |
|----------------------|---|---|



*Strengthening Safeguarding*

|                       |  |   |
|-----------------------|--|---|
| Successes             | We are improving the proportion of Initial and Core assessments completed to timescale. They were well below national and statistical neighbours comparators and are now broadly in line with benchmarks and continuing to improve   |    |
|                       | Improving the quality of residential homes, the majority of which are now judged good or better.   |    |
|                       | The Local Safeguarding Children Board has made good progress, leading work in key areas such as Safer Recruitment, and managing stronger arrangements for learning and improving safeguarding through Serious Case Reviews.  |    |
| Areas for development | Reducing the need for children to be in care. We need to do this to improve outcomes for children and to reduce the pressures on the Children and Young People's Social care Service to enable it to provide the best care for those who need it. Rapidly removing the inadequate residential home and the judgement on the one Fostering Service.<br>Further strengthening multi-agency and Local Safeguarding Children Board arrangements for audit, assurance and commissioning to promote safeguarding |    |
| What we have learned  | The proportion of children from BME communities subject to safeguarding plans has risen steadily over the period of the plan, raising issues about the effectiveness of preventative services for these groups.  |  |






*Improving secondary school achievement*

|                       |   |   |
|-----------------------|---|---|
| Successes             | Leeds had its best ever GCSE results in 2008 with improvements at all levels. The number of young people getting 5 or more good GCSEs exceeds local targets. The performance of Leeds young people now being almost in line with their peers nationally, from being significantly below their peers three years ago.                                  |  |
|                       | Improved Ofsted inspection results, including two schools now rated as outstanding and a sharp reduction in the number of services below the stage four floor target.   |  |
|                       | We are continuing to transform secondary education through major investment in new and refurbished schools and in the use of information technology. This has been recognised in external awards including Partnership for Schools awards for Innovation in ICT and Best Operational Local Education Partnership for delivering new school buildings. |  |
| Areas for development | Ongoing improvement is needed in secondary attendance with a particular focus on reducing persistent absence. While we have   |   |





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|                      |   |   |
|----------------------|---|---|
|                      | <p>reduced this by 22% over the past 3 years it remains too high with 9% of secondary pupils persistently absent and Leeds levels remaining above national.</p> <p>Not all young people are making the progress expected compared with national expectations. We must focus more on young people at risk of limited or no qualifications and of becoming 'NEET' (not in employment, education or training).</p>                     |  |
| What we have learned | <p>The benefits of collaborative working especially between schools through our school improvement policy.</p> <p>The importance of strong and transformational leadership and of the need for leaders at all levels within schools.</p> <p>The value of differentiated support based on robust information and targeted to need, be it in respect to schools, groups of young people across the city or pupils within schools.</p> |  |

*Promoting respect and reducing anti-social behaviour*

|                       |   |   |
|-----------------------|---|---|
| Successes             | We have exceeded our targets for reducing the number of children who offend and re-offend.  |    |
|                       | We have developed 'Safer Schools Partnerships', with police working closely within five schools in Leeds.   |    |
|                       | We have exceeded targets for engaging at risk young people in positive activities and have greatly developed the range and quality of worthwhile diversionary activities for the young people and communities that need them most.                              |   |
| Areas for development | Reducing the proportion of Looked After Children that enter the Youth Justice System.   |  |
| What we have learned  | <p>The value of preventative approaches that target young people and communities at risk.</p> <p>The benefits of a restorative approach to offending that confronts offenders with the damage they have caused and involves them in redressing the problem.</p> |  |

*Improving outcomes in deprived areas and for children and young people in care*

|                       |   |   |
|-----------------------|---|---|
| Successes             | In 2008 the performance of young people eligible for free school meals improved significantly at GCSE level, narrowing the gap with their peer group. Since 2006 the proportion obtaining no qualifications at this level has halved and the proportion getting 5 or more, good GCSEs has increased by 50%. |  |
|                       | Improved the long term stability of placements for looked after children thereby ensuring a more settled environment in which more looked after children can flourish.  |  |
|                       | The attendance of looked after pupils in primary schools is better than their peer group.   |  |
| Areas for development | <p>A significantly larger proportion of children still need to be in the care of the local authority in Leeds than in comparable authorities.</p> <p>Further improving all outcomes for Looked After Children – in particular around being healthy and staying safe.</p>                                    |  |

|                      |   |   |
|----------------------|---|---|
|                      | Educational outcomes for Looked After remain substantially below that of their peer group and improvements are not consistent nor rates of improvement consistently better than their peers.                                    |   |
| What we have learned | Educational performance continues to reinforce the connection between low incomes and poor results. We are learning more about the common factors involved and the need to target better and personalise more our intervention. |  |

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## Appendix C – Targets

Please note that:

- 1) The following tables outline targets against our immediate priorities for 2009/10. The targets in this section are subject to ongoing review as part of our performance framework. Wherever possible targets have also been included for 2010/11. In a number of cases the targets for 2010/11 are still to be determined as they are subject to a range of further information that is not yet available (for example national data provided by government, or an analysis of the impact of new initiatives). These targets will be updated in future reviews of the plan.
- 2) The indicators which are shaded grey are our top ten indicators
- 3) In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children.
- 4) Indicators that are included in the LSP are highlighted and information provided in brackets as to whether they are locally agreed, partnership agreed or DCSF indicators e.g. (LAA) Local Area Agreement; (PA) Partnership Agreed (PA); (DCSF) Department for Children, Schools and Families.
- 5) Asterisks have been included in the table to show where no comparative information is available. \*\* DCSF and DCLG have not yet released comparative or national data. Comparative data will be included in the CYPP 2009-14 annual review.  
\*\*\* Local indicator, no comparative data available.

Immediate priorities

| Priority  | Measure  | Leeds baseline                        | Comparative /similar Areas data | National      | Target for 2009/10   | Target for 2010/11   |
|---|--|---------------------------------------|---------------------------------|---------------|--|--|
| <b>Improving Outcomes for Looked After Children</b> | Increase KS2 to 4 Contextual Value Added scores for looked after children (percentage point difference between estimated and actual performance for 5 A* -C) | - 9.1 percentage points (07/08 ac yr) | **                              | **            | - 6.8 percentage points (08/09 ac yr)                      | -5.4 percentage points (09/10 ac yr)                       |
|   | Reduce the persistent absence rate for looked after children in secondary schools  | 16.2% (07/08 ac yr)                   | **                              | **            | 15.8% (08/09 ac yr)  | 12.9% (09/10 ac yr)  |
|   | Reduce fixed term exclusions from school for looked after children   | 429.1 per 1,000 pupils (07/08 ac yr)  | **                              | **            | 310 per 1,000 pupils (08/09 ac yr)                         | 190 per 1,000 pupils (09/10 ac yr)                         |
|   | Reduce permanent exclusions from school for looked after children  | 1 exclusion (07/08 ac yr)             | **                              | **            | 0 exclusions (08/09 ac yr)                                 | 0 exclusions (09/10 ac yr)                                 |
|   | NI 99* (DCSF) –Looked after children reaching level 4 in English at KS2  | 44.8% (07/08 ac yr)                   | **                              | 46%           | 56.0% (08/09 ac yr) 36 looked after children <sup>10</sup> | 44.4% (09/10 ac yr) 20 looked after children               |
|   | NI 100* (DCSF)- Looked after children reaching level 4 in maths at KS 2  | 42.6% (07/08 ac yr)                   | **                              | 44%           | 56.0% (08/09 ac yr) 36 looked after children               | 46.7% <sup>11</sup> (09/10 ac yr) 21 looked after children |
|   | NI 101* (DCSF) – Looked after children achieving 5 A* - C GCSEs or equivalent) at KS4 (including maths and English)  | 4.0% (07/08 ac yr )                   | **                              | **            | 17% <sup>12</sup> (08/09 ac yr) 17 looked after children   | 23.9% (09/10 ac yr) 22 looked after children               |
|   | NI 61- Timeliness of placements of looked after children for adoption following an agency decision that the child should be placed for adoption              | 81.4% = 48/59 (07/08)                 | 70% (2007/08)                   | 76% (07/08)   | 85%  | 90%  |
|   | NI 63* (PA) – Stability of placements of looked after children: length of placement  | 70.5% = 389/552 (Dec 07)              | 65.7% (07/08)                   | 66.5% (07/08) | 75%  | 80%  |
|   | NI 66* (PA)- Looked after children cases which were reviewed within required timescale   | 66.3% = 856/1291 (07/08)              | 95% (07/08)                     | 90% (07/08)   | 90%  | 95%  |
|   | Percentage of looked after children who participated in their review   | 81.1% = 870/1073 (07/08)              | 94% (07/08)                     | 91% (07/08)   | 95%  | See footnote below <sup>13</sup>                           |
|   | Percentage of looked after children with up to date health needs assessment  | 72% (07/08)                           | 90% (07/08)                     | 84% (07/08)   | 90%  | See footnote below <sup>14</sup>                           |

<sup>10</sup> The target is lower for 2010/11 than for 2009/10 because the number of pupils in the cohort is very small (only 45 children for 2010 so the difference of each child's estimate affects the aggregate target by more than 2 percentage points. The cohort size varies each year; the 2009 target was set on the basis of 64 children in the cohort. The comment also applies to NI 100.

<sup>11</sup> The figure for this target is lower because comparative cohort sizes are lower

<sup>12</sup> Targets for 2009/10 and 10/11 based on value added predictions of pupils.

<sup>13</sup> Targets to be set once 09/10 result available

<sup>14</sup> Targets to be set once 09/10 result available

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| Priority  | Measure   | Leeds baseline   | Comparative /similar Areas data | National            | Target for 2009/10   | Target for 2010/11   |
|---|---|--|---------------------------------|---------------------|--|--|
| <b>Improving Outcomes for Looked After Children continued...</b>        | Percentage of looked after children with an up to date dental check   | 78% (07/08)  | 84% (07/08)                     | 86% (07/08)         | 90%  | See footnote below <sup>15</sup>   |
|   | NI 58 (PA) - Emotional and behavioural health of looked after children  | New indicator for 08/09                                | New PI for 08/09                | New PI for 08/09    | See footnote below <sup>16</sup>   |  |
| <b>Improving attendance and reducing persistent absence from school</b> | NI 87 <sup>17</sup> *(DCSF) - Secondary school 'Persistent Absence' rate (>20% absence)   | 7.9% (07/08 ac yr)                                     | 6.04% (07/08 ac yr)             | 5.6% (07/08 ac yr)  | 7.7% (08/09 ac yr) 125 fewer pupils than baseline                          | 6.3%. (09/10 ac yr) 692 fewer pupils than baseline   |
|   | Overall attendance in secondary schools   | 91.7% (07/08 ac yr)                                    | ***                             | ***                 | 92.5% (08/09 ac yr) 50,000 extra school days from baseline, 1.25 per pupil | 92.9% to be confirmed (09/10 ac yr) 75,000 extra school days from baseline, 1.25 per pupil |
| <b>Improving early learning and primary outcomes in deprived areas</b>  | NI 92 <sup>18</sup> * (DCSF)- The gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and their peers (also in the basket of poverty indicators) | 39.7% (07/08 ac yr)                                    | 34% (07/08 ac yr)               | 35.6% (07/08 ac yr) | 30% (08/09 ac yr)  | 31.4% (09/10 ac yr) <sup>19</sup>  |
|   | NI 76 <sup>20</sup> - Reduction in number of schools where fewer than 55% of pupils achieve level 4 or above in both English and maths at KS2                                 | 28 Schools (07/08 ac yr)                               | Not applicable                  | Not applicable      | 11 (08/09 ac yr)   | 15 (09/10 ac yr) <sup>21</sup>   |
|   | NI 102a <sup>22</sup> - The proportion of children eligible for Free School Meals achieving Level 4 in English and maths at KS2 (also in the basket of poverty indicators)    | 24.6 percentage points KS2 (07/08 ac yr) (provisional) | **                              | **                  | 24.0 percentage points KS2 (08/09 ac yr)                                   | 22.8 percentage points KS2 (09/10 ac yr)   |
|   | NI 72 (DCSF) – Early Years EYFS (Early Years Foundation Stage) – to increase achievement for all children age 5   | 47.2% (07/08 ac yr)                                    | 49% (07/08 ac yr)               | 49% (07/08 ac yr)   | 53% (08/09 ac yr) 613 more pupils than baseline                            | 56% (09/10 ac yr) 856 more pupils than baseline  |
|   | NI 73 (DCSF) - Key stage 2 – to increase the proportion achieving level 4+ in both English and Maths  | 72% (07.08 ac yr)                                      | **                              | 73% (07/08 ac yr)   | 77% (08/09 ac yr) 329 more pupils than baseline                            | 77% (09/10 ac yr) 304 more pupils than baseline <sup>23</sup>                              |

<sup>15</sup> Targets to be set once 09/10 results become available

<sup>16</sup> Targets to be set once baseline results become available

<sup>17</sup> Persistent absence is calculated as a percentage of enrolments not pupils – i.e. pupils count more than once in the denominator if they change schools in the same academic year.

<sup>18</sup> PI measures the gap in scores between groups of children, not numbers of children achieving a certain level therefore the percentage result cannot be converted into a number of children.

<sup>19</sup> The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

<sup>20</sup> This indicator involves a count of schools.

<sup>21</sup> The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

<sup>22</sup> PI measures the gap in scores between groups of children, not numbers on individual children achieving a certain level.

<sup>23</sup> Smaller cohort than baseline year.

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| Priority  | Measure  | Leeds Baseline   | Comparative similar Areas data | National                        | Target for 2009/10                                      | Target for 2010/11                                       |
|---|--|--|--------------------------------|---------------------------------|---|--|
| <b>Improving early learning and primary outcomes in deprived areas continued...</b> | NI 93 (DCSF) -Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in English                                  | 84.4% (07/08 ac yr provisional)                                | **                             | **                              | 87% (08/09 ac yr) 128 more pupils than baseline         | 89% (09/10 ac yr) 258 more pupils than baseline          |
|   | NI 94 (DCSF) - Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in Maths                                   | 78.2% (07/08 ac yr provisional)                                | **                             | **                              | 85% (08/09 ac yr) 465 more pupils than baseline         | 88% (09/10 ac yr) 674 more pupils than baseline          |
| <b>Providing places to go, things to do</b>   | Number of Breezecard holders   | 104,000  | ***                            | ***                             | 116,000   | 128,000  |
|   | Number of positive activities in which Breezecard holders participate  | 69,991   | ***                            | ***                             | 500,000 <sup>24</sup>                                   | Target to be determined March 2010 see footnote below    |
|   | Number of children and young people involved in positive activities through the Targeted Activity Programme (TAP)                            | 3,826  | ***                            | ***                             | 3,000 <sup>25</sup>                                     | See footnote 25 below                                    |
|   | NI 110* <sup>26</sup> (PA) Young people's participation in positive activities   | 65.9% (2008)   | 67.3% (07/08)                  | 69.5% (national median) (07/08) | 70% by 2011   | 70% by 2011  |
|   | NI 57* (LAA) – Children and young people's participation in sporting opportunities   | 74% (07/08 ac yr)  | **                             | 78% (07/08 ac yr)               | Target not applicable in 08/09 ac yr <sup>27</sup>      | 76% (09/10 ac yr) 2088 more pupils than baseline         |
| <b>Raising the proportion of young people in education or work</b>                  | NI 117*(LAA) - The proportion of young people aged 16-18 Not in Education, Employment or Training (also in the basket of poverty indicators) | 9.1% = approx 2000 young people (Nov, Dec & Jan 06/07 average) | **                             | **                              | 7.8%  | 6.8%   |
|   | NI 45 - Young offenders' engagement in suitable education, employment or training  | 68.2% 1,209 young people (07/08)                               | 70.7%                          | 72.7%                           | 77% (To be approved by YJB by June)                     | 78.0%  |
|   | NI 79* (LAA) -Achievement of a level 2 qualification by the age of 19  | 65% (06/07 ac yr)  | 70.1%                          | 76.7%                           | 71.8% (08/09 ac yr) 594 more young people than baseline | 75.2% (09/10 ac yr) 1134 more young people than baseline |

<sup>24</sup> The remit of this indicator has been widened to incorporate information from Breeze, leisure centres, sports development and libraries. The target for 2009/10 has been set to take into account that from April 2009 leisure centres are offering free casual swims to all young people with a Breezecard, therefore actively encouraging sign-up of Breezecard to everyone attending these sessions. Until the impact of the free swims is known, a target for 2011 cannot be set.

<sup>25</sup> The target is set below the 08/09 result because some projects that received funding in 08/09 have not received funding in 09/10. This will impact on the number of children involved in positive activities. The funding available for 10/11 is not yet known therefore a target cannot be set.

<sup>26</sup> NI 110, 69, and 57 - this indicator is calculated from a sample. The sample size changes each year and we do not know how many children and young people will complete the survey

<sup>27</sup> NI 57 has been subject to significant delays in agreeing a measurable definition. An interim measure was agreed in early 2009 arriving to late to set a target for 2009. There are potential risks associated with the difference between the original intent of this indicator and the more limited focus in how it will no be measured.

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| Priority   | Measure  | Leeds Baseline   | Comparative similar Areas data | National      | Target for 2009/10  | Target for 2010/11                                    |
|--|--|--|--------------------------------|---------------|---|---|
| <b>Raising the proportion of young people in education or work</b> | NI 80* (PA) - Achievement of Level 3 qualifications by the age of 19   | 41% (06/07 ac yr)                                      | 43.7%                          | 49.8%         | 47% (08/09 ac year) 530 more young people than baseline                               | 49% (09/10 ac yr) 862 more young people than baseline |
|  | NI 148 (PA) - Care leavers in education, employment or training  | 70.8% = 85 young people (07/08)                        | 67.7% (07/08)                  | 64.9% (07/08) | 81.70%  | 86.80%  |
| <b>Reducing child poverty</b>                                      | NI 116 - Proportion of children in poverty <sup>28</sup>   | See footnote   | See footnote                   | See footnote  | See footnote below  | See footnote below                                    |
|  | NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods                                     | 30.4% (2007)   | **                             | **            | 27.7%   | 26.6%   |
|  | NI 187a - Tackling fuel poverty - % of people receiving income based benefits living in homes with low energy efficiency rating      | 7.90% (07/08)  | **                             | **            | 5.85%   | 4.89%   |
|  | NI 187b - Tackling fuel poverty - % of people receiving income based benefits living in homes with high energy efficiency rating     | 34.59% (07/08) (SAP>=65)                               | **                             | **            | 38.12%  | 38.85%  |
|  | LSP-TP1E- Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts). | 6,700 (Jan - Dec 2007)                                 | ***                            | ***           | 3,500   | 3,000   |
|  | NI 102b) - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at KS4         | 32.7 percentage points KS4 (07/08 ac yr) (provisional) | **                             | **            | 28 percentage points (08/09 ac yr)  | 24 percentage points (09/10 ac yr)                    |
|  | NI 118 – Take up of formal childcare by low-income working families  | 19.9% (06/07)  | **                             | **            | Target to be determined once 08/09 data available please see note below <sup>29</sup> |   |
|  | NI 158- Percentage of non decent council homes   | 18.5% (08/09)  | **                             | **            | 10%   | 5%  |
| <b>Reducing teenage conception</b>                                 | NI 112 - Under 18 conception rate (in the six wards with highest rates) (also in the basket of poverty indicators)                   | 50.4 (1998) = 641 women                                | 49 (2007)                      | 41.7 (2007)   | 42.7  | See footnote below <sup>30</sup>                      |
| <b>Reducing the need for children to be in care</b>                | LSP-HW2b(i)* (PA) - Number of Looked After Children per 10,000 population of young people  | 83.8 (07/08)   | ***                            | ***           | 67.5  | 59.3  |

<sup>28</sup> Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission.

<sup>29</sup> Data to be provided by HM Revenues and Customs

<sup>30</sup> The 2010/11 target is under discussion with Government Office.

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| Priority                           | Measure   | Leeds Baseline           | Comparative similar Areas data | National            | Target for 2009/10                                   | Target for 2010/11                                   |
|------------------------------------|---|--------------------------|--------------------------------|---------------------|--|--|
| <b>Strengthening safeguarding</b>  | NI 59 - The proportion of Initial Assessments undertaken with 7 days  | 79.9% (08/09)            | 75.8%                          | 70.7%               | 85%  | 87%  |
|                                    | NI 60 – The percentage of core assessments that were completed within 35 working days of their commencement   | 77.4% (08/09)            | 81%                            | 80%                 | 84%  | 85%  |
|                                    | OfSTED judgement on the quality of Leeds Fostering Service  | Inadequate               | **                             | **                  | Adequate   | Good   |
|                                    | OfSTED judgement on the quality of Leeds Private Fostering  | Inadequate               | **                             | **                  | Adequate   | Good   |
|                                    | The proportion of residential homes judged by OfSTED to be good or better   | 66%                      | **                             | **                  | 100%   | 100%   |
| <b>Enabling Integrated working</b> | NI 88 - Percentage of schools providing access to extended services   | 42% (06/07)              | 74%                            | 70%                 | 85% (Sep 2009)<br>224 schools                        | 100% (Sep 2010)<br>264 schools                       |
| <b>Other</b>                       | NI 69* (LAA) - Children who have experienced bullying   | 43.3% (07/08 ac yr)      | 48.9% (07/08 ac yr)            | 48.0% (07/08 ac yr) | No survey in 08/09 ac yr                             | 38.7% (09/10 ac yr)                                  |
|                                    | NI 75 (DCSF - Key stage 4 – to increase proportion achieving 5 A* - C grades at GCSE and equivalent including GCSE English and Maths                                    | 42.1% (06/07 ac yr)      | 47.6% (07/08 ac yr)            | 47.6% (07/08 ac yr) | 51.6% (08/09 ac yr)<br>392 more pupils than baseline | 56.9% (09/10 ac yr)<br>772 more pupils than baseline |
|                                    | NI 78 (LAA) - Reduction in number of schools where fewer than 30% of pupils achieve 5 or more A* - C grades at GCSE and equivalent including GCSEs in English and Maths | 13 schools (06/07 ac yr) | 20.7%                          | 14.5%               | 2 schools (08/09 ac yr)                              | 1 school (09/10 ac yr)                               |
|                                    | NI 53a – Prevalence of breastfeeding at 6-8 weeks from birth  | 41% (08/09)              | New PI for 08/09               | New PI for 08/09    | 42%  | 44%  |
|                                    | NI 53b – Coverage of breastfeeding at 6-8 weeks from birth  | 89% (08/09)              | New PI for 08/09               | New PI for 08/09    | 90.2%  | 95%  |

## Appendix D – Priority Action Plans

### Improving Outcomes

#### Priority 1 – Improving outcomes for Looked After Children

##### Introduction

Improving the outcomes for Looked After Children has been highlighted as a key issue in recent evaluations and through the Joint Area Review. There has been significant additional investment committed by the PCT, via the Children Leeds Innovations Fund and the secondment of an Education Leeds head teacher to the Leeds virtual school has added significant leadership and management capacity and has provided a champion for improvements in care, well-being and educational progress and facilitated improvements in the rigour of information and data. The virtual school has raised expectations and developed a more strategic approach to improving outcomes. We are prioritising continued improvements in standards, attendance and behaviour. Rates of fixed-term exclusion are much higher for LAC, attendance declines with age from Year 8 until Year 11 when attendance rates fall to less than 82%. Young people are significantly underachieving at foundation stage, at ages 11, 14 and 16. Over 20 % of Looked After Children are unemployed after year 11.

##### Targets

| Ref        | Target   | Baseline <sup>31</sup>  | 09/10 <sup>32</sup>  | 10/11  |
|------------|--|---|--|--|
|            | <b>Education</b>   |   |  |  |
| <b>1.a</b> | Increase Key Stage 2 to 4 Contextual Value Added scores for looked after children (% point difference between estimated and actual performance for 5 A*-C) | -9.1 percentage points<br>(07/08 ac yr)   | -6.8 percentage points<br>(08/09 ac yr)  | -5.4 percentage points<br>(09/10 ac yr)  |
| <b>1.b</b> | Reduce persistent absence rate for looked after children in secondary schools  | 16.2%<br>(07/08 ac yr)  | 15.8%<br>(08/09 ac yr)   | 12.9%<br>(09/10 ac yr)   |
| <b>1.c</b> | Reduce exclusions from school for looked after children<br>a) fixed term<br><br>b) permanent   | a) 429.1 per 1,000 pupils<br>(07/08 ac yr)<br><br>b) 1 exclusion<br>(07/08 ac yr) | a) 310 per 1,000 pupils<br>(08/09 ac yr)<br><br>b) 0 exclusions<br>(08/09 ac yr) | a) 190 per 1,000 pupils<br>(09/10 ac yr)<br><br>b) 0 exclusions<br>(09/10 ac yr) |

<sup>31</sup> Based on 2007/08 academic year for OC2 cohort

<sup>32</sup> All provisional pending further discussion and agreement

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

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| Ref  | Target  | Baseline <sup>33</sup>                | 09/10  | 10/11  |
|--|---|---------------------------------------|--|--|
| 1.d  | NI 99 -Looked after children reaching level 4 in English at Key Stage 2   | 44.8%<br>(07/08 ac yr provisional)    | 56.0%<br>(2008/09 ac yr)<br>(36 looked after children) | 44.4%<br>(2009/10 ac yr) <sup>34</sup><br>(20 looked after children) |
| 1.e  | NI100 - Looked after children reaching level 4 in maths at key stage 2  | 42.6%<br>(07/08 ac yr provisional)    | 56.0%<br>(2008/09 ac yr) 36 looked after children      | 46.7%<br>(2009/10 ac yr) <sup>35</sup> 21 looked after children      |
| 1.f  | NI101 - Looked after children achieving 5 A* - C GCSEs or equivalent) at key stage 4 (including maths and English)                              | 4.0%<br>(07/08 ac yr provisional)     | 17%<br>(2008/09 ac yr)                                 | 23.9% <sup>36</sup><br>(2009/10 ac yr)                               |
| 1.g  | NI 148 - Care leavers in education, employment or training  | 70.8% = 85 young people (07/08)       | 81.70%   | 86.80%   |
| <b>Children and Young People's Social Care</b> |   |                                       |  |  |
| 1.h  | NI 61 -Timeliness of placements of looked after children for adoption following an agency decision that the child should be placed for adoption | 81.4%<br>(07/08)                      | 85%  | 90%  |
| 1.i  | NI 63 - Stability of placements of looked after children: length of placement   | 70.5%<br>(Dec 07)                     | 75%  | 80%  |
| 1.j  | NI 66 - Looked after children cases which were reviewed within required timescale   | 66.3%<br>(07/08)                      | 90%  | 95%  |
| 1.k  | Percentage of looked after children who participated in their review  | 81.1%<br>(07/08)                      | 95%  | See footnote below <sup>37</sup>                                     |
| <b>Health</b>                                  |   |                                       |  |  |
| 1.l  | Percentage of looked after children with up to date health needs assessment   | 72%<br>(07/08)                        | 90%  | See footnote below <sup>38</sup>                                     |
| 1.m  | Percentage of looked after children with an up to date dental check   | 78%<br>(07/08)                        | 90%  | See footnote below <sup>39</sup>                                     |
| 1.n  | NI 58 - Emotional and behavioural health of looked after children   | New indicator for 08/09 <sup>40</sup> | See footnote 40 below                                  | See footnote 40 below  |

<sup>33</sup> Based on 2007/08 academic year for OC2 cohort

<sup>34</sup> The figure for this target is lower because comparative cohort sizes are lower

<sup>35</sup> The figure for this target is lower because comparative cohort sizes are lower

<sup>36</sup> Targets for 2009/10 and 20/11 based on value added predictions of pupils.

<sup>37</sup> Targets to be set once 09/10 results available

<sup>38</sup> Targets to be set once 09/10 results available

<sup>39</sup> Targets to be set once 09/10 results available

<sup>40</sup> Targets to be set once baseline result becomes available.

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people



**Actions**

| <b>Ref</b> | <b>Action</b>  | <b>Lead Officer</b>  | <b>Milestone</b>   | <b>Timescales</b> |
|------------|--|--|--|-------------------|
| <b>1.1</b> | Work with individual designated teachers to regularly assess progress of individual Looked After Children against targets and address the key barriers to their further educational improvement.   | Head teacher for the Extended School for Looked After Children   | Bi-annual summary of progress against target and annual (Autumn) exam result analysis.   | From Sept 2009    |
| <b>1.2</b> | Provide a personalised intervention programme for Looked After Children which builds on existing successes (e.g. mentoring; Attendance Improvement Officer and Connexions PA support; accredited holiday learning programmes; 1-to-1 tuition to looked after children; therapeutic support to child and carer using an MTFC model – see below) | Head teacher for the Extended School for Looked After Children   | Personalised intervention programme for Looked After Children in place.  | April 2009        |
| <b>1.3</b> | Build capacity to deliver quality outcomes for Looked After Children through a network of designated teachers with appropriate job descriptions and suitable professional development opportunities.   | Head teacher for the Extended School for Looked After Children   | Completed first round of individual needs assessment with designated teachers and planned CPD in partnership with ISPS.  | Easter 2009       |
| <b>1.4</b> | Review and remodel the social care workforce to create interdisciplinary teams dedicated to providing the best support for carers; and placement stability, progression to ETE and care leaving services to Looked After Children.   | Chief Officer of Children and Young People's Social Care         | Remodel the existing social care organisation to create a 'shadow structure' for specialist Looked After Children support.   | 2010-2011         |
| <b>1.5</b> | Remodel Child and Adolescent Mental Health Service support for Looked After Children to provide a range of flexible interventions including the Multi-Treatment Foster Care (MTFC) model of support for children and young people facing the greatest challenges.  | Head of Child and Adolescent Mental Health Service Commissioning | Utilise experience gained from the MST pilot to create a 'shadow structure' that includes MTFC teams(s).   | 2010-2011         |
| <b>1.6</b> | Establish binding links between LILS and shadow structures in 1.4 and 1.3 to bring together the work of Behavioural, Emotional and Social Difficulties and Inclusion specialist with that of the Looked After Children teams.  | Deputy Chief Executive of Education Leeds                        | Phase the implementation of the Looked After Children Service shadow structure with the implementation of LILS strands 2 & 3.  | 2010-2011         |
| <b>1.7</b> | Carry through the Placement Strategy and invest in specialist and intensively supported foster care placements. Remaining residential placements will be supported by multi-agency teams including educational and health professionals.   | Head of Operations for C&YPSC                                    | Clear implementation plan for the reduction of residential care placements and 'shadow structure' for the staffing and resourcing of the residential places that will remain | 2010-2011         |

Actions Continued...

| Ref  | Action   | Lead Officer   | Milestone  | Timescales |
|------|--|--|--|------------|
| 1.8  | Remodel the fostering and residential services and link developments to the broader organisational change within social care so that social worker support for Looked After Children; fostering service support for carers and the work of residential workers is better integrated. | Head of Operations f or C&YPSC   | 'Shadow' structure for Looked After Children support   | 2010-2011  |
| 1.9  | Establish binding links between the expanded Looked After Children Health Team and the Looked After Children Support Teams   | Head teacher for the Extended School for Looked After Children               | Remodel the existing social care organisation to create a 'shadow structure' for specialist Looked After Children support. | 2010-2011  |
| 1.10 | Continue increased investment in Looked After Children Health Team.  | Director of Commissioning and Planning for Children's and Maternity Services | See 1.7 above  | 2010-2011  |
| 1.11 | Share electronic information and data between social care and health professionals to ensure Looked After Children receive the service defined for them and carers are more closely involved in supporting their health and wellbeing.   | Children and Young People's Social Care and PCT                              | See 1.7 above  | 2010-2011  |

**Priority 2 – Improving attendance and reducing persistent absence from school**

**Introduction**

Improving attendance is a key priority for the city because attendance in school is vital not just to ensure success in learning but also to reduce risk and ensure children and young people are in a safe, supportive environment. Poor attendance can be a key sign of disengagement and young people that are not in school are more likely to become involved in activities that put themselves or others at risk. For example, we know that a third of persistent absentees will eventually become young offenders. Whilst the city has made some important progress in recent years, and our strategy has been praised, attendance continues to be a significant challenge, particularly for some learners, schools and communities. In particular Leeds has relatively high rates of 'persistent absence' – those learners who miss over 20% of their education. Some learners – e.g. those eligible for Free School Meals or Looked After Children are more likely to become persistent absentees.

**Targets**

| Ref | Target   | Baseline                 | 09/10   | 10/11   |
|-----|--|--------------------------|---|---|
| 2.a | NI 87- Persistent absence in secondary schools | 7.9%<br>(2007/08 ac yr)  | 7.7%<br>(08/09 ac yr)<br>125 fewer pupils than baseline                           | 6.3%<br>(09/10 ac yr)<br>692 fewer pupils than baseline   |
| 2.b | Overall attendance in secondary schools        | 91.7%<br>(2007/08 ac yr) | 92.5%<br>(08/09 ac yr)<br>50,000 extra schools days from baseline, 1.25 per pupil | 92.9% (to be confirmed)<br>(09/10 ac yr)<br>75,000 extra schools days from baseline, 1.25 per pupil |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

**Actions**

| Ref | Action  | Lead Officer   | Milestone   | Timescales                         |
|-----|---|--|---|------------------------------------|
| 2.1 | Agree and implement a citywide Children's Services Attendance Strategy and related action plans   | Director of Integrated Children's Services (Education Leeds) | a) Plan agreed<br>b) Good progress with implementation  | a) September 2009<br>b) March 2010 |
| 2.2 | Secure commitment and engagement of other services in implementation of Children's Services Attendance Strategy   | Director of Integrated Children's Services (Education Leeds) | Partnership engagement secured including identification of attendance champions in each service | December 2009                      |
| 2.3 | Agree Integrated Youth Support Service's contribution to the Children's Services Attendance Strategy and develop more holistic tailored support for young people at risk in partnership with the Attendance Strategy Team | Director of Integrated Children's Services (Education Leeds) | Publication of new strategy highlights an integrated approach                                   | September 2009                     |

**Actions Continued...**

| <b>Ref</b> | <b>Action</b>  | <b>Lead Officer</b>  | <b>Milestone</b>  | <b>Timescales</b>                           |
|------------|--|--|---|---|
| <b>2.4</b> | Provide support and challenge to targeted schools with high rates of persistent absence  | Director of Integrated Children's Services (Education Leeds) | Schools meet their agreed targets.  | March 2010 (end of academic year 09/10)     |
| <b>2.5</b> | To build on the success of Attendance Champions Initiatives: <ul style="list-style-type: none"> <li>• Re-engage with the Rhino's (secondary) through the SpEEEd framework</li> <li>• Reach for the Stars (primary focus).</li> </ul> | Director of Integrated Children's Services (Education Leeds) | a) To secure funding for continuation and extension for successful initiatives.<br>b) Attendance Champions initiatives in place and operating for 2009-10 academic year | a) June 2009<br>b) September 2009           |
| <b>2.6</b> | Target support, monitoring, challenge and intervention to groups of vulnerable pupils who are over-represented in the persistent absence cohorts or at risk of becoming Children Missing Education                                   | Director of Integrated Children's Services (Education Leeds) | a) Evaluate impact of targeted support<br>b) Review Child Missing Education strategy<br>c) Track number of Child Missing Education cases resolved                       | a) Termly<br>b) March 2010<br>c) March 2010 |
| <b>2.7</b> | Improve availability and use of attendance data by partners at both city and local levels  | Director of Integrated Children's Services (Education Leeds) | Establish expectations for 2009-10 academic year  | September 2009                              |
| <b>2.8</b> | Produce publicity materials to promote the benefits of good attendance to schools, parents, pupils and other agencies through a variety of media   | Director of Integrated Children's Services (Education Leeds) | Publications Available  | October 2009                                |
| <b>2.9</b> | Develop more targeted and tailored curricula options for learners at risk of persistent absence  | Director of Integrated Children's Services (Education Leeds) | Evaluation of existing projects   | September 2009                              |

### Priority 3 – Improving early learning and primary outcomes in deprived areas

#### Introduction

Raising the achievement of all children in the Early Years Foundation Stage will give them the best start in their learning. We know that an achievement gap opens before a child is two for children from disadvantaged localities and families living in poverty. Focusing our work to narrow the gap between the highest and lowest achieving young learners will support their later attainment in school and long term economic wellbeing and inclusion.

Similarly, primary school is a vital stage of a child's learning. We know that children who leave primary school without the required skills and knowledge are at much greater risk of discouragement, disengagement, and poor outcomes in secondary school and later life. Whilst primary schools in Leeds are generally good and outcomes in line with the national average, improvement has been limited in recent years so there is a need for renewed focus, particularly for those schools in more deprived areas that face particular challenges.

#### Targets

| Ref | Target   | Baseline                                  | 09/10   | 10/11  |
|-----|--|---|---|--|
| 3.a | NI 92 -Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest   | 39.7 % points (07/08 ac yr)               | 30 % points (08/09 ac yr)                       | 31.4% points (09/10 ac yr) <sup>41</sup>   |
| 3.b | NI 76 - Reduction in no. of schools where fewer than 55% of pupils achieve level 4 or above in both English and maths at KS2   | 28 Schools (07/08 ac yr)                  | 11 (08/09 ac yr)                                | 15 (09/10 ac yr) <sup>42</sup>   |
| 3.c | NI 102a <sup>43</sup> - The proportion of children eligible for Free School Meals achieving Level 4 in English and maths at KS2 (also in the basket of poverty indicators) | 24.6 % points (07/08 ac yr) (provisional) | 24 percentage points (08/09 ac yr)              | 22.8 % points (09/10 ac yr) = an additional 117 Free School Meal entitled children achieving level 4 from baseline |
| 3.d | NI 72 (DCSF) – Early Years EYFS – to increase achievement for all children age 5   | 47.2% (07/08 ac yr)                       | 53% (08/09 ac yr) 613 more pupils than baseline | 56% (09/10 ac yr) 856 more pupils than baseline  |
| 3.e | NI 73 (DCSF) - Key stage 2 – to increase the proportion achieving level 4+ in both English and Maths   | 72% (07.08 ac yr)                         | 77% (08/09 ac yr) 329 more pupils than baseline | 77% (09/10 ac yr) 304 more pupils than baseline <sup>44</sup>  |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

<sup>41</sup> The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

<sup>42</sup> The target for 09/10 relates to academic year 08/09 and was set in Autumn 2007. Over the last year schools have gained a better understanding of what changes are needed to shift to the required level of performance and have set the 10/11 target to be more realistic in light of this information. The 10/11 target is on the right trajectory to meet the floor target of 19 schools by 2011.

<sup>43</sup> PI measures the gap in scores between groups of children, not numbers on individual children achieving a certain level.

<sup>44</sup> Smaller cohort than baseline year.

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| <b>Ref</b> | <b>Target</b>   | <b>Baseline</b>                 | <b>09/10</b>                                    | <b>10/11</b>                                    |
|------------|---|---------------------------------|---|---|
| <b>3.f</b> | NI 93 (DCSF) -Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in English | 84.4% (07/08 ac yr provisional) | 87% (08/09 ac yr) 128 more pupils than baseline | 89% (09/10 ac yr) 258 more pupils than baseline |
| <b>3.g</b> | NI 94 (DCSF) - Key stage 1-2 – to improve the proportion progressing 2 national curriculum levels in Maths  | 78.2% (07/08 ac yr provisional) | 85% (08/09 ac yr) 465 more pupils than baseline | 88% (09/10 ac yr) 674 more pupils than baseline |

**Actions**

| <b>Ref</b> | <b>Action</b>   | <b>Lead Officer</b>                                      | <b>Milestone</b>  | <b>Timescales</b>  |
|------------|---|--|---|--|
| <b>3.1</b> | Establish an Early Years Outcome Duty Board   | Director of School Improvement (Education Leeds)         | Project Brief and Action Plan in place  | Established  |
| <b>3.2</b> | Recruit five Early Years Consultants  | Chief Officer for Early Years and IYSS (Education Leeds) | Consultants in post   | June – Sept 2009   |
| <b>3.3</b> | Develop focused learning programmes in schools in localities of greatest disadvantage or not meeting EYFS targets               | Director of School Improvement (Education Leeds)         | Planned programme of interventions offered  | Establish October 2009 for delivery over 2009-10 academic year |
| <b>3.4</b> | Embed robust Foundation Stage moderation and support to schools experiencing difficulties with the assessment of young learners | Director of School Improvement (Education Leeds)         | Moderation to all schools with no or low numbers of children making good progress                                   | April – May 2009   |
| <b>3.5</b> | Deliver the 'Two Year Old' pilot  | Chief Officer for Early Years and IYSS (Education Leeds) | 750 two year olds at risk of social exclusion accessing free early learning   | March 2010   |
| <b>3.6</b> | Implement a range of BME focused learning programmes  | Director of School Improvement (Education Leeds)         | BME cohorts meet their individual and group targets.  | Academic year 2009-10  |
| <b>3.7</b> | Improve the quality of school buildings through the Primary Capital Programme   | Director of School Improvement (Education Leeds)         | All programmes on track.  | March 2010   |
| <b>3.8</b> | Implement the Primary Leadership Programme  | Director of School Improvement (Education Leeds)         | All primary schools inspected by OfSTED show satisfactory leadership with 70% having good or better good leadership | Academic year 2009-10  |

**Actions Continued...**

| <b>Ref</b>  | <b>Action</b>   | <b>Lead Officer</b>                              | <b>Milestone</b>                                | <b>Timescales</b>     |
|-------------|---|--|---|-----------------------|
| <b>3.9</b>  | Improve support for vulnerable pupils and families through the mentoring and STEPS programmes.                                      | Director of School Improvement (Education Leeds) | Targets for mentoring and STEPs programmes met. | March 2010            |
| <b>3.10</b> | Improve support for vulnerable schools through the Intensive Support Programme (ISP) and stronger peer partnerships between schools | Director of School Improvement (Education Leeds) | ISP schools all meet school level targets.      | Academic year 2009-10 |

DRAFT

**Priority 4 – Providing places to go and things to do**

|   |
|---|
| <b>Introduction</b>   |
| Young people consulted about the CYPP identified this as their number one priority. Delivery is underpinned by the Breeze Card and by multi agency commitments. The Breeze Youth Promise is in place for April 2009 as a platform for addressing this priority. |

**Targets**

| Ref        | Target  | Baseline          | 09/10  | 10/11  |
|------------|---|-------------------|--|--|
| <b>4.a</b> | Number of Breeze Card holders   | 104,000           | 116,000  | 128,000  |
| <b>4.b</b> | Number of positive activities in which Breeze Card holders participate  | 69,991            | 500,000 <sup>45</sup>                              | Target to be determined March <sup>46</sup> 2010 - see footnote 46 below |
| <b>4.c</b> | Number of children and young people involved in positive activities through the Targeted Activity Programme (TAP) | 3,826             | 3000   | See footnote below <sup>47</sup>   |
| <b>4.d</b> | NI 110 - Young people's participation in positive activities  | 65.9%             | 70% by 2011  | 70% by 2011  |
| <b>4.e</b> | NI 57 -Children and young people's participation in sporting opportunities  | 74% (07/08 ac yr) | Target not applicable in 08/09 ac yr <sup>48</sup> | 76% (09/10 ac yr) 2088 more pupils than in baseline                      |

**Actions**

| Ref        | Action  | Lead Officer                              | Milestone   | Timescale                       |
|------------|---|---|---|---------------------------------|
| <b>4.1</b> | To monitor and improve access to positive activities by promoting the delivery of Breeze events to areas with little provision and low Breeze Card take-up. | Out of School Activities Manager          | Breeze events to be held in areas with low Breeze activity take up.                   | Autumn 2009 and yearly increase |
| <b>4.2</b> | To increase access to the arts and culture for all young people   | Chief Officer Libraries Arts and Heritage | New find your talent team set up to deliver increased access to the arts and culture. | May 2009                        |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people

<sup>45</sup> The remit of this indicator has been widened to incorporate information from Breeze, leisure centres, sports development and libraries. The target for 2009/10 has been set to take into account that from April 2009 leisure centres are offering free casual swims to all young people with a Breezecard, therefore actively encouraging sign-up of Breezecard to everyone attending these sessions.

<sup>46</sup> See footnote 45. Until the impact of free casual swims is known a target for 2010/11 cannot be set.

<sup>47</sup> The target is set below the 08/09 result because some projects that received funding in 08/09 have not received funding in 09/10. This will impact on the number of children involved in positive activities. The funding available for 10/11 is not yet known therefore a target cannot be set

<sup>48</sup> National indicator NI57 has been set subject to significant national delays in agreeing a measurable definition. An interim measure was agreed in early 2009 arriving too late to set a target for 2009. There are potential risk associated with the difference between the original intent of the indicator and the more limited focus reflected in how it is now measured.



Actions Continued...

| Ref  | Action   | Lead Officer  | Milestone   | Timescale  |
|------|--|---|---|--|
| 4.3  | To increase the availability and take-up of positive activity opportunities at the weekend across the city.  | Principal Youth Officer                                     | Establishment and operation of the "Friday Night" initiative. Inclusion of Friday night youth work provision within Youth Service programmes<br>Continuation of the Bang Bang Project | March 2010   |
| 4.4  | To develop a bespoke arts space for young people in the centre of Leeds to be available 7 days a week  | Chief Officer Libraries Arts and Heritage – to be confirmed | Partially open<br>Fully open  | Nov 2009.<br>Nov 2011  |
| 4.5  | To increase the number of Positive Activities for Young Children and Positive Activities for Young Children PLUS targeted projects delivering in geographic hot spots to reduce the negative impact of gang culture and improve weapons awareness. | Out of School Activities Manager                            |   | April 2010   |
| 4.6  | To develop and broaden the information presented on the Breeze Web Site to make it more attractive and engaging to young people.   | Development and Communications Officer, Breeze              | Re-launch of the Breeze Website ensuring it is more engaging and attractive   | May 2009   |
| 4.7  | To form a Sports Partnership to promote physical activity and offer a city wide delivery of sports based accredited learning.  | Out of School Activities Manager                            | SPeED team is in place and has begun to review the provision of existing activities   | Sept 2009  |
| 4.8  | To develop 22 outdoor play areas across the city   | Chief Officer Early Years and IYSS                          | 11 play areas developed<br><br>A further 11 play areas developed  | April 2010<br><br>April 2011                                       |
| 4.9  | To develop a state of the art Youth Hub Centre in South Leeds and continue to develop the Youth Hub Centre Strategy.   | Head of IYSS  | Project management arrangements operating during 2009/10<br><br>Proposals for a city centre hub centre in conjunction with other agencies   | South Leeds Centre fully open by Nov 2010 and others by March 2014 |
| 4.10 | To increase access and take-up of positive activities in areas with fewer resources by increasing mobile provision.  | Principle Youth Officer                                     | Introduction of five new mobile units to add to existing units  | Spring 2009  |

**Priority 5 – Raising the proportion of young people in education or work**

|   |
|---|
| <b>Introduction</b>   |
| This priority is critical to maximising the ability of young people to achieve independent economic well-being and by doing so support the city's overall economic performance and to support the raising of the participation age. |

**Targets**

| Ref        | Target   | Baseline  | 09/10  | 10/11  |
|------------|--|---|--|--|
| <b>5.a</b> | NI117 - The proportion of young people aged 16 – 18 not in education, employment or training | 9.1% (Nov, Dec Jan 06/07 sample) equates to approx 2,000 young people | 7.8%   | 6.8%   |
| <b>5.b</b> | NI 45 – Young offenders engagement in suitable education, employment or training             | 68.2%<br>1,209 young people (07/08 ac yr)                             | 77%  | 78.0%  |
| <b>5.c</b> | NI 79* (LAA) -Achievement of a level 2 qualification by the age of 19                        | 65%<br>(06/07 ac yr)  | 71.8% (08/09 ac yr) 594 more young people than baseline    | 75.2% (09/10 ac yr) 1134 more young people than baseline |
| <b>5.d</b> | NI 80* (PA) - Achievement of Level 3 qualifications by the age of 19                         | 41%<br>(06/07 ac yr)  | 47%<br>(08/09 ac year) 530 more young people than baseline | 49%<br>(09/10 ac yr) 862 more young people than baseline |
| <b>5.e</b> | NI 148 (PA) - Care leavers in education, employment or training                              | 70.8% = 85 young people (07/08)                                       | 81.70%   | 86.80%   |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

**Actions**

| Ref        | Action  | Lead Officer | Milestone  | Timescales   |
|------------|---|--------------|--|--|
| <b>5.1</b> | To establish a new, top quality, Connexions Centre in the City Centre with extended opening hours including Saturdays. Ensure young people are able to access holistic, multi-agency support to remove barriers to engagement in EET. | Head of IYSS | 1) Extended hours at current Connexions Centre<br>2) Partnerships established<br>3) New premises identified<br>4) New centre established | July 2009<br><br>Sept 2009<br><br>Oct 2009<br><br>April 2010 |

**Actions Continued...**

| Ref | Action  | Lead Officer                   | Milestone  | Timescales   |
|-----|---|--------------------------------|--|--|
| 5.2 | Work with the FE Colleges to set up flexible start, full-time education provision for young people, based on information from Connexions around the occupational preferences of young people who are NEET.  | Operations Manager, Prospects  | 1) Initial pilots of courses starting March – May 2009<br>2) Evaluate programmes and identify good practice in getting young people on courses<br>3) Identify future opportunities for flexible start dates<br>4) Plan programme for 2009/10 | May 2009<br>June 2009<br>Oct 2009<br>Oct 2009      |
| 5.3 | To review the Connexions age range of 13-19. Through the Connexions service undertake pilot activity during Key Stage 3 to ensure young people are on the correct pathway age 14-19   | IYSS Manager                   | 1) Include this requirement in new contracts for 1/1/10<br>2) Plan programme of activity on a wedge basis from January 2010 and identify good practice in getting young people on Courses  | Jan 2010   |
| 5.4 | To commission additional targeted NEET activity programmes through Learning and Skills Council/ESF funding. Ensure programmes have clear progression routes in to mainstream learning opportunities.  | Targeted Youth Support Manager | 1) Agree priorities for future rounds of commissioning<br>2) Carry out commissioning process<br>3) Work being full delivered by providers  | May 2009<br>Aug 2009<br>Dec 2009                   |
| 5.5 | To commission targeted Connexions support to the most vulnerable young people on a wedge basis, including Connexions mobile units. Ensuring services are delivered to engage young people in EET and support them to remain in EET.   | IYSS Manager                   | 1) Review current provision<br>2) Multi-agency consultation to inform specifications<br>3) Provision out to tender<br>4) New services established  | Jan 2010   |
| 5.6 | To review the ethnic and geographical make-up of the NEET cohort. Establish if there are geographic areas of the authority or communities where aspiration raising work needs to take place with families and the community.  | IYSS Manager                   | 1) Management information produced from CCIS<br>2) Needs analysis conducted based on data<br>3) Report produced with recommendations for service delivery  | June 2009<br>Aug 2009<br>Sept 2009                 |
| 5.7 | To ensure the national IAG quality standards are met by all IAG providers, including learning providers, across the authority. Ensure all young people receive impartial IAG to help them find appropriate learning opportunities, with enhanced support to the most vulnerable groups of young people. | IYSS Manager                   | 1) Establish IAG Steering Group<br>2) System for assessment of providers in place<br>3) Audit of IAG completed<br>4) Action plans in place to improve IAG  | June 2009<br>Sept 2009<br>March 2011<br>March 2011 |

Actions Continued...

| Ref  | Action   | Lead Officer           | Milestone   | Timescales   |
|------|--|------------------------|---|--|
| 5.8  | To review holistic Personal Adviser support available to identified groups of young people who are most at risk of becoming NEET. These groups will include: Young Carers; young people who are looked after; young people with LDD; teenage mothers; teenage fathers; young offenders; persistent absentees; young people excluded from school. | IYSS Manager           | 1) Management information from CCIS<br>2) Needs analysis conducted based on data<br>3) Revised programme of support in place<br>4) PA training delivered<br>5) Measures in place to assess impact of PA support by determining 'distance travelled'   | Jan 2010<br><br>March 2010<br><br>April 2010<br>April 2010 |
| 5.9  | To ensure that the commissioned providers established in the authority have targets around reducing the number of young people NEET and clear plans to address issues, in partnership with Connexions providers. Ensure links to IYSS and Targeted Youth Support Service developments on a wedge basis.  | Head of 14-19 Strategy | 1) Provider grouping to own area targets<br>2) Priorities actions areas identified<br>3) Action plans in place  | Jan 2010   |
| 5.10 | To ensure curriculum reform, particularly the development of the Foundation Learning Tier, in Leeds means that all young people are offered an appropriate learning pathway, with progression pathway, age 14-19. Ensuring that provision is influenced by learner voice.  | Head of 14-19 Strategy | 1) Coherent plan for the phased implementation of new diploma lines/ functional skills/ foundation learning tier produced<br>2) Successful implementation of five new Diploma lines in September 09<br>3) Young people's views reflected in 14-19 Plan<br>4) Young people consulted across all 14-19 projects, initiatives and planning | Sept 2010  |

**Priority 6 – Reducing child poverty**

**Introduction**

Reducing the number of children in poverty is a strategic outcome in Leeds Strategic Plan. We know that poverty is the root of most poor outcomes for children and blights the lives of too many children in Leeds. Poverty lies behind the common factors for poor outcomes and must be addressed if we are to narrow the gap between the most and least advantaged children, young people and families.

**Targets**

| Ref        | Target  | Baseline                             | 09/10  | 10/11                                |
|------------|---|--------------------------------------|--|--------------------------------------|
| <b>6.a</b> | NI 116 - Proportion of children in poverty <sup>49</sup>  |                                      |  |                                      |
| <b>6.b</b> | NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods                                      | 30.4% (2007)                         | 27.7%  | 26.6%                                |
| <b>6.c</b> | NI 187a - Tackling fuel poverty - % of people receiving income based benefits living in homes with low energy efficiency rating       | 7.90% (2007/08)                      | 5.85%  | 4.89%                                |
| <b>6.d</b> | NI 187b - Tackling fuel poverty - % of people receiving income based benefits living in homes with high energy efficiency rating      | 34.59% (2007/08)                     | 38.12%   | 38.85%                               |
| <b>6.e</b> | LSP-TP1E - Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts). | 6,700 (Jan - Dec 2007)               | 3,500  | 3,000                                |
| <b>6.f</b> | NI 92 - Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest                   | 39.7% (07/08 ac yr)                  | 30% (08/09 ac yr)  | 31.4% <sup>50</sup> (09/ 10 ac yr)   |
| <b>6.g</b> | NI 102A - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2  | 25.6 percentage points (06/07 ac yr) | 24.0 percentage points (08/09 ac yr)   | 22.8 percentage points (09/10 ac yr) |
| <b>6.h</b> | NI 102B - Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4   | 47.7 percentage points (06/07 ac yr) | 28.0 percentage points (08/09 ac yr)   | 24.8 percentage points (09/10 ac yr) |
| <b>6.i</b> | NI 112 – Under 18 conception rate (in the six wards with the highest rates)   | 50.4 (1998) = 641 women              | 42.7   | See footnote below <sup>51</sup>     |
| <b>6.j</b> | NI 118 - Take up of formal childcare by low-income working families   | 19.9% (2006/07)                      | Target to be determined once 08/09 data available - see the footnote below <sup>52</sup> |                                      |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

<sup>49</sup> Technical definition revised (Mar 09) to include low income working families as well as families on out of work benefits. Hub timetable doesn't give a date for this information to be made available - query raised with the Audit Commission.

<sup>50</sup> The result for 07/08 academic year was 39.7%. Although the target for 09/10 is set at 30% this was done so following DCSF challenge. The target for 2010/11 has been set at a figure over 30% as this is considered more achievable.

<sup>51</sup> The 2010/11 target is under discussion with Government Office.

<sup>52</sup> Data to be provided by HM Revenues and Customs

Targets Continued...

| Ref | Target  | Baseline  | 09/10 | 10/11 |
|-----|---|---|-------|-------|
| 6.l | NI 117 - 16 - 18 year olds who are not in education training or employment (NEET) | 9.1%<br>(Average of Nov, Dec, Jan 06/07 sample) | 7.8%  | 6.8%  |
| 6.m | NI 158 - % non decent council homes   | 18.5% (08/09)                                   | 10%   | 5%    |

Actions

| Ref | Action  | Lead Officer                           | Milestones   | Timescales |
|-----|---|--|--|------------|
| 6.1 | Establish a Child Poverty Strategic Outcome Group and use project management tools to drive an agreed action plan                             | Chief Officer for Early Years and IYSS | Board established<br>Project brief approved  | April 2009 |
| 6.2 | Design an integrated service continuum across all partners including services to families from all LCC directorates and across levels of need | Chief Officer for Early Years and IYSS | Service response elements of LNSR completed  | April 2010 |
| 6.3 | Embed the Common Assessment Framework across children's services  | Chief Officer for Early Years and IYSS | CAF as first part of assessment  | Nov 2009   |
| 6.4 | Identify a model across all elements of tackling child poverty for case working/ lead professional to personalise service responses           | Chief Officer for Early Years and IYSS | Case working-teams around the child or family- in place across all services                                      | April 2010 |
| 6.5 | Increase budget holding to case workers and lead professional to remove the barriers to economic well- being                                  | Chief Officer for Early Years and IYSS | Access to the Early Intervention Fund and other budget holding funds for all lead professionals and case workers | Jan 2010   |
| 6.6 | Align the work of outreach workers to ensure that joint training and quality information delivers a seamless service                          | Chief Officer for Early Years and IYSS | Joint training, integrated working and information sharing is in place in all outreach teams across all wedges.  | April 2010 |
| 6.7 | Complete the Directory of Family Support Services   | Chief Officer for Early Years and IYSS | A single database provides high quality information for children, young people, families and practitioners       | Nov 2009   |

Actions Continued...

| Ref  | Action  | Lead Officer  | Milestone   | Timescales |
|------|---|---|---|------------|
| 6.8  | Deliver the East Leeds Financial Inclusion pilot                          | Senior Policy and Information Officer, Economic Policy Team | Financial advice including debt counselling and advocacy available through universal services in areas of significant disadvantage which are delivered in a co-ordinated way. | April 2010 |
| 6.9  | Deliver the Tackling Worklessness pilot in the four localities identified | Head of Regeneration Policy and Planning                    | Appoint project staff and identify participants<br>Construct evaluation framework to identify benefits<br>Monitor and support implementation through EASEL                    |            |
| 6.10 | Increase targeted access to STEPS programme for parents                   | Head of Extended Services                                   | STEPS available for those families that require it  | Sept 09    |

## Priority 7 – Reducing teenage conception

| Introduction  |  |
|---|--|
| <p>Evidence clearly shows that having children at a young age can damage young women's health and wellbeing and severely limit their education and career prospects. Long term studies show that children born to teenagers are more likely to experience a range of negative outcomes in later life and are up to three times more likely to become a teenage parent themselves. Priority actions will focus on recognising the interdependencies between teenage pregnancy and improving other outcomes for children and young people; providing young people with the means to avoid early pregnancy; tackling the underlying circumstances that motivate young people to want to, or lead them passively to become parents at a young age; working in effective partnerships to ensure universal provision for all young people with strengthened delivery and services to those most at risk; and acknowledging that effective interventions require significant time to deliver sustainable change.</p> |  |

### Targets

| Ref | Target  | Baseline                | 09/10 | 10/11                            |
|-----|---|-------------------------|-------|----------------------------------|
| 7.a | NI 112 – Under 18 conception rate (in the six wards with the highest rates) | 50.4 (1998) = 641 women | 42.7  | See footnote below <sup>53</sup> |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

### Actions

| Ref | Action  | Lead Officer   | Milestone   | Timescales |
|-----|---|--|---|------------|
| 7.1 | Further increase senior local sponsorship and engagement of all key partners  | Director of Commissioning and Planning for Children's and Maternity Services | a) Embedding of strategy in service plans               | Oct 09     |
|     |   |  | b) Locality leadership teams in place in priority wards | Oct 09     |
|     |   |  | c) Joint commissioning plans in place                   | Oct 09     |
| 7.2 | Improving performance management, specifically data quality, information sharing and performance reporting within each organisation and across the partnership. | Performance Manager - Children's and Maternity Services                      | a) Performance dashboard and monitoring in place        | Oct 09     |
| 7.3 | Further implementation of communication and social marketing  | Marketing Manager – Education Leeds  | a) Media campaigns in place                             | March 10   |
|     |   |  | b) Social marketing within priority wards               | March 10   |
| 7.4 | Increased provision of young people focused contraception and sexual health services  | Director of Commissioning and Planning for Children's and Maternity Services | a) Increased provision in schools and FE                | March 10   |
|     |   |  | b) Service map complete                                 | June 09    |
|     |   |  | c) Interagency service pathway complete                 | March 10   |

<sup>53</sup> The 2010/11 target is under discussion with Government Office.



Actions Continued...

| Ref  | Action   | Lead Officer   | Milestone   | Timescales                                |
|------|--|--|---|---|
| 7.5  | Ensure strong delivery of sex and relationship education (SRE) and personal, social and health education (PSHE) both in schools and out-of-school settings | Chief Executive Education Leeds  | a) Increased provision in priority schools<br>b) Health input embedded into YTS   | March 10<br>March 10                      |
| 7.6  | Targeted work with at risk groups of young people, in particular the six hot spot wards, looked after children and care leavers                            | Development Worker Sexual Health – Children and Young People’s Social Care<br>Teenage Pregnancy Co-ordinator – Education Leeds                           | a) Locality teams and champions in place<br>b) Local services planned and commissioned  | June 09<br>March 10                       |
| 7.7  | Put in place effective workforce training on sex and relationship issues   | Chief Executive Education Leeds  | a) Review of current training and effectiveness b) Improved training in place<br>c) Consistent skills in children’s workforce                           | March 09<br>June 10<br>Oct 10             |
| 7.8  | Increase work with parents and carers to increase their confidence in talking about sex and relationships  | Chief Officer for Early Years and IYSS, Director of Commissioning and Planning for Children’s and Maternity Services and Chief Executive Education Leeds | a) Rollout of SpeakEasy programme in priority areas<br>b) Incorporated in STEPS programme   | June 09<br>Oct 09                         |
| 7.9  | Increase support to teenage parents  | Chief Officer for Early Years and IYSS, Director of Commissioning and Planning for Children’s and Maternity Services and Chief Executive Education Leeds | a) Specialist Learning mentors in Children’s Centres<br>b) HV and MW in Children’s Centres<br>c) FNP programme operational<br>d) Care pathways in place | March 09<br>June 09<br>April 09<br>Oct 09 |
| 7.10 | Ensure a well resourced Youth Service, with a clear remit to tackle big issues, such as teenage pregnancy and young people’s sexual health                 | Chief Officer for Early Years and IYSS,  | Targeted Youth Support Service in place   | Oct 09                                    |

**Priority 8 – Reducing the need for children to be in care**

| <b>Introduction</b>  |  |
|--|--|
| <p>High quality universal services, integrated at the frontline, represent the best preventative strategy. We know that prevention is cost effective and provides the best outcome for children, young people and families. Our priority actions aim to increase resilience and reduce risks for everyone. Our frontline services will place the child, young person and family at the centre, personalise services and provide rapid and proportional responses where there is escalating risk.</p> |  |

**Targets**

| <b>Ref</b> | <b>Target</b>  | <b>Baseline</b> | <b>09/10</b> | <b>10/11</b> |
|------------|--|-----------------|--------------|--------------|
| <b>8.a</b> | LSP-HW2b(i)Number of looked after children per 10,000 population of young people | 83.8 (07/08)    | 67.5         | 59.3         |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people.

**Actions**

| <b>Ref</b> | <b>Action</b>  | <b>Lead Officer</b>  | <b>Milestone</b>   | <b>Timescales</b>                            |
|------------|--|--|--|--|
| <b>8.1</b> | Embed the Common Assessment Framework across Children's Services | Chief Officer for Early Years and IYSS                       | CAF is the first point of assessment for all children with additional issues and needs   | Nov 2009                                     |
| <b>8.2</b> | Design an integrated service continuum across all partners       | Chief Officer for Early Years and IYSS                       | Service response elements of Levels of Need and Service Response are:<br>1) agreed and published on the internet<br>2) in use across services  | Nov 2009<br>April 2010                       |
| <b>8.3</b> | Increase budget holding to lead professional                     | Chief Officer for Early Years and IYSS                       | Access to the Early Intervention Fund for all lead professionals   | Nov 2009                                     |
| <b>8.4</b> | Complete the Directory of Family Support Services                | Chief Officer for Early Years and IYSS                       | A single database provides high quality information for children, young people, families and practitioners   | Nov 2009                                     |
| <b>8.5</b> | Effectively target vulnerable young people on the edge of care   | Head of Operations C&YPSC<br>Head of Service Delivery C&YPSC | Edge of Care and Looked After Children segmentation reports completed<br><br>Establish an adolescent cases panel to prevent young people on the edge of care becoming looked after.<br><br>Reduce by 30% the number of children and young people place at home with parents on care orders | April 2009<br><br>May 2009<br><br>April 2010 |

**Actions Continued...**

| <b>Ref</b>  | <b>Action</b>  | <b>Lead Officer</b>  | <b>Milestone</b>  | <b>Timescales</b>            |
|-------------|--|--|---|------------------------------|
| <b>8.6</b>  | Effectively commission services to focus on reducing the need for children to be looked after  | Director of Commissioning and Planning for Children's and Maternity Services | C&YPSC Commissioning Framework in place<br><br>Fully implement Family Group Conferences across the city   | Sept 2009<br><br>April 2010  |
| <b>8.7</b>  | Learn from pilot intensive support programmes in order to fully implement evidence based best practice                                       | Head of Transformation C&YPSC  | Report on pilot evaluation<br><br>Inform commissioning decisions  | April 2010<br><br>April 2011 |
| <b>8.8</b>  | Effectively target vulnerable children aged 0 – 5 on the edge of care through Children's Centres and Family Resource Centres                 | Chief Officer for Early Years and IYSS                                       | Integrated frontline teams in place in children's centres<br><br>Second senior member of staff to target more effective early intervention for younger children | April 09<br><br>May 2009     |
| <b>8.9</b>  | Focus work on young people aged 12 – 16 and their families on the edge of care through Targeted Youth Support (TYS) and other local services | Targeted Youth Support Manager   | Lead Professional and Team around the child model fully operational   | Nov 2009                     |
| <b>8.10</b> | Strengthen and grow the work of the parenting unit to co-ordinate services across the continuum of need                                      | Parenting Commissioner   | Robust service model for parents and family support across all levels of need   | Jan 2010                     |

Working Together Better

Priority 9 – Strengthening safeguarding

| Introduction   |
|--|
| <p>Safeguarding children and young people is the first and foremost duty for all local families, communities and services. Much progress has been made over recent years through the Every Child Matters programme but recent developments such as the ‘Baby P’ case and the Laming Report make clear the continuing challenges for us all. Leeds faces particular challenges as shown by recent local reviews and inspection. These have highlighted some weaknesses in local services and the need to further strengthen the way services work together to help children in need. This has informed our service plan, which is formed from two main parts – firstly the transformation programme for Children and Young People’s Social Care and secondly the Business Plan of the Local Safeguarding Children Board. This is important because social care plays a vital role in safeguarding and we need to improve these services, but it is important that safeguarding is recognised as all services’ responsibility and therefore our action plan needs to include work and improvement for all.</p> |

Targets

| Ref | Target  | Baseline      | 09/10    | 10/11 |
|-----|---|---------------|----------|-------|
| 9.a | NI 59 - The proportion of Initial Assessments undertaken with 7 days  | 79.9% (08/09) | 85%      | 87%   |
| 9.b | NI 60 – The percentage of core assessments that were completed within 35 working days of their commencement | 77.4% (08/09) | 84%      | 85%   |
| 9.c | OfSTED judgement on the quality of Leeds Fostering Service  | Inadequate    | Adequate | Good  |
| 9.d | OfSTED judgement on the quality of Leeds Private Fostering  | Inadequate    | Adequate | Good  |
| 9.e | The proportion of residential homes judged by OfSTED to be good or better                                   | 66%           | 100%     | 100%  |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children and young people

Actions

| Ref | Action   | Lead Officer                           | Milestone   | Timescales  |
|-----|--|--|---|-------------|
| 9.1 | Support CAF first city development                     | Chief Officer for Early Years and IYSS | CAF recognised by all agencies as part of a multi-agency assessment process | November 09 |
| 9.2 | Implement the Fostering Inspection Action Plan         | Head of Operations – C&YPSC            | Complete all required actions   | July 09     |
| 9.3 | Implement the Private Fostering Inspection Action Plan | Head of Operations – C&YPSC            | Complete all recommendations  | July 09     |

**Actions Continued...**

| <b>Ref</b>  | <b>Action</b>   | <b>Lead Officer</b>  | <b>Milestone</b>   | <b>Timescales</b>                              |
|-------------|---|--|--|--|
| <b>9.4</b>  | Implement existing improvement plans for residential provision  | Head of Operations – C&YPSC  | 1) All homes to be adequate or better<br>2) All homes to be good or better   | 1. June 09<br>2. March 10                      |
| <b>9.5</b>  | Implement a project to re-engineer referral pathways to social care   | Head of Transformation - C&YPSC  | New pathway model in place   | September 09                                   |
| <b>9.6</b>  | Improve processes for assessment and care planning  | Head of Operations – C&YPSC  | New arrangements in place for:<br>1. S.47 investigations<br>2. Child Protection Plans<br>3. Assessments  | 1. June 09<br>2. June 09<br>3. June 09         |
| <b>9.7</b>  | Invest and improve capacity in key support services for Social Care   | Head of Transformation - C&YPSC and Director of Commissioning and Planning for Children's and Maternity Services | 1. Additional performance management capacity in place<br>2. Review of ESCR completed<br>3. Initial Commissioning Paper completed                        | 1. September 09<br>2. July 09<br>3. October 09 |
| <b>9.8</b>  | Invest in and improve processes for independent quality assurance to better inform the Safeguarding Board, DCS and Lead Member  | Safeguarding Board Manager   | 1. Additional capacity in place.<br>2. New processes agreed by Board and DCS   | 1. July 09<br>2. November 09                   |
| <b>9.9</b>  | Further strengthen capacity and processes for managing Serious Case Reviews and Implementing action plans.  | Safeguarding Board Manager   | 1. Additional capacity in place.<br>2. New processes agreed by Board and DCS   | 1. July 09<br>2. November 09                   |
| <b>9.10</b> | Embed and broaden the implementation of processes designed to ensure the safe recruitment, selection and management of staff who work with children and young people.                               | Safeguarding Board Manager   | Audits reveal all key services compliant with national and local guidance  | November 09                                    |
| <b>9.11</b> | Develop a citywide communications programme to raise awareness and engagement in all communities  | Safeguarding Board Manager   | Programme in place   | November 09                                    |
| <b>9.12</b> | Embed safeguarding considerations in the planning, commissioning and delivery of all services for children and young people and for services which come into contact with children and young people | Safeguarding Board Manager   | 1. s(11) 'duty to safeguard' follow up audit of partner agencies<br>2. s(11) audit of Third Sector Agencies<br>3. Inclusion in LCC Procurement processes | 1. July 09<br>2. November 09<br>3. January 10  |
| <b>9.13</b> | Identify key themes in the deaths of children and young people judged to be preventable and make recommendations for action to reduce the number in the future.                                     | Safeguarding Board Manager   | Annual Report of the Child Death Overview Panel  | January 10                                     |

Actions Continued...

| Ref  | Action   | Lead Officer                                  | Milestone   | Timescales                                 |
|------|--|---|---|--|
| 9.14 | Ensure we can evidence safe recruitment practice and compliance with regulatory regimes by embedding a recruitment process that meets regulatory requirements and the needs of the service | Head of Human Resources – Children’s Services | 1. SAP and FAB will accurately reflect the staffing structure in Children and Young People’s Social Care<br>2. A new process will be in place to control changes required in SAP and FAB following a change in the organisational structure | 1. End of June 2009<br>2. End of June 2009 |

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**Priority 10 – Enabling integrated working**

**Introduction**  
 Children, young people and families need services that are centred around them and focussed on meeting their needs. For some children and families additional support is needed to help them be happy, healthy, safe and successful. It is important that as much of this support as possible is provided in places children and families recognise and by people that they know and trust. To enable this to happen we need to integrate our services so they can work together better to ensure that children and families get the right service at the right time.

**Targets**

| Ref  | Target  | Baseline    | 09/10                         | 10/11                          |
|------|---|-------------|-------------------------------|--------------------------------|
| 10.a | NI 88 - Percentage of schools providing access to extended services | 42% (06/07) | 85% (Sep 2009)<br>224 schools | 100% (Sep 2010)<br>264 schools |

NB In order to provide as much information as possible where relevant, and where the information is accessible, we have detailed what a percentage means in terms of numbers of children/young people.

**Actions**

| Ref   | Action   | Lead Officer                           | Milestone   | Timescales                                    |
|-------|--|--|---|---|
| 10.1  | Lead the development of a CAF first city   | Chief Officer for Early Years and IYSS | CAF recognised by all agencies as part of a multi-agency assessment process | November 2009                                 |
| 10.2  | Embed the Common Assessment Framework and ContactPoint as underpinning integrated processes which enable practitioners to work together, by:                     |  |   |   |
| 10.2a | Adopting national eCAF, in line with government objectives.  | Chief Officer for Early Years and IYSS | System in place   | Completion by the end of 2010                 |
| 10.2b | Achieving ContactPoint connectivity.   | Chief Executive Education Leeds        | Connectivity to be achieved by June 2009                                    | Contact point to be embedded by December 2010 |
| 10.3  | Implementation of an integrated training and development programme to enable practitioners and leaders to develop the skills to practice integrated working, by: |  |   |   |
| 10.3a | Implementing a children's workforce development strategy   | Locality Enabler                       | Strategy agreed   | October 2009                                  |
| 10.3b | Providing training to support the delivery of ContactPoint, to national specifications, to practitioners.  | Chief Officer for Early Years and IYSS | Training programme in place and on track                                    | November 2009                                 |

**Actions Continued...**

| <b>Ref</b>   | <b>Action</b>   | <b>Lead Officer</b>  | <b>Milestone</b>  | <b>Timescales</b>   |
|--------------|---|--|---|---|
| <b>10.3c</b> | Creating a shared approach to leadership development which will ensure clear strategic ownership of leadership development in children's services.  | Locality Enabler   | Agreed as part of overall children's workforce strategy                           | Draft model available for consultation by the end of 2009 |
| <b>10.4</b>  | Deliver a commissioning development programme, which is supported through the nationally sponsored children's commissioning support programme   | Director of Commissioning and Planning for Children's and Maternity Services | Programme on track  | June 2009   |
| <b>10.5</b>  | Review the existing locality governance arrangements and new fit for purpose framework  | Locality Enabler   | Review complete   | End of 2010   |
| <b>10.6</b>  | Agree a common understanding and response on levels of need and intervention in the city which supports agencies and services in linking together as well as providing a more coherent continuum of intervention and support for children, young people and families in the city. | Chief Officer for Early Years and IYSS                                       | Framework agreed  | September 2009  |
| <b>10.7</b>  | Services will be commissioned to engage with the CAF.   | Chief Officer for Early Years and IYSS                                       | Compliance with CAF and ContactPoint part of all standard commissioning contracts | April 2010  |



## **Appendix E – Glossary**

### **Glossary**

#### **APA - Annual Performance Assessment**

This assessment is carried out by Government Office and the Office for Standards in Education (Ofsted) under a joint inspection framework. Ratings will be made on the overall contribution services make to the five Every Child Matters outcomes. The ratings form part of the Council's overall Corporate Performance Assessment (CPA).

#### **Attainment target**

The knowledge, skills and understanding which pupils of different abilities and ages are expected to have by the end of each National Curriculum Key Stage.

#### **Beacon Status**

Beacon status is a government scheme to provide public recognition of the excellence and innovation.

#### **Bichard report**

The Bichard Inquiry was set up by the Home Secretary following the conviction of Ian Huntley for the Soham murders. It examined the effectiveness of intelligence-based record keeping, vetting practices and information sharing with other agencies. The report made recommendations that are relevant for police, social services, education establishments, vetting departments and the Government to protect children and the vulnerable nationally.

#### **Breeze**

Breeze is a Leeds City Council programme of events for children and young people. It also provides information on things to do and places to go for children and young people.

**Breeze Card** is a discount card for under 19's in Leeds and **Breeze Youth Promise** is a consultation with young people in Leeds.

#### **BSF - Building Schools for the Future**

Building Schools for the Future is a government investment programme to improve school buildings for over 50 years. The aim is to rebuild or renew every secondary school in England over a 10-15 year period.

#### **CAF - Common Assessment Framework**

The Common Assessment Framework is a new standardised approach for agencies to conduct an early assessment of a child or young person. It will identify their needs and develop a personal solution or plan.

The **e-CAF** is an in-depth, personal assessment tool that facilitates information-sharing by introducing a standardised set of assessment criteria for agencies.

#### **CAMHS - Child and Adolescent Mental Health Service**

Child and adolescent mental health services in Leeds refers to the specialist NHS services that provide emotional and mental health care to children and young people.

#### **Children Act 2004**

The Children Act provides the legal underpinning for the Every Child Matters agenda. The act is supported by a series of documents which provide guidance to assist local

authorities and their partners in implementing new statutory duties. More information can be found at [www.everychildmatters.gov.uk](http://www.everychildmatters.gov.uk)

### **Children and Young People's Social Care Transformation programme**

A new model of access and pathways to services to improve the quality of referrals to social care.

### **Children Leeds**

Children Leeds is part of the Leeds Initiative family. It is a partnership of organisations that work with children, young people and families. It works with Leeds City Council to take the lead in delivering the Every Child Matters agenda.

### **Children's Centres**

These provide a one stop resource for young families, offering help and advice on everything from childcare to getting back to work.

### **Children's trust**

Children's trusts bring together all services for children and young people in an area, underpinned by the Children Act 2004 duty to cooperate and to focus on improving outcomes for all children and young people. They were developed partly as a response to the inquiry into the death of Victoria Climbié. Trusts will be multi-agency and through joint planning and commissioning, underpinned by pooled resources, will ensure that those best able to provide the right package of service can do so.

### **Commissioning**

Commissioning is the process of deciding what services or products are needed, acquiring them and ensuring that they meet requirements.

### **ContactPoint**

This is an online directory that will hold information on all children under 18 in England and its use will improve the way in which information about children is shared between services and partners.

### **CYPP**

Children and Young People's Plan

### **DCS - Director of Children's Services**

The Children Act required Leeds City Council to appoint a Director of Children's Services (DCS). Each DCS is accountable for the delivery of an authority's education and social services functions for children and young people, and any health functions delegated to the authority by an NHS body. The DCS also has a key role in driving wider partnership working to integrate and transform services.

### **DCSF – Department for Children, Schools and Families**

Formerly DfES, Department for Education and Skills and prior to that the DfEE - Department for Education and Employment. The government department responsible for the Every Child Matters Agenda.

### **Early Intervention Fund**

Following on from the successful completion of the original pilot, the Budget Holding Lead Professional has now been mainstreamed as the Early Intervention Fund (EIF). This work

focuses on personalised services targeted at greatest need with an increasing focus on preventative work.

### **Education Leeds**

Education Leeds is a not-for-profit company, wholly owned by Leeds City Council. It is responsible for providing all education support services that relate to children and young people of statutory school age in Leeds.

### **Five Outcomes**

Detailed in the Every Child matters: Change for children are as follows -

- 1) Be healthy
- 2) Stay safe
- 3) Enjoy and achieve
- 4) Make a positive contribution
- 5) Achieve economic well-being

### **Government Office for Yorkshire and Humber (GOYH)**

Official government office bringing together the regional operations of the Departments for Education and Skills; Work and Pensions; Trade and Industry.

### **Healthy Schools**

The National Healthy Schools Programme is a widely embraced initiative in schools with more than 4 million children and young people currently enjoying the benefits of attending a Healthy School.

### **ILP - Individual Learning Plans**

Individual Learning Plans are part of the move towards personalised learning. A plan is developed with support from all the relevant stakeholders to understand and act on the needs of a young person. This process gives the young person a chance to shape the plan themselves.

### **Inclusion Chartermark**

The Inclusion Chartermark review process has been developed by Education Leeds to help schools become fully inclusive in policies and practices. A Chartermark school is one that meets the needs of all pupils.

### **Information Sharing**

Information sharing is key to the Government's goal of delivering better, more efficient public services that are coordinated around the needs of the individual. It is essential to enable early intervention and preventative work, for safeguarding and promoting welfare and for wider public protection.

### **Integrated Working**

Integrated working is when everyone supporting children and young people develops and shares methods and protocols to enable them to work together effectively, to put the child at the centre, meet their needs and improve their lives.

### **IYSS**

Integrated Youth Support Service

## **KS**

### Key Stages

#### **LAAs - Local Area Agreements**

LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and Local Strategic Partnership) and other key partners at the local level. LAAs simplify some central funding, help join up public services more effectively and allow greater flexibility for local solutions to local circumstances. Through these means, LAAs are helping to devolve decision making.

#### **Laming Review**

Lord Laming's review of child protection published on 12 March, 2009 and ordered by government in the wake of the Baby P case, called for an overhaul of children's social work.

#### **Lead Member and Lead Executive Member for children's services**

Under the Children Act 2004, Leeds is required to designate a Lead Member for children's services. In Leeds this is known as the Lead Executive Member.

They provide political leadership on children's services within the authority and will have responsibility for the same set of functions as the Director of Children's Services. The lead member will have a particular focus on safeguarding children. Leeds has also appointed a Lead Executive Support Member for Children.

#### **Lead Professionals**

These will act as a single point of contact that children, young people and their families can trust, and who are able to support them in making choices and in navigating their way through the system. They ensure that children and families get appropriate interventions when needed, which are well planned, regularly reviewed and effectively delivered. Their purpose is to reduce overlap and inconsistency from other practitioners.

#### **Leeds Children's Fund**

The Leeds Children's Fund has government funding to support children and young people between the ages of 5 and 1 who are identified as being at risk of social exclusion. It is an inter-agency partnership organisation involving voluntary, community, faith and statutory agencies.

#### **Leeds Healthy Futures Strategy**

A detailed health plan for children, young people and families.

#### **Leeds Healthy Schools**

Education Leeds has developed the Leeds Healthy Schools programme to support schools in approaching health and wellbeing. It includes tools to help the school consult with the community and encourage participation in healthier lifestyles. It makes explicit links between the curriculum, mental health, physical health and the learning environment.

#### **Leeds Initiative**

Leeds Initiative is the local strategic partnership that brings together the public, private, community and voluntary sectors to work together to achieve success and encourage improvement. Leeds Initiative's strategic plan is known as the Vision for Leeds. There are

a number of different strands to the Leeds Initiative partnership, of which Children Leeds is one.

### **Leeds Joint Strategic Needs Assessment**

The Local Government and Public Involvement in Health Act 2007 places a duty on local authorities and PCTs to undertake a Joint Strategic Needs Assessment (JSNA).

### **Leeds Local Area Agreement**

The Leeds Local Area Agreement was signed in March 2006. It enables a number of partners across the city to work more effectively together to improve outcomes for local people. The LAA is an agreement between central government, the local authority, and local partners.

### **Leeds Strategic Plan**

Leeds Strategic plan sets out the outcomes and priorities agreed with Leeds City Council's and their partners to help deliver long term aspirations for the city as set out in the Vision for Leeds 2004 to 2020. The Leeds Strategic Plan also embraces the Local Area Agreement for the city.

### **Leeds VOICE**

Leeds VOICE is an umbrella organisation working with voluntary, community and faith groups. They are a partner in Children Leeds.

### **Locality Enabler**

Locality enablers work in the DCSU to take a local overview to ensure that the change programme improves outcomes and delivered at the front line.

### **LSCB - Local Safeguarding Children Board**

These replace non-statutory Area Child Protection Committees. They are required to co-ordinate and ensure the effectiveness of local arrangements and services to safeguard and promote the welfare of children. The Children Act 2004 required that all local authorities establish them and prescribes a broad list of core agencies that must, by law, be represented on the Board.

### **LSP - Local Strategic Partnership**

A Local Strategic Partnership (LSP) is a single, multi agency body that works within local authority boundaries and aims to bring together at a local level the different parts of the public, private, community, voluntary and faith sectors. Leeds Initiative is the Leeds Local Strategic Partnership.

### **Multi Agency Panels**

This model goes by a range of titles, but its key feature is that practitioners remain employed by their home agencies, agreeing to meet as a panel on a regular basis to discuss children and young people with additional needs who would benefit from multi-agency input.

### **Narrowing the Gap Executive**

The Narrowing the Gap Executive is responsible for making sure the 'narrowing the gap' aim of the Vision for Leeds is integrated into the work of all other strategy groups of the Leeds Initiative, including Children Leeds.

## **NEET**

Not in education, employment or training

## **Number on roll**

This number is a head count of full-time and part-time pupils excluding nursery units

## **Ofsted - Office for Standards in Education**

Ofsted is the inspectorate for children and learners in England. Inspection and regulation now covers childcare, schools, colleges, children's services, teacher training and youth work.

## **Programme management**

The Programme Management approach is made up of 5 strands: integrated processes; workforce development and reform; locality governance; resources and assets and; the commissioning framework. This programme will deliver, against an agreed and well-defined vision, the required synergy between projects and strong, accountable leadership across services to achieve improved outcomes for our children, young people and families.

## **Safeguarding**

Safeguarding is broader than 'child protection' as it also includes prevention. Safeguarding has been defined as all agencies working with children, young people and their families taking all reasonable measures to ensure that the risks of harm to children's welfare are minimised.

## **Statutory Functions**

Functions conferred or imposed by a statutory instrument (law).

## **Tell Us 2 and 3**

The TellUs2 and 3 survey was undertaken across England by Ofsted asking children and young people from Years 6, 8 and 10 of their views about their local area.

## **The Hub**

Local authorities were asked by Government to develop a service directory providing comprehensive information on local providers, eligibility criteria, geographical location and referral procedures. They were also required to develop procedures for keeping this service directory up-to-date and for ensuring that professionals working with children and young people have access - providing this information to the public where possible.

## **Think Family**

Think Family is a critical new guide to support all those working with families and parents. The publication has been developed with colleagues from across the family learning and working with parents sectors to link and make sense of the quality agenda in multi-agency settings.

## **Universal Offer**

The 'Universal Offer' is an important part of an approach and refers to a county-wide network of services which will help to ensure that all adults have the opportunity to the 5 outcomes.

**Vision for Leeds**

Vision for Leeds is the long term strategic plan for ongoing economic, cultural and environmental development of the city. The plan covers the period 2004 to 2020 and is coordinated by the local strategic partnership, the Leeds Initiative.

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## **Appendix F - Linked Documents**

### *Local Strategies*

The action plans in Appendix D only include the most significant actions for our ten shared priorities over the next two years. More information and detail on our wider work can be found in the following documents which set out the broader agenda and work of children's services in Leeds:

- Leeds Strategic Plan
- NHS Leeds Child Health Plan
- Education Leeds Strategic Plan
- Council Service Plans
- DCSF Children's Plan
- Children Leeds Needs Analysis
- Joint Strategic Needs Assessment
- Joint Area Review Report and Action Plan
- Annual Performance Assessment Report and Action Plan
- Children's Services Improvement Plans

[Once the Children and Young People's Plan is published, electronic links will be provided to online versions of these documents]

### *Needs Analysis*

Extensive work is undertaken by children's services and their partners to analyse need, outcomes and service performance. In addition valuable information is provided through feedback from inspectors and central government. The following links provide more information on the key elements of needs analysis that have underpinned this plan:

- Children's Services Needs Analysis
- Joint Strategic Needs Assessment
- Education Leeds Standards Report
- Common Factors Research Report
- Every Child Matters Survey Report
- Attendance Research Report
- Index of Local Child Wellbeing Report
- 2008 OfSTED Annual Performance Assessment Letter
- 2008 Joint Area Review Report
- 2008 14-19 Progress Check report

[Once the Children and Young People's Plan is published, electronic links will be provided to online versions of these documents]





Agenda Item:

Originator: Jackie Green

Telephone: 2477163

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## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

**EXECUTIVE BOARD: June 2009**

**SUBJECT: Expanding Primary Place Provision**

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### EXECUTIVE SUMMARY

#### 1.0 PURPOSE OF THIS REPORT

1.1 The purpose of the report to Executive Board is:-

- To describe the trends in population growth and the changing context for planning primary school places in Leeds;
- To propose an immediate response to the pressures for additional reception places in 2010/11; and
- To outline planning arrangements to ensure sufficient places to meet future needs.

1.2 The Local Authority's statutory duty is to secure sufficient school provision for all of the children in its area. Our response to this duty is driven by important principles:

- Ensuring sufficient local places for all of the children in the local community
- Continuing, as far as possible, to meet parental preferences
- Where possible, expanding successful and popular schools
- Ensuring high quality accommodation
- Achieving value for money solutions
- Optimising the size of the school to meet parental preference and improved outcomes for children
- Making appropriate provision for children with SEN.
- Responding to statute and meeting statutory responsibilities laid down in the School Admissions Code.

1.3 The report outlines a range of solutions to meet the projected pressures in

2010, 2011 and 2012. It proposes specific responses for 2010 through further dialogue with a number of schools.

## **2.0 Recommendations**

2.1 The Executive Board is recommended to:

- (1) Note the changing context for the provision of primary school places and the potential demands on capital programmes in the future;
- (2) Approve communications with relevant stakeholders and the Schools' Adjudicator and the DCSF outlined in section 6; and
- (3) Receive further reports to approve expenditure and agree future planning proposals.



Agenda Item:

Originator: Jackie Green

Telephone: 2477163

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## REPORT OF THE CHIEF EXECUTIVE OF EDUCATION LEEDS

EXECUTIVE BOARD: June 2009

SUBJECT: Expanding Primary Place Provision

### Electoral Wards Affected:

All

Ward Members consulted  
(referred to in report)

### Specific Implications For:

Equality & Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call-in

Not Eligible for Call-in  
(Details contained in the Report)

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## 1.0 PURPOSE OF THIS REPORT

1.1 The purpose of the report to Executive Board is:-

- To describe the trends in population growth and the changing context for planning primary school places in Leeds;
- To propose an immediate response to the pressures for additional reception places in 2010/11; and
- To outline planning arrangements to ensure sufficient places to meet future needs.

## 2.0 BACKGROUND INFORMATION

2.1 The Local Authority's statutory duty is to secure sufficient school provision for all

of the children in its area. Our response to this duty is driven by important principles:

- Ensuring sufficient local places for all of the children in the local community
- Continuing, as far as possible, to meet parental preferences
- Where possible, expanding successful and popular schools
- Ensuring high quality accommodation
- Achieving value for money solutions
- Optimising the size of the school to meet parental preference and improving outcomes for children
- Making appropriate provision for children with SEN.
- Responding to statute and meeting statutory responsibilities laid down in the School Admissions Code.

2.2 During the 1990s there was a significant decline in the birth rate nationally and locally. By 2001 there were falling numbers in primary schools and a growing number of surplus places across the primary sector. (Appendix 1: Trends in Leeds Births 1997 – 2018). Appendix 2: Office for National Statistics (ONS) projections of 0-4 population from 1996-2006

2.3 The primary reviews undertaken from 2001 addressed the mismatch in places and demand within the primary estate. A series of proposals were approved that sought to rationalise the primary sector, reduce the size of some schools and close others. Through the review and the roll out of extended services across schools, surplus places have been reduced to 9.8%, below the DCSF target of 10%. This has:

- saved an additional £1.5m per year – savings which were and still are being spent in primary school classrooms across Leeds;
- more children learning in sustainable, local schools in response to parental preference;
- more children learning in modern learning environments, including new builds and refurbishments; and
- removed a whole series of extremely poor and deteriorating buildings and typically unpopular schools.

2.4 From 2004/2005, NHS data and ONS predictions showed that the number of babies born had begun to increase and the population was predicted to do the same. As a consequence, Education Leeds planned for these children to be admitted from 2008/2009. There remains just under 10% surplus in the system but it is significant that these places are predominantly in key stage 2. Therefore, the focus of most area reviews since 2004 has been to maintain any existing surplus on the basis that it would be likely to be needed in the foreseeable future. However, NHS data and revised ONS predictions now indicate a significantly different population growth which now requires a very different approach.

2.5 NHS data in 2007 detailing the number of babies born showed for the first time a significant increase in numbers and ONS now expect this to continue until 2015-2018. This sharp trend is a national issue but is more pronounced in Leeds (19.2%) than in other parts of the region (14.6%) and across the country.

(England 16.1%). Table 1 shows these increases in the number of births between 2001 and 2007. There has also been a significant increase in the overall population of the city over the same period, 6.4% (46,000) compared to a national average of 4.1%.

**Table 1: Comparison of Leeds births, with national trends 2001 to 2007**

|                | <b><i>Births<br/>2001</i></b> | <b><i>Births<br/>2007</i></b> | <b><i>Percent<br/>increase</i></b> |
|----------------|-------------------------------|-------------------------------|------------------------------------|
| England        | 564,000                       | 655,000                       | 16.1%                              |
| Yorks & Humber | 56,000                        | 64,200                        | 14.6%                              |
| Leeds          | 7800                          | 9300                          | 19.2%                              |
| Wakefield      | 3300                          | 3900                          | 18.2%                              |
| Birmingham     | 14426                         | 16975                         | 17.7%                              |
| Bradford       | 7200                          | 8300                          | 15.3%                              |
| Kirklees       | 5000                          | 7000                          | 14.0%                              |
| Calderdale     | 2300                          | 2600                          | 13.0%                              |
| Newcastle      | 2875                          | 3238                          | 12.6%                              |

*Source: Office of National Statistics*

- 2.6 The new Schools Admission Code, which came into force in February 2009, has increased the flexibility available to schools who feel they are able to admit additional children. The Code has enabled us to allow a number of schools to take in additional children in the current admissions round for entry in September 2009. Education Leeds has discussed with these schools how they will manage any extra admissions within the current funding arrangements and accommodation to ensure value for money whilst meeting parental preference. All these discussions have been mindful of the infant class size legislation.
- 2.7 In accordance with the Council's statutory duty, arrangements have been made, in consultation with Head Teachers and Governors, to accommodate all the children entering reception classes in 2009 who were born in 2004/2005. Arrangements have also provided for 111 admissions across 10 schools where parents did not apply through the proper process for admission but who are seeking admission in September 2009.
- 2.8 This involved the following schools: Beecroft; Beeston Hill St Lukes; Brownhill Calverley CE; Greenmount; Harewood; Highfield; Hovingham; Seacroft Grange and Thorner, Primary Schools.

### **3.0 MAIN ISSUES**

- 3.1 The admissions limits for the September 2010 round were agreed at the Executive Board in April 2009. However, it is clear that for September 2010 there will be an additional 350 children who will need a reception class place due to the rising birth rate alone in Leeds.
- 3.2 Historically it is important to note that not all the children in each birth cohort have expressed a preference for a Leeds maintained school. However in September 2009 children equivalent to 100% of the birth cohort are entering Leeds reception

classes (Table 2).

**Table 2: Leeds births and entry to school reception**

| <i>Source: Leeds Area Health Authority</i> |          |                                 |                                      |
|--|----------|---------------------------------|--------------------------------------|
| Year of birth                              | Aged 0-1 | Entered reception 4 years later | % of birth cohort entering reception |
| 2001/2                                     | 7784     | 7508 (2006/7)                   | 96.5%                                |
| 2002/3                                     | 8094     | 7743 (2007/8)                   | 95.7%                                |
| 2003/4                                     | 8192     | 8082 (2008/9)                   | 98.7%                                |
| 2004/5                                     | 8516     | 8500 (2009/10)                  | 99.8%                                |

- 3.3 While the research evidence is limited this change in preferences for Leeds schools can be explained by the following factors:-
- a. high standards of primary education across the city
  - b. popular and successful primary schools in Leeds particularly in the inner city areas
  - c. strong preferences for local primary schools
  - d. some movement from private sector schools to state maintained schools
  - e. economic migration and
  - f. asylum seekers and refugees
- 3.4 Further research is being undertaken to identify the exact impact of these factors but it is clear that all of the above are now influencing the pattern of need for admission to local reception classes.
- 3.5 In addition to the increase of 350 children, on the basis of recent experience, it is predicted that there will be approximately 120-150 children who will not apply for a place through the proper process but who will, at short notice, expect admission and require a place in reception in September 2010. Therefore planning and provision for up to 500 additional children in Leeds reception classes for September 2010 needs to be undertaken, over and above the limits already agreed by Executive Board in April 2009.

#### **4.0 OPTIONS FOR CHANGE FOR 2010-2012**

- 4.1 The distribution of the demand for reception places and admission capacity across the city for 2010/2011 can be seen in Appendix 2. This shows areas of the city where the need is greater (coloured in orange and red) than there is currently sufficient capacity.
- 4.2 One solution would be to expect children to attend a non-local school where capacity exists. However, this is not a preferred solution since it means more of our youngest children travelling greater distances, it does not take full account of parental preference nor does it ensure sufficient local places for all the children in the local community. Additionally, there would be cost implications of making transport available for more children to travel to school to access reception classes.
- 4.3 Another solution would be to create new schools or additional traditional built

classrooms. However, this would require a lengthy procurement programme and construction and therefore it would not be realistic in the time available. The cost of this option is not currently built into the Council's Capital programme and recent estimates for a new one form entry school (30 reception places) indicate a minimum cost of £3.3m. The cost of a seven class (1FE) traditionally built extension is estimated to be at least £2m depending on site and specific requirements.

- 4.4 Another solution would be to purchase purpose built teaching spaces which are safe, fully equipped and can be delivered with minimum disruption or delay to the existing school. Modular accommodation may provide the most feasible option to meet the timescales required to ensure sufficient places for 2010. The cost of this solution is approximately £100k per classroom unit, including toilet facilities.

## **5.0 PLANNING PROVISION FOR 2012 ONWARDS**

- 5.1 The rapidly rising birth rate and the revised ONS projection require a rethink of primary school planning and provision. To take full and proper account of all the local changes in school populations we propose to publish a school organisation plan which would be subject to consultation with elected members, schools, stakeholders and partners. This will provide details of all primary and secondary planning areas with appropriate long term forecasting based on the most accurate and up to date national and local data and projected trends.

- 5.2 The plan will enable consideration of the challenges facing each planning area and would allow further consideration of all the above short term options as well as an opportunity to look at creative solutions to changing need.

## **6.0 IMMEDIATE ACTIONS/CONSULTATION**

- 6.1 Education Leeds will continue discussions with elected members, schools and other stakeholders to explore solutions to secure 500 additional reception places for 2010.
- 6.2 Education Leeds will consult to satisfy the needs of the Schools' Adjudicator for 2010 admissions.
- 6.3 Education Leeds will consult with the DCSF regards the availability of additional basic need funding.
- 6.4 Education Leeds will develop a risk management plan and conduct an equality impact assessment for this work.

## **7.0 LEGAL AND FINANCIAL IMPLICATIONS**

- 7.1 In making the request to vary the admissions arrangements via the Schools' Adjudicator Education Leeds will consult with schools, governors, parents, diocesan authorities and neighbouring local authorities.
- 7.2 Education Leeds, on behalf of Leeds City Council, will approach central

government (eg DCSF, Academies Unit, Partnerships for Schools) to seek additional funding for 2010 onwards to pay for the increase in the Council's costs under the DCSF's safety valve funding or any other source of funding.

## **8.0 RECOMMENDATIONS**

8.1 Executive Board is recommended to:

- (1) Note the changing context for the provision of primary school places and the potential demands on capital programmes in the future;
- (2) Approve communications with relevant stakeholders and the Schools' Adjudicator and the DCSF outlined in section 6; and
- (3) Receive further reports to approve expenditure and agree future planning proposals

Appendices:-

- (i) Trends in births in Leeds: actual and projected 1997 – 2018
- (ii) ONS projections of 0-4 population based on 1996, 2004 and 2006
- (iii) Map showing reception places v admission limits by primary planning area 2010/11.

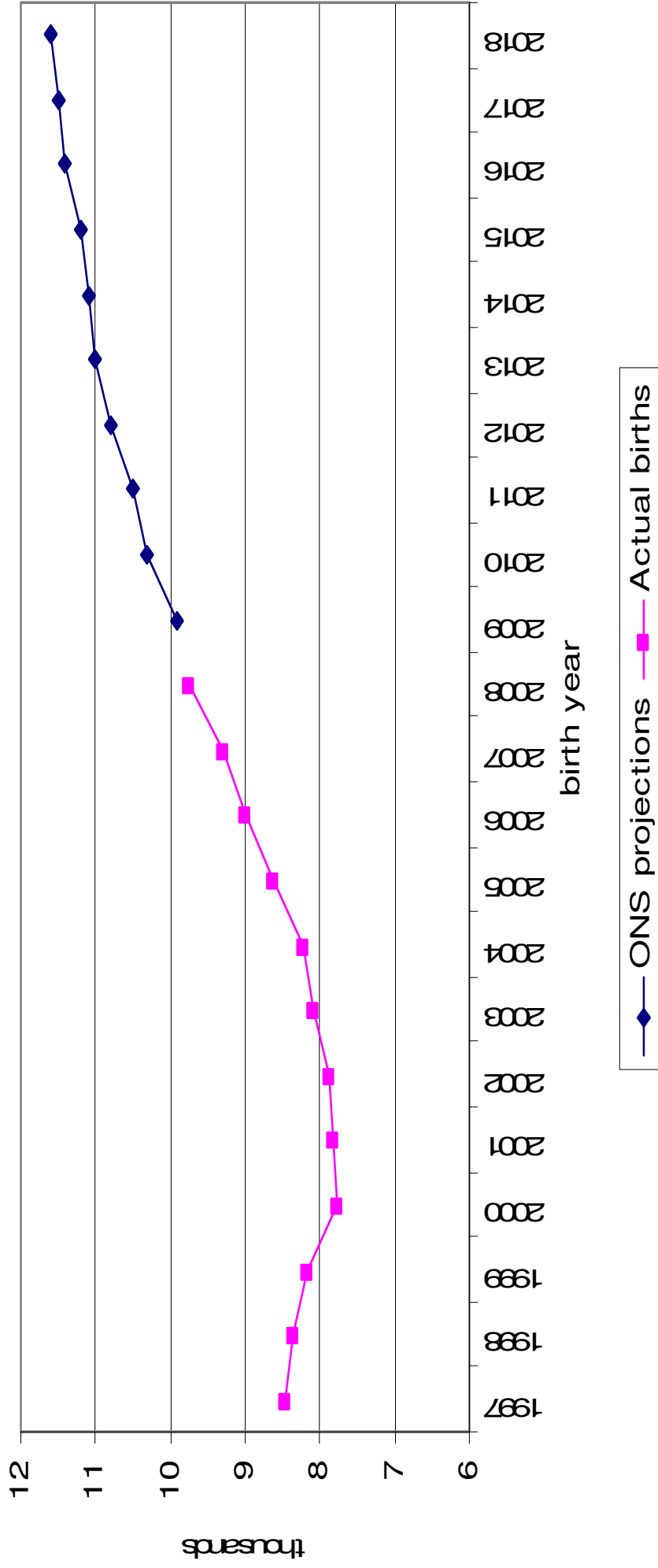
Background papers:-

- (i) Executive Board report in April 2009 "Annual Consultation on Admissions arrangements for Sep 2010"
- (ii) Executive Board report in June 2006 "A Framework for Managing School Places"



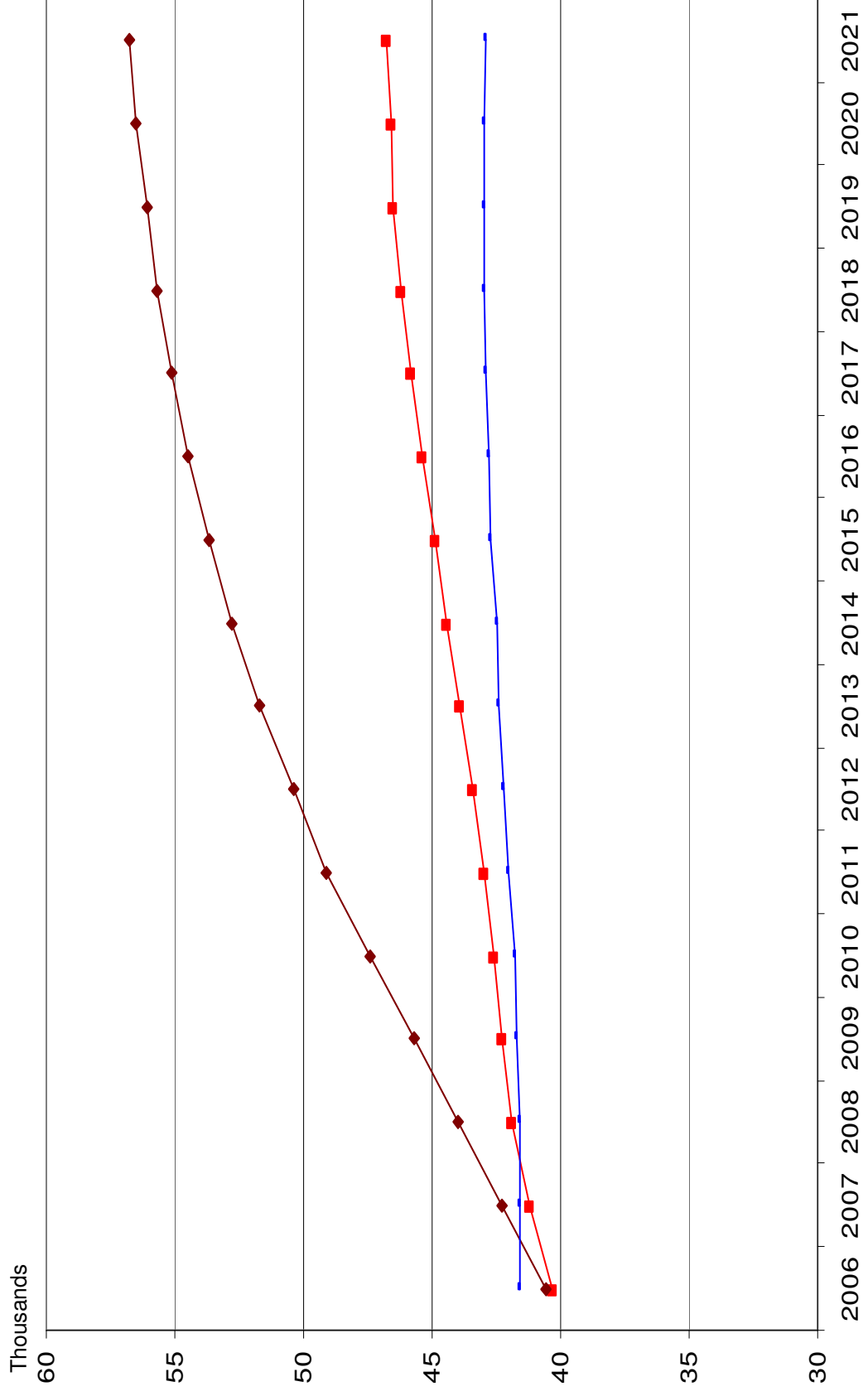
Appendix 1 - Trends in births in Leeds: actual and projected 1997-2018

**Trends in births in Leeds: actual and projected 1997-2018**



Appendix 2 – ONS projections of 0-4 population based on 1996, 2004 and 2006

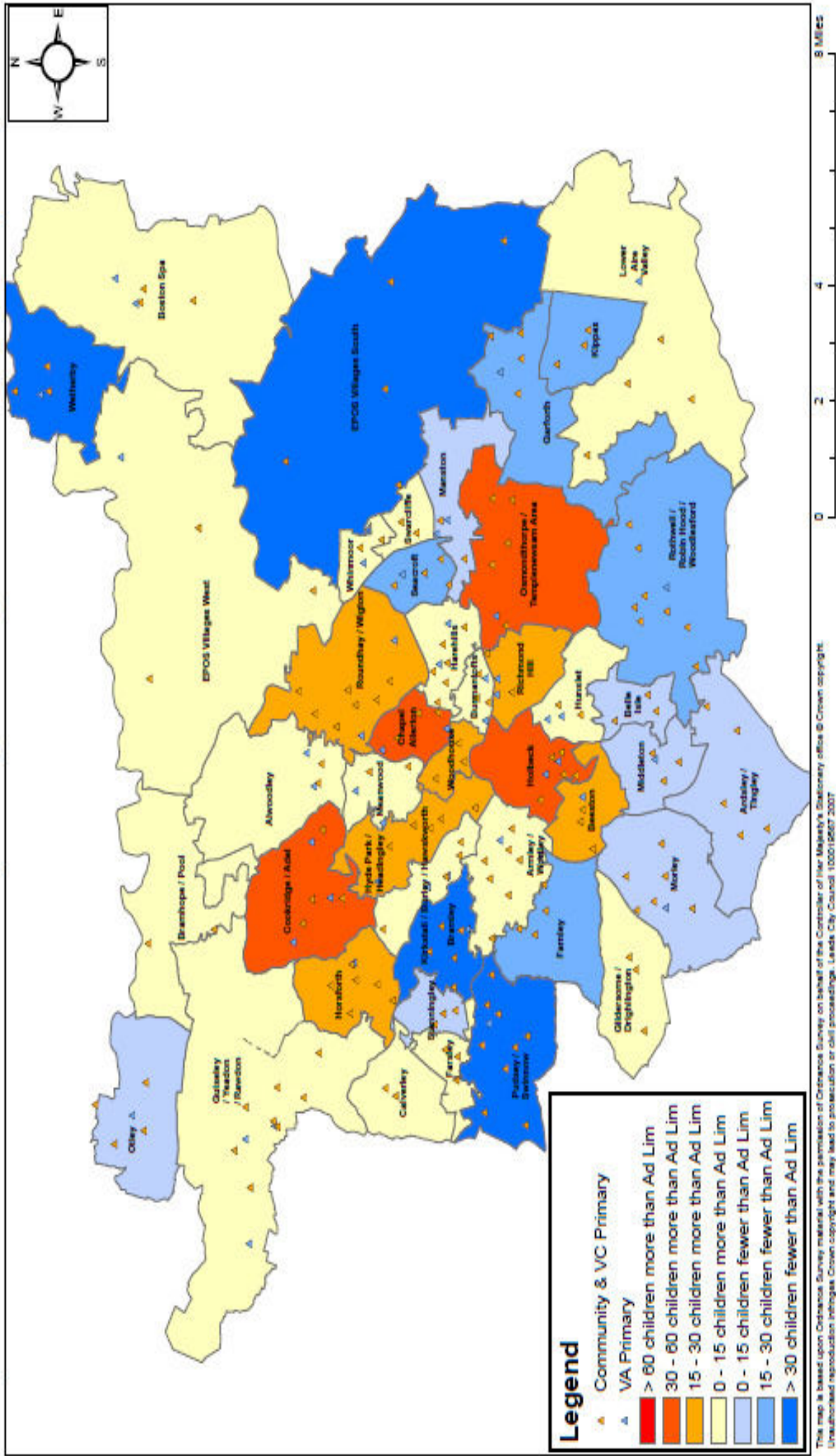
ONS projections of 0-4 population based on 1996, 2004 and 2006



The 2006-based projections from ONS became available in June 2008.

Appendix 3 – Map showing Reception Places v Admissions Limits by Primary Planning Area 2010/11

Reception Places v Admissions Limits by Primary Planning Area 2010/11 (data at May 2009)



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Originator: Steve Hume

Tel: 2478708

NOT FOR PUBLICATION – APPENDIX 2 ONLY – ACCESS TO INFORMATION  
PROCEDURE RULE 10.4.(3)

**Report of the Director of Adult Social Services**

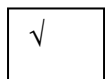
**Executive Board**

**Date: 17 June 2009**

**Subject: Roundhay Road Relocation Project**

**Electoral Wards Affected:**

Chapel Allerton – Roundhay Road Site  
Chapel Allerton - Technorth  
Killingbeck and Seacroft – Killingbeck  
Court  
Beeston - Westland Road: Beeston &  
Holbeck  
Headingley - Burley Housing Office  
City & Hunslet – Moorend ATC  
All – Service Users



Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**Executive Summary**

**This report provides an update to Executive Board on the Roundhay Road project and seeks approval for the authority to spend to enable the solutions now identified to be implemented.**

**Executive Board previously approved a report in March 2008<sup>1</sup> proposing the relocation of Adult and Children’s teams to ‘Digital and Dunbar Houses’. This move was not progressed due to a significant risk being identified of flooding issues at the site.**

**The search for alternative locations have continued and have resulted in suitable accommodation being identified within Technorth for Children’s Social Care and at Killingbeck Business Park for Adult Social Care. Whilst this current proposal requires a significantly lower capital outlay than previous proposals, the major downturn in the economy has also resulted in a much lower valuation of the existing Roundhay Road site.**

**The project has been very difficult to manage, and sustaining stakeholder involvement over such a protracted period of time has been problematic, however, the services have continued to signal their readiness to move largely due to the poor condition of their current**

<sup>1</sup> Executive Board Report ‘Roundhay Road Relocation Project’ 12<sup>th</sup> March 2008

accommodation. In response, the project board and project team, with the support of the Corporate Asset Management Board, have sought to propose a way forward to support relocation. This report details the proposed solutions identified for the remaining services on site (see Appendix 1), together with the current anticipated costs of those proposals (see Confidential Appendix 2), and notes that, on this basis, The Director of Resources has approved the injection of this scheme back into the funded capital programme.

## **1.0 Purpose of the Report**

- 1.1 To update Executive Board on the proposed accommodation solutions in place and the costs associated with the implementation of these to support the relocation of remaining services from the Roundhay Road site to alternative 'fit for purpose' accommodation. In addition the reports sets out the rationale behind the proposals and seeks Executive Board approval to progress relocation of those services.

## **2.0 Background Information**

- 2.1 A project was initiated in September 2005 to relocate in excess of 25 teams (including 279 members of staff and 25 service users) from the Roundhay Road site into alternative accommodation. To support the relocations Executive Board received a report on 12<sup>th</sup> March 2008 proposing that the full anticipated capital receipt from the sale of the Roundhay Road site be used to fund the relocation of all services from that site into 'fit for purpose' accommodation. It was noted within that report that there was a substantial backlog maintenance liability associated with the current site, in the region of £1.2 million back in the year 2000 and that the site provided poor and unsuitable accommodation for many of the service who were located there.
- 2.2 Staff have regularly reported directly through line management and more widely throughout social care, within the staff survey, that the accommodation provided on the Roundhay Road site, and in some other office environments vested within adult social care, are generally unsuitable for a modern organisation. Due to budget pressures within the adult social care service and the requirements for investment in front-line service provision the level of investment in the asset infrastructure has not been sufficient to bring office accommodation into line with office accommodation provided within other parts of the Council.
- 2.3 Adult Social Care over the past few years has made significant progress in developing an asset strategy and approach (directorate asset management plan, asset based investment strategy, service asset management plans and suitability surveys of all buildings) that supports major service transformation and the Council's aspirations to implement new ways of working through the 'Changing the Workplace' programme. The Roundhay Road project follows the principles established as part of that programme and is being considered as a pilot site within the corporate programme.
- 2.4 At the Executive Board meeting in March 2008, approval was given to inject the full anticipated capital receipt into the capital programme with £2m set aside to facilitate the move of both adult and children's area based teams into Digital and Dunbar Houses. Executive Board also agreed that in the event of a deal to acquire Digital and Dunbar not progressing the allocation could be used to acquire alternative accommodation, subject to consultation between the Director of City Development, Director of Adult Social Care and the relevant Executive Members. The proposed move to Digital and Dunbar was aborted as a result of the flooding issues identified being assessed as too significant a risk for the Council.

- 2.5 Extensive consultation has been undertaken with service users, elected members and other stakeholders to ensure that the project and its objective remain real and significant. A summary of Consultations and Communications with Service Users, Members and Trade Union's are included within Appendix 3 attached. The most significant of these relate to the consultations held some time ago in relation to the relocation of Clifford Brooke, Roundhay Road Day Centre and Moorend ISA. Members and staff have also been kept up to date with progress and an update has been prepared for both staff and members in relation to the proposals within this report. The service has worked with corporate asset management in the search for suitable accommodation to service their main catchment areas based on analysis of service users: where possible council owned options have been prioritised where these have been available and fit for purpose.
- 2.6 There had been little opportunity for existing fit for purpose council owned options to be progressed for the two main office teams due to the location and size of space needed. A fit for purpose solution has however now been identified for the Children's area teams at Tech North and was supported at the Jan 09 Asset Management Board. After careful consideration of a number of accommodation options, adult area teams put forward Killingbeck as their preferred and only currently available option to meet their service needs. The solution to purchase a suitable unit at Killingbeck Court was supported by Asset Management Board in April 2009.
- 2.7 Asset Management Board have reviewed and scrutinised the solutions proposed and throughout the course of 2008/09 have signaled their support for the accommodation solutions proposed as indicated in Appendix 1. It should be noted that the anticipated costs to relocate the services off site have reduced since March 2008 in part due to underutilised capacity at Technorth emerging as a viable solution for children's services.
- 2.8 The total cost of the relocations also includes provision already included within the capital programme of £497k in relation to the reprovision of the Roundhay Road Day Centre at Lovell Park<sup>2</sup>. The net requirement for the relocation all other outstanding services is within the current anticipated value of the capital receipt for the Roundhay Road Site. It should, however, be noted that this proposal also includes solutions for meeting the accommodation requirements of two functions not currently located at Roundhay Road: the Community Support Service and the Adult Reviewing Team.

### **3.0 Main Issues**

- 3.1 Given the current economic climate there is clearly uncertainty around the future value of any capital receipt for the current Roundhay Road site, even though interest has already been shown in relation to the commercial potential for the site. The project has therefore been faced with scenarios that include dealing with a significantly reduced capital receipt and potentially a nil receipt in the foreseeable future. In order for the project to continue and to realise the benefits of improved accommodation for the services affected it has been necessary to look at other potential funding options.
- 3.2 If the options shown in Appendix 1 do not progress, the Roundhay Road buildings would need to be retained. To assess the urgent issues on the building a condition survey would be required at a cost of £5,000. It has already been shown in previous reports that the building itself has nominal value and is potentially a liability. This is supported by the maintenance information from the 2000 condition survey. Essential repair and maintenance

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<sup>2</sup> Design and Cost Reports for 'Lovell Park', 'Work Development Unit', 'Greenhill' and 'Whole Project'

over £500,000, with desirable over £700,000, had been estimated. Given the time lapse and lack of investment, much of the desirable is now likely to be in the essential category. This information did not include a roof survey which may have further cost implications.

- 3.3 On a like for like basis, the additional capital cost for relocating the current occupants of Roundhay Road is estimated at less than £0.4m. This clearly represents a significantly cheaper option than the potential maintenance costs associated with bringing Roundhay Road up to acceptable standards, estimated at well in excess of £1.2m. In addition, it has been recognised for some time that the Roundhay Road buildings do not form part of the Council's long term requirements, whereas the purchase of purpose built accommodation at Killingbeck can be seen as an investment for the future. In essence, the continuation with Roundhay Road as a future office base would represent 'throwing good money after bad'.
- 3.4 On the basis that a 'do nothing' option does not represent a value for money solution, officers have looked at a funding option involving the use of unsecured prudential borrowing.
- 3.5 The unsecured borrowing can be funded within existing revenue budget provision. Almost half of the cost can be met from savings in running costs identified as a result of moving from Roundhay Road into a modern energy efficient office facility. Those services who will occupy Killingbeck, but who are not currently located at Roundhay Road, have existing budget provision to contribute, and the Adult Services Access & Inclusion function has earmarked a small contribution as part of its plans to prepare the service for the personalisation agenda. This funding package is detailed in Confidential Appendix 2 of this report. This remains confidential under Access to Information Rule 10.4 (3) on the grounds that it contains detailed sensitive information about the financial position of the Council and in the circumstances it is considered that the public interest in maintaining confidentiality outweighs the public interest in disclosing the information. Release of this information at this time could prejudice the ongoing negotiations with the vendor.
- 3.6 In summary, the site at Killingbeck can meet the identified business need within the services to not only provide 'fit for purpose' staff accommodation (that supports the Council's objective to change the way we work), but more importantly to ensure the continued effective delivery of adult social care services to citizens' within their communities. Detailed building and suitability surveys have been commissioned and are being assessed prior to the completion of the acquisition. The proposals agreed by the Director of Resources not only represent an affordable and value for money solution for the project, but they also enable the Council to be flexible in relation to the timing of the disposal of the site, together with the achievement of a significant reduction in backlog maintenance in relation to the current Roundhay Road site.

#### **4.0 Implications for Council Policy and Governance**

- 4.1 The project is governed by a project board and is run in accordance with DSC project methodology.

#### **5.0 Legal and Resource Implications**

- 5.1 The resource implications are outlined within the body of the report



## **6.0 Conclusions**

- 6.1 Services who are currently based at Roundhay Road have continued to express a readiness to relocate their services into more suitable accommodation that will support not only the wider Council aspiration of changed ways of working, but that also supports the services themselves to better deliver their services to the communities who use them.
- 6.2 The choice that exists is between:
- maintaining occupation within the Roundhay Road site that has been deemed unsuitable and has a significant liability associated with continued occupation over the short to medium-term or
  - approving the funding solution that will support the relocation of existing services into fit for purpose medium to long-term accommodation solutions.
- 6.3 On the basis of the proposals contained within the confidential Appendix 2 of this report the Director of Resources has injected this scheme back into the funded capital programme.

## **7.0 Recommendations**

- 7.1 That Executive Board note the contents of the report and the proposed accommodations solutions outlined in Appendix 1.
- 7.2 That Executive Board approve the expenditure of £1.1m on this scheme as outlined in the confidential Appendix 2 to this report.
- 7.3 That Executive Board declare the Roundhay Road site surplus to requirements subject to the completion of the acquisition of the property at Killingbeck.
- 7.4 That Executive Board approve the demolition of the building subject to the completion of the appropriate option appraisal taking into account both the potential impact on the asset value and the ongoing costs of security.

## **Background Documents**

Executive Board Report 'Roundhay Road Relocation Project' 12<sup>th</sup> March 2008  
Design and Cost Reports for 'Lovell Park', 'Work Development Unit', 'Greenhill' and 'Whole Project'

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Appendix 1 - Roundhay Road Summary Table 14<sup>th</sup> May2009

| Team/ service   | Proposed relocation site                                 | Estimated additional revenue requirement                 | Estimated move completion date | Ownership | Current position   | AMG's position regarding scope and support for accommodation solutions. |
|---|--|--|--------------------------------|-----------|--|---|
| Mental Health Day Centre and CAT<br><br>Staff: <b>10 + 15</b><br>Service users per day: approx. <b>43</b> | Lovell Park EYC<br>Wintoun Street<br>Meanwood<br>LS7 1DD | Revenue to be accommodated within current service budget | Sept 09                        | LCC       | Contractors are now engaged. Service have been informed and discussion with service are on-going. Start on site 23 <sup>rd</sup> March 09 with completion expected end of September 09 | Supported and separate provision included within Capital Programme      |
| Independent Visitors Scheme<br><br>Staff: <b>3</b>  | Technorth.   | Revenue to be accommodated within current service budget | July 09                        | LCC       | Accommodation solution with Technorth with Children's Area Teams   | Support for re-provisioning a number of services to Technorth.          |
| North DOTTS (aka Kellet Outreach & Travel Training)<br><br>Staff: <b>15</b>                               | Burley Housing Office, Leeds 6                           | Revenue to be accommodated within current service budget | July 09                        | LCC       | Project Team are progressing relocation of service into this accommodation. Brief report outlining this will be presented to AMB for their support.                                    | To be reconfirmed   |
| North Leeds Supported Living Scheme<br><br>Staff: <b>25 of which 10 are office based</b>                  | Burley Housing Office, Leeds 6                           | Revenue to be accommodated within current service budget | July 09                        | LCC       | Project Team are progressing relocation of service into this accommodation. Brief report outlining this will be presented to AMB for their support.                                    | To be reconfirmed   |

| Team/ service   | Proposed relocation site  | Estimated additional revenue requirement   | Estimated move completion date | Ownership | Current position  | AMG's position regarding scope and support for accommodation solutions.                                   |
|---|---|--|--------------------------------|-----------|---|---|
| CLA archives/<br>Adults/ Children<br>archives/ offsite<br>filing<br><br>Staff: 1  | Westland Road<br>(off Dewsbury<br>Road)<br>Beeston<br>Leeds<br>LS11 5SB               | Costs of<br>Corporate<br>facility not yet<br>assessed.<br>Provision<br>made within<br>Roundhay<br>Road Project<br>Contingency. | Mar 2010                       | LCC       | The archives will remain on the<br>Roundhay Road site until<br>further developments on the<br>corporate DRMS (Document<br>Record Management System)<br>at Westland Road, which is<br>likely to be live March 2010.  | Has Support   |
| Leeds Equipment<br>Store (LCES)<br><br>Staff: <b>35 of which<br/>           2 are LCC<br/>           employees the<br/>           remainder are<br/>           employed by NHS<br/>           under a pooled<br/>           budget<br/>           arrangement</b> | Moorend ATC<br>Hunslet<br><br>Possible interim<br>measure at<br>Roseville if required | Anticipated will<br>be kept within<br>current budget   | Autumn<br>2010<br><br>Dec 09   | LCC       | Service wish to pursue move to<br>Moorend Service has indicated<br>it would be willing to assist<br>SLATE to relocate possibly into<br>Roseville if required.<br><br>Scope of works required to<br>Moorend and costs being<br>worked up.<br><br>Timescale dependent on<br>relocation of service users to<br>alternative facilities in the<br>South. | In principle support –<br>AMB favour<br>refurbishing an existing<br>Council asset at<br>appropriate cost. |

| Team/ service                        | Proposed relocation site                           | Estimated additional revenue requirement                 | Estimated move completion date | Ownership             | Current position  | AMG's position regarding scope and support for accommodation solutions. |
|--------------------------------------|--|--|--------------------------------|-----------------------|---|---|
| Community Support teams<br>Staff: 17 | KillingBeck Court<br>York Road<br>Leeds 14         | Revenue to be accommodated within current service budget | Sept 09                        | Third party ownership | As part of the service improvement agenda approval (DMT) has been given for Community Support Services (CSS) to become a business unit based in a head office. Interim Head Office to be established at Merrion House (2 <sup>nd</sup> Floor). CSS has indicated that a location alongside Adult Teams at Killingbeck would be ideal. | Supported as part of Killingbeck acquisition.                           |
| Family Placement Storage<br>Staff: 0 | To be Part of solution for Leeds Equipment Service | Revenue to be accommodated within current service budget | Dec 09                         | TBC                   | To be part of LCES solution.  |   |

| Team/ service   | Proposed relocation site                   | Estimated additional revenue requirement                 | Estimated move completion date | Ownership             | Current position  | AMG's position regarding scope and support for accommodation solutions.  |
|---|--|--|--------------------------------|-----------------------|---|--|
| <p>Children's area team including:</p> <p>Area Support Services<br/>Children's Area Team</p> <p>Staff: <b>66</b></p> <p>Fostering and Adoption</p> <p>Staff: <b>13</b></p>    | Technorth                                  | Revenue to be accommodated within current service budget | July 09                        | LCC                   | <p>Technorth is the preferred option for Children's Social Care teams</p> <p>Plans are being developed to assess how the space could be created and some existing teams be relocated within other areas of Technorth.</p> | Has support as would better utilise an existing asset and would provide a required solution at a greatly reduced cost (potential saving within the project of £900k) |
| <p>Adults' area team including</p> <p>Adult Area Teams<br/>Area Support services<br/>Adult DST<br/>Adult Reviewing Team</p> <p>Staff: <b>9 reducing to 73 before move</b></p> | KillingBeck Court<br>York Road<br>Leeds 14 | Revenue to be accommodated within current service budget | Sept. 09                       | Third party ownership | Killingbeck remains the preferred solution in the desired location.   | Negotiations have commenced to purchase a unit at Killingbeck  |

**Note: Moorend ISA has been removed, any relocation will be dealt with by the service as part of service transformation.**

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|  |   |   |
|--|---|---|
|  | As a result of the Learning Disability Services Review, this service is to be re-provisioned in the future as a more locality based service, focused to meet individually assessed needs. It is no longer part of the relocation of Roundhay Road project | ISA that any communication with service users will be led by that service as they have greater expertise in communicating in appropriate methods with their service users.  |
| Elected members                          | Cllr Harrand (Exec Lead Member Adult Social Care)   | Cllr Harrand is briefed on the project as required. The Project Manager attended a number of briefings with Cllr Harrand on the Roundhay Road Project throughout 2008. The Project Sponsor (Steve Hume) last briefed Cllr Harrand on 15/05/09                   |
|  | Cllr Golton (Exec Lead Member Children's Social Care)   | Tony Griffin and Dave McDermott are responsible for briefing Cllr Golton on behalf of the project and do so as required.  |
|  | Cllr Coupar   | Specific requests for information were received from Cllr Coupar in response to representations from service users. The Project Manager has responded to these in writing on 19/2/08.   |
|  | Cllr Ewens<br>Cllr Hussain<br>Cllr Rhodes-Clayton<br>Cllr Dowson<br>Cllr Rafique  | A letter and briefing note were sent to the Ward Members for the Roundhay Road Site and Lovell Park site in February 2008. Mike Evans met with Lovell Park Ward members regarding communication with local residents and other interested parties in this area. |
|  | Other elected members   | Briefings on the Roundhay Road Project were issued to all Cllrs in March 06, Sept 06 and June 07. The latest briefing was 09/06/09.   |
| Residents in the vicinity of Lovell Park |   | The Principal Unit Manager and Transformation Manager were assisted by members of the project   |

|              |  |  |
|--------------|--|--|
|              |  | <p>team to arrange for an independent person to undertake consultation with residents in the Lovell Park area. Chief Officer (Mike Evans) met with Ward Members to seek advice on who should be communicated with and in what way. Letters were subsequently sent to Ward members on this matter and no matters are outstanding.</p> |
| Trade Unions |  | <p>Updates are provided to the trade unions via the JCC meetings as required. To date no representations have been received from the trade unions on behalf of staff from the services being relocated as part of this project.</p>  |

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Originator: Paul Broughton

Tel: 2475004

### Report of the DIRECTOR OF ADULT SOCIAL CARE

Committee : Executive Board

Date: 17th June 2009

Subject: Council Deputation - Provision of changing place toilets in Leeds

#### Electoral Wards Affected:

All

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

#### EXECUTIVE SUMMARY:

Standard disabled persons toilets do not provide sufficient space or facilities to enable carers of persons with severe physical disabilities to use them safely. Nationally the Changing Places Campaign is seeking to promote awareness of changing places toilets and to encourage their provision in public places.

In Leeds, the All Mean All Group has been campaigning for the provision of a changing places toilet in the City. The group attended the Council meeting on the 22nd April to request Council support for such facilities in the City Centre.

This report identifies what actions have been taken to date in responding to the needs of this group and recommends further action that the Council can undertake to enable the provision of changing places toilets in the city.

#### 1. Purpose of the Report

- 1.1. To provide information on the benefits of Changing Places Toilets and both the national and local campaigns seeking to increase the provision of such facilities in public places.
- 1.2. To provide information on the action taken to date in responding to the demands of the local campaign.
- 1.3. To make recommendations as to further assistance that can be given in relation to the provision of changing places toilets in Leeds.

## 2. **Background Information**

- 2.1. Changing Places is a national campaign promoting the provision of Changing Places toilets for people with profound and multiple learning disabilities and other disabilities. These facilities also serve their carers who often find themselves in inappropriate and physically damaging positions/actions in standard disabled persons toilets. The national campaign believe that without proper facilities and sufficient space a disabled person is put at risk and their carers risk their own health and safety by attempting to change people in toilets that are not fit for purpose or other places that are inappropriate and potentially dangerous.
- 2.2. A changing place toilet is one with enough space for both disabled people and their carers, and has appropriate equipment e.g. a height adjustable changing bench and a tracking hoist system amongst other features. The changing places campaign would like to see such facilities in a range of public places such as in City Centres, Shopping Centres and Leisure Complexes. The Changing Places website list 67 locations across the UK where a changing place facility is open to the general public, and a further 14 which are planned.
- 2.3. Provision of such facilities can make a tremendous difference to the lives of disabled people and their carers by allowing them to visit locations knowing that access to appropriate toilet facilities will be available. It is estimated that nationally there are many thousands of people who would benefit from such facilities including around 40,000 people with profound and multiple learning disabilities.
- 2.4. Adult Social Care has taken a co-ordinating role in relation to this matter and a working group of officers have been meeting to identify potential sites where such a facility can be located in Leeds. The Councils asset management board has agreed to support the working group in taking this work forward.

## 3. **Main Issues**

- 3.1. The Leeds based All Means All Group is an independent group of people from Leeds with high support needs who have similar goals in relation to improving their lives by:
  - having better health
  - having access to the things they would like to do
  - having better information and communication
- 3.2. The group have identified the provision of a changing place toilet would enable them to have greater access to Leeds City Centre and be able to live more fulfilling lives.

Specifically the group is asking:

- (i) for a changing places toilet to be provided in Leeds City Centre
- (ii) people to understand the importance of such facilities for people with severe disabilities
- (iii) and that all new large scale developments include a changing places toilet.

The All Means All Group have obtained 1600 signatures on a petition in relation to the above and are receiving support for their campaign from the Leeds learning disability partnership board.

- 3.3. Locally there are 292 adults with a learning disability in Adult Social Care or Health day services with profound physical support needs in addition to their learning disability. There are 425 school children with profound and multiple disabilities or physical disabilities. In Leeds there are 55,000 people over the age of 65 with limiting long term illnesses and many other people under the age of 65 with severe physical disabilities. All of the above are potential users, as would disabled people from outside the city who may wish to visit Leeds
- 3.4. The regional valuing people support team has arranged an event on the 24<sup>th</sup> June in Keighley to promote changing places toilets and highlight national success stories. The

event is particularly aimed at Learning Disability Partnership boards who have been asked to send a team of up to 5 people.

- 3.5 The Leeds Carers strategy contains a commitment to supporting the development of changing places toilets and to this end has earmarked funding of £30k for building / refurbishment works.
- 3.6. A group of officers, with representation from the Leeds Learning Disability forum, has been meeting in order to respond to the needs of the All Means All Group and other people who would benefit from the provision of such facilities.

This officer group has undertaken a number of tasks including:

- (a) Identifying appropriate sites within Leeds City Centre where a changing places toilet can be sited.
  - (b) Agree a specification for a Changing Place toilet in line with national guidance.
  - (c) Promoting awareness of the advantages of changing places toilet across the Council.
  - (d) Considering how the development process (planning DC, planning LDF, PFI schemes) can support the provision of future facilities
  - (e) Preparing a priority list of development types where changing places should be included in line with national guidance.
  - (f) Researching the revenue and capital costs of changing places toilets.
- 3.7. As changing places toilets contain equipment of value and which needs maintenance, it was considered appropriate to limit the search for potential sites to those where toilet facilities are already in existence and there are supervisory arrangements in place. The group are seeking to have 3 sites operational by 31 March 2011.
- 3.8. Space for the provision a changing places facility has been identified within the Central Library terrace bar redevelopment on the headrow. Whilst the final costings for the refurbishment have yet to be finalised, it is hoped that this facility will become operational during this financial year. Other City centre based sites are also being explored. The new 'Trinity East' Development in Leeds city centre identified a Changing place facility in the planning application which has been approved. However it should be noted that this development is now on hold.
- 3.9 The officer group has agreed a specification (based on national guidance) for a changing place toilet which will be used in Leeds. This specification is taken from the new BS8300:2009 'Design of buildings and their approaches to meet the needs of disabled people – Code of Practice'. In relation to the additional running costs of a changing places toilet as compared to that of a traditional disabled toilet, these have been calculated at less than £3K per annum.
- 3.10. Executive Board on 14th January approved a report on the transformation of day services for people with learning disabilities. That report recommended that large, traditional centres should be replaced by more local service provision in community based locations. Budget provision has been made available to assist in delivering these changes and it is considered that the provision of further changing place toilets will form part of this transformation programme, although these are unlikely to be City Centre based.
- 3.11 In relation to new developments, the group is taking a proactive role in ensuring that consideration is given to the possibility of including changing places toilets in new Council developments. The new leaf leisure centres at Armley and Morley will both contain a changing place toilet and this facility will be requested as part of the preparatory work for the new Wellbeing Centre at Holt Park.

- 3.12 More generally in relation to new developments , the officer group is now working on the preparation of a strategy for changing place toilets in Leeds. It is proposed that the strategy should contain a commitment that future building developments commissioned by the Council which are for use by the general public, will consider provision of a changing place toilet if they would otherwise have contained a standard disabled toilet. Further work is needed to define more clearly the types of development that would be covered by such a commitment , and where such facilities could best be located. It is envisaged that flagship schemes such as the new Arena would be covered by this commitment.
- 3.13 In addition consideration is also being given as to how the planning process can assist in ensuring further provision of changing place facilities in developments which are not commissioned by the Council. This will include the potential for the use of S106 monies to provide new facilities.
- 3.14. The Council's Asset Management Board ( AMB) is aware of the changing places initiative and is supporting the work being undertaken by the officer group. In particular AMB have offered to assist in the development of the above strategy. It is recommended that a further report be brought back to Executive Board in six months time which details a strategy for the provision of changing place toilets in Leeds.

#### 4. **Implications for Council Policy and Governance**

- 4.1. There is a growing demand at a national and local level for the provision of changing places toilets. The production of a strategy for the future provision of Changing place toilets in Leeds would be seen as a very positive step not just in relation to those most likely to use the facility but from disabled people generally.

#### 5. **Legal and Resource Implications**

- 5.1. The Disability Discrimination Act and other equality legislation require Council's to make appropriate arrangements for people with disabilities. The Disability Equality Duty which came into force in December 2006 introduced general and specific duties for public authorities. The provision of more appropriate toilet facilities for people with severe disabilities can be seen as actions which will help meet the Council's responsibilities in this area.
- 5.2. Financial Provision exists with the carers strategy amounting to £30k which will be used to establish 3 city centres based toilet facilities by 31 March 2011.
- 5.3. Further funding is available within the ASC learning disability day centre transformation programme to provide changing places toilets as part of the planned development of more localised facilities for people with learning disabilities.
- 5.4. The additional running costs of a changing places toilet have been estimated at no more than £3K.

#### 6. **Conclusions**

- 6.1. The need for and benefits of changing places toilets have been identified in this report. Officers will continue to explore potential sites for city centre based facilities and will work on the development of a strategy for the future provision of changing places toilets in Leeds.
- 6.2. Funding has been identified to provide 3 city centre based changing place toilets in Leeds. A specification for a changing place toilet has been agreed which can now be used for the provision of this facility in new developments.
- 6.3. A strategy in relation to the provision of changing place toilets is being prepared which will contain a commitment by the Council to consider the provision of changing places toilets in appropriate new developments which would otherwise have contained a traditional disabled toilet.



## 7. **Recommendations**

7.1. Executive Board is asked to:

- (a) To note the actions being taken to provide city centre based changing places toilets,
- (b) To note the work undertaken to agree a specification for a changing places toilet,
- (c) To request a further report be prepared in six months time which will recommend a strategy for the provision of changing places toilets in Leeds.

### **Background documents referred to in this report:**

1) Deputation from the All Means All group to Leeds City Council 22 April 2009

2) BS8300:2009 'Design of buildings and their approaches to meet the needs of disabled people – Code of Practice'

3) Changing Places campaign website : <http://www.changing-places.org>

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## **Deputation to Council by the 'All Means All' group about the Provision of Changing Places Toilets in Leeds**

### **Who we are**

**We are Lisa Keenan; Christine Barker; Anthony Benson; Audrey Gallaher and Harvey Hope/Freddy Idle. We are here as representatives of the All Means All group, who are a group of people with high support needs, who came together to look at issues that affect their lives.**

### **What we want**

**The group identified that not having a changing places toilet stopped them from doing a lot of the things they wanted to. Without these facilities people with high support needs are unable go to the toilet or be changed safely. At the moment there are no changing places facilities in or around Leeds city centre. This means that people with high support needs, and their carers, are excluded from many economic and social benefits and activities enjoyed by the majority of citizens of Leeds.**

**We want changing places toilets in and around Leeds city centre. A changing places toilet is a toilet that is big enough to accommodate one or two carers, it has a height adjustable changing bench where a carer can safely change their continence pad. There is also a hoisting system so that people can be safely transferred from their wheel chair to the toilet or changing bench. Standard accessible toilets do not have changing benches or hoists and most are too small for more than one person.**

**We are asking that all new large scale developments include a changing places toilet. We would like to see the provision of Changing Places Toilets in the Local Development Framework of the planning system so that there is an expectation for large scale developments to provide these facilities. It is important that these facilities are provided in public spaces so that people with high support needs can enjoy the same opportunities as other citizens of Leeds. In the short term we**

want a confirmed site in the city centre and commitment for the facility to be ready in a year.

### **Why we want this**

- There are 292 adults with high support needs receiving support in Leeds
- There are 425 school children with high support needs.
- Other groups of people would also benefit from these facilities including people with limiting long term illnesses and people with physical impairments.

The need for these facilities isn't specific to Leeds; Mencap has launched a national campaign for changing places toilets and estimates that 40000 people across the country need these facilities. Our neighbours in Bradford now have six changing places toilets and have another three being built.

### **Consultation and Involvement**

This is a user led campaign that was started by a group of people who wanted to make their own lives better. Leeds Partnership NHS Foundation Trust, Leeds Voluntary Sector Learning Disabilities Forum and Leeds Advocacy are supporting the All Means All Group with this work. The campaign has many strong supporters including: the Learning Disabilities Partnership Board; the Learning Disabilities Partnership Board Service User Group; Leeds Partnership NHS Foundation Trust Board of Governors; Leeds Voluntary Sector Learning Disabilities Forum's Trustees and their member organisations; and over 1600 individuals who have signed our petition. In support of the campaign the council have set up a working group, led by Adult Social Care, with representatives from City Centre Leeds, City Development, Resources, the Equality team and the All Means All group.

## **Making it Happen**

**It is estimated that to make the adaptations for a changing places toilet to an existing space will cost £10000. Several potential sites for these facilities have been identified through the council's working group including the Terrace Bar/café at Leeds Library on the Headrow. The All Means All group is very pleased and encouraged by this work and thinks the locations being explored are good. However, it has not been confirmed that any of these developments will happen and there seem to be many obstacles; including the issue of who will pay for the maintenance and upkeep of these facilities. This provision of these facilities is not just an Adult Social Care issue, we need a whole council approach to show a full commitment to including people with high support needs.**

**The Valuing People Now cross governmental three year strategy talks about the importance of social inclusion for people with learning disabilities and specifically mentions the importance of the provision of changing places toilets in achieving this. This issue is so important that National Learning Disabilities Week, in June of this year, is focusing on campaigning for more changing places toilets. Leeds City Council's papers: 'Transforming Day Opportunities' and 'Leeds Learning Disabilities Strategy' both stress the importance of moving away from segregated services to more socially inclusive support. Both papers also recognise the role of changing places toilets in achieving this.**

## **Summary**

**Leeds is a great city with fantastic facilities for its residents and visitors, but the lack of changing places toilets means that people with high support needs are excluded from a lot of what Leeds has to offer. The members of the All Means All group, and people with similar support needs, are citizens of Leeds and a council wide approach is needed to address this exclusion, as well as a definite commitment to getting changing places toilets in Leeds.**

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**Report of the Assistant Chief Executive (Corporate Governance)**

**Executive Board**

**Date: 17 June 2009**

**Subject: Taxi and Private Hire Licensing: Age Criteria Proposals – Deputation to Full Council**

|   |
|---|
| <p><b>Electoral Wards Affected:</b><br/>All</p><br><br><br><br><br><br><br><br><br><br><input type="checkbox"/> Ward Members consulted<br>(referred to in report) |
|---|

|  |
|--|
| <p><b>Specific Implications For:</b></p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p> |
|--|

Eligible for Call In

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

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**EXECUTIVE SUMMARY**

1. This report addresses the deputation by GMB regarding the age criteria proposals for Taxi and Private Hire Licensing which was heard at full Council on 22 April 2009. Having received the deputation, Full Council referred the matter to the Executive Board for consideration. The report advises the Executive Board of the proposals which are to be considered by the Licensing and Regulatory Panel of the Council (as a delegated council function), the reasons for the proposals, the consultation being undertaken and the matters that will be considered by Licensing and Regulatory Panel when a final decision is made. Finally, the report asks Executive Board whether there are any observations that they wish to draw to the attention of Licensing and Regulatory Panel before a decision is made on the proposals.

## **1.0 Purpose Of This Report**

- 1.1 The purpose of this report is to address the deputation received by full Council on 22 April 2009 regarding the proposals to change the age criteria in Taxi and Private Hire Licensing, to explain the rationale of the proposals, the consultation undertaken and the matters that the decision makers (Licensing and Regulatory Panel under delegated council functions) will take into account.

## **2.0 Background Information**

- 2.1 On 22 April 2009, full Council received a deputation on behalf of the GMB trade union from Bill Chard, Regional Organiser and Javid Akhtar, Chairperson of the Leeds Private Hire Association, which is a branch of the GMB. The deputation principally addressed proposals to change the age criteria applied in vehicle licensing for taxi and private hire vehicles. Under the current arrangements, vehicles up to 8 years of age (from first registration) can be licensed as taxi or private hire vehicles. The proposal by officers is that this age criteria should be changed from 8 years to 6 years. This would, however, be subject to the following:
- An exceptional condition policy which will allow vehicles between 6 and 8 years to continue to be licensed as taxis and private hire vehicles if they are serviced in accordance with manufacturer's instructions throughout the lifetime of the vehicle, are well-maintained, mechanically sound, meet emission standards and has good exterior body work and paint work and high standards of interior cleanliness and comfort.
  - For existing licensed vehicles, the proposals allow continued licensing up to 8 years of age, providing that the vehicle is still with the existing proprietor and subject to 2 inspections per year from the 6th anniversary of first registration up to the 8th year.
- 2.2 These proposals were first presented to Licensing and Regulatory Panel in March 2009, following discussions of the proposals between officers and the trade. Officers presented the matter to Licensing and Regulatory Panel at that stage for information only, given the high profile that the issue was attracting. The proposals were presented to Licensing and Regulatory Panel as the relevant decision maker. The Panel holds delegated decision making power in respect of taxi and private hire licensing which is a council function. This power is delegated by Council to the Licensing and Regulatory Panel at the Annual General Meeting. Because the functions concerned are council functions, the final decision is a matter for Licensing and Regulatory Panel rather than the Executive Board, and the matter is not eligible for call-in.
- 2.3 At the Licensing and Regulatory Panel meeting in March, officers outlined the proposals, together with concerns that had been raised. Members of the GMB drivers branch were able to address the meeting. It became apparent at that meeting that there was some misunderstanding amongst the trade as to the implications of these proposals and the operation of the exceptional condition policy in particular. Members of the Licensing and Regulatory Panel were advised that further and extensive consultation was planned before the matter would be returned to the Panel for a final decision.



### **3.0 Main Issues**

- 3.1 The deputation to Full Council which is now being considered by Executive Board asks for "this proposed flawed and unnecessary legislation" to be "squashed". As will be seen from the background information, no decision has yet been made in respect of a change to the age criteria. Extensive consultation has been undertaken since the matter was considered in March including work to dispel some of the misunderstandings around the proposals, and the results of that consultation will be presented to Licensing and Regulatory Panel for a final decision to be made in July 2009. In any event, it would not be open to Executive Board to substitute its decision of Licensing and Regulatory Panel, as taxi and private hire licensing functions are council functions and not executive functions.

#### Background to the Proposals

- 3.2 The functions of taxi and private hire licensing fall to Leeds City Council as the District Council for the area. The legislation underpinning the licensing regime has been around for a considerable number of years, some if it dating back to 1847. However, the key factor which underpins the licensing regime has remained constant, and that is the requirement to operate the regime with public safety as the paramount issue.
- 3.3 In October 2006, the Department for Transport issued guidance to Licensing Authorities "Taxi and Private Hire Vehicle Licensing: Best practice Guidance", which emphasised this role. An extract from the Guidance on age criteria is attached at Appendix 1. Members will note that the Guidance is that such criteria should not be arbitrary or inappropriate. Officers do not feel that the current proposals are either arbitrary or inappropriate.
- 3.4 As part of ongoing improvements to the licensing regime, the council's vehicle examiners have been systematically inspecting vehicles by age group, starting with those of 6 years plus. The results of those inspections are attached as Appendix 2 to this report. Members will note that of the 115 hackney carriage vehicles that were required to attend for inspection, only 27 passed the test on the first occasion, whilst 45 vehicles failed the test, 23 vehicles were in a sufficiently poor condition to be suspended and 7 vehicles were subject to surrender of the licence. 13 vehicles were not presented for inspection. 11 of those were later inspected and only 1 of those 11 passed the inspection, with 6 failing, 3 being suspended and 1 licence being surrendered. Of private hire vehicles, 740 were required to attend, of which only 138 passed the test on the first occasion. 230 vehicles failed the test, 78 were suspended, 32 had their licence revoked and 45 vehicles had their licence surrendered. Members will note from this information that a high proportion of vehicles aged between 6 and 7 years did not meet the required standard on inspection. It is important to note that the standard to which these vehicles has judged has not been changed as a result of these proposals. In other words, we can conclude that the older the vehicle, the more likely it is to be in an unsatisfactory and possibly unsafe condition.
- 3.5 It became apparent during the Licensing and Regulatory Panel meeting in March 2009 and in subsequent discussions between officers and the trade that some drivers believe that vehicles over 6 years of age will not be licensed. This is not accurate. The exceptional condition policy is not intended to ensure that no cars will pass the test and has not been designed for that reason. A vehicle which passes the exceptional conditions test will be a vehicle that is well-maintained, mechanically sound, meets emissions standards, has good exterior body work and paint work,

meets high standard of interior cleanliness and comfort, with accompanying evidence of a service history in accordance with manufacturer's instructions throughout the lifetime of the vehicle. In other words, providing the vehicle is well-maintained, there is no reason why it cannot continue to be licensed up to 8 years of age. The rationale behind the proposals is that of public safety, and that is a suitable and appropriate matter for the Licensing and Regulatory Panel to consider in setting any taxi and private hire licensing policy.

### Consultation

3.6 One of the key issues arising from the discussion of the proposals at Licensing and Regulatory Panel in March 2009 was the need for further consultation with the trade to ensure that all those that might be affected fully understood the proposals and the implications of them. Attached at Appendix 3 to this report is a copy of the consultation booklet issued to every licence holder in April 2009, which contains details of the proposals and how feedback could be provided. Attached at Appendix 4 is a copy of the Licensing Leeds newsletter, issued to every licence holder at the beginning of April 2009 and published on the Council's web page, setting out the proposals and feedback methods.

3.7 In addition, the following activities have been undertaken:

- Four full open consultation days on the proposed changes took place on the following dates:

Tuesday 7 April – Carlisle Business Centre, Bradford

Thursday 9 April – Temple Newsam, Leeds

Friday 17 April – Pudsey Civic Hall, Leeds

Monday 1 June – Pudsey Civic Hall, Leeds

These sessions were hourly drop-in sessions from 9.30 am to 4.00 pm.

- An e-mail was sent to private hire operators and taxi associations, where an e-mail address was held, on 2 April asking them to circulate details of the open days to their drivers, and leaflets were distributed by officers to operators and hackney carriage bases on 3 April. A further email was sent to private hire operators and taxi associations, where an e-mail address was held, on 15 May asking them to circulate details of the 'mop up' open day to their drivers, and invitation letters to individual licence holders were sent on 21 May.
- A questionnaire from an external company who are reviewing the demand for taxi licences in Leeds on behalf of the Council. Questions of the age criteria were included within that survey, which was sent to all licence holders.

- The Taxi and Private Hire Licensing web page was updated with the proposals on 25 March, with details of the open days on 2 April.
- The information screens in the Taxi and Private Hire Licensing Section's reception area were updated on 2 April with details of the open day.
- A detailed question and answer guide has been sent to the home of every licensed driver, setting out how any proposed change may affect them.
- Members of the GMB have had a personal meeting with officers.
- Where complaints have been received that one taxi company did not distribute the information in time for the open day, an arrangement has been agreed whereby Directors of the company will consult with the drivers, prepare a list of questions and meet with the relevant officers to be given detailed feedback.

#### **4.0 Implications For Council Policy And Governance**

- 4.1 The setting of a policy on the age of vehicles that will be licensed in Leeds is a Taxi and Private Hire Licensing function delegated to the Licensing and Regulatory Panel and to relevant officers. There is no statutory requirement to have taxi and private hire licensing policies, although they have been in common use for a number of years across all Licensing Authorities. Policies are generally regarded as useful, as they give clear guidance to potential applicants on what the Council considers to be acceptable, and provides the framework for consistent decision making.
- 4.2 The making of an age criteria policy is within the remit of the Licensing and Regulatory Panel as it relates to a Council function and not an executive function. However, because the final decision has not yet been made, it is a matter on which Executive Board could comment, and those comments can be taken into account when the final decision is made.

#### **5.0 Legal And Resource Implications**

- 5.1 As with all Council policies, it is possible to challenge a policy that is unreasonable by way of Judicial Review. Should such a challenge be brought, it would be brought after Licensing and Regulatory Panel make a final decision.
- 5.2 There are no resource implications from this report. There are resource implications if the new policy is adopted. These will be addressed as part of the final report to Licensing and Regulatory Panel. In summary, however, fees will be charged to the trade for the necessary inspections, and those fees will cover the cost of implementing this policy, should that be the decision.

#### **6.0 Conclusions**

- 6.1 That the policy cannot be quashed, as it has not yet been approved.
- 6.2 The matter falls within the remit of the Licensing and Regulatory Panel.
- 6.3 That extensive consultation has been and is still being undertaken which will be reported to the Licensing and Regulatory Panel before a decision is made.
- 6.4 That part of the concern raised by the deputation is due to a misunderstanding amongst drivers as to how the exceptional condition policy will operate, and the implications of that for individual licensed vehicles.

## **7.0 Recommendations**

- 7.1 That the Executive Board note the contents of this report, the rationale behind the proposals and the information that will be available to the decision makers.
- 7.2 Any comments from Executive Board will need to be fed back to the Licensing and Regulatory Panel to be considered as part of their final decision on the matter.

## **8.0 Background Papers**

- 8.1 Interim Report – Proposals to change the ‘Age Criteria’ Condition upon Hackney Carriage and Private Hire Saloon and People Carrier Vehicle Licences.
- 8.2 Taxi and Private Hire Licensing: Best Practice Guidance

## Department for Transport

(Taken from DfT Website)

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### Taxi and Private Hire Vehicle Licensing: Best Practice Guidance

#### Vehicles

##### Specification of Vehicle Types That May Be Licensed

18. The legislation gives local authorities a wide range of discretion over the types of vehicle that they can license as taxis or PHVs. Some authorities specify conditions that in practice can only be met by purpose-built vehicles but the majority license a range of vehicles.

19. Normally, the best practice is for local licensing authorities to adopt the principle of specifying as many different types of vehicle as possible. Indeed, local authorities might usefully set down a range of general criteria, leaving it open to the taxi and PHV trades to put forward vehicles of their own choice which can be shown to meet those criteria. In that way there can be flexibility for new vehicle types to be readily taken into account.

20. It is suggested that local licensing authorities should give very careful consideration to a policy which automatically rules out particular types of vehicle or prescribes only one type or a small number of types of vehicle. For example, the Department believes authorities should be particularly cautious about specifying only purpose-built taxis, with the strict constraint on supply that that implies. (There are at present only two designs of purpose-built taxi.) But of course the purpose-built vehicles are amongst those which a local authority could be expected to license. Similarly, it may be too restrictive to automatically rule out considering Multi-Purpose Vehicles, or to license them for fewer passengers than their seating capacity (provided of course that the capacity of the vehicle is not more than eight passengers).

Imported vehicles: type approval (see also "stretched limousines", paras 26-28 below)

21. It may be that from time to time a local authority will be asked to license as a taxi or PHV a vehicle that has been imported independently (that is, by somebody other than the manufacturer). Such a vehicle might meet the local authority's criteria for licensing, but the local authority may nonetheless be uncertain about the wider rules for foreign vehicles being used in the UK. Such vehicles will be subject to the 'type approval' rules. For passenger cars up to 10 years old at the time of first GB registration, this means meeting the technical standards of either:

- a European Whole Vehicle Type approval;
- a British National Type approval; or
- a British Single Vehicle Approval.

Most registration certificates issued since late 1998 should indicate the approval status of the vehicle. The technical standards applied (and the safety and environmental risks covered) under each of the above are proportionate to the number of vehicles entering service. Further information about these requirements and the procedures for licensing and registering imported vehicles can be seen at

[www.dft.gov.uk/stellent/groups/dft\\_roads/documents/page/dft\\_roads\\_506867.hcsp](http://www.dft.gov.uk/stellent/groups/dft_roads/documents/page/dft_roads_506867.hcsp).

## Vehicle Testing

22. There is considerable variation between local licensing authorities on vehicle testing, including the related question of age limits. The following can be regarded as best practice:

- **Frequency of Tests.** The legal requirement is that all taxis should be subject to an MOT test or its equivalent once a year. For PHVs the requirement is for an annual test after the vehicle is three years old. An annual test for licensed vehicles of whatever age (that is, including vehicles that are less than three years old) seems appropriate in most cases, unless local conditions suggest that more frequent tests are necessary. However, more frequent tests may be appropriate for older vehicles (see 'age limits' below). Local licensing authorities may wish to note that a review carried out by the National Society for Cleaner Air in 2005 found that taxis were more likely than other vehicles to fail an emissions test. This finding, perhaps suggests that emissions testing should be carried out on ad hoc basis and more frequently than the full vehicle test.
- **Criteria for Tests.** Similarly, for mechanical matters it seems appropriate to apply the same criteria as those for the MOT test to taxis and PHVs\*. The MOT test on vehicles first used after 31 March 1987 includes checking of all seat belts. However, taxis and PHVs provide a service to the public, so it is also appropriate to set criteria for the internal condition of the vehicle, though these should not be unreasonably onerous.

\*A manual outlining the method of testing and reasons for failure of all MOT tested items can be obtained from the Stationary Office see

[www.tsoshop.co.uk/bookstore.asp?FO=1159966&Action=Book&From=SearchResults&ProductID=0115525726](http://www.tsoshop.co.uk/bookstore.asp?FO=1159966&Action=Book&From=SearchResults&ProductID=0115525726)

- **Age Limits.** It is perfectly possible for an older vehicle to be in good condition. So the setting of an age limit beyond which a local authority will not license vehicles may be arbitrary and inappropriate. But a greater frequency of testing may be appropriate for older vehicles - for example, twice-yearly tests for vehicles more than five years old.
- **Number of Testing Stations.** There is sometimes criticism that local authorities provide only one testing centre for their area (which may be geographically extensive). So it is good practice for local authorities to consider having more than one testing station. There could be an advantage in contracting out the testing work, and to different garages. In that way the licensing authority can benefit from competition in costs. (The Vehicle Operators and Standards Agency - VOSA - may be able to assist where there are local difficulties in provision of testing stations.)

## Security

23. The owners and drivers of vehicles will often want to install security measures to protect the driver. Local licensing authorities may not want to insist on such measures, on the grounds that they are best left to the judgement of the owners and drivers themselves. But it is good practice for licensing authorities to look sympathetically on - or actively to encourage - their installation. They could include a screen between driver and passengers, or CCTV. Care

however should be taken that security measures within the vehicle do not impede a disabled passenger's ability to communicate with the driver. Licensing authorities may want to encourage the taxi and PHV trades to build good links with the local police force, including participation in any Crime and Disorder Reduction Partnerships. There is extensive information on the use of CCTV, including as part of measures to reduce crime, on the Home Office web-site, [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk) (and see for instance, [www.crimereduction.gov.uk/cctv/cctvminisite4.htm](http://www.crimereduction.gov.uk/cctv/cctvminisite4.htm)).

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**VEHICLE INSPECTION RESULTS – 6 /7+ Years****Hackney Carriage Vehicles**

|                      | <b>Vehicles Required To Attend</b> | <b>Passed Test</b> | <b>Failed Test</b> | <b>Vehicle Suspended</b> | <b>Licence Revoked</b> | <b>Licence Surrendered</b> | <b>Failed to Attend</b> |
|----------------------|------------------------------------|--------------------|--------------------|--------------------------|------------------------|----------------------------|-------------------------|
| <b>Actual Volume</b> | 115                                | 27                 | 45                 | 23                       | 0                      | 7                          | 13                      |
| <b>%</b>             |                                    | 23.5%              | 39.1%              | 20.0%                    | 0%                     | 6.1%                       | 11.3%                   |

Attended at a later date (vehicles that failed to attend on first request)

|                      |    |      |       |       |    |      |    |
|----------------------|----|------|-------|-------|----|------|----|
| <b>Actual Volume</b> | 11 | 1    | 6     | 3     | 0  | 1    | 0  |
| <b>%</b>             |    | 9.1% | 54.5% | 27.3% | 0% | 9.1% | 0% |

**Private Hire Vehicles**

|                      | <b>Vehicles Required To Attend</b> | <b>Passed Test</b> | <b>Failed Test</b> | <b>Vehicle Suspended</b> | <b>Licence Revoked</b> | <b>Licence Surrendered</b> | <b>Failed to Attend</b> |
|----------------------|------------------------------------|--------------------|--------------------|--------------------------|------------------------|----------------------------|-------------------------|
| <b>Actual Volume</b> | 740                                | 138                | 230                | 78                       | 32                     | 45                         | 217                     |
| <b>%</b>             |                                    | 18.7%              | 31.1%              | 10.5%                    | 4.3%                   | 6.1%                       | 29.3%                   |

Attended at a later date (vehicles that failed to attend on first request)

|                      |     |      |       |       |      |       |    |
|----------------------|-----|------|-------|-------|------|-------|----|
| <b>Actual Volume</b> | 192 | 14   | 66    | 22    | 8    | 82    | 0  |
| <b>%</b>             |     | 7.3% | 34.4% | 11.5% | 4.2% | 42.6% | 0% |





## Taxi and Private Hire Licensing Legal, Licensing & Registration

### Information & Consultation on changes to:

1. Our administrative procedures and Enforcement Policy in respect of vehicle inspections
2. The proposed Age Criteria policy

March 2009

#### **Section Opening Hours**

##### **Mon – Thurs**

08:00 – 15:30

##### **Fri**

08:00 – 15:00

#### **Staff Training**

2nd Tuesday in every month

08:00 – 10:00

Taxi and Private Hire Licensing

225 York Road

Leeds

LS9 7RY

Tel: 0113 214 3366

Email: [taxiprivatehire.licensing@leeds.gov.uk](mailto:taxiprivatehire.licensing@leeds.gov.uk)

[www.leeds.gov.uk/taxis](http://www.leeds.gov.uk/taxis)

## **Background Information**

This booklet contains information about two distinct developments surrounding the inspection of licensed Hackney Carriage and Private Hire saloon and People Carrier vehicles;

1. Changes to our administrative procedures and Enforcement Policy in respect of vehicle inspections
2. Proposals to change the 'age criteria' Condition placed upon Hackney Carriage and Private Hire saloon and People Carrier vehicle licences

Over the past three years our Vehicle Examiners have been systematically inspecting licensed vehicles by age group, starting with those of 6 years and 7½ years plus. The results of these inspections have previously been communicated via the Licensing Leeds newsletter but can also be found at Appendix A.

After considering the results and discussing the experience of Licensing Officers and Vehicle Examiners, it became apparent that we would need to reconsider our administrative procedures and Enforcement Policy in respect of vehicle inspections.

It was also considered necessary to bring the results to the attention of the Councillors who sit on the Licensing and Regulatory Panel and to propose changes in respect of the "top end" age criteria.

Changes relating to the administrative procedures and Enforcement Policy are proposed to come into effect on **1 July 2009**.

Officers feel these changes are necessary to further increase public safety.

## **1. Changes to our administrative procedures and Enforcement Policy**

### **1.1 Changes to the Vehicle Transfer Policy**

All licensed Hackney Carriage and Private Hire vehicles will be required to undertake a formal inspection at the time of transfer from one Proprietor to another, along with a Hire Purchase Information (HPI) check.

Section 49 (1) of the Local Government (Miscellaneous Provisions) Act, 1976, allows 14 days from the notification of such a transfer to take place. We however would encourage Proprietors to book an appointment for inspection as soon as they intend to transfer their vehicle.

There have been examples of Proprietors purchasing a licensed vehicle which subsequently fails its next inspection, leaving the new Proprietor(s) in financial difficulties and with a vehicle that requires substantial further investment. To encourage greater responsibility on the part of sellers and purchasers of licensed vehicles, there will be a policy change which may involve the immediate suspension of an existing vehicle licence unless it has, within the 28 days preceding notification of transfer, undertaken and passed an MOT inspection or formal inspection at these premises. The original MOT certificate must be presented to the Taxi and Private Hire Licensing Section at the point of transfer.

Any licensed vehicle which does not have the requisite MOT certificate or a formal inspection pass may remain suspended until it has successfully passed a formal inspection by one of our Vehicle Examiners. A vehicle which satisfies this requirement could be able to be taken into immediate use pending a formal inspection.

### **1.2 How does this affect me when selling/ purchasing a licensed vehicle?**

- You must arrange for your vehicle to be inspected within 14 days of transfer. We recommend that it is done immediately.
- Your vehicle may be suspended unless it has undertaken an MOT inspection or formal inspection within the 28 days before notification of transfer.
- You may have more reassurance that the vehicle you are purchasing is roadworthy and complies with the Taxi and Private Hire Licensing Conditions.
- You can check the vehicle is free of any loan liability and has not suffered serious accident damage by carrying out the HPI check.
- You will have the reassurance of an MOT test certificate for 11 months or more.
- Instead of buying a vehicle on trust, you can demand that the seller builds the safeguards highlighted above into the sale price.

- If you are selling a licensed vehicle you can increase confidence and the value of the vehicle by having all of these matters in place.
- As the owner of a licensed vehicle, the failure to properly maintain and service your vehicle could cost you more money if you try to sell it.

### **1.3 Introduction of a Prosecution Policy**

The Taxi and Private Hire Licensing Section issues formal rectification and suspension notices to vehicle Proprietors for a wide range of mechanical faults or non-compliance to its licence Conditions. All of our Vehicle Examiners are qualified to MOT inspection standards and are also qualified vehicle technicians with extensive experience.

The high failure rate at inspections indicates a significant lack of on-going maintenance by some vehicle Proprietors and drivers. Whilst there may be a number of reasons for this, it does not dilute the responsibility of a Proprietor, driver, Operator or Hackney Carriage Association of a licensed vehicle that they are responsible, in law, to comply with all aspects of a vehicles road worthiness in accordance with Construction & Use regulations and associated legislation whilst on a public road. The position is the same in respect of Conditions upon the vehicles licence.

Failure to maintain a vehicle to a road worthy standard and to the Conditions of its licence places not only the public at risk but also the driver. It should not be overlooked that a licensed Operator or Hackney Carriage Association has a significant liability by dispatching a defective vehicle to a client. Neglect on the part of a vehicle Proprietor has a potential impact on a range of people.

The preference will remain that, where appropriate, Proprietors, drivers, Operators and Hackney Carriage Associations will be made aware of defects and given the opportunity to contribute to remedying the defect and preventing future occurrences. However, where there is clear evidence of an obvious and dangerous defect (e.g. tyre tread levels, handbrake not holding) which are probably indicative of a neglect to follow the manufacturer's service schedule, then prosecution may follow.

### **1.4 How will the introduction of this policy effect me?**

It shouldn't!

However, if you drive or own a vehicle which is used on a road or which is presented for inspection and found to have dangerous faults you could be prosecuted. If you follow the advice of the vehicle manufacturer and motoring organisations you will have no concerns. It is the same standards which applies to all road users, for example check your tyres and lights daily and keep your vehicle properly maintained and serviced.

This is not a big change in respect of drivers; we have often prosecuted them whilst on the roads but have become alarmed at the dangerous state of vehicles being presented for inspection.

Not all drivers are vehicle Proprietors and the law in respect of using a dangerous or defective vehicle on a road applies equally to anyone using, causing or permitting a vehicle to be so used. We will now follow that chain of responsibility to the vehicle Proprietor and Operator/ Hackney Carriage Association.

If you are a driver of a rental vehicle you could still be prosecuted for driving a defective vehicle. However under the new inspection regime you could also benefit because the vehicle owner should maintain their hire vehicle to a higher standard to reduce their own liability.

Proprietors, drivers, Operators and/ or Hackney Carriage Associations all have equal responsibility in law to ensure that the vehicles they use are safe and compliant with all aspects of the law. Whilst we will continue to assist and guide all of those affected, there should be a clear understanding that public safety is vital and everyone involved in the use of a licensed vehicle must have an inspection and maintenance schedule in place to reduce risk and avoid potential prosecution.

### **1.5 Vehicle inspections - Attendance Administration Policy**

The vehicle inspection figures reveal that some Proprietors fail to produce their licensed vehicle for inspection when required. It is sometimes the case that the Proprietor does not attach the necessary importance to that requirement. There are other reasons but the most concerning is that the Proprietor has no intention of producing the vehicle for inspection and is difficult to locate.

There will be a procedural change in how we deal with failures to attend for vehicle inspections. The financial impact of this will fall upon the vehicle Proprietor concerned and the ascending scale of charges will be representative of the level of administration required.

Proposed fee increases, when finalised, will be published in accordance with the Local Government (Miscellaneous Provisions) Act, 1976, in the local press.

### **1.6 How will this change to the policy effect me?**

If you are a licensed vehicle Proprietor and you fail to produce your vehicle for inspection, you will be charged the applicable fee.

Please refer to the flowchart at Appendix B.

## **1.7 When do these policy changes take place?**

Changes relating to the administrative procedures and Enforcement Policy are proposed to come into effect on **1 July 2009**.

## **1.8 In summary**

As a driver you should visually inspect your vehicle at the start of a journey and refer to the vehicle's handbook produced by the manufacturer. If you see, hear or feel anything which is unusual you should not use it and arrange to have it inspected by a qualified vehicle technician as soon as possible.

If you are the vehicle Proprietor you should follow the manufacturer's servicing recommendations and have a full maintenance plan in place. This is **your** responsibility and you must not rely on others. Always use a qualified vehicle technician who is competent in carrying out the vehicle manufacturer's service and repair specifications for your make of vehicle and keep records.

Operators and Hackney Carriage Associations should insist that they have evidence supplied to them on a regular basis by drivers and vehicle Proprietors setting out how and when the vehicle is being serviced and repaired. It would be good practice to retain a copy of that documentary evidence.

To reduce risk of prosecution the Operator and Hackney Carriage Association should also conduct a regular visual inspection of licensed vehicles they use for hiring and retain a written record of that inspection. Operators and Hackney Carriage Associations should prepare a check list relative to that vehicle by referring to the manufacturer's guidance.



## **2. Proposals to change the 'age criteria' Condition placed upon Hackney Carriage and Private Hire saloon and People Carrier vehicle licences**

### **2.1 What might change?**

A proposal has been presented to Elected Members of the Licensing and Regulatory Panel to change the age criteria Condition for Hackney Carriage and Private Hire saloon and People Carrier vehicles. Members have considered an initial report and requested further information before making a final decision in May.

### **2.2 How will this affect my current licensed vehicle?**

If the age criteria Condition were to be changed, the Taxi and Private Hire Licensing Section have built into our recommendations that we would allow currently licensed vehicles to continue to be licensed up to 8 years with the existing Proprietor, subject to two inspections per year after its sixth anniversary of first registration with the DVLA.

### **2.3 If the age criteria Condition was to be changed, how would that affect me?**

Firstly, nothing has changed and members will not consider this report again until May 2009.

If the age criteria was to be changed and you purchased a new vehicle after May 2009, you would be subject to an 'Exceptional Conditions' policy at 6 years. The purpose of this policy is to encourage Proprietors to service and maintain their vehicles in accordance with the manufacturer's instructions throughout the lifetime of the vehicle. If your vehicle is well maintained, mechanically sound, meets emissions standards, has good exterior bodywork and paintwork, meets high standards of interior cleanliness and comfort with accompanying evidence of a service history, an extension beyond 6 years could be granted. If, after the first year extension, a further application was made to licence up to the eighth year that would be considered also under the 'Exceptional Conditions' policy. It will still be the case that a vehicle can be licensed well into its eighth year depending on the date it was first licensed and its condition.

### **2.4 So, will there be extra inspections?**

Yes. There will be an extended inspection if you wish to apply for the 'Exceptional Conditions' policy on the first and second occasion. There will also be an additional inspection at some point during the following 12 months of the issuing of the vehicle licence.

## **2.5 Will I be charged for the extra inspections?**

Only the vehicle Proprietor will.

It is not expected that there will be any price increases on the basic inspection fee which has remained unchanged since 1999. However those who do not produce their vehicles for inspection when required will face increased charges relative to the additional enforcement activity required to deal with them.

It is expected that the 'Exceptional Condition' inspection will last 2 hours and cost £60 (twice the standard 1 hour inspection fee).

When finalised, all of these charges will be published in the local press.

## **2.6 Where can I see the full report that went before the Licensing and Regulatory Panel?**

It can be viewed on line and downloaded at [www.leeds.gov.uk/taxis](http://www.leeds.gov.uk/taxis)

## **2.7 Are any other changes planned?**

Not at present.

Once the full schedule of inspections are completed in summer 2009, the results will be considered and, if necessary, information will be supplied to the Licensing and Regulatory panel.

## **2.8 How can I comment on these proposals?**

Halcrow is a local company currently conducting an unmet demand survey in relation to Hackney Carriages. Please find a questionnaire enclosed with this booklet. Consultation questions concerning the age criteria are included in the Survey Form.

The information you supply in respect of the Hackney Carriage and Private Hire saloon and People Carrier age criteria will be considered separately from the unmet demand survey information. It is important you complete the whole of the questionnaire.

You can also email us with your views at: [taxiprivatehire.licensing@leeds.gov.uk](mailto:taxiprivatehire.licensing@leeds.gov.uk)

There will also be three 'open days' at key venues in Leeds and Bradford where you will have the opportunity to ask questions and offer feedback. Further details will be provided to Operators and Hackney Carriage Associations once the times and dates have been finalised.

## **2.9 When do these policy changes take place?**

It was agreed at the Licensing and Regulatory Panel meeting on 2<sup>nd</sup> March 2009 that details of the changes will be updated on the media screens in the Taxi and Private Hire Licensing Office, in the Spring Licensing Leeds newsletter, on the Council's website and by sending flyers to Operator and Hackney Carriage Association bases.

It is not intended to introduce this policy for at least three months to enable any representations to be considered by Elected Members and to enable Proprietors, drivers, Operators and Hackney Carriage Associations to make appropriate adjustments and voice their views.

VEHICLE INSPECTION RESULTS – 6/7+ Years

**Hackney Carriage Vehicles**

|                      | Vehicles Required To Attend | Passed Test | Failed Test | Vehicle Suspended | Licence Revoked | Licence Surrendered | Failed to Attend |
|----------------------|-----------------------------|-------------|-------------|-------------------|-----------------|---------------------|------------------|
| <b>Actual Volume</b> | 115                         | 27          | 45          | 23                | 0               | 7                   | 13               |
| <b>%</b>             |                             | 23.5%       | 39.1%       | 20.0%             | 0%              | 6.1%                | 11.3%            |

Attended at a later date (vehicles that failed to attend on first request)

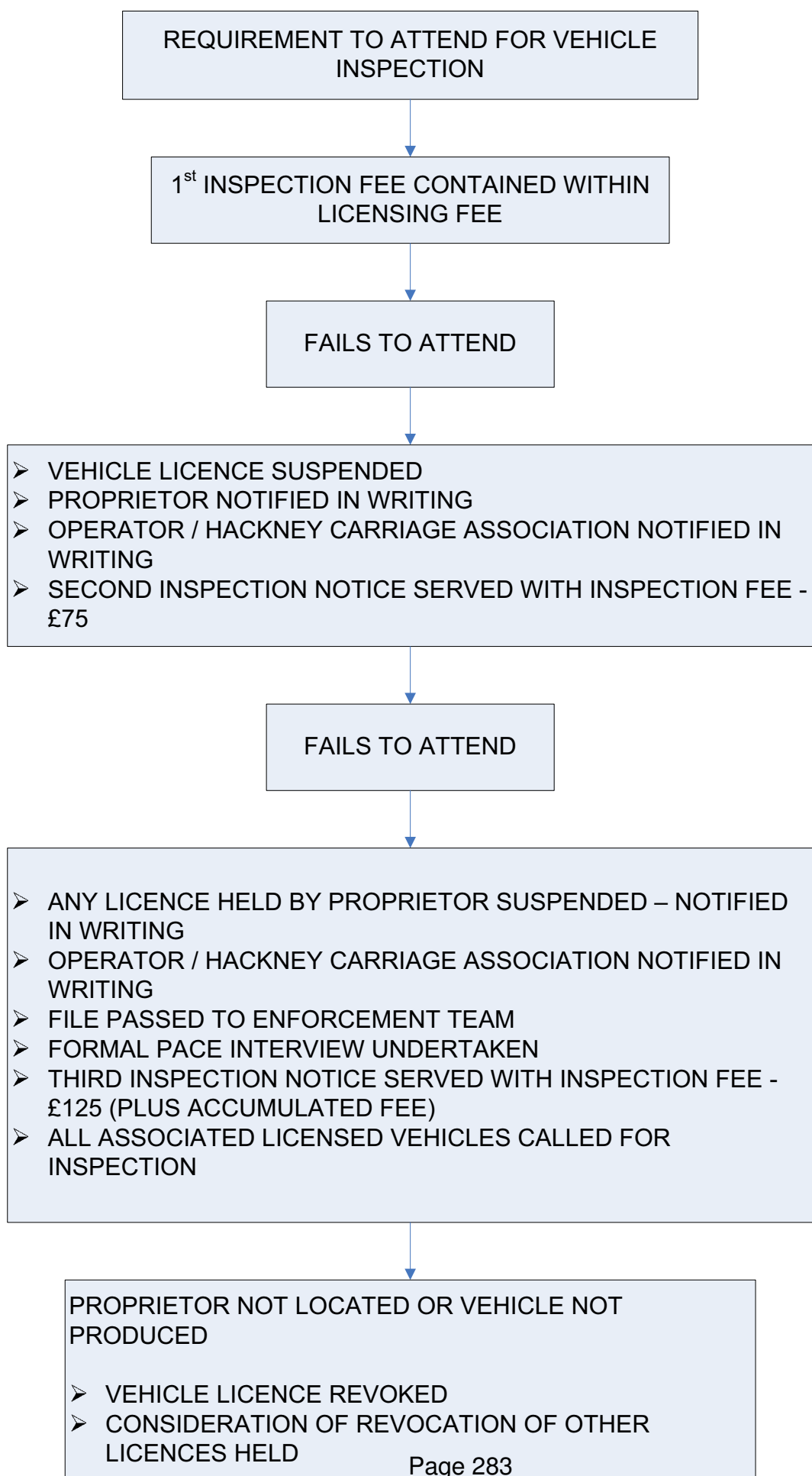
|                      |    |      |       |       |    |      |    |
|----------------------|----|------|-------|-------|----|------|----|
| <b>Actual Volume</b> | 11 | 1    | 6     | 3     | 0  | 1    | 0  |
| <b>%</b>             |    | 9.1% | 54.5% | 27.3% | 0% | 9.1% | 0% |

**Private Hire Vehicles**

|                      | Vehicles Required To Attend | Passed Test | Failed Test | Vehicle Suspended | Licence Revoked | Licence Surrendered | Failed to Attend |
|----------------------|-----------------------------|-------------|-------------|-------------------|-----------------|---------------------|------------------|
| <b>Actual Volume</b> | 740                         | 138         | 230         | 78                | 32              | 45                  | 217              |
| <b>%</b>             |                             | 18.7%       | 31.1%       | 10.5%             | 4.3%            | 6.1%                | 29.3%            |

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| <b>%</b>             |     | 7.3% | 34.4% | 11.5% | 4.2% | 42.6% | 0% |



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# Licensing

Taxi and Private Hire Licensing

Issue 5: Spring 2009

# Leeds

[www.leeds.gov.uk/taxis](http://www.leeds.gov.uk/taxis)

Welcome to the Spring edition of Licensing Leeds -  
the quarterly newsletter that keeps  
you informed.



**In this edition...**

***A day in the life of...***

***Enforcement Statistics***

***VRQ/ NVQ Information***

**And much more!**

#### Section Opening Hours

##### Mon – Thurs

08:00 – 15:30

##### Fri

08:00 – 15:00

#### Staff Training

2<sup>nd</sup> Tuesday in every month

08:00 – 10:00

#### Closure Dates

##### Easter Bank Holidays

Friday 10 April 2009

Monday 13 April 2009

##### May Bank Holidays

Monday 4 May 2009

Monday 25 May 2009

Taxi and Private Hire Licensing

225 York Road

Leeds

LS9 7RY

Tel: 0113 2143366

Email: [taxiprivatehire.licensing@leeds.gov.uk](mailto:taxiprivatehire.licensing@leeds.gov.uk)



**Leeds**  
CITY COUNCIL

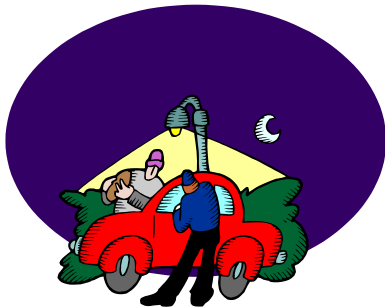
# Personal Security Guidance for Taxi and Private Hire Drivers

**As Taxi and Private Hire drivers, you often have to work in isolated places, at night, deal with strangers and carry cash - all of which makes you particularly vulnerable to violence.**

In 2007 the Department for Transport's Accessibility and Equalities Unit was commissioned to identify and explore the nature of personal security problems affecting Taxi and Private Hire drivers and what measures would improve their actual and perceived security.

Department for  
**Transport**

Staying safe guidance was published in October 2008 covering the following categories;



- Bookings (Private Hire only)
- Cash Management
- Adjustments to your vehicle
- Carry with you
- How your control room can help you/ If you are linked to a control centre
- Staying safe
- If you feel threatened
- If you are attacked
- After an incident

The full guidance can be found by accessing the Department for Transport website;

[www.dft.gov.uk/pgr/crime/taxiphv/](http://www.dft.gov.uk/pgr/crime/taxiphv/)

OFFICE OF FAIR TRADING

## Office of Fair Trading – Price Fixing by Private Hire Operators

**In November 2008 the Office of Fair Trading (OFT) launched a campaign to ensure Private Hire Operators across the UK understand competition rules.**

This was as a direct result of reports received by them that certain Private Hire Operators may have entered into agreements with their competitors to fix prices.

Such conduct would be illegal under the Competition Act 1998. Under that Act, any business found to have participated in an unlawful price-fixing agreement may be fined up to 10 per cent of its total turnover. In addition, the Enterprise Act 2002 makes it a criminal offence for an individual to dishonestly take part in a price-fixing agreement or other form of cartel conduct between competing businesses. Anyone convicted of the offence could receive a maximum of five years imprisonment and/or an unlimited fine.

You should not be discussing the prices you charge with your competitors. If you are currently doing this you should stop immediately. You are not prevented from changing the price of your services but all of your pricing decisions should be made without discussion with your competitors.



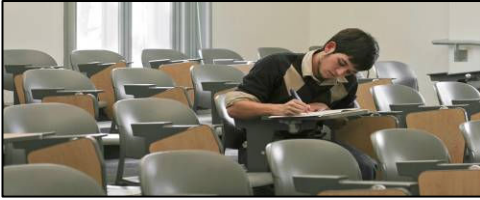
If further instances of similar conduct come to the attention of the OFT, they may take formal enforcement action.

For more information visit [www.oft.gov.uk/pricefixing](http://www.oft.gov.uk/pricefixing). If you have any queries, please call OFT Enquiries on **08457 22 44 99**.



## Private Hire Knowledge Training & Testing

**The Private Hire Knowledge training and test package has been developed as part of our commitment to increasing the level of professional service offered to the public using Private Hire vehicles.**



All new applicants must undertake the training which consists of four, one hour modules followed by a test, before a Private Hire driver licence is issued.

Existing licensed Private Hire drivers are required to undertake the same test as part of a rolling programme in the following order of priority:

1. Those who have been convicted, cautioned or had an established public complaint made against them in the two year period preceding 2<sup>nd</sup> September 2008.
2. Those who live outside of the Leeds District
3. All other drivers

Existing licence holder referrals who are the subject of a suspension process will remain suspended until a successful pass mark is achieved.

Existing licence holder referrals who are not suspended will have a three month time scale to attend and pass. If this is not achieved, consideration will be given to the suspension, revocation or non renewal of their licence.

The training consists of four modules;

Module 1 - Training Seminar and Knowledge of Legislation and Conditions Test  
 Modules 2 & 3 - Geographical Test: Districts of Leeds and City Centre Locations  
 Module 4 - A to Z questions

**Those licence holders who have achieved the recognised VRQ/ NVQ accreditation will not be required to undertake this test, unless a subsequent training need is identified.**

## GDF Suez Leeds Half Marathon 2009 – Sunday 10 May

**Please be aware that due to the Leeds Half Marathon there will be a series of road closures across the city on 10 May.**



The main event begins at 9:30am although road closures and restrictions will commence at 6:30am and could be in place up until 4:00pm. Diversions and certain 'access only' restrictions will be in place during the closure times.

Closures will be re-opened as soon as possible after the proceedings.

**For a full list of road closures visit [www.leeds.gov.uk/taxis](http://www.leeds.gov.uk/taxis)**

**Don't forget....  
 You can now pay your licence fees by debit card using our chip and pin facilities**

## A Day in the Life of.... the Taxi and Private Hire Licensing Vehicle Examiners



L-R: Stuart, Phil, Roy, Dave & Ted

**We are the Vehicle Examination Team and it is our job to ensure that the licensed fleet is comfortable and safe for passengers, drivers and other road users.**

We are based at 225 York road but we can appear on the road at schools and other strange places...no where is safe!

Phil is the "boss", most of you know him – he's been around for some time and knows the job backwards. He keeps us pointing in the right

direction

Roy is the "lad" although he has a wealth of knowledge and experience. He is our expert on buses and disability awareness. He has been around for ages as a mechanic with Leeds City Council; from bin wagons to street sweepers.

Ted has had a varied career from posh cars like Chrysler and Jeep to bin wagons. He is the well educated one having been to grammar school and likes exotic holidays to unusual places.

Stuart was an AA patrol for the last twenty years and like the spy, he has decided to come in from the cold. He is the workshop geek; any computer problems it's him we go to.

Dave is the old man of the team (but only by six months). He has been a Service Manager, supervisor and even had his own garage but now settled for a less stressful life with someone else in charge. If you want to chat with him try talking about cricket.

So that is the team. When you bring your vehicle in for inspection all we want is a nice clean, well maintained car that we would be happy to let our family be carried in. We don't like suspending licences and will only do so if it is dangerous to use. So stick to service intervals wash it and clean the inside and we should have a nice fleet on the streets.



## And... from the Section Head

### Why we do what we do.

Leeds City Council has a statutory responsibility to make sure that before it grants a licence to a driver or Operator it is satisfied the applicant is a 'fit and proper' person. The way we determine this is quite wide ranging and may examine not only a person's criminal convictions but also matters for which they have not been convicted. We also have to assess peoples skills and suitability to be a licensed driver or Operator and to do this we need a lot of information to make sure we make the right decision.



There are some very straight forward questions you can ask yourself in respect of who you would want to be a licensed driver; would you want your daughter to get into a vehicle with a driver who treated young women with disrespect or who made inappropriate sexual advances? Would you want your family to be in a licensed vehicle with someone who dealt drugs or took drugs for their own use?

There are so many similar questions that can be asked in respect of violence and dishonesty, race, disability and gender equality that don't need setting out here but which form the basis of why we do what we do.

Although you may be adversely affected by a decision made by staff, they have a public duty to ensure that they take sensible and proportionate decisions at the point of application or at any time during the life of a licence to protect the public and ensure that those people who live in Leeds or travel through the city can have confidence in Leeds City Councils licensing policy.

Des Broster, **Section Head**

## Carriage of Vulnerable Children – a message from the Police



**It has become apparent that Private Hire vehicles and/ or Taxis are being booked by children residing at children's homes, or with foster carers, where the carers consent has not been given for them to undertake the journey.**

The Police intend to tackle this issue by making it more difficult for these children to travel; limiting the risk of the child being exploited sexually and/ or becoming a missing person.

The following legislation allows Police to take positive action against not only Private Hire and Taxi drivers but others who 'assist' a child to stay away from their place of residence:

*'It is an offence contrary to Section 49 (1) and (3) of the Children's Act 1989 to knowingly and without lawful authority or reasonable excuse, assist a child to:*

*A) run*

*B) stay*

*away from the responsible person'*

Carers have therefore been asked to assist the Police by recording specific details of when a child leaves the home to get into a Private Hire vehicle or Taxi. At the very least the carer should be recording the vehicle details and ideally speaking with the driver to tell them the child's age and advising that consent has not been granted for the child to be taken.

As a Private Hire and/ or Taxi driver you need to be aware that carers have been asked to record the following details specifically about the Private Hire vehicle or Taxi:

- Vehicle registration number
- Operator/ Taxi Association name
- Make and colour of vehicle
- Drivers badge number
- That the driver has been informed of the child's age, that he/she is in care and that permission has not been granted for them to leave in the vehicle
- Any other information provided by the driver e.g. who booked the journey and where they have been asked to take the child

If you are approached by a carer i.e. responsible person, requesting this information you should be aware you are at risk of committing the offence detailed above - you have been made aware that your passenger is a child and is in care.

### **Licensing Note:**

**If such information is received from the Police or Social Services, it could place your licence at risk. Child safety is crucial and Leeds City Council fully support the action by the Police.**

**STOP HATE CRIME**  
**0800 138 1625**  
**24 HOUR HELP LINE**

## The proposed Age Criteria policy

**Since July 2006, our Vehicle Examiners have been carrying out inspections of vehicles over 7 years old.**

The results of these inspections and a proposal to change the age criteria Condition of Hackney Carriage and Private Hire saloon and People Carrier vehicles were presented to Elected Members at the Licensing and Regulatory Panel on 3 March.

The results enabled Members to consider the research undertaken over the past three years and to determine if proposals to lower the maximum 'age criteria' on licensed Hackney Carriage and Private Hire vehicles is appropriate and proportionate. After considering both the proposal and the results, Members requested further information and consultation with the trade before making a final decision in May.



As a result of this, you will very shortly be receiving an Information & Consultation pack outlining changes to current vehicle inspection policies and the proposed changes to the criteria.

In addition, a series of open days are to be held to consult with drivers, Operators and Proprietors;

**Tuesday 7 April, Suite 15, Carlisle Business Centre, 60 Carlisle Road, Bradford, BD8 8BD**

**Thursday 9 April, Still Room, Temple Newsam, Leeds, LS15 0AE**

**Friday 17 April, Fulneck Room, Pudsey Civic Hall, Dawsons Corner, Leeds, LS28 5TA**

Please use your opportunity to provide feedback by completing the questionnaire enclosed in the Information & Consultation pack, emailing us at [taxiprivatehire.licensing@leeds.gov.uk](mailto:taxiprivatehire.licensing@leeds.gov.uk) or visiting us at one of the open days.

### Vehicle Inspection Results – 6/7+ Years

#### Hackney Carriage Vehicles

|               | Vehicles Required to Attend | Passed Test | Failed Test | Vehicle Suspended | Licence Revoked | Licence Surrendered | Failed to Attend |
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| %             |                             | 23.5%       | 39.1%       | 20.0%             | 0%              | 6.1%                | 11.3%            |

Attended at a later date (Vehicles that failed to attend on first request)

|               |    |      |       |       |    |      |    |
|---------------|----|------|-------|-------|----|------|----|
| Actual Volume | 11 | 1    | 6     | 3     | 0  | 1    | 0  |
| %             |    | 9.1% | 54.5% | 27.3% | 0% | 9.1% | 0% |

#### Private Hire Vehicles

|               | Vehicles Required to Attend | Passed Test | Failed Test | Vehicle Suspended | Licence Revoked | Licence Surrendered | Failed to Attend |
|---------------|-----------------------------|-------------|-------------|-------------------|-----------------|---------------------|------------------|
| Actual Volume | 740                         | 138         | 230         | 78                | 32              | 45                  | 217              |
| %             |                             | 18.7%       | 31.1%       | 10.5%             | 4.3%            | 6.1%                | 29.3%            |

Attended at a later date (Vehicles that failed to attend on first request)

|               |     |      |       |       |      |       |    |
|---------------|-----|------|-------|-------|------|-------|----|
| Actual Volume | 192 | 14   | 66    | 22    | 8    | 82    | 0  |
| %             |     | 7.3% | 34.4% | 11.5% | 4.2% | 42.6% | 0% |

## VRQ Level 2 in Road Passenger Transport and NVQ Level 2 in Road Passenger Vehicle Driving

**In the Winter issue of Licensing Leeds we told you about the introduction of the VRQ & NVQ which all members of the Taxi and Private Hire trade licensed by us must undertake.**

If you still have questions about these qualifications & how to achieve them, the information below may be able to help!

### **Who are the training providers delivering the training courses?**

There is not an 'approved list' of training providers, however, Leeds City Council is working in partnership with the Learning Skills Council (LSC) and Business Link Yorkshire who will advise which training providers are fully accredited, resourced & able to undertake the training. As of 1 April 2009 those providers are;

- Cablecom Training
- Hull College
- Norton Webb Limited
- PDM Training
- Tyro Training
- Joseph Priestly College
- Yorkshire Business School
- Profound Training Services
- Trescom/ Park Lane College
- Bradford College



Leading learning and skills

### **As an Operator, how can I sign up my drivers to a single training provider?**

Contact Anne Ingham, the Business Link broker working with us, on 07977 227813. Anne will source the most appropriate training provider for a 'block' training package.

### **As a driver, if you want to sign up independently you should:**

Contact the Business Link Service on 08456 048 048. You will be advised on the most appropriate training provider for you.

### **Do drivers/ Operators/ Taxi Associations have to pay?**

At the moment no; Leeds City Council has secured funding from the Learning Skills Council until 2011 for all drivers to attain this qualification. Drivers who do not sign up in the next 2 years may have to pay for the training themselves.

### **What should I do if I'm contacted by a training provider not on the list?**

These training providers should be directed back to Business Link Yorkshire via Anne Ingham (07977 227813) or the Business Link Yorkshire office (08456 048 048). The service will carry out the necessary checks to ensure that the provider is fully accredited, resourced & able to undertake the training and they will be added to their list as appropriate.

**It is the role of the Learning Skills Council to determine if a training provider is fully accredited to deliver the training as required and Business Link Yorkshire will ensure availability for the number of drivers requiring training.**

**Leeds City Council is not qualified to take this decision so will take advice from the Learning Skills Council and Business Link Yorkshire as to whether the VRQ/ NVQ is recognised.**

**You should be aware that if you are undertaking the training with a training provider not recommended by Business Link Yorkshire, your qualification may not be recognised until the Learning Skills Centre and Business Link have carried out their necessary checks.**

**Please contact the Licensing Office for the most up to date training provider information or visit [www.leeds.gov.uk/taxis](http://www.leeds.gov.uk/taxis)**

## Late Renewals... there is no such thing!

**The Taxi and Private Hire Licensing Section has recently seen an increase in the number of drivers requesting a late renewal i.e. one month or more after their licence has expired.**

You should now be aware that you will not be licensed once the expiry date on your badge has passed and you therefore will not be insured.

Applications received after the expiry date will be treated as a new application and you may need to;

- ❖ Complete a new application form
- ❖ Undertake an English Comprehension test
- ❖ Provide a Group II Medical Report
- ❖ Undertake a DSA driving test
- ❖ Undertake a CRB
- ❖ Undertake Knowledge Testing

**Remember, you must attend, in person, at the Taxi and Private Hire Licensing Office no later than the date specified on your renewal letter to avoid being treated as a new applicant.**

## Group II Medicals... apologies for any confusion!

**To ensure the safety of both drivers and passengers, Leeds City Council has introduced the Group II Medical for all Hackney Carriage and Private Hire drivers.**

You will recently have received a leaflet to your home address outlining the process; however this has generated some confusion amongst the trade.

After listening to feedback received so far, we are aware that there may be some anomalies with the process that we need to address. The introduction of the Group II Medical requirement has therefore been suspended until the beginning of July.

Licence holders should be aware that the policy will be reintroduced however details will be communicated fully in advance.



## **LEEDS PRIVATE HIRE GMB - NO TO AGE LIMITS**

Lord Mayor, my name is Bill Chard, Regional Organiser GMB trade union and I am accompanied today by Javaid Akhtar who is chairperson of the Leeds Private Hire Association which is a branch of the GMB we also have Aurangzeb Qabal Secretary and Committee member Akhtar Mohammed.

Private hire drivers in Leeds have joined the GMB in droves, since my first meeting with over 200 of them in February this year over 500 have now joined the GMB. Those drivers have sought to join the GMB because they genuinely feel that they have been battered by raft after raft of local legislation dragging them down with swathes of bureaucratic and damaging over regulation.

Nvq training, Vrq training, English comprehension testing, medical tests, and now the late renewal policy which means that if a driver is a day late in renewing his licence the decision has been made to force the drivers to undertake DSA driving test undertake the English comprehension test (even though they might have been born in the UK from generations of ancestors born in this country and been driving private hire cars in Leeds for the last 20years. This is plainly ridiculous. They must also undertake another CRB check, pay for a group two medical report even though they might have undergone one recently. All of this at a cost of around £200 just because they are a day late renewing their licence. Drivers already have to pay for car plates and the renewal of badges, combined cost another £180, often they have to replace tinted windows when they buy their car at a cost of between £500 and £600.

Of course the single and most contentious issue troubling drivers and the one that has caused the most concern is the current proposal to restrict the age limit on cars because this piece of local legislation will force smaller companies out of business and force drivers on to the dole and out of work.

There are just under 5000 private hire drivers in Leeds working for themselves or in small or medium sized businesses, plus there are also the very large multi million pound firms. We all know that the small to medium sized enterprises are the life blood of any economy the driving force of competitiveness and innovation. The large companies are happy with the proposed new byelaws because they know that its imposition will force many of the smaller companies out of existitance creating a monopoly.

The proposal means that the age of cars that can be used drops from 8 years to 6 unless they pass through the Exceptional Conditions Policy. I will come to this policy, but firstly I should tell you that most councils do not have age restrictions, in Newport

a few weeks ago drivers were so incensed that their council introduced a change of 10 years to 8 that they blocked the city twice

The Department of Transport publish best practise guidelines, I quote "It is perfectly possible for an older vehicle to be in good condition. So the setting of an age limit behind which a local authority will not license vehicles may be arbitrary and inappropriate." It also says that "Licensing requirements which are unduly stringent will restrict the supply of PHV services by putting up the cost of operations or otherwise restricting entry to the trade"

The Exceptional Conditions Policy states that if a car is 6 years old and the driver wishes to continue operating it then that car must be subjected to a two hour test at a cost of £60 to the driver. To pass, the car must be in exceptional condition, the dictionary says exceptional means "very unusual" or "outstandingly good" That effectively means that no cars will pass the test, and what's more it has been designed for that reason.

I ask you on behalf of the 5000 ph drivers in Leeds to squash this proposed flawed and unnecessary legislation.

Keep these people working and off the dole. In this harsh economic climate many people have cut back on taxis and drivers are burdened enough with the other directives that I described, they simply cannot afford any more. They do not trust the Exceptional Conditions Policy.

The principles of an act may be all right when the act is passed, but principles are liable to be undermined by the rules framed under the act; and the rules undermined by directives; and the directives by the whims and fancies of the persons executing them.

Thank you for your time.





Originator: D Meeson

Tel: x74250

**Report of the Director of Resources**

**Executive Board**

**Date: 17<sup>th</sup> June 2009**

**Subject: FINANCIAL PERFORMANCE – OUTTURN 2008/09**

**Electoral Wards Affected:**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**EXECUTIVE SUMMARY**

**Executive Summary**

This report presents the Council’s financial performance for the year ending 31<sup>st</sup> March 2009, prior to the approval of the annual accounts by the Corporate Governance and Audit Committee and external audit scrutiny.

As previously reported to Executive Board, the economic downturn has had a significant impact and a number of General Fund services have faced significant financial pressures during 2008/09. However, the overall position is an underspend of £4.8m which results in general fund reserves of £16.8m at the end of 2008/09. Spending variations are fully explained in the individual directorate reports which are attached to this report.

Variations within the Housing Revenue Account (HRA) have resulted in an underspend of £3.66m, which it is proposed to transfer to earmarked reserves. The level of general HRA reserves remains unchanged at £3.71m. Full details of the variations and the contributions to reserves are contained in the HRA report attached.

Spending on capital investment was £39.8m less than programmed. An underspend of £43.0m relates to general fund services, with an overspend of £3.2m on the HRA.

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

## **1.0 Purpose of this report**

- 1.1 This report sets out for the Board the Council's financial outturn position for 2008/09, both revenue and capital, and includes the Housing Revenue Account. The report covers revenue expenditure and income compared to the approved budget and also reports on the outturn for Education Leeds and ALMOs.
- 1.2 The report also highlights the position regarding other key financial health indicators including Council Tax and NNDR collection statistics, Sundry Income, and prompt payments.
- 1.3 The 2008/09 Statement of Accounts will be presented to the Corporate Governance and Audit Committee for approval on the 30<sup>th</sup> June 2009 and the report of the auditors will be referred back to that Committee in due course.
- 1.4 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 2009.
- 1.5 Following completion of the audit, as in previous years, it is intended to provide information through the About Leeds newspaper in support of the Council's commitment to engage citizens.
- 1.6 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.
- 1.7 It should be noted that in accordance with proper accounting practice, any significant event which occurs prior to the audit sign - off of the accounts in September 2009, could impact on the Council's final published outturn position. For example a court ruling which increases the council's liability for an insurance claim would require further expenditure to be charged to the income and expenditure account and would affect the amount transferred to general reserves. This is known as a post balance sheet event. Should such an event occur, this will be reported back to Corporate Governance and Audit Committee as part of the approval of the final accounts, and reported back to this Board at the earliest opportunity.

## **2. Background Information**

- 2.1 Members will recall that the net budget<sup>i</sup> for the general fund was set at £540.5m, which provided for a contribution of £5.1m from reserves. As a result, the level of general fund reserves at 31<sup>st</sup> March 2009 were estimated to be £12.0m when the budget was agreed.
- 2.2. As reported in the 2007/08 outturn report<sup>ii</sup> to Board in June 2008, actual general fund reserves available were £12.3m. However, as £12m was the level deemed capable of covering the estimated financial risk of the authority by the risk based reserves policy, £0.3m was used to bolster the 2008/09 contingency fund, maintaining the balance carried forward to 2008/09 at £12m.

### 3. General Fund Outturn

- 3.1 The 2008/09 financial year has presented a significant challenge, with the Council having to meet increasing cost pressures, generate efficiencies and maintain key front line services whilst dealing with the impact of the economic downturn.
- 3.2 However, through careful financial management and some significant one-off income, it has been possible to generate a £4.8m underspend at outturn compared to the budget. Although spending variations are fully explained in the individual directorate reports which are attached to this report as Appendix 1, a number of significant factors have contributed to the final position:
- 3.3 Additional income and savings totalling £15.8m were generated in year from a number of sources:
- Savings on debt charges of £5.9m have been achieved through proactive treasury management and interest on revenue balances.
  - The Council received Local Authority Business Growth Incentive (LABGI) income of £2m as its share of £100m withheld by the government pending the outcome of legal challenges from 2007/08.
  - Expenditure of £1.6m in respect of anti social behaviour and noise nuisance on Council estates was identified as being more appropriately charged to the Housing Revenue Account, resulting in a saving to the general fund of the same amount.
  - A claim relating to overpaid VAT within Sport and Culture, due to EU law not being properly implemented in the UK in the early 1990s, is expected to be upheld, giving a potential refund of £6.3m including interest payments.
- 3.4 These have been offset by additional spending pressures of £11.3m identified in year, some of which were a direct consequence of the economic downturn:
- The 2008/09 pay award was agreed at 2.75% which resulted in additional costs to the general fund of £3.1m. The budget provided for a 2% increase.
  - A shortfall in external income sources of £4.6m as a result of the economic recession. This primarily relates to City Development services including planning and building fees, rental income, markets income, surveyor and legal fees. In addition there has been a decline in the number of land searches.
  - A shortfall in Section 278 income of £2m which reflected a number of schemes that have either stopped or slipped due to the current economic conditions. It is anticipated that a similar situation will occur in 2009/10.
  - The Council's Insurance Fund has been increased by £1.1m reflecting a reassessment of all outstanding large claims.
  - Calls on the contingency fund have resulted in a small overspend of £0.5m compared to the budget of £4.5m. Full details are included in Appendix 2.
- 3.5 The following table provides a summary of variations by directorate:

| Directorate                       | 2008/09                  |                       |               |                                     |
|-----------------------------------|--------------------------|-----------------------|---------------|-------------------------------------|
|                                   | Original Estimate*<br>£m | Latest Estimate<br>£m | Outturn<br>£m | Variance from Latest Estimate<br>£m |
| Adults Social Care                | 173.9                    | 174.5                 | 174.9         | 0.4                                 |
| Children's Services               | 145                      | 145.3                 | 145.6         | 0.3                                 |
| City Development                  | 75.2                     | 76.5                  | 78.3          | 1.8                                 |
| Environment & Neighbourhoods      | 81.2                     | 82.1                  | 80.6          | -1.5                                |
| Central & Corporate functions     | 67.2                     | 67.7                  | 68.0          | 0.3                                 |
| Strategic incl. Debt Charges      | 3.1                      | -0.2                  | -7.6          | -7.4                                |
| Transfers to earmarked reserves   |                          |                       | 1.3           | 1.3                                 |
| Net Cost of Departmental Spending | 545.6                    | 545.9                 | 541.1         | -4.8                                |

\* adjusted for technical transfers

- 3.6 The Latest Estimate reflects a £3.9m virement approved as part of the half year Financial Health Monitoring report<sup>iii</sup> to fund the effect of a 0.45% increase in the pay award of £2m (although not the further 0.3% awarded at arbitration at a late stage in the year for NJC staff), the impact of the new gas contract of £0.9m, the new street lighting energy contract of £0.45m and a £0.6m shortfall in income from the Landfill Allowance Trading Scheme.
- 3.7 In addition, the outturn position in respect of Area Based Grants was an underspend of £1.5m compared to the budget of £50.9m. It is proposed to carry forward £1.3m to an earmarked reserve to fund specific schemes where projects have slipped and funding will be required to deliver the scheme outcomes in 2009/10.
- 3.8 It is proposed to transfer the overall underspend of £4.8m to general fund reserves giving a balance at 31<sup>st</sup> March 2009 of £16.8m, as shown below:

|                                     | 2008/09                 |              |
|-------------------------------------|-------------------------|--------------|
|                                     | Original Estimate<br>£m | Actual<br>£m |
| General Fund Reserve                |                         |              |
| Balance at 31.3.08                  | 17.4                    | 17.4         |
| Budgeted Use of Reserves            | -5.1                    | -5.1         |
| Agreed transfer to contingency fund | -0.3                    | -0.3         |
| 2008/09 underspend                  |                         | 4.8          |
| Balance carried forward at 31.3.09  | 12.0                    | 16.8         |

- 3.9 Whilst the level of general fund reserves now carried forward is more than the risk based level assumed in the budget, in view of the present uncertain economic circumstances and the unknown final outcome of the Council's VAT claim as set out in paragraph 3.3, it is appropriate that the Council maintains a higher level of reserves at this stage.
- 3.10 A full statement of all Reserves can be found at Appendix 3.

#### 4. Housing Revenue Account

4.1 The outturn position on the Housing Revenue Account (HRA) shows an additional in-year surplus of £3.66m. It is proposed to use this surplus to create additional earmarked reserves and full details are contained in the attached HRA report.

#### 5. Capital Programme

5.1 The latest approved February 2009 Capital Programme<sup>iv</sup> estimated capital expenditure in 2008/09 to be £354.7m, £241.3m for the general fund and £113.4m for Housing. Resources were estimated to be sufficient to fund this level of expenditure.

5.2 The actual capital expenditure in 2008/09 is £314.8m as detailed below.

#### 5.3 General Fund Capital Spend

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

| General Fund                       | Feb 09<br>Estimate<br>£000 | Estimate<br>(Adjusted)<br>£000 | Outturn<br>£000 | Variation (outturn<br>to Adj Est ) |              |
|------------------------------------|----------------------------|--------------------------------|-----------------|------------------------------------|--------------|
|                                    |                            |                                |                 | £000                               | %            |
| City Development                   | 98,124                     | 99,512                         | 87,758          | -11,754                            | -11.8        |
| Children's Services                | 8,967                      | 9,009                          | 4,875           | -4,134                             | -45.9        |
| Environment &<br>Neighbourhoods**  | 24,293                     | 27,026                         | 28,116          | 1,090                              | 4.0          |
| Adult Services                     | 4,927                      | 5,547                          | 4,199           | -1,348                             | -24.3        |
| Strategic Accounts                 | 16,196                     | 8,801                          | 12,914          | 4,113                              | 46.7         |
| Education                          | 77,717                     | 78,163                         | 49,605          | -28,558                            | -36.5        |
| Central & Corporate<br>Functions * | 12,358                     | 14,214                         | 10,558          | -3,656                             | -25.7        |
| Reserve schemes (includes<br>SDF)  | -1,277                     | -1,277                         | 0.0             | 1,277                              | 100.0        |
| <b>Total Spend</b>                 | <b>241,305</b>             | <b>240,995</b>                 | <b>198,025</b>  | <b>-42,970</b>                     | <b>-17.8</b> |

\* Central and Corporate includes spend of £4.5m relating to Equal Pay costs.

\*\* Environment & Neighbourhoods excludes £52k estimate and actual 2008/09 spend of £837.2k relating to the Golden Triangle project.

£258k of estimate provision included in the Feb 09 estimate relates to the vehicle and equipment programmes, funding for which has been transferred from General Fund to HRA and is reflected in the adjusted estimate column.

#### 5.4 Housing Revenue Account Capital Spend

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

| HRA                | Feb 09<br>Estimate<br>£000 | Estimate<br>(Adjusted)<br>£000 | Outturn<br>£000 | Variation    |            |
|--------------------|----------------------------|--------------------------------|-----------------|--------------|------------|
|                    |                            |                                |                 | £000         | %          |
| Strategic Landlord | 1,861                      | 1,861                          | 2,780           | 919          | 49.4       |
| ALMOS              | 111,505                    | 111,762                        | 114,022         | 2,260        | 2.0        |
| <b>Total Spend</b> | <b>113,366</b>             | <b>113,623</b>                 | <b>116,802</b>  | <b>3,179</b> | <b>2.8</b> |

## 5.5 Capital Resources

5.5.1 Capital resources to fund the programme have varied. Capital receipts achieved totaled £15.1m, including useable capital receipts from right to buy sales of £1.7m, £1.9m relates to sale of HRA land and £2.2m final receipts from the sale of Leeds Bradford Airport.

5.5.2 As in previous years, 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. £2.7m of HRA capital receipts have been utilised by General Fund (£1.2m of which will be repaid to HRA reserves in future years).

5.5.3 Overall capital receipts are lower than 2007/08 due to the following,

- One of capital receipts included in the 2007/08 capital receipts total related to the sale of Leeds & Bradford Airport
- General economic downturn and reduction in property values affecting sales values and the actual number of disposals.

5.5.4 ALMO's are having to use their accumulated and in year MRA resources in order to fund their programmes because of the reduction in their Supported Capital Expenditure (SCA). In addition the ALMO's have utilised £22.1m of reserves and revenue contributions in order to support their programmes.

Details of the overall expenditure and financing position are shown below:

|                                     | £m           |
|-------------------------------------|--------------|
| <b>Net Capital Spend</b>            | <b>314.8</b> |
| <b>Financed by</b>                  |              |
| Specific Grants and Contributions   | 94.5         |
| Capital Receipts                    | 15.1         |
| MRA                                 | 62.9         |
| Borrowing                           | 117.4        |
| Revenue Contributions \<br>Reserves | 24.9         |
| <b>Total Funding</b>                | <b>314.8</b> |

## 6. Schools

6.1 The outturn on the Individual Schools Budget for 2008/09 was:-

| Outturn                      | £m           |
|------------------------------|--------------|
| Latest estimate              | 362.9        |
| Outturn                      | 361.5        |
| Variation                    | <b>(1.4)</b> |
| <b>Schools Reserves</b>      |              |
| Balance Brought Forward      | 12.4         |
| Net Contribution to Reserves | 1.4          |
| Balance Carried Forward      | <b>13.8</b>  |
| Memorandum :                 |              |
| Extended Schools Reserve     | 3.9          |

- 6.2 As can be seen from the above table, mainstream school reserves stand at £13.8m. As schools are funded from the Dedicated Schools Grant, the balances are ring fenced and must be carried forward. Extended school reserves amount to £3.9m.
- 6.3 However, the cost of Voluntary Early Retirements are funded by borrowing against mainstream school reserves and repaid over a 5-year period. During 2008/09, £1.5m has been repaid. The total amount still awaiting repayment amounts to £2.7m (£1.8m from previous years and £0.9m from 2008/09).
- 6.4 In recent years, development costs of PFI funded BSF schools have been funded initially by borrowing from mainstream school reserves, amounting to approximately £0.8m per annum in the previous three financial years, and repayment will be made over the life of the PFI contracts. In 2008/09, £1.3m of PFI development costs have been initially funded by borrowing from school balances with repayment being made over a ten year cycle.
- 6.5 Taking account of the £2.7m net VER borrowing (para 6.3) and £3.7m BSF borrowing (para 6.4), the net mainstream schools reserves position is £7.4m as at 31<sup>st</sup> March 2009. Extended schools reserves stand at £3.9m.
- 6.6 Dedicated Schools Grant (DSG) is a ring-fenced grant so that any net savings on Central Schools Budget (CSB) services funded from DSG are carried forward as an earmarked reserve and are available to fund Schools Budget activity in future years. At the close of 2008/09 CSB reserves amounted to £4.4m, primarily due to Schools Contingency, £2.3m, savings on Education Leeds contract payments for the delivery of CSB services, £1.5m, and net savings on Recoupment, £0.3m.

## **7. Other Financial Results**

### **7.1 Education Leeds**

- 7.1.1 Education Leeds have now reported their financial position for 2008/09 (subject to audit and their Board's approval) and this shows a surplus of £0.3m. This leaves Education Leeds with accumulated surpluses of £3.4m at the close of 2008/09. Projected levels of operating surpluses were taken into account when determining the contract value for 2009/10 and £1.1m of operating surpluses were agreed as being required to support the 2009/10 Education Leeds budget. The £3.4m level of reserves would therefore be enough to sustain this position for three years.

### **7.2 ALMOs**

- 7.2.1 Overall the three ALMOs broke even for the year, although Aire Valley Homes Ltd made a £3.9m contribution to capital to cover the in year overspend. This overall in year deficit leaves Reserves at £24.7m as at 31<sup>st</sup> March 2009. Included in this figure is £12.4m in respect of FRS17 pensions giving a general reserve position of £12.3m.
- 7.2.2 The figures reported above are subject to audit and approval of the ALMO boards.

### **7.3 Grand Theatre**

- 7.3.1 The Leeds Grand Theatre and Opera House Ltd made an operating deficit of £213k before accounting for the FRS17 adjustment, leaving the company with an unrestricted funds reserve of £152.8k as at 31<sup>st</sup> March 2009. The impact of the FRS 17 adjustment produces an in year deficit of £306.9k and overall reserves of £58.8k.

## 8.0 Other Financial Performance

### 8.1 Local Taxation

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

|                        | 2004/05<br>Leeds<br>Actual | 2005/06<br>Leeds<br>Actual | 2006/07<br>Leeds<br>Actual | 2007/08<br>Leeds<br>Actual | 2008/09<br>Leeds<br>Actual |
|------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| Council Tax collection | 96.1%                      | 96.3%                      | 96.4%                      | 96.4%                      | 96.3%                      |
| Non Domestic Rates     | 98.5%                      | 98.6%                      | 98.6%                      | 98.7%                      | 97.7%                      |

8.1.2 Whilst the figures for both Council Tax and Non Domestic Rate collection show a decline in collection rates, this is due to the current economic climate where it has become apparent that an increasing number of taxpayers and businesses are finding difficulty in paying. However, in both cases, as the amount collectable has increased over the previous year, the overall amount collected in-year has still increased by £38m.

### 8.2 Sundry Income

8.2.1 Overall the collection of current year debt and arrears has improved from 90.1% in 2007/08 to 90.7% in 2008/09.

8.2.2 In respect of the current year debt only, the net amount collectable was £115.1m with a balance outstanding of £10.5m at 31st March 2009. The total cumulative debt outstanding is £11.5m.

### 8.3 Prompt Payments

8.3.1 The outturn for the year was 83.5% of undisputed invoices paid within 30 days compared to the target of 92%.

8.3.2 The total number of invoices processed in the year which met the prompt payment criteria was 521,744. After accounting for 9561 invoices in query with suppliers, 421,780 were paid within 30 days, leaving 86,524 paid after 30 days.

8.3.3 This indicator has been affected by new systems and procedures which were introduced in July 2008. These aimed to deliver significant efficiencies and savings for the authority by optimising payment due dates. Although significant savings have been generated, there have been a number of teething problems including obtaining accurate information, which have only properly been resolved over the last few months.

8.3.4 Performance has also been affected by continuing problems of delays within directorates including provision of complete information to enable payments to be made. Work is ongoing to resolve these problems and the quality of invoices being submitted for payments has improved over the last few months.



- 8.3.5 Although the target has not been met based on the end of year position, following the above improvements, performance has significantly improved, with performance in both February and March exceeding the 90% target.
- 8.3.6 It should be noted that as a response to the economic downturn, the Council introduced a small supplier scheme in December 2008, which guarantees payment within 20 days. After a slow start, there are now 34 firms signed up for the scheme. To date all 34 small firms have received payment within 20 days.

## **9. Recommendations**

Members of the Executive Board are asked to:

- 9.1 Note the contents of this report
- 9.2 Agree the transfer of £4.8m to general reserves as per paragraph 3.8.
- 9.3 Agree the carry forward of £1.3m Area Based Grant as outlined in paragraph 3.7.
- 9.4 Agree contributions to and the use of HRA reserves as outlined in the HRA report.

## **Background Documents**

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- <sup>i</sup> Revenue Budget report 2008/09 Executive Board 8<sup>th</sup> February 2008
- <sup>ii</sup> 2007/08 Outturn report to Executive Board 11<sup>th</sup> June 2008
- <sup>iii</sup> Financial health monitoring report to Executive Board 5<sup>th</sup> November 2008
- <sup>iv</sup> Capital Programme report to Executive Board 13<sup>th</sup> February 2009

**Housing Revenue Account – 2008/09 Outturn**

- As shown in the following table, the final outturn position has generated a contribution to reserves of £3.659m. From this £226k is required to support the future of Council Housing option appraisal, £693k is required to resource the procurement of 10 social housing units in the EASEL area, £800k is required for to find demolition and clearance on HRA in order to make way for affordable housing schemes, £65k is required for land purchase at Holdsforth Place and £189k is a contribution to the Early Leavers Initiative reserve which was established to facilitate the restructuring of Property Management Services. This leaves a usable balance of £1.686m which is being used to address a variation in capital resources in respect of the 2008/2009 capital programme. Also required to fund the 2008/2009 capital programme is the £350k that has been set aside as an earmarked reserve for reinstating void sheltered properties that is no longer required.
- In addition in order to address a shortfall in capital resources, largely occasioned by the impact of the economic downturn upon capital receipts, £5.518m is to be temporarily borrowed from the Swarcliffe PFI sinking fund with reimbursement occurring when the capital receipts are realised.

| HRA   | Latest Estimate | Outturn        | Variation      |
|---|-----------------|----------------|----------------|
|   | £000            | £000           | £000           |
| <b>Expenditure</b>                            |                 |                |                |
| Employees                                     | 7,271           | 6,874          | (396)          |
| Premises                                      | 1,681           | 1,860          | 179            |
| Supplies and Services                         | 12,939          | 11,389         | (1,550)        |
| Transport                                     | 211             | 195            | (16)           |
| ALMO Management fees                          | 111,095         | 110,569        | (526)          |
| Internal Charges/ Transfer payments           | 12,696          | 14,235         | 1,539          |
| Provision for doubtful debts                  | 1,700           | 2,441          | 741            |
| Disrepair                                     | 625             | 600            | (25)           |
| Capital                                       | 18,795          | 17,629         | (1,166)        |
| Revenue Contribution to Decency Prog.         | 0               | 3,900          | 3,900          |
| Housing Subsidy                               | 46,386          | 46,511         | 125            |
| <b>Income</b>                                 |                 |                |                |
| Rents and other charges                       | (167,173)       | (169,800)      | (2,627)        |
| Other Income                                  | (46,733)        | (47,464)       | (731)          |
| <b>Deficit / (Surplus)</b>                    | <b>(508)</b>    | <b>(1,062)</b> | <b>(554)</b>   |
| Transfer To Swarcliffe PFI                    | 508             | 1,303          | 795            |
| Transfer to (from) Decency earmarked reserves | 0               | (3,900)        | (3,900)        |
| <b>Surplus</b>                                | <b>0</b>        | <b>(3,659)</b> | <b>(3,659)</b> |

- A number of factors have contributed to the year end position. There has been an underspend of £0.2m on IT projects due to slippage in programmes, lower valuation and associated costs feeding through from reduced numbers of Right To Buy applications.

4. Rental income has exceeded the budget by £2.6m which reflects both improved void levels and higher levels of stock than anticipated.
5. Internal charges were higher due to a recharge for the ASBO service and additional customer service charges partly offset by lower PPPU and Finance/HR charges.
6. The increase in negative subsidy is due to lower CRI interest rates and premium and discount costs (£203k) offset by a £78k 'gain' from the final settlement for the audited 2007/08 subsidy grant claim.
7. The £1.2m reduction in the cost of capital has also benefited from the lower Item 8 interest charges arising from the reduction in the Council's average rate of interest on debt (£0.4m) plus higher notional cash interest (£0.7m) due to higher working balances.
8. Higher levels of work than anticipated resulted in surplus income of £0.6m for the Property Services of the directorate.
9. The additional contribution to the Swarcliffe PFI reserve includes £0.12m higher interest on balances, £0.25m slippage in bullet payments and £0.95m contract underspend offset by £0.08m pass through costs/contract variations and £0.445m postponement in the General Fund contribution.
10. The £0.7m increase in the bad debts provision is as a result of a change in methodology in response to comments made in last year's audit report from KPMG.
11. It is proposed that for 2008/09, the in year surplus of £3.66m is transferred to reserves and utilised as described in paragraph 1. General reserves will therefore remain at £3.71m with other earmarked reserves amounting to £12.84m, giving a closing reserve position of £16.55m as follows:

| Reserves                               | Opening Reserves<br>1/4/2008 | Transfers Out<br>2008/09 | Swarcliffe transfer to<br>Sinking Fund | 2008/09 'Surplus' & tfr from other earmarked reserves | Closing Reserves<br>31/3/2009 |
|--|------------------------------|--------------------------|--|---|-------------------------------|
|  | £000                         | £000                     | £000                                   | £000  | £000                          |
| HRA 'General' Reserve                  | 3,712                        | 0                        |  |   | 3,712                         |
| Contribution to Decency Targets        | 5,854                        | (3,900)                  |  |   | 1,954                         |
| Contribution to 2008/2009 Cap.Prog     |                              | (2,036)                  |  | 2,036   | 0                             |
| Easel Demolition (Borrowing) Costs     | 500                          |                          |  | (500)   | 0                             |
| PFI Set up Costs                       | 150                          | 0                        |  |   | 150                           |
| Swarcliffe PFI                         | 10,821                       | (5,518)                  | 1,303                                  |   | 6,606                         |
| Swarcliffe Environmentals              | 300                          | 0                        |  | 50  | 350                           |
| Lifetime Homes' Business Preparation   | 50                           | 0                        |  | (50)  | 0                             |
| PFI Set up costs - Lifetime Homes      | 500                          | 0                        |  |   | 500                           |
| Re-instating void sheltered properties | 350                          | 0                        |  | (350)   | 0                             |
| Underoccupancy pilot                   | 300                          | 0                        |  |   | 300                           |
| Early Leavers' Initiative              | 500                          | 0                        |  | 189   | 689                           |
| Option Appraisal - ALMOs *             | 0                            |                          |  | 226   | 226                           |
| Holdsforth Place - land purchase *     | 0                            |                          |  | 65  | 65                            |
| Purchase of New properties (EASEL) *   | 0                            |                          |  | 1,193   | 1,193                         |
| Decanting and Demolition Costs *       | 0                            |                          |  | 800   | 800                           |
|  | 23,037                       | (11,454)                 | 1,303                                  | 3,659   | 16,545                        |

\* New proposed reserves

# ADULT SOCIAL CARE

## 2008/09 OUTTURN POSITION

### Introduction

- This report sets out the 2008/09 outturn position for Adult Social Care and provides an explanation of the significant budget variations.

### Overall Position

- 2008/09 was another challenging year financially for Adult Social Care. The budget included substantial realignment of resources to support key priorities, in particular direct payments and the learning disability pooled budget. It also included significant planned savings to deliver service priorities within the overall resources available.
- In 2008/09 Adult Social Care continued the year-on-year improvements in delivering within its overall budget. The outturn position is a net overspend of £0.4m (0.23%) on controllable budgets and £0.3m for the directorate's total budget compared with the Latest Estimate.
- Budgeted savings totaling £10.7m were achieved in 2008/09. Despite a shortfall of £5.8m in delivering budgeted savings, the directorate was very effective at achieving alternative savings and further details are set out below.

### Outturn Explanation

- Promoting direct payments has been successful in 2008/09 and budgeted targets were exceeded by 188 cases (25%). This cost of delivering these additional more flexible care packages was £1.1m higher than the budget allocated.
- There was an increase in demand for home care services in 2008/09, with 66,500 additional hours provided at a net cost of £0.8m. Expenditure on independent sector domiciliary care exceeded budget provision by £1.1m, although this was partly offset by reduced staffing spend of £0.3m within the directly provided service. This resulted from greater reductions in staffing numbers than budgeted being achieved and the associated transfer of home care packages to the independent sector taking place more quickly than originally planned.
- There have been significant difficulties during 2008/09 in achieving the £3.9m income target in respect of Supporting People. This was due to variations in the Supporting People cash surplus available for new schemes and decisions by the Supporting People Commissioning Body that committed some of this available funding to other priorities. As a result, Supporting People income fell short of the budget by £1m, after taking account of a £1.5m virement from the community care placement budget outlined below.
- Expenditure on community care placements net of income from NHS Leeds was £2.7m less than the Original Estimate, of which £1.5m was vired to partly offset reduced Supporting People income. This underspend on placements was mainly due to the impact of revised continuing care criteria.

- The learning disability pooled budget for 2008/09 included some challenging planned savings amounting to £1.6m. Although there was a shortfall against these specific actions of £0.5m at the year-end, new care packages being later and/or lower cost than originally forecast led to an overall underspend of £0.5m of which the Council element was £0.3m.
- Staffing expenditure was £1.9m lower than budgeted, which partly reflects reduced spend within the directly provided community support service outlined above. In addition, managers have taken contingency actions to address the overall budget pressures being faced by Adult Social Care by seeking to minimise recruitment without prejudicing the safe delivery of services.

# CHILDREN'S SERVICES

## 2008/09 OUTTURN POSITION

### Introduction

This report sets out the 2008/09 outturn position for Children's Services and provides an explanation of the significant budget variations.

### Overall Position

Overall, Children's Services have delivered a near balanced budget in 2008/09 with a net (controllable) outturn of £145.6m against a latest estimate of £145.3m, giving an overspend of just £0.3m.

There were a number significant challenges and budget pressures during 2008/09, particularly in Children & Young People's Social Care (CYPSC) which have been managed across Children's Services as a whole. Over the course of the financial year, the budget and spend have been prioritised according to risk and service demands, with an emphasis on resourcing front-line child protection services and services for looked after children and children in need.

### Outturn Explanation

The most significant variations are discussed below;

In CYPSC, the externally provided residential placements budget overspent by approximately £1.2m due to a combination of new placements and also extensions to current placements. This budget accommodates the most complex and challenging children & young people with severe behavioural and/or physical needs and as such are very costly to support. Our benchmarking with other local authorities has demonstrated that our spend is relatively low in this area of need and that we achieve good value for money. Another budget pressure was around the cost of legal advice with an overspend of £0.5m due in part to an increase in the number of cases and also in part to the transfer of funding responsibility for public law fees.

There was an overspend of £0.5m across the in-house residential homes, primarily on employee-related budgets, as a result of the need to maintain care standards and minimum staffing numbers. This pressure was in line with previous projections and has been built into the budget strategy for 2009/10. The cost of the support to Care Leavers was £0.4m above the budget due to a combination of additional rent costs, staffing and slippage on the budget action plan savings around accessing welfare benefits. In addition, the support to Unaccompanied Asylum Seeking Children was £0.4m more than the related grant income which created a net overspend of £0.3m. These pressures in CYPSC were mitigated in part by the use of historic reserves held for a number of years on the balance sheet, by savings across the fostering service and savings on the provision of secure remand and welfare placements.

Across Children's Services as a whole there were also budget pressures due to slippage on some of the budget action plans around locality & integration (£0.25m),

managing workforce change (£0.25m) and Performance Management & Communications (£0.1m).

The Early Years Children's Centres benefited from additional income of £0.8m mainly due to additional 3 & 4-year old pathfinder grant income and the Sure Start, Early Years and Childcare Grant. In addition, there were savings due to the slippage on the recruitment of outreach Family Workers as well as staffing savings due to slippage in the opening of two phase two centres. In addition, the Area Based Grant funded Leeds Children's Fund generated an underspend of £160k due to infrastructure savings around accommodation and support.

Across Children's Services, the additional 0.3% pay award for NJC staff created a budget pressure of around £150k.

The Dedicated Schools Grant (DSG) funding is ring-fenced and therefore any overall variations are carried forward so that the resources can be used to fund the delivery of schools-related services in future years. Overall, schools achieved a net surplus of £1.4m in 2008/09 which brings the cumulative net school balances to £13.8m as at 31<sup>st</sup> March 2009. However, it should be noted that some individual schools have cumulative deficits that will need to be addressed.

Similarly, Extended Services have net accumulated surpluses of £3.9m as at 31<sup>st</sup> March 2009 which, in part, reflects funding for the delivery of services across the 2008/09 academic year (September 2008 to August 2009). Savings have also been achieved in the cost of Central Schools Budget services and £4.3m of DSG funding will be carried forward for use in future years.

After accounting adjustments, the net saving on general funded education services is £0.25m which is in line with previous projections. This is mainly due to savings on pension costs (£0.1m) and on running costs (£0.1m) due to a residual education building being demolished part way through 2008/09.

# **CITY DEVELOPMENT**

## **2008/09 OUTTURN POSITION**

### **Introduction**

This report sets out the 2008/09 outturn position for City Development and provides an explanation of the major variations.

### **Overall Position**

The actual outturn position for City Development is a net overspend of £1.8m against the Latest Estimate in terms of the controllable budget.

The Directorate has faced a number of significant budget pressures during 2008/09, most notably from a shortfall in income of over £4m mainly as a result of the economic recession. The 2009/10 budget has been adjusted to reflect these trends although the extent of the shortfall in some areas has been greater than forecast at the time the budget was set. Expenditure pressures included additional spend on winter maintenance in Highways as a result of the severe winter weather and additional costs for fuel and energy in Parks and Countryside and Sport.

The Directorate has sought to contain these pressures by identifying savings across all services and through managing staffing levels. During the year recruitment was restricted to income earning posts and to protect front line services. In services affected by reduced income and reduced workloads staffing levels have been reviewed and revised structures are being progressed. The Early Leavers Initiative has been rolled out across the Directorate and over 50 business cases were approved during 2008/09. Staff savings amount to £1.2m over and above the latest estimate. During the final quarter, City Development Directorate agreed to a review of spend across the Directorate with a view to generating additional savings to contribute towards offsetting the loss of income. Additional savings were generated, particularly in Highways and Transportation Services, and this has helped to contain the size of the net overspend.

### **Outturn Explanation**

The most significant variations are discussed below:

#### **Planning Services**

Overall the Service had a net overspend of £1.64m. The recession has had the most severe impact on the Planning budget with the shortfall on planning and building fees income reaching £1.7m. The trend for falling income levels was experienced in the final quarter of 2007/08 and although the 2008/09 income budget was adjusted to partly reflect these trends, the shortfall in 2008/09 has been much more severe than could have been projected in early 2008. Staffing levels have been reviewed and a revised structure is being progressed. A number of staff left the Council under the Early Leavers Initiative.



## **Recreational Services**

The Service has a net overspend on the controllable budget by £2.6m. Of this, £1.17m related to Parks and Countryside and £1.43m to Sport.

In Sport, the shortfall in income was £491k for lettings. The review of spend across the directorate and subsequent closure of bars and cafes accompanied by falling trends, resulted in a reduction in income of £365k, although some of this shortfall was offset by reduced expenditure on resaleable supplies. Expenditure pressures included rent and other premises costs, security and equipment costs.

In Parks and Countryside there was a shortfall in income of £449k. Expenditure pressures include security, energy and fuel costs.

## **Asset Management Services**

The net service overspend compared to the Latest Estimate is £849k. This includes an under recovery on Architectural Design Services of £569k mainly due to reduced workloads in the final quarter of the year. This is clearly an on going budget issue for the Service and an action plan is being developed.

The recession has had an impact on external income with a shortfall in Markets income of £246k and advertising income of £79k. Staffing levels in the Service have been closely managed and savings of £182k achieved. A revised structure is in the process of being approved and a number of business cases were approved for staff to leave the Council through the Early Leaver Initiative in 2008/09.

## **Libraries, Arts and Heritage**

The Service had a net overspend when compared to the Latest Estimate of £210k. The major reason for this has been a shortfall on external income of £695k, the majority of this incurred in Heritage Services. The shortfall in income has been partly offset by savings in staffing and running costs.

## **Highway and Transportation Services**

The Service has a net underspend of £3.0m. This includes an underspend of £0.2m on Engineering Services and £2.6m on Highway Services. Staff savings amount to £800k and savings on the Street Lighting PFI Unitary Charge of £739k. City Development Directorate agreed early in the financial year that these savings would be earmarked to fund pressures in other services. Additional income has been achieved through work charged to the capital programme and other Directorates.

Expenditure pressures funded through the above savings include additional Street Lighting energy costs and the additional costs of winter maintenance.

Highways Services successfully delivered the planned Individual Maintenance Scheme Programme for 2008/09.

## **Economic Services**

The Service has a net underspend when compared to the Latest Estimate of £0.3m. The Service has again been successful in securing additional external income to support major projects it is delivering. This includes contributions from Yorkshire Forward and developers for Holbeck Urban Village, the Renaissance Partnership and Eastgate and Harewood Quarter.

## **Strategy and Policy**

The Service has a net underspend of £182k with savings being made in staffing and some running costs.

## **Support Services**

Overall the service had a net underspend of £67k with savings being made in staffing and running costs.

## ENVIRONMENT AND NEIGHBOURHOODS

### 2008/2009 OUTTURN POSITION

#### Introduction

This report sets out the 2008/2009 outturn position for the Environment and Neighbourhoods Directorate and provides an explanation of the major variations.

The actual outturn position for Environment and Neighbourhoods is a balanced budget position before the creation any PFI earmarked reserves, and before the increased contributions of £1,532k from the Housing Revenue Account.

#### Community Safety (£869k Cr)

The net underspend is due to recharging HRA for work undertaken by the Anti-Social Behaviour Unit which relate to tenants and perpetrators within Council properties (£877k). There were overspends due to BPR work (£22k) for the CCTV function. Further, unbudgeted costs for Community Intelligence Tension Monitoring were incurred (£37k) and additional income (£15k) and savings on running costs (£36k).

#### Housing Services & Fixed Payments to HRA (£1,169k Cr)

Reflecting the current level of surpluses and future commitments, the budgeted General Fund contribution to the Swarcliffe PFI sinking fund has been reduced by £445k in 2008/2009.

Following a service review it was identified that contributions were required from the HRA for services provided by Care Ring and Medical rehousing functions (£245k). Further analysis of Care Ring identified 20% of alarm installations were in Council (HRA) Properties, therefore this proportion of cost is charged to the HRA (£268k).

The Emergency Accommodation Service (TEAS) and Resettlement transferred to an external provider on 1st January. The service made staffing and running cost savings whilst the Supporting People grant funding remained constant, resulting in an underspend of £187k. There are further savings within staffing due to retention of vacant posts (£272k).

Within Sheltered Wardens service, there is a net overspend of £266k which is due to no charges for clients who do not qualify for Supporting People (SP) funding (£100k), a reduction in the number of clients funded by HRA (£160k) and SP (£59k) but this is offset by savings in the fee payable to the ALMOs (£53k). Further, within temporary accommodation no income was received as there is currently no charging policy for clients who do not qualify for Housing Benefit (£50k).

#### Roseville (£91k Dr)

The budget for 2008/09 includes a carry forward of £120k from 2007/08. At final outturn for 2007/08, Executive Board agreed the recommendation that there would be no departmental carry forwards. This pressure was offset by additional orders of 750 which generated net income of £115k. However, there were overspends on staffing (£42k), electrical works to meet health and safety requirements (£10k) and general running costs, such as security and utilities (£34k).

### **Regeneration/ Area Management (£306k Cr)**

This is due to retention of vacant posts and slippage in recruitment (£200k) and additional income received from Supporting People for Signpost (£107k).

### **Jobs & Skills (£1,102k Dr)**

#### **Staffing (£405k Dr)**

The staffing budget for 2008/09 was set at £4,037k, on the basis that a new staffing structure would be introduced, assumed to be fully effective from April 2009, and that the number in post would reduce from 191 to 121. The cost of 191 staff was £5,282k and the budget set represented a saving of £1,245k, the majority of which it was assumed would be saved from the start of the financial year.

Although the targeted number has been reached, there has been significant slippage during the year resulting in an overspend of £405k.

#### **Construction Skills (£390k Dr)**

Income has been brought forward to cover the additional cost of the WykeBECC project, which has slipped into 2008/09, and income from other ongoing projects covers anticipated expenditure. The commissioning of construction training from Leeds College of Building commenced in January 2009, and the financial effect of this arrangement in 08/09 is to increase payments to the College by £325k, although this would be offset by unbudgeted income of £85k from schools for courses run through the contract. The budget assumed that £400k income was available through Regeneration to offset the cost of the commissioning agreement. In Regeneration, a contribution of £250k was received during the year leaving a shortfall of £150k.

#### **Accommodation costs (£452k Dr)**

As a part of the process of realigning the Jobs and Skills service, there was a budget requirement that a number of properties were vacated during 2008/2009. Although all of the identified properties have been vacated, the Jobs and Skills service has continued to pick up the costs associated with these properties. This is either due to the fact that there have been delays in the development of a site, and the Council is still liable for the payment of the associated rent e.g. 1 Eastgate (£253k), or there have been delays in other users vacating the building e.g. East and West Leeds Family Learning Centres.

#### **External Grants and Other Contributions (£146k Cr)**

Significant amounts of external income have been generated over and above the budget, including an additional allocation from LSC for Adult and Community Learning (£125k) and other funding brought in to support programmes already running such as the young peoples programme (£130k) and Care 4 All income (£159k). This has more than offset the non-realisation of ESF grant income (£105k) and loss of contributions from Learning Partnerships (£163k).

#### **Community Centres (£267k Dr)**

There has been a shortfall in income from the Community Centres which transferred from Learning & Leisure Directorate (£178k). Further, there were additional recharges from the Facilities Management function who manage the service on behalf of the Directorate (£89k)

## **Refuse Collection Service (£132k Dr)**

Vacant posts in the service led to savings in managers and admin staff of £237k.

Operative vacancies, net of cover saved £310k, but the additional costs of sickness was £167k and a change in mix of cover cost £66k; Revised Christmas working arrangements saved £86k, but the effects of industrial action (staff £93k, vehicle £50k and communications £65k costs) were £208k. An earlier than planned roll out of garden collections cost £62k

Transport costs were £346k higher than budget, of which repairs to vehicles were £186k and lease costs £98k. Higher than expected fuel prices early in 2008/9 cost £20k.

Prudential borrowing costs on new and replacement garden bins are £32k over the latest estimate mainly due to rolling the garden bin scheme to more properties than originally intended.

## **Street Cleansing (£10k Cr)**

An overspend on operative staff costs of £88k has been offset by savings on officer costs of (£73k).

Reductions in income from the loss of Pudsey Market cleansing and lower charges on SSCF funded schemes totalling £77k were offset by savings in transport costs of (£51k) and weed spraying of (£38k)

## **Anti-Graffiti and Public Conveniences (£96k Cr)**

Due to delays in the implementation of a Public Conveniences strategy, there was a saving of £70k on the budget provided for automatic PCs in the City Centre.

## **Waste Operations (£100k Dr) – including appropriation**

Additional expenditure on Security at Waste Sites of £86k was incurred. This was mainly due to repeated incidents of vandalism at Gamblethorpe and a delay in the installation of CCTV at Kirkstall Road.

Site maintenance and premise costs were £51k higher than budgeted.

Significant spend was incurred on the repairing of containers and compactors at Waste Sites, £97k to ensure that recycling facilities at the sites were not unduly compromised.

Staff savings amounting to £125k accruing from not covering all vacant posts, particularly in the winter months when footfall at the waste sites is generally lower, helped to ease some of the cost pressures identified above.

Delays on the East Leeds WSS refurbishment resulted in £24k savings in prudential borrowing costs.

### **Waste Strategy (£405k Cr)**

Savings in staffing of £183k occurred due to delay in appointing the new Waste Management structure. The service also agreed to contribute savings in the Education Awareness budget of £272k to help ensure the overall Directorate budget remained in balance.

As a result of a slight slippage in the Waste PFI procurement, savings in external advisor costs of £76k occurred.

High prices for recyclates in the early part of 2008/9 helped generate an additional £55k of income

All of these savings helped offset continuing reductions in net income received from electricity generation at Gamblethorpe Closed Landfill site, £217k.

### **Health and Environmental Action Section (£66k Dr)**

Increased income across the service of £321k (incl. Adaptation fees of £225k) are offset by overspends in staffing of (£34k), Pest control (£257k) and increased legal/corporate costs of (£59k) other £6k.

### **Car Parking (£440k Cr)**

Additional Car Parking income of £220k is due to increased use of facilities and the impact of slippage in the Authority's asset disposal programme which resulted in the car park at Quarry Hill site being available for the whole of 2008/09. In addition there were staff savings of £54k from vacant posts, and savings in running costs of £166k.

## CENTRAL AND CORPORATE

### 2008/09 OUTTURN POSITION

#### Introduction

This report sets out the 2008/09 outturn position for Central and Corporate Functions and provides an explanation of the major variations.

#### Overall Position

General Fund services show a net overall underspend of £0.9m, however Trading Accounts achieved £1.2m less surplus than budgeted.

#### Outturn Explanation

The most significant variations are described below:

#### Resources

Support Services and Revenues and Benefits underspent by £1,042k at controllable budget level, however the Trading Accounts experienced an overspend of £1,215k.

##### *Support Services*

The corporate savings budget for Support Services of £500k was transferred into Resources from the Strategic account during the year and is reflected in the LE.

The underspend in Corporate Financial Services (including the Business Support Centre), Corporate HR and Corporate ICT amounts to £755k. The savings are predominantly in the area of staffing partly due to the implementation of restructures in Financial Management and HR. Other staff savings have resulted from revised appointments plans in anticipation of the savings requirements in the 2009/10 budget.

During 2008/09 a significant change in the way building maintenance budgets are managed and controlled has been implemented by Corporate Property Management. The relevant buildings maintenance budgets, previously within all Directorates that have had a history of being overspent, have been brought into Resources. During this transition year, spend on buildings maintenance across the Council has once again overspent (by £0.6m) but this is all now reflected in the controllable variation in Resources. High priority is now being given to ensure this budget is tightly controlled in 2009/10 and also to new ways of working with the in-house property maintenance service. Savings in other areas within CPM, mainly staffing and savings on buildings costs amounted to £0.6m meaning an overall balanced position.

##### *Revenues and Benefits*

The value of housing benefits and council tax benefits paid was in excess of £13m over budget, although this is 100% funded by government grant. However, the value of overpayments identified has reduced during this period meaning that actual income fell short of budget by £524k. A large number of Local Authorities are also experiencing a downward trend in overpayments. In addition spend on discretionary and non-HRA rent rebates has increased by £134k compared to the budget.

In spite of an increase in workload, the service has been able to generate staffing savings of £391k however this has been offset by other unavoidable running cost variations of £263k meaning operational budgets overall underspent by £128k.

Income from raising summonses for court fees has exceeded budget by £816k; £365k as a result of a change in the formula which allocates court fees into this account and an additional £451k from an increase in volumes.

### *Trading Services*

The overall net surplus was £1.2m lower than budgeted. This is made up of three trading areas; Property Maintenance Building £700k, Education Catering & Cleaning £250k and Security Services £270k.

The surplus on Property Maintenance Building was £700k lower than budgeted. This was due to several factors; £350k of income in 2008-09 where difficulties in allocating to / or agreeing the work with the client; £250k lower profit from the West ALMO Gas Contract; £50k additional fuel costs and £50k additional trade waste disposal costs.

The Education Catering net surplus was £250k lower than budgeted due to higher food costs. Another factor was the high levels of equipment maintenance repairs and replacement. £50k is attributable to running down the former Crown Cuisine operation - the budget assumed it would cease on 31<sup>st</sup> March 2008, whereas the actual date was 30<sup>th</sup> June 2008.

Security Services generated a £270k lower surplus due the performance of the Radio Room & Mobile Patrol Unit. Income being £120k lower than budgeted, due to business growth not being achieved. Staffing levels were £80k over budget primarily due to level of responsive service provided to clients. A further cost to the unit was Equal Pay, £50k of which was not recoverable from Clients.

### **Policy, Performance and Improvement**

The overall position is a net overspend of £247k, the main cause (£190k) being the cost of additional work by external translators and interpreters in response to demands on the service from across the Council. From 2009/10 a system is being introduced to ensure all Directorates pay for the services they request. In addition, a priority based approach has been adopted to ensure that interpreting services are only used where necessary.

### **Corporate Governance and PPPU**

Controllable budget underspent by £38k.

A contingency release of £582k was processed to cover the impact of the reduction in local search fee income as a result of the downturn in the property market.

The Elections Service overspent by £244k mainly due to the cost of postal voting, extended polling hours, doorstep canvassing and the significant costs associated with the hiring of portacabins for use as polling stations. These requirements were introduced as part of the Electoral Administration Act.

Democratic Services pay and running costs underspent by £240k. Other variations amounted to a net underspend of £42k.



# STRATEGIC ACCOUNTS

## 2008/09 OUTTURN EXPLANATIONS

### Context

The Strategic Accounts include a variety of corporate budgets including central income, debt costs of the authority, contributions to Joint Committees and central efficiency budgets.

### Overall Position

The outturn position variation against the Latest Estimate for Strategic Accounts is a net controllable underspend (including controllable appropriations) of £5.4m and an underspend on the costs of servicing debt of £2.0m.

### Outturn Explanation

The major variances in net controllable income and expenditure were as follows:

- As a result of the successful challenges to the legislation introduced in 1997 to cap VAT claims to three years, the authority has made a further claim in 2008/09 for VAT due dating back to 1974, in relation to sporting and cultural activities. Although the claim has not yet been settled, HMRC have indicated that they agree the claim in principle and that it will be paid subject to verification of the figures. Accruals have therefore been raised for £3.5m of refunded VAT and a further £2.8m of interest on this amount. This represents the minimum expected level of interest due; the eventual figure may be higher dependent on the calculation method to be decided by HMRC.
- The final grant determination in respect of the Local Area Business Growth Incentive Scheme allocated £2.0m to the authority, which had not been anticipated.
- The amount of section 278 monies that were released to revenue was £1.9m less than had been budgeted for. This arose from a slowdown in development activity as a result of the general economic downturn.
- The budget held centrally for contingencies allocated £5.0m to fund departmental pressures. This was £1m in excess of the £4.0m Original Estimate and was partially funded by the use of £0.3m of general reserves and £0.19m of flood relief grant income, which had not been budgeted for. The net position against the Latest Estimate was therefore an additional cost of £0.5m.
- The Strategic outturn position includes an overspend relating to the allocation to directorates of £1.1m of budget resources relating to additional contributions to the Insurance provision.
- The budget held for procurement savings of £0.5m was not achieved centrally.

The net saving of £2.0m in debt costs was due to savings in external interest costs (£0.5m) and in MRP chargeable (£0.5m), together with increased income on revenue balances of £1.9m. This was partially offset by a £0.9m reduction in the statutory Item 8 charge to the HRA.

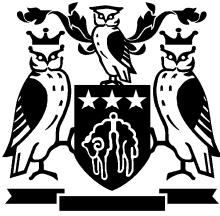
## Contingency Fund - 2008/09 - Outturn

| Items provided at 50%                   | 08/09<br>£000's | Amount<br>Released<br>£000's | Variation<br>£000's | Comments  |
|---|-----------------|------------------------------|---------------------|---|
| <b>Environment &amp; Neighbourhoods</b> |                 |                              |                     |   |
| Tonnes                                  | 768             | 453                          | -315                | Reflects a reduction in volumes of waste  |
| Refuse collection - demographics        | 235             | 235                          | 0                   | Reflects increased property numbers which equates to 1 residual waste route and 1/4 SORT route. This been transferred to the directorate's base budget for 2009/10. |
| DPE income                              | 231             | 231                          | 0                   | Reflects average payment rate being less than budgeted  |
| Union Street Car Park                   | 236             | 0                            | -236                | Did not close   |
| Armley Asbestos                         | 160             | 160                          | 0                   | Reflects compensation payments - £94k carried forward in earmarked reserve therefore this will not be required in future  |
| LIFT                                    | 240             | 90                           | -150                | Project management costs incurred in year   |
| <b>Sub-Total</b>                        | <b>1,870</b>    | <b>1,169</b>                 | <b>-701</b>         |   |
| <b>City Development</b>                 |                 |                              |                     |   |
| Planning/Building Fees                  | 325             | 325                          | 0                   | 100% released due to current economic climate   |
| Transport Policy/Tourism income         | 50              | 0                            | -50                 | Not required  |
| Rental/Advertising Income               | 150             | 150                          | 0                   | 100% released due to current economic climate   |
| Surveyors/Legal fees                    | 168             | 168                          | 0                   | 100% released due to current economic climate   |
| Planning advertising budgets (v211)     | 32              | 20                           | -12                 | Non achievement of planned reductions   |
| Feasibility budget                      | 50              | 39                           | -11                 | Office Accommodation Review Phases 1 & 2  |
| Travellers                              | 100             | 43                           | -57                 | Travellers clean up costs   |
| Community Cohesion                      | 80              | 0                            | -80                 | Not required  |
| Libraries                               | 100             | 100                          | 0                   | Challenging efficiency target only partly met   |
| Winter maintenance                      | 150             | 150                          | 0                   | Actual spend was £1.9m against a budget of £1.3m. £0.35m was funded from additional DLO surpluses, with the remaining £0.15m from contingency                       |
| Planning Delivery Grant                 | 25              | 0                            | -25                 | Actual Grant came in £113k higher than budget   |
| Local Development Framework             | 50              | 0                            | -50                 | Not required  |
| Land Registry Project                   | 25              | 0                            | -25                 | Not required  |
| <b>Sub-Total</b>                        | <b>1,305</b>    | <b>995</b>                   | <b>-310</b>         |   |
| <b>Central and Corporate functions</b>  |                 |                              |                     |   |
| Land Charges                            | 300             | 582                          | 282                 | Reflects a reduction in searches due to economic downturn   |
| LPSA2 Pump Priming                      | 231             | 200                          | -31                 | Unallocated amount brought forward. £65k to EL School Improvement 14-19, £85k Domestic Violence, £50k Bail Supervision and Support                                  |
| <b>Sub-Total</b>                        | <b>531</b>      | <b>782</b>                   | <b>251</b>          |   |
| <b>Adults Social Care</b>               |                 |                              |                     |   |
| Independent Living PFI                  | 421             | 421                          | 0                   | PFI procurement costs   |
| Community Care                          | 750             |                              | -750                | Costs contained within directorate's budget   |
| Reform Grant                            | 500             | 250                          | -250                | £1.2m allocated by DoH towards cost of personalisation agenda. £0.5m agreed to be released subject to detailed spending plans, which subsequently slipped           |
| <b>Sub-Total</b>                        | <b>1,671</b>    | <b>671</b>                   | <b>-1,000</b>       |   |
| <b>Total Departmental</b>               | <b>5,377</b>    | <b>3,618</b>                 | <b>-1,760</b>       |   |
| <b>Provision at 50%</b>                 | <b>2,689</b>    | <b>3,618</b>                 | <b>929</b>          |   |
| <b>Items Provided at 100%</b>           |                 |                              |                     |   |
| Public Law Fees                         | 450             | 450                          | 0                   | Late adjustment to RSG in the 08/09 budget  |
| Advertising/promotions savings target   | 200             | 400                          | 200                 | Savings target held centrally. Any savings will have been generated in directorates   |
| Energy                                  | 100             | 0                            | -100                | Energy efficiency funding not required  |
| Marketing Leeds                         | 200             | 200                          | 0                   | Reflects funding agreement with Marketing Leeds   |
| Pay and Grading                         | 300             | 300                          | 0                   | Allocated to directorates following implementation of Phase 1   |
| Other unallocated                       | 61              | 0                            | -61                 |   |
| <b>Sub-Total Items provided at 100%</b> | <b>1,311</b>    | <b>1,350</b>                 | <b>39</b>           |   |
| <b>Total Contingency</b>                | <b>4,000</b>    | <b>4,968</b>                 | <b>968</b>          |   |
| <b>Top Ups during year:</b>             |                 |                              |                     |   |
| Virement from General Reserves          | 300             | 13                           | -287                | Reserves at 31.3.08 were £300k above the level assumed. Spend related to increase in contribution to Coroners as a result of increase in Coroners salary            |
| Flood Alleviation                       | 188             | 54                           | -134                | Flood restoration funding distributed to areas affected by the 2007 summer floods. Spend related to flood design vision   |
| <b>Outturn</b>                          | <b>4,488</b>    | <b>5,035</b>                 | <b>547</b>          |   |

## Reserves Statement 2008/09 as at 31/03/2009

| Reserve   | Actual<br>Balance 31st<br>March 2008 | Outturn 31st<br>March 2009 | Reason for the Reserve  |
|---|--------------------------------------|----------------------------|---|
|   | £k                                   | £k                         |   |
| <b><u>General fund reserves</u></b>                   |                                      |                            |   |
| General fund  | (17,441)                             | (16,818)                   |   |
| <b>Total general fund reserves</b>                    | <b>(17,441)</b>                      | <b>(16,818)</b>            |   |
| <b><u>Earmarked reserves</u></b>                      |                                      |                            |   |
| <i>Sums set aside for major schemes</i>               |                                      |                            |   |
| Schools PFI & Building Schools for the Future         | (1,826)                              | (3,588)                    | } PFI sinking funds.  |
| Cardinal Heenan PFI                                   | (55)                                 | 58                         |   |
| Street lighting PFI                                   | (7,046)                              | (3,660)                    | } Used to support 2009/10 budget as agreed by Full Council  |
| Adult Social Care PFI                                 | 0                                    | (151)                      |   |
| LBIA Compensatory Added Years                         | (779)                                | (742)                      | This reserve holds a lump sum receipt from which LCC will meet the pension obligations of LBIA employees following sale of Leeds Bradford Airport to these staff.   |
| Capital reserve                                       | (1,995)                              | (409)                      |   |
| <i>Insurance Reserves</i>                             |                                      |                            |   |
| General insurance reserve                             | 0                                    | (315)                      | School based reserve to pay for the cost teacher cover due to sickness absence  |
| Schools consequential loss insurance                  | (500)                                | (619)                      | School reserve to fund any related costs as a result of fires not covered by insurance.   |
| <i>Reserves retained for service departmental use</i> |                                      |                            |   |
| Members club  | (8)                                  | (8)                        | Surplus on the members club.  |
| Leeds learning network                                | (109)                                | (98)                       | Unspent school contributions used to develop learning platforms and maintain the quality and resilience of the network.   |
| Taxi & Private Hire licensing surplus                 | (679)                                | (470)                      | Ring fenced reserve for taxi and private hire licensing service.  |
| Youth Offending Service                               | (409)                                | (455)                      | Surpluses of partner contributions have been retained to provide for potential liabilities re.fixed term employment contracts and accommodation dilapidation costs. |
| Lord Mayor  | (36)                                 | (44)                       | Unspent mayoral allocation cfwd at year end due to the difference between the financial & mayoral years.  |
| Energy efficiency reserve - LCC                       | (229)                                | (295)                      | } Energy efficiency reserves to fund invest to save energy efficiency initiatives.  |
| Energy efficiency reserve - Salix                     | (175)                                | (253)                      |   |
| Adult Social Care PCT Contribution                    | (343)                                | 0                          |   |
| Connexions  | 0                                    | (186)                      | Additional PCT contn to the learning disability pooled budget in 2007/08 to cover the reduced PCT contribution in 2008/09.  |
| <i>Schools Related Services</i>                       |                                      |                            |   |
| Schools Balances                                      | (6,953)                              | (7,344)                    | £13.8m Schools Balances less £2.7m VER borrowings less £3.7m BSF PFI borrowing  |
| Extended schools balances                             | (2,507)                              | (3,875)                    | Cfwd of surpluses on extended school activities to make greater use of school facilities.   |
| Central schools block - DSG                           | (3,013)                              | (4,345)                    | Cfwd of ring fenced DSG for centrally managed pupil orientated services.  |
| Schools fire prevention works consortia               | (394)                                | (394)                      | School reserves for fire prevention works   |
| <i>Ring fenced reserves</i>                           |                                      |                            |   |
| Neighbourhoods renewals fund                          | (172)                                | 0                          | Unspent NRF funding 07/08 to be allocated to schemes in 2008/09.  |
| Area based grants                                     | 0                                    | (1,246)                    | Unspent ABG in 2008/09 to be allocated to specific schemes in 2009/10.  |
| <i>Other available reserves</i>                       |                                      |                            |   |
| Catering agency                                       | (42)                                 | 0                          | Use to fund loans to schools to improve catering facilities.  |
| Economic, Social and environmental wellbeing fund     | (499)                                | (251)                      | Underspends on the wellbeing area committees.   |
| Environmental Services                                | 0                                    | (94)                       | Armley Asbestos   |
| <b>Total earmarked reserves</b>                       | <b>(27,769)</b>                      | <b>(28,785)</b>            |   |

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Tel: 74352

**Report of the Assistant Chief Executive (Policy, Planning, and Improvement)**

**Executive Board**

**Date: 17 June 2009**

**Subject: Leeds Strategic Plan 2008-11 Refresh – Amendments to Partnership Agreed Indicators**

**Electoral Wards Affected:**  
ALL

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**EXECUTIVE SUMMARY**

The Leeds Strategic Plan 2008 -11, the Local Area Agreement for Leeds, was approved in July 2008. At this time it was not possible to set all targets in the Plan due to the fact that a large number of the measures drawn from the government’s national indicator set required final definitions to be clarified; technical methodological collection issues to be resolved and, where new or changed indicators were introduced, baseline information to be collected in order to set targets.

It was agreed that the 2009 Refresh of the Leeds Strategic Plan would take place in two stages to allow us to meet statutory deadlines set by Government regarding the designated targets on the one hand and complete our more local considerations on the other.

The 30 targets agreed with Government were considered by Executive Board at its meeting on 4 March 2009 and signed off by the Secretary of State for Communities and Local Government on 31 March 2009. Appendix 2 contains the final agreed targets for information.

Now that the government agreed targets have been signed off, efforts have been focused on ensuring that all of the remaining partnership agreed targets are completed and signed off.

This report explains the reasons for making a number of amendments to some of the partnership agreed targets of the Leeds Strategic Plan 2008-11. Appendix 1 outlines the amendments in detail. Details for a small number of targets are still to be finalised prior to Executive Board and a fully updated Appendix 1 will be circulated once these have completed.

Members of Executive Board were allowed to revise and add targets in the Leeds Strategic Plan by Full Council in April 2008. This report, therefore, asks Members of Executive Board to agree all final amendments for partnership agreed baselines and targets in the Leeds Strategic Plan 2008-11.

## 1.0. Purpose of This Report

- 1.1 This report informs and seeks Executive Board agreement to a number of amendments to the partnership agreed targets in the Leeds Strategic Plan 2008-11, the Local Area Agreement for Leeds. The amendments concern a number of baselines and targets that can now be determined in the light of relevant data and/or government guidance being available.

## 2.0 Background Information

- 2.1 Full Council agreed the Leeds Strategic Plan 2008 -11 in July 2008. It was endorsed by the Leeds Initiative Executive in June 2008. The content of the Leeds Strategic Plan follows the eight themes in the 'Vision for Leeds 2004 – 2020' and the improvement priorities and targets in the Leeds Strategic Plan support the delivery of these Vision themes.
- 2.2 The Leeds Strategic Plan fulfils the requirements of being a Local Area Agreement as required by the Local Government and Public Involvement in Health Act 2007. It contains 'designated' targets which have been negotiated and agreed with Government as well as local targets which have been agreed by the Council and its partners.
- 2.3 The 30 targets agreed with government that are subject to formal monitoring via Government Office (GOYH) and are eligible for a performance reward grant upon completion were agreed by members of Executive Board on 4 March and subsequently submitted to the Secretary of State for Communities and Local Government for final sign off.
- 2.4. Executive Board will receive an annual progress on the progress made towards achieving the priorities and targets of the Leeds Strategic Plan as soon as end of year performance information has been collated.

## 3.0 Main Issues

- 3.1 At the time of the approval of the Leeds Strategic Plan, it was not possible to set targets against all 87 performance indicators selected to measure progress. This was because, in most instances, indicators had been selected from the new national indicator set of 198 and a considerable number of these required final definitions to be clarified; technical methodological collection issues to be resolved and, where new or changed indicators were introduced, baseline information to be collected to set targets.
- 3.2 **Government agreed or 'designated targets'**. The 30 'designated targets' (agreed with Government) were agreed by Executive Board at its meeting on 4 March 2009 and signed off by the Secretary of State for Communities and Local Government on 31 March 2009. Appendix 2 contains the final agreed targets for information.
- 3.3 Appendix 1 contains the full details of the proposed changes to the partnership agreed indicators and targets.
- 3.4 Of the 40 original partnership agreed indicators in the Leeds Strategic Plan (LAA):
- 20 have remained unchanged, with baselines and robust targets already set;
  - 7 indicators where baseline information was not available in the original LSP now have baselines and robust targets agreed;
  - 2 indicators have updated baselines but targets have remained unchanged;
  - 5 Indicators have amended targets in place following discussions with the service
  - 4 indicators still have issues which have prevented baselines and/or targets to be set and which will be developed further this year;

- There are also 2 indicators which have been removed and 6 additional indicators have been added.

### 3.5 All changes are summarised below:

- **NI 8 Adult participation in sport and active recreation**  
Baseline figure has been recalculated by Sport England to include 'light intensity sports for those aged 65 and over'. The targets remain unaffected.
- **LSP-EE1b Result of annual satisfaction survey relating to Planning Performance Agreements.**  
Although no result has been returned this year, the service wish to keep the indicator in order to reflect the high profile of Planning Performance Agreements (PPA) as well as supporting a cultural change within the service including the integration of Strategic Policy staff. Although only three PPAs were signed during 2008-09, largely because of the economic downturn, negotiations are continuing to take place on a number of other key schemes which could result in an additional seven PPAs being signed during 2009-10. Therefore, with increasing numbers of PPAs, it is anticipated that the indicator will provide a statistically significant result next year relating to the satisfaction of developers with PPAs and their handling by the service.
- **LSP-EE2a Percentage of UK residents surveyed who regard Leeds as a 'great place to live'.**  
Baseline and targets established.
- **LSP-EE2b Improve Leeds' image as a major centre for business.**  
Baseline and targets established.
- **NI 148 Care leavers in education, employment or training**  
  
Baseline has been updated to show 2007/08 year-end figure following statutory guidance. The targets for 2009/10 and 2010/11 remain unchanged.
- **NI 66 Looked after children cases which were reviewed within required timescales**  
Target of 95% has now been agreed for 2010/11
- **NI 58 Emotional and behavioral health of looked after children**  
The first period of collection for this indicator is 08-09. Questionnaires were only available for half the cohort. The intention is to get a more complete picture in 09/10 and use that as the baseline. Targets cannot be set until baseline properly established.
- **LSP-TR1b(i) Local bus passenger journeys originating in the authority area.**  
The data for this indicator is provided by METRO and is currently unavailable. Discussions are still ongoing regarding the validity of data and targets. Concerns are due to the fact that METRO provide figures at the West Yorkshire level which are not statistically reliable at a Leeds level. To obtain this information Metro would need to perform more surveys in Leeds, for which Leeds would be charged.
- **VSC02 Proportion of people with depression and/or anxiety disorders who are offered psychological therapies.**  
A baseline has now been established and targets for 2009/10 and 2010/11 agreed with NHS Leeds.
- **NI 136 People supported to live independently through social services (all adults)**  
The authority received notification of the approved Grant Funded Services figures and the (provisional) weighted population data required to calculate the indicator on 1st June 2009. There are potentially significant cost implications involved in any attempt to increase the number of people being supported and these need to be considered carefully before setting any targets. We are in the process of gathering information which will allow targets to be set as soon as possible.

- **LSP-HW2b(i) Number of children looked after (expressed as a rate per 10,000 excluding unaccompanied asylum seekers)**  
Baseline and targets have been adjusted to take into account adjustments for population change.
- **LSP-HW2b(ii) The percentage of staff employed by the independent sector registered care services in Leeds that have received some training on protection of vulnerable adults that is either funded or commissioned by Leeds Adult Social Care**  
Baseline established and targets have now been agreed.
- **NI 158 Percentage non-decent council homes**  
Baseline established and targets have been amended following confirmation of final baseline.
- **LKI HAS4 The number of homeless acceptances made in the year.**  
Baseline and targets have been confirmed with a minor alteration for 2010/11 target.
- **NI 39 Rate of Hospital Admissions per 100,000 for Alcohol Related Harm**  
  
New indicator proposed following discussions with NHS Leeds. Baseline has been established and targets agreed for 2009/10 and 2010/11.
- **NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods**  
The economic downturn is adversely affecting the ability to achieve worklessness targets. However, the lack of real time data on out-of work benefits claimants, in particular lone parents receiving Income Support and Incapacity Benefit claimants, makes it difficult to estimate the full extent of the impact of the economic downturn. Data published in February 2009 relates to the period up to August 2008. Up-to-date information is available for JSA claimants but this represents only 19% of those on the out-of-work register. Targets will be reviewed during the 2010 Leeds Strategic Plan Refresh.
- **LSP-TP1e Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).**  
2009/10 and 2010/11 targets revised following discussions with Leeds City Credit Union.
- **NI 110 Young people's participation in positive activities**  
Baseline has been established following publication of the TellUs3 Survey in June 2008. Target agreed for next survey period in 2010/11.
- **NI 6 Participation in regular volunteering**  
Baseline and targets have been established following receipt of draft 2008 Place Survey Results.
- **NI 7 Environment for a thriving third sector**  
Baseline and targets agreed following publication of 2008 Office for the Third Sector Survey.
- **LSP-TP2b(i) - A complete count of the number of first time entrants into the youth justice system receiving a substantive outcome between 1 Apr and 31 Mar in the reporting year specified**
- **LSP-TP2b(ii) - A complete count of offences committed by young people resulting in a substantive outcome during a bail or remand episode during the specified year**  
These 2 LPSA2 indicators have been removed from the Leeds Strategic Plan as LPSA targets expired in March 2009.
- In addition, 5 new indicators have been added as part of a suite of indicators supporting the improvement priority to reduce child poverty. They are listed below:
  - NI 116 Proportion of children in poverty;



- NI 92 Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest
- NI 102A Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2
- NI 102B Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4
- NI 118 Take up of formal childcare by low-income working families

#### **4.0. Implications for Council Policy and Governance**

4.1. The Leeds Strategic Plan is part of the Council's Budget and Policy Framework. Full Council at its meeting on 9 April 2008 agreed that Executive Board should undertake the following functions under the Local Government and Public Involvement in Health act 2007 with regard to the local area agreement:

- The duty to prepare and submit a draft of a local area agreement (section 106)
- The revision and addition of targets (section 110)
- Designated targets (i.e. government agreed: revision proposals (section 111)
- Duty to publish information about the local area agreement (section 113)

4.2. The second function will be exercised by Executive Board in approving Appendix 1.

#### **5.0 Legal and Resource Implications**

5.1 The Leeds Strategic Plan fulfils the Council's statutory requirement to prepare a Local Area Agreement for its area. In identifying the amendments to this plan the Council has consulted and negotiated with a number of partners including public sector partners designated as statutory partners in the Local Government and Public Involvement in Health Act. These partners have a duty to have regard to the targets in the Leeds Strategic Plan when setting out their own plans and budgets.

5.2 Generally, resources to deliver the targets in this plan are identified from the budgets of the Council and its partners. Resources have to be used as efficiently as possible to deliver all the targets in the Leeds Strategic Plan and innovative delivery methods such as strategic commissioning, pooled budgets and joint service delivery are being explored as part of delivering the Leeds Strategic Plan.

#### **6.0 Conclusions**

6.1 Amendments to baselines and targets of the partnership agreed targets in the Leeds Strategic Plan 2008-11 have been made following the availability of baseline information and evidence and in response to the changed economic climate. These revisions require approval by Executive Board before seeking partnership sign off via the Leeds Strategy Group.

#### **7.0 Recommendations**

7.1. Members of Executive Board are recommended to approve Appendix 1 as our proposed revisions and additions to the partnership agreed targets in the Leeds Strategic Plan.

#### **8.0 Background Papers**

Local Government and Public Involvement in Health Act 2007  
 Leeds Strategic Plan 2008-11  
 Executive Board Report, 4 April 2009 – 'Amendments to the Leeds Strategic Plan 2008-11'

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Appendix 1:

Leeds Strategic Plan Refresh 2009 - Partnership Agreed Targets

| Improvement Priority  | Indicator selected by Leeds   | Baseline  | LAA Improvement Target Designated targets noted with * |       |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|---|---|---|--|-------|-------|---|
|   |   |   | 08/09  | 09/10 | 10/11 |   |
| Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities. | NI 8 Adult participation in sport and active recreation<br><br><b>Baseline changed<br/>Targets to stay the same</b>   | <b>20.60%</b><br>(2005/06 Active People Survey) | Increase of 1% on the baseline by 2010/11              |       |       | LEEDS CITY COUNCIL*<br><br>Sport England<br><br>Leeds Partnership Foundation Trust<br><br>Re'new<br><br>VCFS bodies contacted through Leeds Voice Health Forum<br><br>NHS Leeds |
|   | LKI SC19:<br>Number of sports facility types with a specified quality assured standard<br><br><b>Proxy Measure - Further development of this local PI is currently being undertaken</b> | 13<br>(2007/08)                                 | 12   | 15    | 19    | LEEDS CITY COUNCIL*   |
|   | NI 9 Use of public libraries  | 42.0%<br>(2008)                                 | 1% increase on the baseline by 2010/11                 |       |       | LEEDS CITY COUNCIL*<br><br>Museums, Libraries and Archives – Yorkshire<br><br>VCFS bodies contacted through Leeds Older People's Forum and Leeds Voice CYP Forum                |

| Improvement Priority | Indicator selected by Leeds                                | Baseline                 | LAA Improvement Target Designated targets noted with * |  |           | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *) |
|----------------------|--|--------------------------|--|--|-----------|---|
|                      |  |                          | 08/09  | 09/10  | 10/11     |   |
|                      | LSP-CU1a(i) Number of visits to libraries                  | 4,181,923<br>(2006-2007) | 4,111,297  | 3,850.000<br><br>Target for 2009/10 is reduced due to closure for refurbishment of Garforth and Crompton Road libraries. | 4,100,000 | LEEDS CITY COUNCIL*<br><br>Museums, Libraries and Archives - Yorkshire                                |
|                      | NI 10 Visits to museums and galleries                      | 48.1%<br>(2008)          | 1% increase on the baseline by 2010/11                 |  |           | LEEDS CITY COUNCIL*<br><br>Museums, Libraries and Archives - Yorkshire<br><br>Arts Council            |
|                      | LSP-CU1a(ii) The number of visits to museums and galleries | 384,346<br>(2006/07)     | 740,000  | 900,000  | 913,500   | LEEDS CITY COUNCIL*<br><br>Museums, Libraries and Archives - Yorkshire<br><br>Arts Council            |
|                      | NI 11 Engagement in the Arts                               | 37.1%<br>(2008)          | 1% increase on the baseline by 2010/11                 |  |           | LEEDS CITY COUNCIL*<br><br>Arts Council<br><br>Re'new   |

| Improvement Priority   | Indicator selected by Leeds   | Baseline  | LAA Improvement Target Designated targets noted with * |   |   | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)               |
|--|---|---|--|---|---|---|
|  |   |   | 08/09  | 09/10   | 10/11   |   |
| Facilitate the delivery of major cultural schemes of international significance. | Restore, refurbish & increase the cultural infrastructure of the city:<br><br>LSP-CU2a(i) amount spent on buildings/refurbishing new & existing buildings of International significance | 0<br>(2007/08)<br><br>This is a new indicator which relates to specific projects - as such there is no baseline data. | Year 1 Spend<br><br>£10,519k                           | Total 2 Year cumulative Spend<br><br>£37,530k | Total 3 Year cumulative spend<br><br>£38,460k | LEEDS CITY COUNCIL*<br><br>Arts Council<br><br>English Heritage   |
|  | LSP-CU2a(ii) number of physical infrastructure capital build projects of International significance that will increase and/or improve cultural provision                                | 0<br>(2007/08)  | 2  | 3<br>(cumulative)                             | 5<br>(cumulative)                             | LEEDS CITY COUNCIL*<br><br>Arts Council<br><br>English Heritage<br><br>Highways Agency                              |
| Increase innovation and entrepreneurial activity across the city                 | LSP-EE1a To support the establishment of 550 new businesses in deprived communities in Leeds by 2011  | 12,751<br>(2006)  | 12,934   | 13,117  | 13,301  | LEEDS CITY COUNCIL*<br><br>Leeds Chamber<br><br>VCFS bodies through Voluntary Community Faith Sector Strategy Group |
| Facilitate the delivery of major developments in the city centre to enhance the  | Processing of major planning applications   | 63%<br>(2007/08)  | 65%  | 70%   | 75%   | LEEDS CITY COUNCIL*<br><br>Highways Agency<br><br>West Yorkshire Fire and Rescue Service                            |

Appendix 1:

Leeds Strategic Plan Refresh 2009 - Partnership Agreed Targets

| Improvement Priority   | Indicator selected by Leeds   | Baseline                                     | LAA Improvement Target Designated targets noted with * |                                |                                | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|---|--|--|--------------------------------|--------------------------------|---|
|  |   |  | 08/09  | 09/10                          | 10/11                          |   |
| economy and support local employment   | LSP-EE1b Result of annual satisfaction survey relating to planning performance agreements   | Baseline and targets to be set by April 2010 |  |                                |                                | LEEDS CITY COUNCIL*<br>Highways Agency<br>West Yorkshire Metro  |
| Increase international communications, marketing and business support activities to promote the city and attract investment. | LSP-EE2a - Percentage of UK residents surveyed who regard Leeds as a 'great place to live'. | 4%<br>Brahm Survey 2009                      | 6% in 2010/11 Brahm Survey                             |                                |                                | LEEDS CITY COUNCIL*   |
|  | LSP-EE2b - Improve Leeds' image as a major centre for business.                             | 3%<br>Brahm Survey 2009                      | 5% in 2010/11 Brahm Survey                             |                                |                                |   |
| Improve learning outcomes and skill levels for 19 year olds.   | NI80: Achievement of Level 3 qualifications by the age of 19                                | 41%<br>(2006/07 Academic Year)               | 43%<br>(2007/08 Academic year)                         | 47%<br>(2008/09 Academic year) | 49%<br>(2009/10 Academic year) | LEEDS CITY COUNCIL*<br>Education Leeds<br>Learning and Skills Council<br>Leeds Colleges<br>VCFS bodies contacted through Archway Connexions Forum |

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| Improvement Priority   | Indicator selected by Leeds   | Baseline                          | LAA Improvement Target Designated targets noted with *   |            |            | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|---|-----------------------------------|--|------------|------------|---|
|  |   |                                   | 08/09  | 09/10      | 10/11      |   |
| Increase the proportion of vulnerable groups engaged in education, training or employment.                             | NI 148 Care leavers in education, employment or training<br><br><b>Baseline updated<br/>Targets unchanged</b> | <b>70.80%</b><br><b>(2006/07)</b> | 76.6%  | 81.7%      | 86.8%      | LEEDS CITY COUNCIL *<br><br>Partners through the Children Leeds Partnership<br><br>Education Leeds<br><br>Learning and Skills Council<br><br>Leeds Partnership Foundation Trust<br><br>Leeds Colleges<br><br>VCFS bodies contacted through Archway Connexions Forum |
| Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking. | LSP-TR1a Cycle Trips to the City centre in the morning peak period (0730-0930).                               | 728<br>(2007)                     | 780 (2008)   | 840 (2009) | 880 (2010) | LEEDS CITY COUNCIL*<br><br>Leeds Cycling Action Group<br><br>VCFS bodies contacted through Leeds Voice Environment Forum  |
| Improve the quality, use and accessibility of public transport services in Leeds.                                      | LSP-TR1b(i) Local bus passenger journeys originating in the authority area.                                   | 78,800,000<br>(2007)              | The data for this indicator is provided by METRO and is currently unavailable. Discussions are still ongoing regarding the validity of data and targets. Concerns are due to the |            |            | WEST YORKSHIRE METRO*<br><br>Leeds City Council   |

| Improvement Priority   | Indicator selected by Leeds   | Baseline        | LAA Improvement Target Designated targets noted with *   |        |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|---|-----------------|--|--------|-------|---|
|  |   |                 | 08/09  | 09/10  | 10/11 |   |
|  |   |                 | fact that METRO provide figures at the West Yorkshire level which are not statistically reliable at a Leeds level. To obtain this information Metro would need to perform more surveys in Leeds, for which Leeds would be charged. |        |       |   |
|  | LSP-TR1b(ii) Percentage of non-car journeys into central Leeds in the morning peak period.                | 42.30% (2004)   | 44.30%   | 44.70% | 45%   | LEEDS CITY COUNCIL*<br>West Yorkshire Metro<br>Highways Agency<br>Leeds Partnership Foundation Trust<br>VCFS bodies contacted through Leeds Voice Environment Forum |
| Improve the quality and sustainability of the built and natural environment. | LSP-ENV2b Percentage of parks and countryside sites assessed internally that meet the Green Flag criteria | 10.8% (2004/05) | 19%  | 21%    | 23%   | LEEDS CITY COUNCIL*<br>Natural England<br>VCFS bodies contacted through Leeds Voice Environment Forum   |



Appendix 1:

Leeds Strategic Plan Refresh 2009 - Partnership Agreed Targets

| Improvement Priority                                   | Indicator selected by Leeds  | Baseline                              | LAA Improvement Target<br>Designated targets noted with * |                      |                      | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|--|---------------------------------------|---|----------------------|----------------------|--|
|  |  |                                       | 08/09   | 09/10                | 10/11                |  |
| Reduce premature mortality in the most deprived areas. | NI 121 Mortality rate from circulatory diseases at ages under 75 (per 100,000 population)                  | 145<br>(3 year average for 1995-1997) | 76.2  | 72.7                 | 69.3                 | NHS LEEDS*<br><br>Leeds City Council<br><br>Partners through the Children Leeds Partnership<br><br>Leeds Partnership Foundation Trust<br><br>Leeds Teaching Hospitals Trust<br><br>West Yorkshire Fire and Rescue Service<br><br>Re'new<br><br>VCFS bodies contacted through Leeds Voice Health Forum<br><br>Natural England (Active Lifestyles) |
| Reduction in the number of people who smoke.           | NI 123 Stopping smoking - disaggregated to narrow the gap between 10% most deprived SOAs and rest of Leeds | 30.66%<br>(2004)                      | 25.7%<br>City   | 23.3%<br>City        | 21.0%<br>City        | NHS LEEDS*<br><br>Leeds City Council   |
|  |  |                                       | 33.3%<br>10%<br>SOAs                                      | 30.2%<br>10%<br>SOAs | 27.1%<br>10%<br>SOAs | Leeds Teaching Hospitals Trust<br><br>Leeds Partnership Foundation Trust<br><br>VCFS bodies contacted through Leeds Voice Health Forum   |

## Appendix 1:

## Leeds Strategic Plan Refresh 2009 - Partnership Agreed Targets

| Improvement Priority  | Indicator selected by Leeds  | Baseline   | LAA Improvement Target<br>Designated targets noted with * |       |   | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|--|--|---|-------|---|--|
|   |  |  | 08/09   | 09/10 | 10/11   |  |
| Improve the assessment and care management of children, families and vulnerable adults. | NI 63 Stability of placements of looked after children: length of placement  | 70%<br>(December 2007)   | 72%   | 75%   | 80%   | LEEDS CITY COUNCIL*<br><br>NHS Leeds<br><br>Partners through the Children Leeds Partnership  |
|   | NI 66 Looked after children cases which were reviewed within required timescales<br><b>2010/11 target approved</b> | 60.2%<br>(April – Dec 2007)  | 80%   | 90%   | <b>95%</b>  | LEEDS CITY COUNCIL*<br><br>Partners through the Children Leeds Partnership   |
|   | NI 133 Timeliness of social care packages following assessment (all adults)  | 85 %<br>(2007/08)  | 90%   | 92%   | 95%   | LEEDS CITY COUNCIL*<br><br>NHS Leeds<br><br>Leeds Partnership Foundation Trust<br><br>VCFS bodies contacted through Leeds Voice Health Forum<br><br>Leeds Teaching Hospitals Trust |
| Improved psychological, mental health, and learning disability                          | NI 58 Emotional and behavioural health of looked after children  | The first period of collection for this indicator is 08-09. Questionnaires were only available for half the cohort. The intention is to get a more complete picture in 09/10 and use that as the baseline. Targets cannot be set until |   |       | LEEDS CITY COUNCIL*<br><br>NHS Leeds<br><br>Partners through the Children |  |

Appendix 1:

Leeds Strategic Plan Refresh 2009 - Partnership Agreed Targets

| Improvement Priority   | Indicator selected by Leeds  | Baseline   | LAA Improvement Target Designated targets noted with * |        |   | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|--|--|--|--------|---|--|
|  |  |  | 08/09  | 09/10  | 10/11   |  |
| services for those who need it.  |  | baseline properly established.   |  |        | Leeds Partnership   |  |
|  | VSC02 Proportion of people with depression and/or anxiety disorders who are offered psychological therapies.   | 8000<br>(2006/07)  | 12,722   | 15,266 | 17,200  | NHS LEEDS*<br>Leeds City Council<br>Leeds Partnership Foundation Trust<br>Leeds Colleges   |
| Increase the number of vulnerable people helped to live at home.   | NI 136 People supported to live independently through social services (all adults)   | The authority received notification of the approved Grant Funded Services figures and the (provisional) weighted population data required to calculate the indicator on 1st June 2009. There are potentially significant cost implications involved in any attempt to increase the number of people being supported and these need to be considered carefully before setting any targets. We are in the process of gathering information which will allow targets to be set as soon as possible. |  |        | LEEDS CITY COUNCIL*<br>West Yorkshire Fire and Rescue Service<br>VCFS bodies contacted through Leeds Voice Health Forum |  |
| Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk. | LSP-HW2b(i) - Number of children looked after (expressed as a rate per 10,000 excluding unaccompanied asylum seekers<br><br>Baseline and targets have been adjusted to take into account adjustments for | 83.8<br>(2007/08)  | 75.6   | 67.5   | 59.3  | LEEDS CITY COUNCIL*<br>Education Leeds<br>Partners through the Children Leeds Partnership<br>VCFS bodies contacted through Leeds Voice CYP Forum |

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| Improvement Priority                   | Indicator selected by Leeds  | Baseline           | LAA Improvement Target Designated targets noted with * |       |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|--|--------------------|--|-------|-------|---|
|  |  |                    | 08/09  | 09/10 | 10/11 |   |
|  | population change.   |                    |  |       |       |   |
|  | LSP-HW2b(ii) - The percentage of staff employed by the independent sector registered care services in Leeds that have received some training on protection of vulnerable adults that is either funded or commissioned by Leeds Adult Social Care<br><br><b>Targets and baselines agreed.</b> | 99%<br>(2007/08)   | 99%  | 99%   | 99%   | LEEDS CITY COUNCIL*<br><br>Leeds Colleges   |
| Increase the number of "decent homes". | NI 158 Percentage non-decent council homes   | 18.5%<br>(2008/09) | N/A  | 10%   | 5%    | LEEDS CITY COUNCIL*<br><br>Housing regeneration bodies contacted through the Leeds Housing Partnership<br><br>Re'new<br><br>VCFS bodies contacted through VCFS Strategy Group |

| Improvement Priority                            | Indicator selected by Leeds   | Baseline                 | LAA Improvement Target Designated targets noted with * |       |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|---|--------------------------|--|-------|-------|--|
|   |   |                          | 08/09  | 09/10 | 10/11 |  |
| Reduce the number of homeless people.           | LKI HAS4 The number of homeless acceptances made in the year.<br><br>2010/11 revised  | 1142<br>(2007/08)        | 1100   | 1060  | 1020  | LEEDS CITY COUNCIL*<br><br>Housing and regeneration bodies in the Leeds Housing Partnership<br><br>Re'new<br><br>VCFS bodies through Leeds Voice Health Forum<br><br>West Yorkshire Police<br><br>Leeds Colleges |
| Increase financial inclusion in deprived areas. | LSP-TP1e Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).<br><br>The initial targets set were to achieve 6850 new members in 2009/10 and 7000 in 2010/11. After discussions with Leeds City Credit Union it has been agreed that these targets be reduced. The main reason for this is that as the number of new members increases, the availability from the population for take up of our services to new members diminishes. Thus, | 6700<br>(Jan – Dec 2007) | 6700   | 3500  | 3000  | LEEDS CITY COUNCIL*<br><br>Leeds City Credit Union<br><br>VCFS bodies through West Leeds Debt Forum  |

| Improvement Priority  | Indicator selected by Leeds   | Baseline                      | LAA Improvement Target Designated targets noted with * |                     |                     | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *) |
|---|---|-------------------------------|--|---------------------|---------------------|---|
|   |   |                               | 08/09  | 09/10               | 10/11               |   |
|   | the current level of take up may not be sustainable over the next few years.  |                               |  |                     |                     |   |
| Improve lives by reducing the harm caused by substance misuse | <p><b>NI 39 Rate of Hospital Admissions per 100,000 for Alcohol Related Harm</b></p> <p><b>New indicator agreed following discussions with NHS Leeds.</b></p> | <p><b>1,260 (2006/07)</b></p> | <p><b>1,277</b></p>                                    | <p><b>1,274</b></p> | <p><b>1,267</b></p> | <p><b>LEEDS CITY COUNCIL</b></p> <p><b>NHS Leeds</b></p>  |

| Improvement Priority  | Indicator selected by Leeds  | Baseline  | LAA Improvement Target Designated targets noted with * |                                       |                                       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|--|---|--|---------------------------------------|---------------------------------------|--|
|   |  |   | 08/09  | 09/10                                 | 10/11                                 |  |
| Reduce worklessness across the city with a focus on deprived areas. | NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods<br><b>Targets will be reviewed as part of next years Annual Review</b>  | 28.7% (2007)                                      | 0.5 percentage point reduction to 28.2%                | 1 percentage point reduction to 27.7% | 2 percentage point reduction to 26.7% | JOB CENTRE PLUS*<br>Leeds City Council<br>VCFS bodies contacted through Leeds Voice Economy and Skills Forum<br>Learning and Skills Council<br>Yorkshire Forward |
| Reduce the number of children in poverty                            | A basket of indicators has been developed to measure this improvement priority, a number of which are already mapped against other priorities in the Strategic Plan. Those already included elsewhere are listed here, new indicators and targets are detailed below.  |   |  |                                       |                                       |  |
|   | -NI 153 - Working age people claiming out of work benefits in the worst performing neighbourhoods<br>-NI 187 Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating<br>- LSP-TP1e Increase the number of new customers on low incomes accessing credit union services (savings, loans and current accounts).<br>- NI 117 16 - 18 year olds who are not in education training or employment (NEET)<br>- NI 158 Percentage non-decent council homes |   |  |                                       |                                       |  |
|   | NI 116 Proportion of children in poverty   | Baseline and targets to be provided by April 2010 |  |                                       |                                       |  |
| NI 92 Narrowing the gap between the                                 | 38.2%  | 33.3%   | 30.0%  | 31.35%                                |                                       |  |

| Improvement Priority | Indicator selected by Leeds  | Baseline                      | LAA Improvement Target Designated targets noted with *   |   |                                      | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *) |
|----------------------|--|-------------------------------|--|---|--------------------------------------|---|
|                      |  |                               | 08/09  | 09/10                                       | 10/11                                |   |
|                      | lowest achieving 20% in the Early Years Foundation Stage Profile and the rest  | (2006/07 Academic Year)       | (2007/08 academic year)                                  | (2008/09 academic year)                     | (09/10 academic year)                |   |
|                      | NI 102A Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2 | 25.6% (2006/07 Academic Year) | N/A  | 24 % points - KS2 (08/09 academic year)     | 22.8 % points (09/010 academic year) |   |
|                      | NI 102B Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stage 4  | 32.0% (2006/07 Academic Year) | N/A  | 28 % points - KS4 (for 08/09 academic year) | 24 % points (09/010 academic year)   |   |
|                      | NI 118 Take up of formal childcare by low-income working families  | 19.0% (2005/06)               | Targets will be agreed by Children Leeds by August 2009. |   |                                      |   |



| Improvement Priority   | Indicator selected by Leeds   | Baseline                    | LAA Improvement Target Designated targets noted with * |                 |                    | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|---|-----------------------------|--|-----------------|--------------------|---|
|  |   |                             | 08/09  | 09/10           | 10/11              |   |
| Develop extended services, using sites across the city, to improve support to children, families and communities.                      | NI 88 Percentage of schools providing access to extended services.  | 42% (2006/07 academic year) | 74% (by Sep 08)  | 90% (by sep 09) | 100% (by Sep 2010) | LEEDS CITY COUNCIL*<br>Partners through the Children Leeds Partnership<br>Education Leeds<br>West Yorkshire Police<br>VCFS bodies through Leeds Voice children and Young Peoples Forum<br>Leeds Colleges  |
| An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents. | NI 110 Young people's participation in positive activities<br><br><b>Baseline from TellUs3 Survey 2008 target set for 2011. (No survey in 2010)</b> | <b>65.9% (2008)</b>         | <b>70% by 2011</b>                                     |                 |                    | LEEDS CITY COUNCIL*<br>Partners through the Children Leeds Partnership<br>Arts Council<br>West Yorkshire Fire and Rescue Service<br>VCFS bodies contacted through Leeds Voice CYP Forum<br>Leeds Colleges |

| Improvement Priority  | Indicator selected by Leeds  | Baseline  | LAA Improvement Target Designated targets noted with *                       |                 |                          | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|---|--|---|--|-----------------|--------------------------|---|
|   |  |   | 08/09  | 09/10           | 10/11                    |   |
|   | NI 6 Participation in regular volunteering<br><br><b>Baseline 08/09 Place Survey</b>       | 19.90%<br>(2008/09 Place Survey)                  | N/A  | No Place Survey | 24% in 2010 Place Survey | LEEDS CITY COUNCIL*<br><br>VCFS bodies contacted through Voluntary Action Leeds<br><br>Arts Council<br><br>Museums, Libraries, Archives - Yorkshire<br><br>Sport England<br><br>Education Leeds |
| Enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services. | NI 7 Environment for a thriving third sector<br><br><b>Baseline from national data hub</b> | 17.2%<br>(2008 Office of the Third Sector Survey) | Increase to 21.2% in second Office of the Third Sector Survey in Autumn 2010 |                 |                          | LEEDS CITY COUNCIL*<br><br>VCFS bodies contacted through VCFS Strategy Group<br><br>NHS Leeds<br><br>West Yorkshire Police  |

Appendix 2:

Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority  | Indicator selected by Leeds   | Baseline     | Improvement Target |       |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|---|--------------|--------------------|-------|-------|--|
|   |   |              | 08/09              | 09/10 | 10/11 |  |
| Enhance the skill levels of the workforce to fulfil individual and economic potential | NI 163 Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher. | 70.6% (2006) | 72.6%              | 75.6% | 79.6% | LEARNING AND SKILLS COUNCIL*<br><br>Leeds Chamber<br><br>Leeds City Council<br><br>Education Leeds<br><br>Jobcentre Plus<br><br>Leeds Colleges<br><br>Re'new<br><br>VCFS bodies contacted through Leeds Voice Economy and Skills Forum |
|   | NI 164 Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 3 or higher  | 50.5% (2006) | 52.5%              | 54.5% | 56.5% | LEARNING AND SKILLS COUNCIL*<br><br>Leeds Chamber<br><br>Leeds City Council<br><br>Education Leeds<br><br>Leeds Colleges<br><br>VCFS bodies contacted through Leeds Voice Economy and Skills Forum                                     |

| Improvement Priority   | Indicator selected by Leeds   | Baseline                              | Improvement Target                   |                                      |                                     | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|---|---------------------------------------|--------------------------------------|--------------------------------------|-------------------------------------|--|
|  |   |                                       | 08/09                                | 09/10                                | 10/11                               |  |
| Improve learning outcomes for all 16 year olds, with a focus on narrowing the achievement gap. | NI 78 Reduction in number of schools where fewer than 30% of pupils achieve 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths | 13 Schools<br>(2006/07 Academic Year) | 7 Schools<br>(2007/08 academic year) | 2 Schools<br>(2008/09 academic year) | 1 School<br>(2009/10 academic year) | LEEDS CITY COUNCIL*<br><br>Partners through the Children Leeds Partnership<br><br>Education Leeds<br><br>VCFS bodies contacted through Archway Connexions Forum<br><br>Leeds Colleges<br><br><b>West Yorkshire Fire and Rescue Service</b> |
| Improve learning outcomes and skill levels for 19 year olds.                                   | NI 79: Achievement of Level 2 qualifications by the age of 19   | 62.9%<br>(2005/06 Academic Year)      | 68.6%<br>(2007/08 Academic year)     | 71.8%<br>(2008/09 Academic year)     | 75.2%<br>(2009/10 Academic year)    | LEEDS CITY COUNCIL*<br><br>Education Leeds<br><br>Learning and Skills Council<br><br>Leeds Colleges<br><br>VCFS bodies contacted through Archway Connexions Forum  |
| Increase the proportion of vulnerable groups   | NI 117: 16-18 year olds who are not in education, training or employment (NEET)   | 9.1%<br>(An average of Nov, Dec)      | 8.9%                                 | 7.8%                                 | 6.8%                                | LEEDS CITY COUNCIL*<br><br>Partners through the Children Leeds Partnership   |

Appendix 2:

Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority   | Indicator selected by Leeds   | Baseline   | Improvement Target           |                              |                              | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|---|--|------------------------------|------------------------------|------------------------------|--|
|  |   |  | 08/09                        | 09/10                        | 10/11                        |  |
| engaged in education, training or employment.  |   | 2006 and Jan 2007)   |                              |                              |                              | Education Leeds<br>Learning and Skills Council<br>VCFS bodies contacted through Leeds Voice Economy and Skills Forum<br>Jobcentre Plus<br>Leeds Colleges |
| Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking.               | NI 167 Congestion - average journey time per mile during the morning peak<br><br><b>Targets recalculated following publication of DfT revised figures</b> | 4 mins 5 secs (245 seconds)<br><br>(Baseline uses data from both academic years 2004/05 and 2005/06) | 4 mins 18 secs (258 seconds) | 4 mins 20 secs (260 seconds) | 4 mins 22 secs (262 seconds) | LEEDS CITY COUNCIL*<br>West Yorkshire Metro<br>Highways Agency   |
| Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements. | NI 169 Non-principal classified roads where maintenance should be considered  | 12% (2007/08)  | 11%                          | 10%                          | 9%                           | LEEDS CITY COUNCIL*  |

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Appendix 2:

Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority   | Indicator selected by Leeds   | Baseline  | Improvement Target                 |                                     |                                      | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|---|---|------------------------------------|-------------------------------------|--------------------------------------|--|
|  |   |   | 08/09                              | 09/10                               | 10/11                                |  |
| Improve road safety for all our users, especially motor cyclists pedal cyclists and pedestrians.               | NI 47 People killed or seriously injured in road traffic accidents            | 364<br>(2005-07<br>3 year<br>average)   | 0.0%<br><br>364<br>(2006-<br>2008) | -2.5%<br><br>355<br>(2007-<br>2009) | -3.9%<br><br>341<br>(2008-<br>2010)) | LEEDS CITY COUNCIL*<br><br>Partners through the Children Leeds Partnership<br><br>Highways Agency<br><br>West Yorkshire Fire and Rescue Service<br><br>VCFS bodies contacted through Leeds Voice Environment Forum |
| Increase the amount of waste reused and recycled and reduce the amount of waste going to landfill.             | NI 192 Percentage of household waste sent for reuse, recycling and composting | 22.30%<br>(2006/07)   | 30.26%                             | 33.94%                              | 41.32%                               | LEEDS CITY COUNCIL*<br><br>Environment Agency<br><br>Leeds Partnership Foundation Trust<br><br>VCFS bodies contacted through Leeds Voice Environment Forum   |
| Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so. | NI 185 CO2 Reduction from Local Authority operations                          | 143,500 tonnes<br>(2008/09)<br>The baseline is an estimated figure. To be reviewed once | 143,500 tonnes                     | 2.1% reduction                      | 1.3% reduction                       | LEEDS CITY COUNCIL*<br><br>West Yorkshire Fire and Rescue Service<br><br>Leeds Partnership Foundation Trust  |

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Appendix 2:

Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority   | Indicator selected by Leeds                           | Baseline                   | Improvement Target |         |         | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|---|----------------------------|--------------------|---------|---------|---|
|  |   |                            | 08/09              | 09/10   | 10/11   |   |
|  |   | 2008/09 data is finalised. |                    |         |         | Leeds Colleges<br><br>VCFS bodies contacted through Leeds Voice Environment Forum   |
| Undertake actions to improve our resilience to current and future climate change.                    | NI 188 Planning to Adapt to Climate Change            | Level 0 (2007/08)          | Level 1            | Level 2 | Level 3 | LEEDS CITY COUNCIL*<br><br>Environment Agency<br><br>Highways Agency<br><br>West Yorkshire Fire and Rescue Service<br><br>Natural England<br><br>West Yorkshire Metro<br><br>VCFS bodies through Leeds Voice Environment Forum<br><br>Leeds Colleges<br><br>NHS Leeds |
| Address neighbourhood problem sites; improve cleanliness and access, to and quality of green spaces. | NI 195 Improved street and environmental cleanliness: | Litter 9% (2008/09)        | 9%                 | 8%      | 7%      | LEEDS CITY COUNCIL*<br><br>West Yorkshire Fire and Rescue Service   |
|  |   | Detritus 11% (2008/09)     | 11%                | 10%     | 9%      | West Yorkshire Metro<br><br>VCFS bodies through Leeds Voice Environment Forum   |

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|--|---|--|--|--|--|---|
|  |   |  | 08/09  | 09/10  | 10/11  |   |
| Reduce premature mortality in the most deprived areas. | NI 120 All-age all cause mortality rate (target disaggregated to focus on narrowing the gap between the 10% most deprived SOAs and the Leeds average) | 682.00 per 100,000<br><br>(females living in 10% most deprived SOAs) (2006)<br><br>NB. Citywide baseline 605 per 100,000 females (1995-97 average) | 639.00 per 100,000*<br><br>(females living in 10% most deprived SOAs)<br><br>NB. Citywide target: 491 per 100,000 females (females)* | 628.00 per 100,000*<br><br>(females living in 10% most deprived SOAs)<br><br>NB. Citywide target: 481 per 100,000 females (females)* | 616.00 per 100,000*<br><br>(females living in 10% most deprived SOAs)<br><br>NB. Citywide target: 472 per 100,000 females (females)* | NHS LEEDS*<br><br>Leeds City Council<br><br>Partners through the Children Leeds Partnership<br><br>Leeds Partnership Foundation Trust<br><br>Leeds Teaching Hospitals Trust<br><br>West Yorkshire Fire and Rescue Service<br><br>Re'new |
|  |   | 1098.00 per 100,000<br><br>(males living in 10% most deprived SOAs) (2006)<br><br>NB. Citywide baseline 942 per 100,000 males (1995-97 average)    | 1002.00 per 100,000*<br><br>(males living in 10% most deprived SOAs)<br><br>NB. Citywide target: 715 per 100,000 males (males)*      | 974.00 per 100,000*<br><br>(males living in 10% most deprived SOAs)<br><br>NB. Citywide target: 697 per 100,000 males (males)*       | 946.00 per 100,000*<br><br>(males living in 10% most deprived SOAs)<br><br>NB. Citywide target: 679 per 100,000 males (males)*       | VCFS bodies contacted through Leeds Voice Health Forum<br><br>Natural England (Active Lifestyles)   |
| Reduce rate of   | NI 57 Children and Young People's   | 74%  | N/A  | N/A  | 76%  | LEEDS CITY COUNCIL*   |



| Improvement Priority                                     | Indicator selected by Leeds  | Baseline  | Improvement Target                       |  |   | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|--|---|--|--|---|--|
|  |  |   | 08/09                                    | 09/10                                      | 10/11   |  |
| increase in obesity and raise physical activity for all. | Participation in high-quality PE and Sport   | (2007/08 academic year)   |  |  | (2009/10 academic year)                       | Partners through the Children Leeds Partnership<br>NHS Leeds<br>Sport England<br>Re'new<br>Youth Sport Trust<br>Education Leeds  |
| Reduce teenage conception and improve sexual health.     | NI 112 Under 18 conception rate - disaggregated to focus on the 6 wards in the city with the highest rates of conception in the city<br><br><b>The target for 2010/11 has not been agreed and Leeds recommends it is considered as part of the next year's Annual Review</b> | 50.4 (1998)<br><br>(Per 1000 conceptions)<br><br>Baseline to be refined from national data release in November 2008 for the 6 wards in the city with the highest conception rate. | - 10%<br><br>45 rate per 1000 population | - 15%<br><br>42.7 rate per 1000 population | Subject to outcome of national annual review. | LEEDS CITY COUNCIL*<br>NHS Leeds<br>Partners through the Children Leeds Partnership<br>Leeds Teaching Hospitals Trust<br>Leeds Partnership Foundation Trust<br>Re'new<br>Education Leeds<br>VCFS bodies contacted through Leeds Voice Health Forum |

Appendix 2:

Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority  | Indicator selected by Leeds   | Baseline                  | Improvement Target |                 |                              | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|---|---|---------------------------|--------------------|-----------------|------------------------------|---|
|   |   |                           | 08/09              | 09/10           | 10/11                        |   |
| Improve the assessment and care management of children, families and vulnerable adults. | NI 132 Timeliness of social care assessment (all adults)  | 76.0% (2006/07)           | 85.0%              | 88.0%           | 90.0%                        | LEEDS CITY COUNCIL*<br>NHS Leeds<br>Leeds Partnership Foundation Trust<br>VCFS bodies through Leeds Voice Health Forum<br>Leeds Teaching Hospitals Trust      |
| Increase the number of vulnerable people helped to live at home.                        | NI 141 Percentage of vulnerable people achieving independent living                                 | 59.77% (2007/08)          | 66.00%             | 71.00%          | 76.00%                       | LEEDS CITY COUNCIL*<br>NHS Leeds<br>Leeds Partnerships Foundation Trust<br>Re'new<br>VCFS bodies contacted through Leeds Voice Health Forum<br>Leeds Colleges |
|   | NI 139 The extent to which older people receive the support they need to live independently at home | 29.5% (Place Survey 2008) | N/A                | No Place Survey | 32.6% (in 2010 Place Survey) | LEEDS CITY COUNCIL*<br>NHS Leeds<br>Leeds Partnerships  |

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| Improvement Priority   | Indicator selected by Leeds   | Baseline           | Improvement Target         |  |  | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)     |
|--|---|--------------------|----------------------------|--|--|---|
|  |   |                    | 08/09                      | 09/10  | 10/11  |   |
|  | <b>Targets provisional until baselines ratified by the Audit Commission</b>   |                    |                            |  |  | Foundation Trust<br><br>VCFS bodies contacted through Leeds Older People's Forum                          |
| Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives. | NI 130 Social care clients receiving Self Directed Support (Direct payments and individual budgets)                           | 16151<br>(2006/07) | N/A                        | 15.0% in receipt of self directed support by 2009/10 | 30.0% in receipt of self directed support by 2010/11 | LEEDS CITY COUNCIL*<br><br>VCFS bodies contacted through Leeds Learning Disability Forum                  |
| Increase the number of affordable homes.   | NI 154 Net additional homes provided<br><br><b>Targets will be revised as part of next year's Annual Review</b>               | Zero               | At least 3400 after year 1 | At least 6800 after year 2                           | At least 10200 over 3 years                          | LEEDS CITY COUNCIL*<br><br>Re'new<br><br>Housing and regeneration bodies in the Leeds Housing Partnership |
|  | NI 155 Number of affordable homes delivered (gross)<br><br><b>Targets will be revised as part of next years Annual Review</b> | Zero               | 300                        | 800 (Cumulative total)                               | 1800 (Cumulative total)                              | LEEDS CITY COUNCIL*<br><br>Re'new<br><br>Housing and regeneration bodies in the Leeds Housing Partnership |

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Leeds Strategic Plan Refresh 2009 - Government Agreed Targets

| Improvement Priority   | Indicator selected by Leeds  | Baseline  | Improvement Target  |   |   | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)   |
|--|--|---|---|---|---|---|
|  |  |   | 08/09   | 09/10   | 10/11   |   |
| Reduce the number of people who are not able to adequately heat their homes. | NI 187 Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating | 7.90%<br>(2007/08)<br>(SAP<35)                    | N/A   | 5.85%   | 4.89%   | LEEDS CITY COUNCIL*<br><br>NHS Leeds<br><br>Housing and regeneration bodies in the Leeds Housing Partnership<br><br>VCFS bodies contacted through Leeds Voice Environment Forum<br><br>West Yorkshire Fire and Rescue Service |
|  |  | 34.59%<br>2007/08<br>(SAP>=65)                    | 35.75%  | 38.12%  | 38.85%  |   |
| Create safer environments by tackling crime                                  | NI16 Serious acquisitive crime rate  | 27.0<br>(rate per 1000 population)<br><br>2007/08 | 26.4 rate per 1000 population<br><br>2.3% reduction on baseline | 25.8 rate per 1000 population<br><br>4.7% reduction on baseline | 25.2 rate per 1000 population<br><br>7% reduction on baseline | WEST YORKSHIRE POLICE*<br><br>Leeds City Council<br><br>West Yorkshire Police Authority   |
|  | NI 20 Assault with injury crime rate   | 8.0<br>(rate per 1000 population)<br><br>2007/08  | 7.7 rate per 1000 population<br><br>4% reduction on baseline    | 7.5 rate per 1000 population<br><br>6% reduction on baseline    | 7.4 rate per 1000 population<br><br>8% reduction on baseline  | West Yorkshire Probation Service<br><br>VCFS bodies contacted through Leeds Voice Community Safety Consortium<br><br>Partners through the Safer Leeds Partnership   |

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| Improvement Priority                                    | Indicator selected by Leeds   | Baseline  | Improvement Target |       |  | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|---|---|--------------------|-------|--|--|
|   |   |   | 08/09              | 09/10 | 10/11  |  |
| Reduce offending by managing offending behaviour better | NI 30 Re-offending rate of prolific and priority offenders<br><br><b>The target for 2010/11 will be agreed as part of the next year's Annual Refresh.</b> | The cohort on which targets are set for this target are set annually. The baseline and target for 2010/11 will be agreed as part of the annual review for 10/11 | -15%               | -17%  | target to be calculated using the common ratio of 1.00 applied to the expected level of performance for the refreshed year 3 cohort. | LEEDS CITY COUNCIL*<br><br>Partners through the Safer Leeds Partnership<br><br>West Yorkshire Probation Service<br><br>West Yorkshire Police<br><br>Education Leeds<br><br>Youth Offending Service<br><br>Re'new<br><br>Jobcentre Plus<br><br>VCFS bodies contacted through Leeds Voice Community Safety Consortium<br><br>Learning and Skills Council<br><br>Leeds Colleges |

| Improvement Priority  | Indicator selected by Leeds   | Baseline                           | Improvement Target                      |   |                                       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|---|---|------------------------------------|---|---|---------------------------------------|--|
|   |   |                                    | 08/09                                   | 09/10                                   | 10/11                                 |  |
| Improve lives by reducing the harm caused by substance misuse       | <b>NI 40 Number of drug users recorded as being in effective treatment</b>  | 2939<br>(2007/08)                  | 2968<br><br>(1% Increase)               | 3028<br><br>(2% Increase)               | 3149<br><br>(4% Increase)             | LEEDS CITY COUNCIL*<br><br>Leeds Partnership Foundation Trust<br><br>NHS Leeds<br><br>VCFS bodies contacted through Leeds Voice Community Safety Consortium                      |
| Reduce bullying and harassment.                                     | <b>NI 69 Children who have experienced bullying</b>   | 43.3%<br>(June 2008 TellUs Survey) | 43.3%                                   | 38.7%                                   | 36.7%                                 | LEEDS CITY COUNCIL*<br><br>Partners through the Children Leeds Partnership<br><br>Education Leeds<br><br>VCFS bodies contacted through Leeds Voice Children Young Peoples Forum  |
| Reduce worklessness across the city with a focus on deprived areas. | <b>NI 152 working age people on out of work benefits</b><br><b>Targets will be revised as part of next year's Annual Review</b> | 11.2% (2007)                       | 0.3 percentage point reduction to 10.9% | 0.6 percentage point reduction to 10.6% | 1 percentage point reduction to 10.2% | JOB CENTRE PLUS*<br><br>Leeds City Council<br><br>VCFS bodies contacted through Leeds Voice Economy and Skills Forum<br><br>Learning and Skills Council<br><br>Yorkshire Forward |

| Improvement Priority   | Indicator selected by Leeds   | Baseline                     | Improvement Target |                 |       | Partners who have signed-up to the target and any which are acting as lead partner/s (shown with a *)  |
|--|---|------------------------------|--------------------|-----------------|-------|--|
|  |   |                              | 08/09              | 09/10           | 10/11 |  |
| An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery. | <p><b>NI 4 Percentage of people who feel they can influence decisions in their locality</b></p> <p><b>Targets provisional until baselines ratified by the Audit Commission</b></p>                                | 31.0%<br>(2008 Place Survey) | N/A                | No Place Survey | 34.4% | <p>LEEDS CITY COUNCIL*</p> <p>West Yorkshire Police Authority</p> <p>West Yorkshire Police</p> <p>NHS Leeds</p> <p>Leeds Partnership Foundation Trust</p> <p>VCFS bodies contacted through Leeds Voice CEN</p> |
| An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.   | <p><b>NI 1 Percentage of people who believe people from different backgrounds get on well together in their local area</b></p> <p><b>Targets provisional until baselines ratified by the Audit Commission</b></p> | 73.7%<br>(2008 Place Survey) | N/A                | No Place Survey | 77.2% | <p>LEEDS CITY COUNCIL*</p> <p>VCFS bodies contacted through VCFS Strategy Group</p> <p>NHS Leeds</p> <p>West Yorkshire Police</p> <p>Natural England</p> <p>Leeds Colleges</p>                                 |

| DCSF Statutory Targets   |                               |                                   |
|--|-------------------------------|-----------------------------------|
| Indicator  | Baseline                      | Targets                           |
| Early Years (EYFSP) – to narrow the achievement gap at age 5   | 38% (2006/07 academic year)   | 30% (for 2008/09 academic year)   |
| Early Years (EYFSP) – to increase achievement for all children at age 5  | 47.1% (2006/07 academic year) | 53% (for academic year 2008/09)   |
| Key Stage 2 – to increase proportion achieving level 4+ in both English and maths                                | 72% (2006/07 academic year)   | 77% (for 2008/09 academic year)   |
| Key Stage 1-2 – to improve proportion progressing 2 national curriculum levels in English                        | 84% (2006/07 academic year)   | 87% (for 2008/09 academic year)   |
| Key Stage 1-2 - to improve proportion progressing 2 national curriculum levels in Maths                          | 76% (2006/07 academic year)   | 85% (for 2008/09 academic year)   |
| Key Stage 4 – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl. GCSE English and Maths      | 42.1% (2006/07 academic year) | 51.6% (for 2008/09 academic year) |
| Attendance – to reduce persistent absentee pupils in secondary schools   | 9.8% (2006/07 academic year)  | 7.7% (for 2008/09 academic year)  |
| Children in care – to increase proportion achieving level 4+ in English at Key Stage 2                           | 40% (2006/07 academic year)   | 56% (for 2008/09 academic year)   |
| Children in care – to increase proportion achieving level 4+ in maths at Key Stage 2                             | 30% (2006/07 academic year)   | 56% (for 2008/09 academic year)   |
| Children in care – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl. GCSE English and maths | 5% (2006/07 academic year)    | 17% (for 2008/09 academic year)   |





Originator: Coral Main

Tel: 51572

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**Report of the Director of Resources**

**Report to Executive Board**

**Date: 17<sup>th</sup> June 2009**

**Subject: Annual Report on Risk Management**

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**Electoral Wards Affected:**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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**EXECUTIVE SUMMARY**

1. This report provides an update on the Council's risk management arrangements. It notes key developments since the previous report in January 2008, outlines areas for improvement, and discusses how these will be addressed.
2. The report also summarises Executive Board's and Corporate Governance and Audit Committee's roles and responsibilities for risk management under the Council's Risk Management Policy and the new requirements through the Audit Commission's Comprehensive Area Assessment.

## **1.0 Purpose of this Report**

- 1.1 This report provides Executive Board with an overview of the Council's key risk management developments over 2008-09, reports on the corporate risk register and highlights future areas of work to improve our risk management arrangements. This provides assurance to the Board on the efficacy of these arrangements.

## **2.0 Background Information**

- 2.1 Under the Council's Risk Management Policy (updated and approved by Executive Board in January 2008), Executive Board is charged with ultimate responsibility for ensuring that the Council has effective risk management arrangements in place. As such, its roles include identifying risks associated with the delivery of the authority's strategic outcomes, providing appropriate challenge on risk assessments in relation to strategic decision-making and ensuring that the risk management implications of its strategic priorities and all major business change proposals coming before it have been satisfactorily taken into account. (Risk Management Policy, section 5.1)
- 2.2 Elected members also have specific risk management duties through the requirements of the Audit Commission's new Comprehensive Area Assessment (CAA). The new requirements will be highlighted in the main body of the report.

## **3.0 Main Issues**

### ***Strategic Risk Management***

- 3.1 In 2008, the corporate risk register was completely revised in line with the new strategic outcomes and priorities drawn up in the Leeds Strategic Plan and Council Business Plan (2008-11). There are now 33 risks on the register which is updated and formally reviewed by senior officers across the organisation each quarter. The corporate risk register is underpinned by directorate risk registers, programme and project risk registers and service-level risk registers. It was reviewed and supplemented in the spring of this year by Executive Board and Corporate Governance & Audit Committee members.
- 3.2 At the time of writing, the register is due its next quarterly review and it is likely that some changes will be necessary: for example, new risks are emerging (e.g. reliance on PFI contractors, Children's Services' inspections) and the assessment of current risks is likely to change. However, the latest version of the Council's risk map is attached at Appendix 1 with an explanation of the management of our most significant corporate risks. This was submitted to Corporate Governance & Audit Committee in April 2009. Briefings to Executive Board will now take place on a six-monthly basis starting in September 2009, with specific focus on the corporate risk register.

### ***Project & Programme Risk Management***

- 3.3 In the next quarter, a project survey will capture the proportion of major projects with risk registers in place but even in the absence of this information, we have confidence that project risk management is becoming more embedded in the organisation as demand for the Risk Management Unit's risk management workshops<sup>1</sup> supporting major projects and programmes continues to grow as does the number of 'hits' on its project risk management web pages. The rollout of the Council's corporate project management methodology (Delivering Successful Change) has aided in providing a consistent approach to risk management as evidenced by the quarterly 'health checks' carried out by the Project Assurance Unit of a large cross-section of projects.

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<sup>1</sup> 2008/09 workshops have included Extra Care Housing (Adult Social Care), New Ways of Working (City Development), Waste Solutions Programme (Environment & Neighbourhoods), Neighbourhood Network Schemes (Adult Social Care and NHS Leeds) and Sports for the Future (City Development).

- 3.4 Risk registers are in place for all the Council's PFI projects with Project Boards responsible for ensuring mitigating actions are undertaken. The Public Private Partnerships Unit (PPPU) has confirmed that they keep these PFI registers up-to-date.

#### ***Partnership Risk Management***

- 3.5 Partnership risk management requirements have been built in to the Council's Partnership Framework and guidance given in both the accompanying toolkit and within a more detailed 'Partnership Risk Management Guide'. A Partnership Register has been established to identify the Council's most significant partnerships and these (and the major programmes and projects such partnerships are often formed to deliver) will be the focus of risk management reviews in the coming year.
- 3.6 A new corporate risk has been drawn up focusing on the reliance of the Council on its PFI partners and the corporate risk on information management (i.e. storage and sharing) has been extended to explicitly state that this includes information stored and shared with external partners as well as across the authority. A number of other corporate risks are beginning to be actively shared with external partners for joint maintenance and reporting where the management actions are shared between the Council and external organisations: for example, some of the actions around our emergency management and response risks are progressed by police officers while other social care and education risks are jointly managed by staff from Children's Services, Education Leeds and NHS Leeds. Joint risk registers exist for a number of projects and priorities, such as that maintained by the Integrated Strategic Commissioning Board (Children's Services).
- 3.7 Work is also planned to review the reliance of our defined 'critical services' on external partners and contractors and to ensure that business continuity arrangements are sufficiently robust should one or more of these suppliers fail.

#### ***Financial Risk Management***

- 3.8 Included within the budget report to Executive Board is a commentary on the major areas of risk within each directorate. Areas of high risk are very closely monitored and there have been significant successes around action planning. In addition, a financial risk assessment is carried out each year to identify, assess and manage the principal risks that could threaten the delivery of the Financial Plan.
- 3.9 The directorate budget risk registers are monitored and reviewed on an ongoing basis and reported quarterly. This helps to ensure that financial risks and their implications are regularly and appropriately reported and acted upon within directorates, facilitating corporate challenge in the process. Any significant risks are also reported to the lead portfolio member.
- 3.10 A risk-based reserves strategy is in place to ensure that reserves are maintained at an appropriate level to secure long-term financial stability. This is reviewed and updated each year prior to the finalisation of the budget process and contributes to the evidence required for the Director of Resources to give assurance on the robustness of the budget and the adequacy of reserves. Risk management is also at the heart of the Council's approach to treasury management.

#### ***Corporate Governance & Audit Committee***

- 3.11 The Corporate Governance and Audit Committee is charged with reviewing the adequacy of the Council's internal control arrangements, including risk management. It receives risk management update reports every six months to provide it with a level of assurance on the Council's risk management arrangements. Feedback on the committee's risk work is provided to the Leader and relevant Executive Member (as part of a series of regular briefings) as well as to Full Council through the Committee's annual report. The Committee, Executive Board and Scrutiny Boards all request additional reports as needed to assure

themselves that key risk areas, such as Safeguarding and Waste Solutions, are being properly managed. Members also engage in corporate and budget risk management through their portfolio work.

- 3.12 Risk management training is provided to all members with specific responsibilities for risk management, notably Executive Board and Corporate Governance and Audit Committee.

### ***Assurance***

- 3.13 Since the last report to Executive Board in January 2008, the authority continues to embed risk management at strategic and operational levels. This progress has been recognised through the achievement of a CPA rating of level '3', despite the challenges of the Audit Commission's 'Harder Test'.

- 3.14 Significant changes to the Audit Commission's inspections have now come in through the establishment of the Comprehensive Area Assessment in which it will no longer be sufficient to evidence the Council's risk management arrangements in isolation: from 2009, we shall also need to evidence the strength of our shared risk management arrangements with partners. Other key requirements under CAA include senior management commitment (officers and members) to ensuring the council embeds risk management in all its business processes, ranging from strategic planning to financial planning, performance management to project management and policy making, audit and review. Local authorities must also be able to demonstrate a positive risk culture, for example by taking and managing significant risks to deliver innovative and challenging projects. The audit focus has very much shifted from reviewing risk management processes to seeing how these processes are being used to bring about outcomes.

### ***Future Improvements***

#### Risk Management Software

- 3.15 The biggest single improvement to the quality, consistency and ease of maintaining and reporting on risk registers will be the implementation of the Council's new risk management software system. At the time of writing, the final bespoke developments are being made to this web-based system in preparation for a phased roll-out. Over time, it is anticipated that all risk registers (whether these are budget-, service-, project- or any other level) are housed on the system. This will address the concern raised recently by Executive members in their risk management training over the current lack of consistency (format and amount of detail included) in the various risk registers they have sight of. The software will also be accessible to our partners, enabling better management of shared risks.

#### Partnership Risk Management

- 3.16 As noted above, partnership risk management is an area requiring significant attention and so will be the focus of additional work during the year.

#### Risk Management in Decision-Making

- 3.17 At present, risk assessments in reports for key decision-making vary greatly in terms of how much information they provide, whether they fully explain the possible impacts of the risks associated with each option and how these might be managed. A number also lack an analysis of the risks versus the benefits. To address this, the templates and associated guidance for reports for decision-making will be revised in the coming year to strengthen the options appraisal and risk management sections.

## Leeds Risk Management Framework

- 3.18 Over the coming year, the Council's Risk Management Policy, Strategy and Toolkit (together, these documents form the Leeds Risk Management Framework) will be substantially revised to take into account changes resulting from the software, CAA and the new British and International Standards on Risk Management.
- 3.19 The changes will also be informed by ongoing benchmarking and self-assessment. Further, a major piece of work is planned to identify how risk management is currently used to inform decision-making and priority-setting.

## Risk Management Training

- 3.20 The Risk Management Unit will continue to provide relevant training. A massive training programme for all those set up on the risk management software system will be undertaken to cover not just how to use the system but to ensure that everyone has a good understanding of risk management processes and how to apply it. Better identification of training needs will be obtained through the rollout of a risk management competency framework through which all managers will complete a self-assessment as part of the appraisal process.
- 3.21 The Risk Management Unit plans to supplement its face-to-face training with the development and rollout of risk management e-learning modules. This will help widen the focus of risk management to the operational as well as strategic levels.

## **4.0 Implications for Council Policy and Governance**

- 4.1 This report provides information for Executive Board on the Council's risk management arrangements to enable it to fulfil its risk management responsibilities under the authority's Risk Management Policy and requirements through the Audit Commission's Comprehensive Area Assessment. It will also provide additional risk management assurance for the Council Leader to sign the annual Governance Statement.

## **5.0 Legal and Resource Implications**

- 5.1 Nothing to report.

## **6.0 Conclusions**

- 6.1 Since the previous annual report presented to Executive Board on 23<sup>rd</sup> January 2008, the authority has continued to develop its risk management arrangements. Project risk management is becoming more consistent and more accepted as an integral part of project management.
- 6.2 However, whilst excellent processes are in place, they are not always consistently implemented and there are also known gaps in the areas of directorate, project, programme and partnership risk management. These gaps will be addressed through the 'future improvements' outlined above.

## **7.0 Recommendations**

- 7.1 It is requested that Executive Board notes this report and progress made on further embedding risk management across the authority.

### ***Background papers:***

There are no background papers relating to this report.

## Appendix 1: Corporate Risk Management at Leeds City Council

### Introduction

Leeds City Council provides a massive range of services to the people and city of Leeds, from social care to refuse collection, from managing local elections to processing benefits payments and from education to housing, to name but a few.

Given the importance, the diversity and the number of services we provide, it is essential that we recognise and manage the key risks that could threaten our organisation and the work that we do. Our corporate Risk Management Framework lays out processes and procedures to help us do this, resulting in the escalation of the most significant risks to a corporate risk register (CRR).

The CRR and the wider Risk Management Framework provide assurance to our customers, staff and elected members that we are aware of our biggest risks and that we have taken steps, as far as we can, to manage them. This means that they both less likely to occur and also have less of an impact if they did.

### Risk Management Process

All Council risks are identified, assessed and managed using a 6-step continuous process:



This process helps us to:

- Understand the nature of the risks we face.
- Be aware of the extent of these risks.
- Identify the level of risk that we are willing to accept.
- Recognise our ability to control and reduce risk.
- Recognise where we cannot control the risk.
- Take action where we can and when it would be the best use of resources.

We recognise that sometimes, the cost and time involved in managing the risk down to nothing would not be the best use of public money and we take this into consideration when developing our risk management action plans.

### Why Have a Corporate Risk Register?

The information within the CRR is unsurprising and, indeed, can already be found in the public domain in reports and papers produced by the Council or external inspectors. But having it captured in one place means that a great deal of information on our key risks is brought together in a relevant and consistent way. This consistency means we can compare the different risks on a broadly like-for-like basis and, by comparing them, we can identify which are the most significant and so which we need to focus attention and resources on. As risks are reduced, we can often downgrade them to be managed at a lower level of the organisation and so they are removed from the CRR.

## **What is a Corporate Risk?**

The Council's corporate risks can be roughly split into two types: those that mainly affect the City and people of Leeds and others that relate more to the way we run our organisation internally. An example of the first might include a major flood in the Leeds area or a breach in our social care responsibilities towards vulnerable people. An example of a more internal risk might be a failure to reduce our staff sickness levels.

The common factor in all of the risks identified in the CRR is that they are of sufficient importance to require the attention of our most senior managers and so all corporate risks are 'owned' by one or more of our directors who are charged with managing them.

## **Types of Corporate Risk**

The Council's corporate risks stem from a variety of sources, many of which are out of our direct control: for example, global events such as the economic downturn and climate change present immediate as well as long-term challenges as does the possibility of a 'flu pandemic. Closer to home, we often have to respond quickly to changes and targets imposed by central government and we must also recognise and meet the evolving needs of our citizens, communities and our own workforce.

Particularly at a time of growing financial pressures and the need to achieve more with less staff and a smaller budget, all of these factors contribute to the Council's risks.

## **Corporate Risk Assessment & Management**

Figure 1 below illustrates the risks on the CRR in February 2009 showing their relative ratings. Risk ratings are based on a combined assessment of how likely we think the risk is to occur and what would be its impact if it did. We use a consistent scoring mechanism to carry out this evaluation so that we can be sure our risks are all rated in the same way. When we evaluate the impact of a risk we consider the range of consequences that could result. These include the effects on the local community, any cost implications and whether the risk could affect our ability to meet central government targets or carry out our statutory and legal requirements.

You will see in Figure 1 that there are few risks in the lower half of the map and this is because risks with relatively low impacts in comparison to our corporate risks are managed at other levels of the organisation.

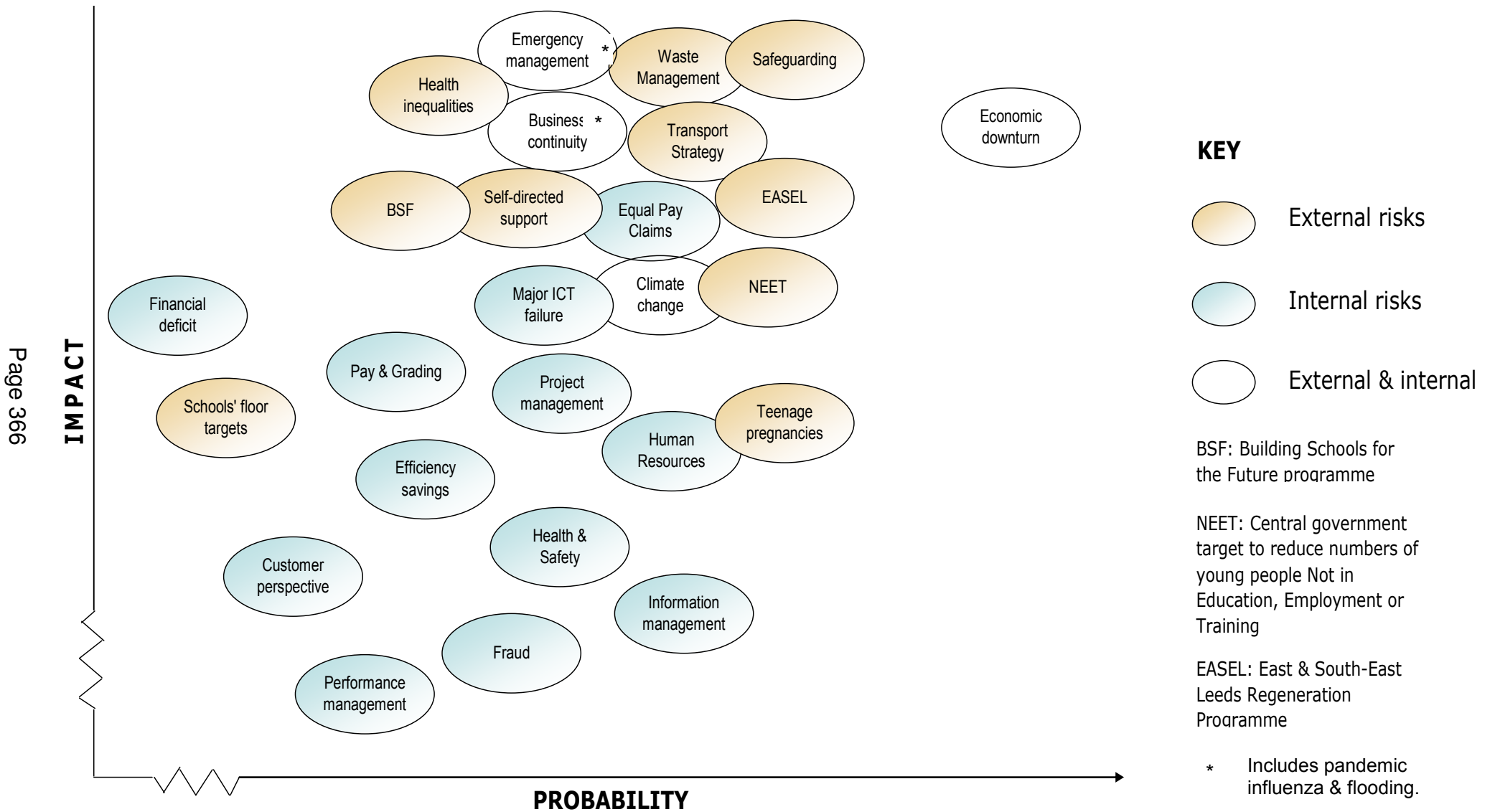
Action plans are in place for all risks in line with their ratings: i.e. the greater the risk, the more we try to do to manage it. We do accept, however, that some risks will always be somewhat out of the Council's control, such as a global or national 'flu pandemic, although what we can do is plan now to reduce the chances of its spreading further if it did happen.

The remainder of this document discusses the key risks highlighted in Figure 1 in more detail and outlines how the Council is managing them. Links to further information on each risk are provided.

## **Updating our Corporate Risk Register**

The CRR is a live document that is updated on an ongoing basis and formally reviewed each quarter. The register is continuously assessed against emerging risks and issues as identified through, for example, inspections and audits, consultation with our customers and staff and central government targets. It is also benchmarked against other local authority corporate risk registers and emergency risk assessments documented in central government's National Risk Register and West Yorkshire Resilience Forum's Community Risk Register.

**Figure 1: Leeds City Council's Corporate Risks as at February 2009**





# Economic Downturn

## Background

It has been a difficult and uncertain period during 2008/09: lower growth, higher inflation, falls in land and property prices and unemployment rates have started to rise. All these factors highlight that the UK economy is now in a recession. The economic downturn affects all sectors and presents local authorities with a potential conflict: how to manage their internal operations while also supporting businesses and people in their area through this difficult time. The Government is encouraging local authorities to utilise their position to uphold economic, social and environmental well-being in their area.



The full impact of the economic downturn is not perhaps yet fully evident however it is clear that local authorities will need to live within a tightly constrained funding envelope and continue to provide value for money. They will also need to deliver their leadership position to support their communities during this recession and ensure their areas' strategic outcomes and priorities are still delivered.

## What are the risks?

The present economic climate is tough for everyone and has presented the council with service delivery and budget challenges. The achievement of a number of Leeds' improvement priorities in the Leeds Strategic Plan and associated indicators and targets are at risk because they were dependant on continued economic growth and rising asset values. Key risks include National Indicator 152 and 153 worklessness targets, housing growth targets and regeneration schemes involving private sector developments. The recession has also impacted on the demand for services with increased pressures in some areas and increased costs, and reduced demand in other areas. As a result, the Council's income is falling in a number of areas including planning and building fees, rental income, surveyor and legal fees and leisure activities. It is not necessary possible or easy to cut costs accordingly. At the same time, the collection of monies owed to the Council becomes harder to collect as peoples' incomes are affected.



The current climate is also seriously affecting the Council's ability to generate money from the sale of surplus land and buildings which in the past has allowed it to invest heavily in services. At the same time the Council has received low percentage increases in Government grants, most certainly lower than the average of comparable cities. Although the Council's budget and capital programme reflects these pressures, there is a risk that the position will worsen further than currently anticipated.

The recent reductions in interest rates and turmoil within financial and banking sectors could also impact on the Council's operations. The Council manages its cash flow by either lending to or borrowing from banks and other financial institutions. The recent failures of some financial institutions have placed even greater emphasis on making sure the Council's money is safe. However, careful management has ensured that the Council has not suffered any losses through the failure of these institutions.

The Council works in partnership with private sector organisations to deliver selected programmes and projects such as Building Schools for the Future and EASEL (see pages 15-16 below for more information on EASEL). This exposes the Council to the risk of partners facing financial difficulty and, in a worst-case scenario, becoming bankrupt, significantly impacting the Council's ability to deliver high profile enterprises. This has already happened within other local authorities where contractors have pulled out of negotiations and the shortage of credit is making it increasingly difficult to secure Private Finance Initiative (PFI) deals.

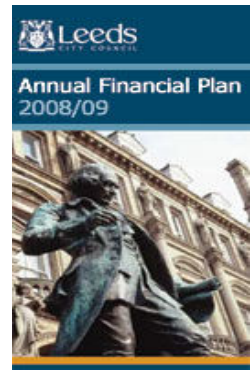
## How is the Council managing the risks?

One of the most significant steps that the Council has taken to lessen the impact of the recession on the residents of Leeds is to ensure that the Council Tax for 2009/10 remains one of the lowest in the country with only a 2.9% increase. Accepting that collection rates will be impacted upon, the Council has introduced more flexible payment plans for Council Tax and Business Rate payers who are experiencing payment difficulties, setting lower 'in year' collection targets, although its overall target to collect 99% of debts raised in the 'fullness of time' will remain.

Financial planning and monitoring the Council's financial position is crucial and is very much an ongoing process, as is the identification and delivery of agreed efficiencies. At all times, but especially during an economic downturn, the Council will need to continue to achieve and demonstrate value for money in its service delivery. The Council aims to ensure that frontline service provision will be maintained and proposes for example to deliver more value for money and improved customer service by keeping services open for three extra days..

The Council will continue to invest in Leeds, for example, by building additional affordable housing for the people of Leeds, building schools for the future, the proposed Leeds Arena and a range of investments to improve the infrastructure of the city. Further investment in housing will also continue through the PFI, Affordable Housing and Private Sector Renewal schemes. Funding has been allocated for investment in the Local Enterprise Growth Initiative which has been designed to create new job opportunities in the City's most deprived areas. By ensuring investment in Leeds, the Council is promoting growth in the local economy and maintaining the competitive image of Leeds as a happy place to live and work.

As one of the largest employers in Leeds, the Council is well placed to support local people and businesses during a crucial time for the local economy.



## Additional Information

For more information on the Council's strategic Financial Plan visit [Financial Plan](#)

For more information on the Council's Annual Financial Plan visit [Annual Financial Plan](#)

For more information on the Audit Commission's report on the impact of the economic downturn on local government finances visit [Audit Commission - Crunch time?](#)

Keep up to date with the Council's [latest news stories](#)

## Social Care: Safeguarding

### Background



‘Safeguarding’ describes the multi-agency responsibility of all those who work with children and young people, and with adults whose circumstances might make them vulnerable, to ensure that they are safe, protected and well cared for. For children and young people, this gives them the best chance to develop and grow up healthy and well prepared for adulthood. For adults, it helps to maintain good health and well-being, and assists them to live safe, independent lives.

Putting safeguarding at the heart of children’s services work underpins much of the policy and legislation that the Government introduced through and since the 2004 Children Act. It is a priority for all children’s services in Leeds and a responsibility of all those working with children and young people across the city, whether in the public, private or voluntary sector. Recent national developments have highlighted the importance of this and raised the profile of safeguarding work.

The Leeds Safeguarding Children Board brings together representatives of each of the main agencies responsible for promoting children’s welfare and helping to protect children from abuse and neglect. It is responsible for developing, monitoring and reviewing child protection policies, procedures and practice within Leeds and for providing interagency training for staff across the city who work with children and families.



The local authority is responsible for leading and co-ordinating all Leeds’ agencies to ensure that adults are effectively safeguarded. This work is undertaken by the Leeds Safeguarding Adults Partnership Board which draws its membership from the whole range of statutory and non-statutory agencies in the city as well as from representatives of stakeholder groups. The partnership ensures that vulnerable adults in Leeds are safeguarded against abuse and neglect, promotes independence, health and well-being and ensures that close links are maintained with all the other bodies with safeguarding responsibilities in the city. .

### What are the risks?

We need to ensure that we can identify and accurately assess those at risk and respond with effective services before they develop into serious difficulties. Without robust procedures and systems in place to share intelligence and resources across all the agencies involved, there is a chance that we may not be able to do this for all children, young people and vulnerable adults.

Leeds City Council takes a central and leading role in safeguarding children and young people and at present, despite important strengths, serious incidents can still occur and we need to move further and faster to prevent them. Events in Haringey in November 2008, following the criminal trial with respect to the death of ‘Baby P’, have shone a national spotlight on safeguarding services, inspection arrangements undertaken by Ofsted, the independence of Local Safeguarding Children’s Boards and the outcomes of serious case reviews. These reviews are important for dealing with systemic failures to safeguarding and assist all organisations to understand why failings in practice have occurred, to provide learning from that and to put in place actions to prevent similar occurring in the future. In addition, five years on from the ‘Every Child Matters’ agenda, the concerns about safeguarding children are still prominent.

In the summer of 2008, the Commission for Social Care Inspection (CSCI) evaluated Leeds City Council’s performance in ensuring social care outcomes for its adult population had developed in line with the expectations of the Departments of Health and Communities and Local Government. In its report, the CSCI highlighted the arrangements for safeguarding adults as a very high priority for

improvement. Amongst the recommendations it made were to strengthen leadership and governance arrangements and ensure that more robust procedures were implemented across the Leeds Partnership. As with any partnership, the need for all agencies to work co-operatively towards a common goal is essential. Similarly, front-line staff need to fully understand and administer their safeguarding role effectively.

## **How are we managing the risks?**

### Children and young people

Key partner agencies in Leeds are undertaking reviews of their safeguarding services in light of the findings from the Haringey inspection and the wider context of the Baby P case. We are concentrating more attention on safeguarding to put it at the heart of all we do. We will ensure colleagues across all the agencies have the knowledge, confidence and support to make the right choices and help each other to keep children safe.

The Council is determined to institute rapid and robust reform to ensure safeguarding services are strengthened and become amongst the best in the country. This will require both direct interventions in service delivery and a programme of change to ensure the service has a stronger capacity to improve in the future. This programme includes:

- improved reporting and monitoring of each agency's safeguarding activities;
- implementing a consistent and co-ordinated approach to assessing the needs of children and young people;
- improved processes to learn lessons and implement improvements;
- strengthened and safe recruitment and selection of staff; and
- keeping all citizens of Leeds informed about safeguarding issues and seeking feedback about issues and proposals for new developments.

To support the council's priority to improve child protection services, £500,000 has been allocated in 2009/10 to specifically support safeguarding services to help protect children and young people who may be at risk. This funding will be used for monitoring standards within the service, to improve the quality of the choice of care placements and to invest in additional staff training.

A further £1 million of grant investment will be used to expand the number, quality and choice of short-breaks available for children with disabilities, in parenting and family support services and for improving reviews of care plans. This investment will help the Council ensure it is well equipped to help protect children across the city – both those within council care and those being cared for by their own family.

We are also working to promote improved joint working between the Council's Adult and Children's Services (e.g. for children and young people who are living in families where there is domestic abuse and / or where parents have substance misuse or mental health problems).



### Adults

We have reacted positively to the findings of the CSCI inspection by producing an action plan which has already been agreed by CSCI and our most senior councillors. The plan sets out how we will strengthen arrangements to ensure that vulnerable adults are effectively safeguarded across Leeds and we are making good progress.

The Leeds Adult Safeguarding Partnership Board has been reconstituted and will oversee and develop practice in a number of important areas including policies, procedures, training, performance management, and ensuring the involvement of the wider stakeholder community. A new Head of

Safeguarding has been appointed on behalf of the partnership and this person will take the lead in ensuring that these developments are driven forward. The partnership has also recruited specialist posts to independently chair adult safeguarding case conferences and in doing so provide assurance to the wider partnership that vulnerable adults are being effectively safeguarded.

We have reconstituted and strengthened the structure and membership of the Adult Safeguarding Partnership Board to ensure that robust arrangements are in place and that there is appropriate accountability and representation of key organisations and stakeholders from across the city. The Council's Corporate Governance and Audit Committee is looking directly at these multi-agency governance arrangements to ensure they meet best practice national standards and to help ensure the protection of vulnerable adults. We are also reporting regularly and frequently on the progress of the action plan to the Executive lead member and to councillors on the Adult Social Care Scrutiny Board.

Within the Adult Social Care Directorate, senior social work practitioners have been appointed to lead, coach, support and monitor safeguarding work in front-line adult social care teams. We have also taken steps to ensure that all staff who are involved in adult safeguarding investigations have the appropriate knowledge and skills to undertake the task appropriately. We have, in addition, ensured that all senior managers, front line managers and workers have comprehensive written guidance outlining the requirements for safeguarding adults.

We have agreed a serious case review process which is currently being piloted. This process is important for dealing with systemic failures to safeguarding adults and assists all organisations to understand why failings in practice have occurred, to provide learning from that and to put in place actions to prevent the same or similar occurring in the future.

In the next year we will improve consistent interagency working to deliver effective and efficient services to vulnerable adults in ways which always promote choice and ensure dignity and respect. We will ensure that there are sufficient staff within the Council and our partners with the appropriate skills and knowledge to adequately safeguard vulnerable adults and co-ordinate the delivery of appropriate personalised services.



### **Additional Information**

For more information on safeguarding visit [Health and social care](#)

For more information on the Leeds Safeguarding Children Board visit [Leeds Safeguarding Children Board](#)

For more information on the Leeds Safeguarding Adults Partnership visit [Leeds Adult Protection Unit](#)

# Waste Strategy for Leeds



## Background

The European Union and the UK government have instructed councils to reduce the amount of waste that they bury in landfill sites. In Leeds, as in most other local authorities, the majority of our household waste is buried in the ground in landfill sites. Landfill impacts on the local environment, contributes to global warming and, due to legislation from Europe and the UK government, is becoming more and more expensive.

As a result of this legislation local authorities are now developing strategies and plans to significantly reduce the amount of waste sent to landfill.

The Council has a Waste Solution Programme which involves a range of major projects designed to ensure that national and local recycling and landfill diversion targets are met by the Council and that a major step-change is achieved in reducing the environmental impact of managing Leeds' waste.

## What are the risks?

The Waste Strategy is a significant programme for the Council in terms of its potential impact on a variety of stakeholders. There could be considerable disruption to the residents of Leeds and further damage to the environment if this is not properly managed. If the Council does not implement an effective Waste Management Strategy, it could also result in millions of pounds of fines. It would mean that Leeds City Council fails to meet statutory waste and recycling targets and also fail to achieve carbon reduction targets.

## How is the Council managing the risks?

The Council has developed the "Leeds' Waste Communications Strategy" which sets out how we will communicate and engage with its stakeholders to support the waste strategy. The Council will help people manage their waste through publicity, support for waste prevention, recycling and composting initiatives, education for children and young people, and through providing feedback on our progress and consultation results.

Garden waste collection commenced in October 2007 and by the end of 2008 this service was available to approximately 120,000 households, a highly successful scheme with participation rates above those expected. There are also proposals to conduct a food waste collection trial during 2009/2010.

By 2020 Leeds must recycle 50% of its household waste. To do this the Council must consider improving its current household recycling services. We are looking at options for changing the frequency of collections and the range of things we collect from households to keep the amount of waste that we need to treat or bury to a minimum.

The Council has secured funding to support the delivery of a Residual Waste Treatment facility following approval by DEFRA and HM Treasury of the Council's Outline Business Case. The Council also has strong governance arrangements in place with a well established Waste Solution Programme (WSP) Board. There are clear lines of accountability and strong communication between the Programme Board and projects involved in the waste strategy and there has been use of both internal and external expertise throughout the programme. The Programme Board has a risk register which is reviewed and updated in line with Leeds Risk Management Framework and reported to the Sponsoring Board.



## Additional Information

To find out more information about the Council Waste Strategy visit [Leeds.gov.uk/Waste](http://Leeds.gov.uk/Waste)

# Transport Strategy



## Background

A clean, green, efficient and safe transport system which is accessible, inclusive and sustainable, is essential to Leeds being a place that people want to live and work in, and a good place to do business. Leeds has good transport links, however, we need to improve the quality, accessibility and use of public transport, and businesses need better international links and connections for themselves and local people. Residents have told us that they want roads and pavements that are in good condition.

The Council is currently working with Metro with support from Yorkshire Forward and the Department for Transport (DfT) to develop a future transport strategy for Leeds. This includes the development of the New Generation Transport system and improvements to rail to deliver a reliable alternative to car travel as well as reducing congestion and pollution. Improved road safety for all users, and especially motor cyclists, pedal cyclists and pedestrians, is a priority, as is the maintenance of our roads and improvement of our streets.

Our Transport Strategy is informed by the second West Yorkshire Local Transport Plan (LTP) (a partnership between the West Yorkshire Passenger Transport Authority/Executive (Metro)) and the five West Yorkshire local authorities, including Leeds City Council. The LTP sets out a programme for a wide range of improvements to local transport over the period 2006 to 2011 to develop and maintain an integrated transport system that supports economic growth in a safe and sustainable way and enhances overall quality of life for the people of West Yorkshire.

## What are the risks?

The Transport Strategy is a multi-million pound, complex programme involving the Council working with different organisations from the public and private sector. Failure to invest and work in partnership to boost the capacity of the transport system, particularly for buses and trains, means that we will not be able to meet the rising demand on our transport system within the city and surrounding area. Greater strain will be placed on the transport system as more people live in and travel to work in Leeds, and there will be increased congestion and pollution. We would fail to contribute to a variety of the Government's national priorities, ranging from accessibility, bus services and road safety to road maintenance, congestion and CO<sub>2</sub> emissions. It will also result in delays in achieving the Council's vision of Leeds as an internationally competitive European City where everyone can travel safely.

## How is the Council managing the risks?

To help ensure that our partnerships work effectively, we play an active role in the West Yorkshire LTP Partnership, working with Metro and the other four West Yorkshire local authorities. We have signed up to the LTP Performance Monitoring Framework and regularly report progress including expenditure to the LTP Steering Group. The Highways Agency is also involved in discussions on the LTP and on longer-term schemes. The LTP Partnership has identified its most significant risks and has a strategy to manage and mitigate them. We have also consulted with organisations representing road users, including cyclists, to ensure that their views and needs are factored into the future of transport in and around Leeds.

There is ongoing dialogue with the DfT about the 25-year Leeds City Transport Vision and funding for the New Generation Transport (NGT) Scheme which could deliver a brand-new, high-quality transport system to transport people into Leeds city centre. In January 2009 £98.8 million was approved for the next phase of the NGT. Along with Metro, we have recently asked for people's views on the NGT and another important transport project, Transport for Leeds. This is a study into how investment in better transport systems can tackle congestion in Leeds. It could result in a bid for

funding to the DfT, which if successful, would mean significant investment in new transport for Leeds including enhancements such as tram trains.

The LTP Partnership is making good progress in reducing congestion and has recently received an extra £1.2 million from DfT for exceeding targets, with the possibility of a further £1 million over the next two years if the Partnership continues to stay ahead of targets.

In February 2009 we opened the new East Leeds Link Road which provides important access for residents and businesses in the east of the city and unlocks one of the most significant areas of investment opportunity in the north of England. We adopted an environmentally friendly design incorporating an innovative drainage system, road construction that recycles and reuses materials, and extensive landscaping. Approval and funding has been granted for redevelopment of Pudsey Bus station and a contractor for the A65 Quality Bus Initiative has been selected. We are using long-life materials to maintain our roads and we are on target to complete this maintenance programme in March 2009. Finance has been secured for a refurbishment programme to facilitate more efficient traffic signals and we have developed new bus priority software in partnership with Metro so public transport in Leeds can be prioritised. We are already working on measures to reduce dependency on private vehicles and encouraging cycling and walking.



In March 2009 Council chiefs gave the go-ahead to the next stage of a major multi-million pound city centre paving refurbishment programme and a new on-street walking map and signage system to help visitors, residents and workers alike to find their way around the city centre on foot. The Council's Executive Board of elected members has agreed that we will provide £1.2million, which will be match-funded by Yorkshire Forward, giving a sum of £2.4million.

## **Additional Information**

For more information on the Transport Strategy for Leeds visit [Transport and streets](#)

For more information on the Local Transport Plan visit [West Yorkshire Metro | Home](#)



# Emergency Planning & Business Continuity

## Background



All emergencies are different in terms of the risks they present to members of the public and the type of response required. It is a legislative requirement under the Civil Contingencies Act 2004 to ensure that there are adequate arrangements in place to manage these emergencies. In addition these arrangements and plans should be tested and validated.

The Government aims to ensure that all Category 1 responder organisations (the emergency services, local authorities, the Environment Agency, NHS Trusts and the Health Protection Agency) have effective and well practiced emergency plans in place to prepare for, respond to and recover from emergencies.

To assist and encourage members of the public and other organisations in preparing for emergencies, central government has published a National Risk Register detailing a range of risks and threats which may affect the UK. Risks are also detailed locally through the West Yorkshire Community Risk Register, identifying the likelihood and impact of all key risks to the community. This forms the basis for the prioritisation of all work undertaken by Category 1 and 2 responders, including Leeds City Council. (Category 2 responders include utility companies, the rail industry, airport operators and the Health and Safety Executive). It allows the West Yorkshire Resilience Forum to focus multi-agency emergency planning work on a rational basis of priority and need.



## Why is this work on broader 'community risk' relevant to the Council?

Being able to respond effectively in the event of an emergency is a statutory obligation for local authorities. The Council must be able to demonstrate planned, co-ordinated, practiced and monitored responses to emergency situations. If the Council is unprepared in the event of an emergency incident it could result in the Council not being able to respond effectively, causing potential loss of life or prolonging disruption to the community. Other consequences may include additional cost impact upon the Council and its partners, an inability to deliver key services and a range of other issues including impact upon reputation.

Below are a few examples of the very high risks identified in both the National Risk Register and West Yorkshire Community Risk Register that may affect Leeds. These are managed based upon the principles of integrated emergency management: to anticipate, assess, prevent, prepare, respond and recover from emergencies. The Council's Emergencies Handbook, Major Emergency Plan and supporting plans contribute towards managing these risks.

## What are the risks?

### Case Study - Flooding

The Leeds district is at risk of flooding from a complex set of multiple sources including: large 'main rivers' (Rivers Aire, Wharfe and Calder); 'critical ordinary watercourses' (the Wyke, Wortley, Farnley Wood, Meanwood, Cock, Oulton, and Collingham Becks); ordinary watercourses; public sewers; private sewers; highway gullies and culverts; surface water run-off from fields and open spaces as well as reservoirs and lakes with embankments.

For this reason the Council has developed a co-ordinated approach to managing flood risk by bringing together services with a role in flood risk management and by working closely with partner agencies so that there is a consistent approach to the treatment of flood risk.

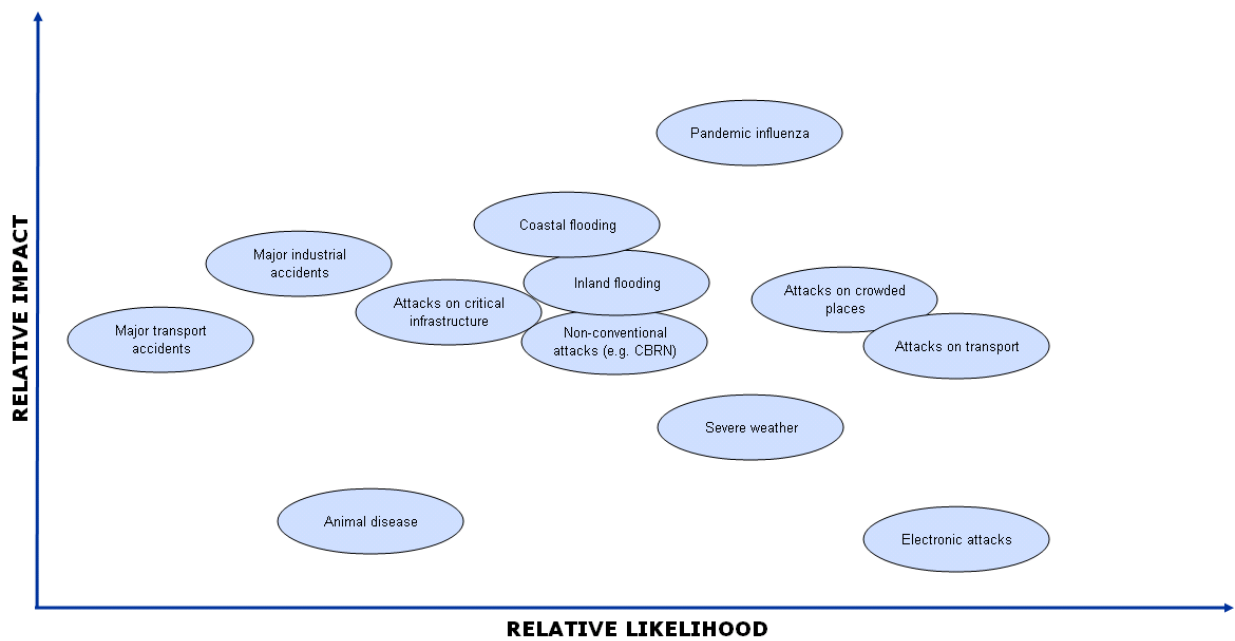
There is a generic Flooding CONOPS (Concept of Operations) able to be used for all types of flooding, but other plans have been developed with partners to address specific, known flood risks. The Council is working increasingly with community groups to develop local flooding plans which can be implemented quickly by local residents to address flooding when it happens rather than after emergency responders arrive. Leeds is leading on the piloting of such plans that have already proved very successful in recent severe weather incidents.

Case Study - Pandemic Influenza

Pandemic influenza is classified as the highest risk on the National Risk Register. Pandemics have significant global human health consequences and are also likely to cause significant wider social and economic damage and disruption. Experts agree that there is a high probability of an influenza pandemic occurring, but it is impossible to forecast its exact timing or the precise nature of its impact. As with other high risks, arrangements exist within the Council and with partner agencies to manage the outbreak of Pandemic influenza in the UK.

**National Risks**

The following risk map is taken from the Cabinet Office’s National Risk Register illustrating the high consequence risks identified at a national level.



Source: National Risk Register, p.5 (Cabinet Office, 2008)

**How is the Council managing the full range of risks: hazards and threats?**

There are a number of measures in place to ensure that the Council is effectively prepared for emergencies. Internally there is a Corporate Emergency Plan supported by plans for specific incidents (e.g. severe weather) and directorate-based Emergency Management Groups, set up to prepare the Council for its broad range of emergency responsibilities in support of the Leeds Resilience Team. This includes the maintenance of a dedicated Emergency Control Centre facility.

Local governance and priorities are determined through the Leeds Resilience Group and across West Yorkshire a number of structures that exist to manage risk, overarched by the West Yorkshire Resilience Forum.

## **Business Continuity**

Business continuity management (BCM) is a management process which enables an organisation to identify and evaluate the potential impact of disruptions to its services from various sources and from this basis to develop appropriate strategies for responding to such incidents. These contingency arrangements strengthen the organisation and allow (as far as possible) services to continue if there is an incident. The Civil Contingencies Act 2004 states that local authorities have a duty to promote business continuity which means that the Council has to have plans and be ready to provide services as far as possible in an emergency. There is also a British Standard (BS 25999) which has been developed to provide organisations with guidance on best practice in BCM to minimise disruptions to their services.

### **What are the risks?**

Local, national and international events in recent times have all emphasised the importance for communities and businesses to be prepared for a wide range of incidents which have the potential to impact day-to-day activities. If the Council is unprepared in the event of an incident it may mean that the Council is unable to deliver critical services such as social care, waste and education. This could potentially increase the impact of the incident causing significantly more damage and disruption to service delivery and the community as a whole.

By not having BCM arrangements in place it could take longer to recover from an incident incurring higher costs and significant damage to the reputation of Leeds as a place to live and work.

### **How is the Council managing the risks?**

In 2007 the Council, in partnership with West Yorkshire Police and West Yorkshire Fire and Rescue Service, produced the '[Planning for Emergencies](#)' booklet which aims to provide information and advice to assist businesses and residents in Leeds city centre on how to protect their premises, staff, visitors and ultimately themselves before, during and after a major incident.

The Council's Peace and Emergency Planning Unit (PEPU) is also able to work with employers in Leeds on business continuity planning issues through the Leeds Business Continuity Planning Network. With over 120 members from all key sectors in Leeds the purpose of the network is to share best practice and business continuity information, to assist in the development of multi-agency plans such as the Leeds City Centre Evacuation Plan, the Leeds City Council Strategic Recovery Plan and Leeds Flooding Plans.

As part of the 2007/2008 external Audit and Inspection Plan, KPMG carried out a review of the Council's internal BCM arrangements. KPMG found that the Council has made good progress in the implementation of BCM and that there are formal policies and procedures within the Council that demonstrate good practice. There are also arrangements in place to test and maintain the Council's BCM arrangements to ensure effective implementation in the event of an emergency.

The Council refers to the first British standard for business continuity management (BS 25999) as guidance to best practice in BCM arrangements. BS 25999 comprises of a code of practice complete with recommendations and also a framework and requirements for managing business continuity and how to demonstrate best practice.

### **Additional Information**

For more information on emergency management please go to: [Leeds.gov.uk/emergencyplanning](http://Leeds.gov.uk/emergencyplanning)

For information about the National Risk register visit [CabinetOffice.gov.uk/NationalRiskRegister](http://CabinetOffice.gov.uk/NationalRiskRegister)

For information about the Community Risk Register visit [West Yorkshire Resilience Forum](http://West Yorkshire Resilience Forum)

For more information about Business Continuity visit [Leeds.gov.uk/businesscontinuity](http://Leeds.gov.uk/businesscontinuity)

## EASEL Regeneration Initiative

### Background

Despite Leeds' economic success, one in five people in the city still lives in neighbourhoods that are among England's



most deprived 10%. Through the East and South East Leeds (EASEL) regeneration initiative, the Council wants to bring the benefits of a prosperous, vibrant and attractive city to all of the people of Leeds. EASEL is about partnership: with the community, with local service providers, with businesses and voluntary and faith groups.

Leeds is one of the first cities to take a 'whole-city' approach to regeneration rather than purely concentrating on the poorest areas to achieve Government targets.

### What are the risks?

EASEL is a multi-million pound regeneration project for the Council which, if delays in implementing the investment into the area occur, may mean that the residents of Leeds will not be able to benefit from improved local services and access to health, sport, green spaces, leisure facilities and a clean environment. This will also result in delays in achieving the Council's vision of Leeds as an internationally competitive European City where everyone can enjoy a high quality of life.

EASEL is underpinned in its first phase by a programme of building affordable housing for sale and the downturn in the market has had a serious impact on this since mortgage availability has significantly reduced. The Council and its partners are determined to maintain activity on site to sustain confidence in the regeneration vision for the area. The building of new homes and the continued employment, training and supply chain opportunities are essential to the wider regeneration strategy and are a vital sign for the local community and the media of the viability of the EASEL vision to deliver a better future for the area and its people.

### How is the Council managing the risks?

In the current difficult economic conditions the council still sees the EASEL project as a priority. In order to ensure that work continues, it is looking at ways to ensure investment in new housing and other areas is still possible. The Council is putting in place a two-stage plan to manage the risk of the project losing momentum and the level of investment slowing down. Firstly it will deploy Council resources to keep work going and build new homes. At the same time officers are working with the new Homes and Communities Agency to secure intervention funding to come on stream to support continued housebuilding until market confidence and the availability of lending is restored.

To ensure that local people have a real opportunity to assist in the future investment in their area, detailed community consultation will take place to develop the five neighbourhood masterplans. Residents, community groups, schools, businesses, local politicians and faith and voluntary groups are being asked to assist in shaping the plans to enhance the many different communities across the EASEL area.

EASEL is not a standalone initiative, it is linked to other important development opportunities and regeneration programmes in Leeds including the Intensive Neighbourhood Management (INM) Programme which was established through government incentive. The INM programme will help focus on improving public services to meet the needs of residents in Leeds. These needs have been captured through consultations held in 2008 to gather residents' views about what changes are

needed most and where. The Council has also invested in measures to tackle ‘crime and grime’ to make the streets safer.

To ensure the successful delivery of the programme there is an EASEL steering group to check and monitor the operational issues within the programme. Alongside the steering group the Programme Board manages inputs to the programme from both the Council and its partners and there are project boards in place for all critical stages within the programme.

The Council will also continue to ensure that there are adequate resources allocated to provide support to the programme. Working through programmes such as the Local Economic Growth Initiative and Building Schools for the Future, significant funding is being provided to contribute to the delivery of the EASEL project to create new affordable homes, help improve schools and bring new training, job and business opportunities.

### Additional Information

For more information on the EASEL regeneration initiative visit [Leeds.gov.uk/EASEL](https://Leeds.gov.uk/EASEL)



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**Report of the Assistant Chief Executive (Corporate Governance)**

**Executive Board**

**Date: 17 June 2009**

**Subject: Review Process for the Gambling Act 2005 Statement of Licensing Policy**

**Electoral Wards Affected:**

All

Ward Members consulted (referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**Executive Summary**

1. This report advises Members of the need to review the Gambling Act 2005 Statement of Licensing Policy and provides Members with a summary of the initial revisions made to Statement of Licensing Policy.
2. Approval of the policy is a matter reserved to Full Council. Budgetary and Policy Framework Rules require the Executive Board to consider the policy , refer the matter to Overview and Scrutiny Committee and then for it to be further considered by Executive Board before being recommended for approval. In addition Executive Board are asked to refer the matter to full Council at this stage in order that all Members can feed into the consultation process rather than simply being asked to approve a final version post-consultation.

## **1.0 Purpose of this report**

1.1 The purpose of this report is to inform Members of the Executive Board of the on going revision of the Gambling Act 2005 Statement of Licensing Policy (“the Policy”). Members will find a summary of the proposed revisions to the policy at **Appendix 1** and a copy of the policy incorporating those revisions at **Appendix 2**.

1.2 The report informs Members of the Executive Board of the methodology and timeframe for the final approval of the revised Policy, taking into account the statutory requirements for consultation and the expressed expectations of Full Council. Officers seek authority to implement this timetable.

1.3 The report also seeks the approval of the Executive Board for

- the commencement of public consultation
- the referral of the draft Policy to the Overview and Scrutiny Committee at their meeting in November.
- the referral of the draft policy to full Council at the July meeting so that all Members can feed into the consultation process.

## **2.0 Background information**

2.1 The Gambling Act 2005 (“the Act”) gave effect to the Government's proposals for reform of the law on gambling. The Act introduced a new regulatory system to govern the provision of all commercial gambling in Great Britain, other than the regulation of spread betting. Leeds City Council was appointed as the Licensing Authority for Leeds, a function previously held by the Magistrates Court.

### 2.2 Licensing objectives

2.2.1 The Licensing Authority carries out its functions of the Act with a view to promoting the three licensing objectives set out at Section 1 of the Act. The licensing objectives are:

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

### 2.3 Role of the Licensing Authority

2.3.1 Premises providing certain types of gambling require a Premises Licence issued by the Local Authority. Within this framework, the Licensing Authority's role is to ensure that given premises are suitable for providing gambling in line with the three objectives and any Codes of Practice issued by the Gambling Commission.



## 2.4 Statement of Licensing Policy Consultation

- 2.4.1 Under the Act, each Licensing Authority must also prepare a “statement of principles” which outlines how the Authority will seek to promote the licensing objectives. This document fulfils a similar role to that of the Licensing Act 2003 Statement of Licensing Policy. A Policy must be published at least every three years. Leeds City Council published its existing Policy in January 2007.
- 2.4.2 The Gambling Act 2005 Statement of Licensing Policy is due to be reviewed this year for adoption by Full Council. The revised Policy must be published by January 2010. Before the Policy is published the Act requires any proposed revisions to the Policy to be consulted upon with certain statutory agencies and various other bodies, as defined in the Act. The consultation with statutory bodies forms stage one of the consultation. It is proposed that public consultation take place during August, September and October 2009. This is stage two of the consultation.
- 2.4.3 Following the review of the Licensing Act 2003 Statement of Licensing Policy, comments were made that indicated Full Council would have found it useful if there had been a debate regarding the Licensing Policy to air some issues and to assist Officers in their re-drafting of the Licensing Policy. Officers have taken on board these comments and recommend that Full Council should be given an early opportunity to see proposed revisions to the Policy prior to adoption. The proposed timetable for the approval of the final draft of the Policy reflects this.

## 3.0 **Main Issues.**

### 3.1 Budget and Policy Framework Procedure Rules

- 3.1.1 Approval of the Policy is a matter reserved to Full Council. However, the consideration of the Policy before approval must follow the Budgetary and Policy Framework Rules, which require the Policy to be considered by the Executive Board, referred to Scrutiny and Overview Committee and then be further considered by the Executive before being recommended for approval. Members of the Executive Board will note that the Policy must be published by January 2010 suggesting Full Council will need to approve the revised Policy by December 2009.
- 3.1.2 Members will note that as required by the rules, there has already been consultation with stakeholders on the proposed revisions to the policy. The results of this consultation are found at **appendix 1**. Any representations arising from this initial consultation should be taken into account by the executive in formulating and reflected in any resulting reports concerning the revisions to the policy.
- 3.1.3 Any initial comments or proposals that the Executive Board have concerning the revisions to the Policy currently proposed must be referred to the appropriate Scrutiny Board for further advice and consideration. The Scrutiny Board will then report back to Executive Board after having canvassed the views of stakeholders, Officers propose to take a report to Scrutiny at their yet to be arranged November 2009 meeting.
- 3.1.4 Officers propose to undertake the statutory public consultation after the draft policy has been considered by full Council but before the matter is considered by the Scrutiny Board.
- 3.1.5 Officers will then bring the policy back to Executive Board at their 9<sup>th</sup> December 2009 meeting, to consider the findings of Scrutiny and the public consultation and

make any appropriate amendments to those proposal before submitting the draft policy to Full Council for approval.

- 3.1.6 Full Council will then consider the draft policy and the recommendations from Executive Board. A special meeting of Full Council will need to be called to approve the final version of the Policy.

### **3.2 Involvement of Full Council**

- 3.2.1 Full Council, when adopting the existing Policy, did not become engaged in the process until immediately before its adoption. The same process was followed when approving the recent Statement of Licensing Policy under the Licensing Act 2003. Members at that stage indicted Full Council would have found it useful if there had been an earlier debate regarding the Licensing Act 2003 Policy. Officers therefore propose that Executive Board also refer the draft policy to the meeting of full Council scheduled for July 2009 so that such a debate can take place and can feed into the policy development process.

- 3.2.2 The proposed adoption timeframe of the Policy can be summarised as follows:

- 17 June 2009 – Executive Board for initial consideration of revised draft
- 15 July 2009 – Full Council for debate and consideration
- End July 2009 – Second draft of Policy ready for start of public consultation
- August to October - Public consultation
- 31 October 2009 – Analysis of responses and final draft of Policy undertaken by Officers
- November 2009 – Overview and Scrutiny Board to consider final draft and consultation results.
- 9<sup>th</sup> December 2009-Executive Board for consideration of final draft
- December 2009 – special Full Council considers final draft for approval

### **3.3 Consultation**

- 3.3.1 In general the Act requires that the Licensing Authority consults with:

- a. The Chief Officer of the Police
- b. One or more persons who appear to the authority to represent the interests of persons carrying on gambling businesses in the authority's area
- c. One or more persons who appear to the authority to represent the interests of persons who are likely to be affected by the exercise of the authority's functions under this Act.

3.3.2 In addition to the requirements of the Act, the Secretary of State issued a further statutory instrument, The Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006, which required specific information to be included in the policy.

3.3.3 The Council intends to consult widely on the reviewed Policy. The first draft has been sent to key stakeholders including:

- the Gambling Commission
- West Yorkshire Police
- West Yorkshire Fire & Rescue Service
- LCC Environmental Health Services
- LCC City Development
- Local Safeguarding Children Board
- HM Revenues and Customs
- City Development
- Leeds Initiative

as set out in Appendix 1.

3.3.4 The initial draft has now been amended to incorporate comments received from the responsible authorities. This revised draft is now before the Executive Board for further comments before commencing public consultation.

3.3.5 The public consultation will commence at the beginning of August and will run for a minimum of four weeks, as specified in the Act. The Home Office Code of Practice on Consultation specifies that a 12 week consultation is good practice. However, due to restraints imposed by the timetabling of Overview and Scrutiny Board and Executive Board, the current aim is to provide a public consultation period of 9 weeks.

3.3.6 The consultation will take the form of a single sided letter, which will detail how the Policy can be accessed. Previously, the consultation process has included a questionnaire but it is felt that this is not helpful as it directs the consultee to making specific conclusions about the policy. It is felt that leaving the commentary open will allow consultees to make their own response in a way they feel is useful to the Council. This is especially pertinent to the fact that this is a review of an existing Policy which has already undergone such a detailed and directed consultation.

### 3.4 Large Casino Licence

3.4.1 Members will recall that Leeds now has the ability to issue a premises licence for a large casino having successfully bid for the right. The licence will ultimately be granted to the site/operator which brings the greatest benefit to the city. The process of selecting the site and operator is a function of the Licensing Committee and not the Executive. Legislation provides that the principles which will be applied in identifying which bid brings the greatest benefit should be set out in the Statement of Licensing Policy. Members will note that the current draft policy contains no provisions on this at present. This is due to the fact that central government is still finalizing regulations on the new casinos. These will affect the nature of the bids that may be submitted. It is therefore considered appropriate to revise the policy again in 2010 to incorporate provisions relating to the licensing process for the large casino when these regulations are finalised.

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

- 4.1 Due to the strict time frame, it will be necessary to call a meeting of Full Council in December of this year in order to approve the final Statement of Gambling Policy.
- 4.2 Approval must follow Budgetary and Policy Framework Rules as set out in the Constitution. The revised Policy must be taken into account when making decisions on applications for gambling Premises Licences and permits.

#### **5.0 Legal and resource implications**

- 5.1 At the initial implementation of the Gambling Act 2005, additional legal support, both to the Committee and Entertainment Licensing Section, was provided, and also a review of the then existing resources within the Entertainment Licensing Section was also undertaken. No further resources are therefore required.

#### **6.0 Recommendations**

- 6.1 Members are requested to:
  - 6.1.1 Note the methodology and timeframe for the adoption of the gambling policy.
  - 6.1.2 To refer the draft Policy to Full Council for Members to comment on the draft as part of the initial consultation process with stakeholders.
  - 6.1.3 Authorise the Assistant Chief Executive (Corporate Governance) to undertake public consultation as outline in the report and
  - 6.1.4 Refer the revised policy and the results of any subsequent consultations on the draft policy to Overview and Scrutiny Committee, and request that Scrutiny report back to the Executive Board on the 9<sup>th</sup> December 09.

#### **Background Papers.**

The Gambling Act 2005  
The Gambling Commission's Guidance to Licensing Authorities.  
The Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales)  
Regulations 2006

# **Interim Consultation Report**

## **Statement of Licensing Policy 2010 – 2013**

**Gambling Act 2005**



**Leeds**  
CITY COUNCIL

## **Executive Summary**

This report details the findings of the initial consultation on Leeds City Council's Gambling Act 2005 Statement of Licensing Policy.

The Draft Policy was circulated amongst the responsible authorities and other interested parties on 28<sup>th</sup> April 2009 and four weeks were provided for responses. Two responses were received, from West Yorkshire Police and Social Services.

A second draft of the policy was produced.

The Policy will now be presented to Executive Board on 17<sup>th</sup> June 2009. The Executive Board may present the policy for full debate at full Council on 15<sup>th</sup> July 2009.

The public consultation is likely to take place between 3<sup>rd</sup> August and 2<sup>nd</sup> October which is a nine week consultation period. Officers will analyse the consultation responses and produce a final draft.

It will be presented to Scrutiny and Overview Board on 2<sup>nd</sup> November, Executive Board on 9<sup>th</sup> December and full Council in either late December or January.

The final Statement of Licensing Policy must be published by 31<sup>st</sup> January 2010.

## **Introduction**

The Gambling Act 2005 (the Act) created a new system of licensing and regulation for commercial gambling in Great Britain. Within this regime local authorities were appointed as Licensing Authorities and became responsible for issuing premises licences to gambling premises such as casinos, bookmakers and amusement arcades. Under the Act the Licensing Authority must publish a Statement of Principles which shows how it will exercise its functions under the Act. Leeds City Council's Statement of Licensing Policy for the Gambling Act 2005 was consulted upon in 2006 and was published in January 2007.

Licensing authorities are required to review and republish their Statement of Principles every three years.

## **Background Information**

The Gambling Act 2005 completely overhauled the regulation of commercial gambling in Great Britain and gave effect to the governments proposals to reform and modernise the law on gambling. Within the new regime the Gambling Commission became the national gambling regulator. The commission is responsible for granting operating and personal licences for commercial gambling operators and personnel working in the industry. The Act set out different types of operating licence that cover the full range of commercial gambling activities conducted in Great Britain. It also made provision for the Commission to have powers of entry and inspection to regulate gambling, with safeguards for those subject to the powers.

As part of this licensing framework, licensing authorities have the power to license gambling premises within their area, as well as undertaking functions in relation to lower stake gaming machines and clubs and miners' welfare institutes. The Act also provides for a system of temporary use notices. These authorise premises that are not licensed generally for gambling purposes to be used for certain types of gambling, for limited periods. This would for example allow a gambling operator to set up a temporary casino in a hotel.

One of the key control measures within this framework is that if an operator wishes to provide gambling at a certain premises they must first apply for the requisite operators licence and personal licences from the Gambling Commission before they can approach the council for a premises licence. In this way the Gambling Commission is able to screen applicants and organisations to ensure they have the correct credentials to operate gambling premises. Local authorities can only determine licensing applications once they are notified that the applicant has secured the necessary licences from the Gambling Commission.

## **The licensing objectives**

The Act sets out three licensing objectives which underpin the Act:

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

## **Purpose of the Statement of Gambling Policy**

Under the Act each licensing authority must prepare a Statement of Gambling Policy which outlines how the authority will seek to promote the licensing objectives and on what basis the authority will arrive at its decision making. This allows gambling businesses to prepare applications in a manner which reflects the requirements of the policy and also helps the public to clarify how the authority is approaching its licensing duties. The gambling policy fulfils a similar role to that of the Statement of Licensing Policy. A policy must be published at least every three years however amendments can be made during this time as long as those elements which are being changed are consulted upon.

## **Purpose of the consultation**

The consultation methodology has been designed to provide a wide selection of the Leeds population with the opportunity to comment on the revised content and suggested control measures detailed in the draft policy. In addition similar thoughts were sought from the responsible authorities as well as a list of identified stakeholders such as organisations concerned with the social impact of gambling, faith groups, national bodies representing the gambling trade, plus representatives of local businesses.

## **Consultation methodology**

The following activities have commenced:

- An initial first draft of the policy has been produced in consultation with licensing officers and legal services.
- This draft has circulated amongst the responsible authorities for comment.
- Comments were received from West Yorkshire Police and Safeguarding Children Board.
- These comments were incorporated into the second draft.

The following activities are planned:

- The second draft is to be presented to full Council for debate and comment in July 2009.
- These comments will be evaluated and incorporated into a final draft.
- The public consultation will commence at the beginning of August and will run for a minimum of four weeks, as specified in the Act. The Home Office Code of Practice on Consultation specifies that a 12 week consultation is good practice. However, due to restraints imposed by the timetabling of Overview and Scrutiny Board and Executive Board, the current aim is to provide a public consultation period of 9 weeks.
- The draft policy and a summary of changes will be uploaded to a webpage on the Leeds City Council website. A news item will appear on the homepage on the first day of the consultation. This news item will remain on the homepage for the first two weeks of the consultation and will be reposted to the website for the latter stages of the consultation.
- A full colour poster will be sent to all libraries, one stop centres and leisure centres in the district.
- Members will be sent a copy of the policy along with the summary of changes.



- A mailshot will be sent out to an extensive list of identified stakeholders. This will include existing licence holders, national trade associations, responsible authorities, organisations concerned with the social impact of gambling, MPs, parish councils, and faith groups to name just a few.
- A full colour advert appeared will appear in Yorkshire Evening Post and Leeds Weekly News advertising the consultation.
- A press release will be issued by the press office advertising the consultation.

## Breakdown of consultation replies

### First draft - officer comments

A series of meetings were held between officers from Entertainment Licensing and Legal Services. The main changes to the policy included changes in tenses which were necessary because information has been published by the Gambling Commission since the first publication of the policy.

It was decided to incorporate the Statement of Principles for Unlicensed Family Entertainment Centres and Prize Gaming Permits, which had been a separate document. The requirements placed on those permit holders were simplified to reflect the low risk nature of this gambling activity.

Officers removed the section F which related to the Large Casino bid. This section will be incorporated at Section 16 once the Project Board and Advisory Panel have been formed and the contents decided upon. This section will be consulted upon separately at a later stage.

A full list of changes is provided at the end of this document.

### First draft - consultation with Responsible Authorities

The First Draft of the policy was circulated on the 28<sup>th</sup> April 2009 to:

1. Ian Clegg, West Yorkshire Fire and Rescue Service, District Fire Officer
2. Kathy Kudelnizky, Leeds Initiative
3. Rowena Hall, City Development
4. Steve Speak, City Development
5. HM Revenues and Customs, National Registration Unit
6. Brian Kenny, Environmental Health Services
7. Robert Patterson, West Yorkshire Police
8. Gambling Commission, Birmingham
9. Rosemary Archer, Leeds Safe Guarding Children Board

The consultees were asked to provide responses by the 22<sup>nd</sup> May 2009. Two responses were received.

### West Yorkshire Police

A response from Bob Patterson from West Yorkshire Police highlighted an omission in Appendix 1 relating to the registered clubs and commercial clubs and their gaming machine entitlement. As this table was lifted directly from the Gambling Commission Guidance, it was established that the explanatory paragraph had been omitted. The following paragraph was inserted:

“It should be noted that Member’s Clubs and Miner’s Welfare Institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial Clubs are entitled to a total of three machines in categories B4 to D.”

## Safeguarding Children’s Board

A response from Rosemary Archer was received which made the following comments:

“Since the Policy makes reference to 'child / children' it may be useful to give a definition, could use the 89 Children Act ie someone who has not yet reached their 18th birthday. This may mean that some of the guidance points may need to change since refers to children being accompanied by an adult. / will not be admitted to bingo premises unless accompanied by an adult etc. In addition I am not sure if the Gambling Act makes any distinction as to the age of a child ie over 16yrs, age at which a person can enter 'licensed premises' etc.

Since the LSCB is identified as a 'Responsible Authority' it may be useful to make reference to the Board's procedures namely 'West Yorkshire Consortium Procedures Manual' at [www.procedures.leedslscb.org.uk](http://www.procedures.leedslscb.org.uk) This could be then used as a point of reference, a guide for good practice, an explanation of definitions - 'harm' and the mechanism by which to make a referral to Social Care etc

Sec 8 - Exchange of Information - not sure which organisations are listed in Sch 6 of the Act but similarly the Board's procedures also give guidance as the responsibilities for organisations re the exchange of information regarding the welfare of a child

Sec 13.10 - Location - with regard to the first bullet point it may be worth identifying premises that provide services to children and or young people ie a school rather than just identifying 'schools'

Sec 22.6 - Regular and prolonged contact with children - may need to revisit the sentence that confirms that applicants may wish to consider performing a CRB check if the criteria is where 'staff that may be in regular and prolonged contact with children and vulnerable people'

Sec 24.7 - See above re need to CRB check staff with 'regular and prolonged contact with children and vulnerable people'

### **Section ' Protection of vulnerable people'**

I can see the difficulty in regards to the definition of a vulnerable person, but if safeguarding adults is **everyone's business** then should we not be using what we have already in existence regardless of it's obvious flaws.

The document does not provide adequate description of the people who may be affected e.g. people with learning disabilities, autism, aspergers etc are at risk but appear to be included in a generic category of mental impairment which may be misunderstood by those who do not have a background in Social Care. Training mentions requirements to identify people who are gambling too much or too long, but how many staff will receive training in regard to specific groups of people who are or may be vulnerable, and how the training links together to provide a suitable safeguard for people at risk.

The document does not mention anything at all about Leeds Safeguarding Adults policies and procedures, training and support etc and neither is there any mention of an understanding of how people may be exploited both financially and psychologically and the possibility of support staff or family involvement in this.”

A meeting was held between Entertainment Licensing and Adult Social Care specifically to discuss the issue of vulnerable adults. This is a difficult subject because the Gambling

Commission has declined to provide a definition for this term. The section was rewritten following this meeting as follows:

Original Text

## Protection of children and other vulnerable persons from being harmed or exploited by gambling

### Protection of children

- 12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.
- 12.2 This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.
- 12.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

### Protection of vulnerable people

- 12.4 As regards the term "vulnerable persons", the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.
- 12.5 While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.
- 12.6 The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information.
- 12.7 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:
- leaflets offering assistance to problem gamblers should be available on

gambling premises in a location that is both prominent and discreet, such as toilets

- training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds
- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

12.8 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.

Amended text:

12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.

12.2 The Act provides the following definition for child and young adult in Section 45:

Meaning of "child" and "young person"

(1) In this Act "child" means an individual who is less than 16 years old.

(2) In this Act "young person" means an individual who is not a child but who is less than 18 years old.

For the purpose of this section protection of children will encompass both child and young person as defined by the Act.

12.3 The council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.

12.4 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

[Protection of vulnerable people](#)

12.5 The council is aware of the difficulty in defining the term "vulnerable person".

12.6 The Gambling Commission, in its Guidance to Local Authorities, does not seek to offer a definition for the term “vulnerable people” but will, for regulatory purposes assume that this group includes people:

“who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs.”

12.7 The Department of Health document “No Secrets” offers a definition of a vulnerable adult as a person:

“who is or may be in need of community care services by reason of mental or other disability, age or illness; and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or exploitation.”

12.8 In the case of premises licences the council is aware of the extensive requirements set out for operators in the Gambling Commissions Code of Practice. In this document the Gambling Commission clearly describe the policies and procedures that operators should put in place regarding:

- Combating problem gambling
- Access to gambling by children and young persons
- Information on how to gamble responsibly and help for problem gamblers
- Customer interaction
- Self exclusion
- Employment of children and young persons

12.9 All applicants should familiarise themselves with the operator licence conditions and codes of practice relating to this objective and determine if these policies and procedures are appropriate in their circumstances. The council will communicate any concerns to the Gambling Commission about any absence of this required information.

12.10 Applicants may also like to make reference to Leeds Safeguarding Adults Partnership document entitled “Leeds Multi Agency Safeguarding Adults Policies and Procedures” which provides extensive guidance on identifying vulnerable people and what can be done to reduce risk for this group. This document can be accessed via <http://www.leedssafeguardingadults.org.uk>

12.10 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:

- leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets
- training for staff members which focuses on building an employee’s ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds

- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

It should be noted that some of these measures form part of the mandatory conditions placed on premises licences.

12.11 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.

Other amendments were made to the policy in line with the consultation response and these are detailed at the end of this document.

### Next Steps

The Policy will now be presented to Executive Board on 17<sup>th</sup> June 2009. The Executive Board may decide to present the policy for full debate at full Council on 15<sup>th</sup> July 2009.

The public consultation is likely to take place between 3<sup>rd</sup> August and 2<sup>nd</sup> October which is a nine week consultation period. Officers will analyse the consultation responses and produce a final draft.

It will be presented to Scrutiny and Overview Board on 2<sup>nd</sup> November, Executive Board on 9<sup>th</sup> December and full Council in either late December or January.

## CHANGE DOCUMENT

**Document Title:** Gambling Act 2005 Statement of Licensing Policy Review

**Revision:** First Draft – Version 2

**Revision date:** 27/04/09

**Contact for enquiries:** Sue Holden ext: 51863

| Part   | Current   | Part | Change to   |
|--|---|------|---|
| <b>Executive Summary</b>   |   |      |   |
| Insert   |   |      |   |
| <b>1. The licensing objectives</b>   |   |      |   |
| No major changes   |   |      |   |
| <b>2. The Leeds district</b>   |   |      |   |
| No major changes   |   |      |   |
| <b>3. The purpose of the Gambling Act 2005 – Statement of Licensing Policy</b> |   |      |   |
| 3.2  | <p>Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:</p> <ul style="list-style-type: none"> <li>• West Yorkshire Police</li> <li>• the Local Safeguarding Children Board</li> <li>• representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses)</li> <li>• members of the public</li> <li>• the Gambling Commission</li> </ul> | 3.2  | <p>Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:</p> <ul style="list-style-type: none"> <li>• West Yorkshire Police</li> <li>• the Local Safeguarding Children Board</li> <li>• representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses)</li> <li>• members of the public</li> <li>• the Gambling Commission</li> </ul> |

|                                   |  |     |   |
|-----------------------------------|--|-----|---|
|                                   | <ul style="list-style-type: none"> <li>• community representatives</li> <li>• town councils in the district</li> <li>• parish councils in the district</li> <li>• local Members of Parliament</li> <li>• national bodies representing the gambling trade</li> <li>• national charities concerned with the social impact of gambling</li> <li>• other charities offering support to alcohol and drugs users</li> <li>• representatives of existing licence holders</li> <li>• Yorkshire Forward (the regional development agency)</li> <li>• Yorkshire Culture</li> <li>• Leeds Citizens Advice Bureau</li> <li>• Primary Care Trusts</li> <li>• Her Majesty's Revenue and Customs</li> <li>• West Yorkshire Fire and Rescue Service</li> <li>• Faith Groups within the Leeds district</li> <li>• Department of Neighbourhoods &amp; Housing, Environmental Health Services</li> <li>• Leeds City Council Development Department</li> </ul> |     | <ul style="list-style-type: none"> <li>• community representatives</li> <li>• town/parish councils in the district</li> <li>• Area Committees</li> <li>• local Members of Parliament</li> <li>• national bodies representing the gambling trade</li> <li>• national charities concerned with the social impact of gambling</li> <li>• other charities offering support to alcohol and drugs users</li> <li>• representatives of existing licence holders</li> <li>• Yorkshire Forward (the regional development agency)</li> <li>• Yorkshire Culture</li> <li>• Leeds Citizens Advice Bureau</li> <li>• Primary Care Trusts</li> <li>• Her Majesty's Revenue and Customs</li> <li>• West Yorkshire Fire and Rescue Service</li> <li>• Faith Groups within the Leeds district</li> <li>• Department of Neighbourhoods &amp; Housing, Environmental Health Services</li> <li>• Leeds City Council Development Department</li> <li>• Leeds Initiative</li> </ul> |
| 3.3                               | The consultation took place between June and September 2006 and followed the Cabinet Officer code of practice on consultations published in April 2004. This document is available from the Cabinet Office website at: <a href="http://www.cabinetoffice.gov.uk">www.cabinetoffice.gov.uk</a>  | 3.3 | The consultation took place between May and July 2009 and followed the Better Regulation Executive Code of Practice on Consultation published in July 2008 and available from their website: <a href="http://www.bre.brr.gov.uk">www.bre.brr.gov.uk</a>   |
| 3.5                               | The policy was approved at a meeting of the Full Council on 13 <sup>th</sup> December 2006.  | 3.5 | The policy was approved at a meeting of the Full Council on xxth December 2009 (insert date after adoption).  |
| <b>4. The licensing framework</b> |  |     |   |
| No major changes                  |  |     |   |



## 5. Declaration

No major changes

## 6. Responsible authorities

|     |   |     |  |
|-----|---|-----|--|
| 6.4 | The contact details of all the responsible authorities under the Gambling Act 2005 can be found in our application packs and on our website at:<br><br>www.leeds.gov.uk/licensing | 6.4 | The contact details of all the responsible authorities under the Gambling Act 2005 are:<br><br>The Gambling Commission    Tel: 0121 230 6666<br>Victoria Square House        Fax: 0121 233 1096<br>Victoria Square <a href="mailto:info@gamblingcommission.gov.uk">info@gamblingcommission.gov.uk</a><br>Birmingham<br>B2 4BP<br>West Yorkshire Police        T: 0113 241 4023<br>Robert Patterson<br>Leeds District Licensing<br>Officer<br>Millgarth Police Station<br>Leeds<br>LS2 7HX<br>Leeds Safe Guarding        T: 0113 247 8543<br>Children Board                administrator@leedsiscb.org.uk<br>Merrion House<br>110 Merrion Centre<br>Leeds<br>LS2 8QB<br>West Yorkshire Fire and      T: 0113 244 0302<br>Rescue Service<br>District Fire Safety Officer<br>Leeds Fire Station<br>Kirkstall Road<br>Leeds<br>LS3 1NF<br>Leeds City Council            T: 0113 247 6026<br>Environmental Health |
|-----|---|-----|--|

|   |  |  |   |
|---|--|--|---|
|   |  |  | <p>Services<br/>Millshaw Office<br/>Millshaw Park Way<br/>Churwell<br/>Leeds<br/>LS11 0LS</p> <p>HM Revenue and Customs T: 0141 555 3633<br/>National Registration Unit nrubetting&amp;gaming@hmrc.gsi.gov.uk<br/>Portcullis House<br/>21 India Street<br/>Glasgow<br/>G2 4PZ</p> |
| <b>7. Interested parties</b>  |  |  |   |
| No major changes  |  |  |   |
| <b>8. Exchange of information</b>   |  |  |   |
| No major changes  |  |  |   |
| <b>9. Licensing authority function</b>  |  |  |   |
| No major changes  |  |  |   |
| <b>10. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime</b> |  |  |   |
| <b>No major changes</b>   |  |  |   |
| <b>11. Ensuring that gambling is conducted in a fair and open way</b>   |  |  |   |
| <b>No major changes</b>   |  |  |   |
| <b>12. Protecting children and other vulnerable persons from being harmed or exploited by gambling</b>  |  |  |   |

|   |   |      |  |
|---|---|------|--|
| 12.1  | This licensing objective means preventing children from taking part in gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children).  | 12.1 | This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). |
| 12.5  | The council will promote this objective by publishing information on the council website about the symptoms of problem gambling and the various support organisations which are available to help problem gamblers. These webpages will be prepared in conjunction with these support agencies. In addition the council will also distribute promotional material about these services to a variety of public buildings including all one stop centres, libraries and leisure centres.  |      | <b>DELETE</b>  |
| <b>13. Introduction to Premises Licensing</b> |   |      |  |
|   | <b>INSERT</b>   | 13.3 | Applicants should also be aware that the Gambling Commission has issued Codes of Practice for each interest area for which they must have regard. The council will also have regard to these Codes of Practice.              |
| 13.6  | An applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. The Gambling Commission has advised that reference to "the premises" are to the premises in which gambling may now take place. Thus a licence to use premises for gambling will only be issued by the council in relation to premises that are ready to be used for gambling. Whether a premises is finished to a degree that it can be considered for a premises licence will always be a question of fact in the circumstances. Requiring a building to be complete ensures that the council can, if necessary, inspect it fully, as can other responsible authorities with inspection rights. | 13.7 | An applicant cannot obtain a full premises licence until they have the right to occupy the premises to which the application relates.  |

|   |   |       |  |
|---|---|-------|--|
| 13.7  | Where a premises is not yet built or is about to be altered for the purpose of providing gambling and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement. (see section 20)   | 13.8  | Where an applicant does not have the right to occupy a premises, the premises is still to be constructed, or the applicant expects the premises to be altered and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement (see section 20).  |
|   |   | 13.13 | The council is aware that the Secretary of State has set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives. |
| 13.18   | The council is aware that the Secretary of State will set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives. |       | <b>DELETE</b>  |
| <b>14. Adult gaming centres and licensed family entertainment centres (LFECs)</b> |   |       |  |
| 15.   | Adult gaming centres and licensed family entertainment centres (LFECs)  |       | Split into two sections:<br>15. Adult gaming centres<br>16. Licensed family entertainment centres  |
| <b>16. Casinos</b>  |   |       |  |
|   | <b>INSERT</b>   | 16.1  | Leeds has a number of casinos which were licensed under the Gaming Act 1968, which have been subsequently converted into   |

|                                   |  |      |   |
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|                                   |  |      | Gambling Act 2005 Converted Casino Premises Licences.   |
| 15.5                              | <b>Large Casino Bid</b> – The Act introduces three new categories of larger casino, one super/regional casino, eight large casinos and eight small casinos. Leeds City Council submitted a proposal for one large casino, to the Independent Casinos Advisory Panel (CAP). In the event that Leeds is successful in its bid to the CAP and is given consent to be able to grant a large casino licence the council will carry out a competitive bidding exercise. More information about this process can be found in Part F of this document. | 16.6 | <b>Large Casino</b><br>The Act introduces three new categories of larger casino; one regional casino, eight large casinos and eight small casinos. On 15 <sup>th</sup> May 2008 the Categories of Casino Regulations 2008 and the Gambling (Geographical Distribution of Large and Small Casino Premises Licences) Order 2008 were approved. This specified which Licensing Authorities could issue premises licences for both large and small casinos. Leeds City Council was one of the Licensing Authorities that was authorised to issue a large Casino Premises Licence. |
|                                   | All other parts of part 16 deleted   | 16.7 | The Council is currently putting arrangements in place to hold the competition for the Large Casino Premises Licence. The statement of principles for the large casino process will be consulted upon during 2010 with a view to run the competition at some point after that.  |
| <b>17. Bingo Premises</b>         |  |      |   |
| No major changes                  |  |      |   |
| <b>18. Betting Premises</b>       |  |      |   |
| No major changes                  |  |      |   |
| <b>19. Tracks</b>                 |  |      |   |
| No major changes                  |  |      |   |
| <b>20. Travelling Fairs</b>       |  |      |   |
| No major changes                  |  |      |   |
| <b>21. Provisional Statements</b> |  |      |   |

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| 20.1   | A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which has yet to be constructed or is about to be altered for the purpose of gambling, would be granted a premises licence when the building work is complete. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the project can be started. Once works are complete a full premises licence would still be required. | 21.1 | A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which he expects to be constructed, to be altered or to acquire a right to occupy would be granted a premises licence. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the developer can judge whether a development is worth taking forward in light of the need to obtain a premises licence. An applicant may also apply for a provisional statement for premises which already hold a premises licence (either for a different type of gambling or the same type). |
| <b>22. Unlicensed family entertainment centre gaming machine permits (UFECs)</b> |   |      |  |
| 21.3   | In line with the above provision the council has prepared a 'Statement of Principles' document which explains the various issues the council will assess in order to determine the suitability of an applicant for a permit. This includes child protection issues. All applicants should review this document before submitting an application for an UFEC permit so they can tailor their application accordingly.  | 22.3 | In line with the above provision the council has prepared a 'Statement of Principles' in relation to unlicensed family entertainment centre gaming machines as follows:  |
|  | <b>INSERT</b>   | 22.4 | <p><a href="#">Statement of Principles</a></p> <p>The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.</p>   |
|  | <b>INSERT</b>   | 22.5 | <p>The efficiency of such policies and procedures will each be considered on their merits, however, they may include:</p> <ul style="list-style-type: none"> <li>• appropriate measures and training for staff as regards suspected truant children on the premises</li> <li>• measures and training covering how staff would deal with unsupervised very young children being on the premises</li> <li>• measures and training covering how staff would deal with</li> </ul>  |

|  |  |      |  |
|--|--|------|--|
|  |  |      | <p>children causing perceived problems on or around the premises.</p> <ul style="list-style-type: none"> <li>the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.</li> </ul> |
|  | <b>INSERT</b>  | 22.6 | Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.   |
|  | <b>INSERT</b>  | 22.7 | <p>The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:</p> <ul style="list-style-type: none"> <li>A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs</li> <li>That the applicant has no relevant conviction (those that are set out in Schedule 7 of the Act), and</li> <li>That staff are trained to have a full understanding of the maximum stakes and prizes.</li> </ul>   |
| <b>23. Gaming machine permits in alcohol licensed premises</b> |  |      |  |
| No major changes   |  |      |  |
| <b>24. Prize Gaming Permits</b>                                |  |      |  |
| 23.4   | In line with the above provision the council has prepared a 'Statement of Principles' document which explains the various issues the council will assess in order to determine the suitability of an applicant for a permit. This includes child | 24.4 | In line with the above provision the council has prepared a Statement of Principles in relation to prize gaming permits as follows:  |

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|  | protection issues. All applicants should review this document before submitting an application for a prize gaming permit so they can tailor their application accordingly. |      |  |
|  | <b>INSERT</b>  | 24.5 | <p><b>Statement of Principles</b></p> <p>The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.</p>  |
|  | <b>INSERT</b>  | 24.6 | <p>The efficiency of such policies and procedures will each be considered on their merits, however, they may include:</p> <ul style="list-style-type: none"> <li>• appropriate measures and training for staff as regards suspected truant children on the premises</li> <li>• measures and training covering how staff would deal with unsupervised very young children being on the premises</li> <li>• measures and training covering how staff would deal with children causing perceived problems on or around the premises.</li> <li>• the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.</li> </ul> |
|  | <b>INSERT</b>  | 24.7 | <p>Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.</p>  |



|   |   |      |   |
|---|---|------|---|
|   | <b>INSERT</b>   | 24.8 | The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate: <ul style="list-style-type: none"> <li>• A full understanding of the maximum stakes and prizes of the gambling that is permissible</li> <li>• That the gaming offered is within the law.</li> </ul>   |
| <b>25. Club gaming and club machine permits</b> |   |      |   |
|   | <b>INSERT</b>   | 25.3 | Clubs must have regard to the protection of children and vulnerable persons from harm or being exploited by gambling. They must provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines. These measures may include: <ul style="list-style-type: none"> <li>• the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised</li> <li>• notices and signage</li> <li>• the provision of information leaflets / helpline numbers for organisations such as GamCare.</li> </ul> |
| 24.6  | Clubs must also have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines.  |      | <b>DELETE</b>   |
| 24.7  | Measures which may satisfy the council that persons under 18 years old will be prevented from using the machines may include the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised. Notices and signage may also help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare. |      | <b>DELETE</b>   |
| <b>26. Temporary Use Notices</b>                |   |      |   |

|   |               |      |   |
|---|---------------|------|---|
|   | <b>INSERT</b> | 26.2 | Temporary Use Notices allow the use of premises for any form of equal chance gambling where those participating in the gaming are taking part in a competition which is intended to produce a single, overall winner. |
| <b>27. Occasional Use Notice (for tracks)</b>   |               |      |   |
| No major changes  |               |      |   |
| <b>28. Small Society Lotteries</b>  |               |      |   |
| No major changes  |               |      |   |
| <b>29 Enforcement principles</b>  |               |      |   |
| No major changes  |               |      |   |
| <b>30. Reviews</b>  |               |      |   |
| No major changes  |               |      |   |
| <b>Large casino bid</b>   |               |      |   |
| Entire section deleted. This information is still to be determined and will be consulted upon separately. |               |      |   |
| <b>Appendix 1 – Gaming Machines</b>   |               |      |   |
| Changes include addition of additional category D machine examples.                                       |               |      |   |
| <b>Appendix 2 - Glossary</b>  |               |      |   |
| Additional definitions for additional category D machine examples, i.e. Penny pushers.                    |               |      |   |

## CHANGE DOCUMENT

**Document Title:** Gambling Act 2005 Statement of Licensing Policy Review

**Revision:** Second draft

**Revision date:** 05/06/09

**Contact for enquiries:** Sue Holden ext: 51863

| Part       | Current   | Part       | Change to  |
|------------|---|------------|--|
| <b>6.3</b> | In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose.   | <b>6.3</b> | In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose. Leeds Safeguarding Children Board have produced a "West Yorkshire Consortium Procedures Manual which can be found at <a href="http://www.procedures.leedslscb.org.uk">http://www.procedures.leedslscb.org.uk</a> . Applicants may find this manual useful as a point of reference, a guide for good practice and the mechanism by which to make a referral to Social Care etc, when producing their own policies and procedures in relation to the objective of protection of children and vulnerable people.  |
| <b>9.1</b> | <p>Licensing authorities are responsible under the Act for:</p> <ul style="list-style-type: none"> <li>• licensing premises where gambling activities are to take place by issuing premises licences</li> <li>• issuing provisional statements</li> <li>• regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits</li> <li>• issuing Club Machine Permits to commercial clubs</li> <li>• granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres</li> <li>• receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the</li> </ul> | <b>9.1</b> | <p>Licensing authorities are responsible under the Act for:</p> <ul style="list-style-type: none"> <li>• licensing premises where gambling activities are to take place by issuing premises licences</li> <li>• issuing provisional statements</li> <li>• regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits</li> <li>• issuing Club Machine Permits to commercial clubs</li> <li>• granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres</li> <li>• receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or less</li> </ul> |

|             |   |             |   |
|-------------|---|-------------|---|
|             | <ul style="list-style-type: none"> <li>• use of two or less gaming machines</li> <li>• granting Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required</li> <li>• registering small society lotteries below prescribed thresholds</li> <li>• issuing Prize Gaming Permits</li> <li>• receiving and endorsing Temporary Use Notices</li> <li>• receiving Occasional Use Notices (for tracks)</li> <li>• providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information')</li> <li>• maintaining registers of the permits and licences that are issued under these functions.</li> </ul> |             | <ul style="list-style-type: none"> <li>• gaming machines</li> <li>• issuing Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required</li> <li>• registering small society lotteries below prescribed thresholds</li> <li>• issuing Prize Gaming Permits</li> <li>• receiving and endorsing Temporary Use Notices</li> <li>• receiving Occasional Use Notices (for tracks)</li> <li>• providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information')</li> <li>• maintaining registers of the permits and licences that are issued under these functions.</li> </ul> |
| <b>12.1</b> | <p>This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.</p>   | <b>12.1</b> | <p>This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.</p>   |
|             | <b>INSERT</b>   | <b>12.2</b> | <p>The Act provides the following definition for child and young adult in Section 45:</p> <p>Meaning of "child" and "young person"</p> <p>(3) In this Act "child" means an individual who is less than 16 years old.</p> <p>(4) In this Act "young person" means an individual who is not a child but who is less than 18 years old.</p>  |

|             |   |             |  |
|-------------|---|-------------|--|
|             |   |             | For the purpose of this section protection of children will encompass both child and young person as defined by the Act.   |
| <b>12.2</b> | This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.  | <b>12.3</b> | The council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.                                  |
| <b>12.3</b> | Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.  | <b>12.4</b> | Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices. |
| <b>12.4</b> | <p><b>Protection of vulnerable people</b></p> <p>As regards the term “vulnerable persons”, the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.</p> | <b>12.5</b> | <p><b>Protection of vulnerable people</b></p> <p>The council is aware of the difficulty in defining the term “vulnerable person”.</p>  |
| <b>12.5</b> | While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or   |             | <b>DELETE</b>  |

|             |  |             |  |
|-------------|--|-------------|--|
|             | are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.   |             |  |
| <b>12.6</b> | The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information. |             | <b>DELETE</b>  |
|             | <b>INSERT</b>  | <b>12.6</b> | The Gambling Commission, in its Guidance to Local Authorities, does not seek to offer a definition for the term “vulnerable people” but will, for regulatory purposes assume that this group includes people:<br><br>“who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs.” |
|             | <b>INSERT</b>  | <b>12.7</b> | The Department of Health document “No Secrets” offers a definition of a vulnerable adult as a person:<br><br>“who is or may be in need of community care services by reason of mental or other disability, age or illness; and who is or may be unable to take care of him or herself, or unable to protect him or herself against significant harm or exploitation.”  |
|             | <b>INSERT</b>  | <b>12.8</b> | In the case of premises licences the council is aware of the extensive requirements set out for operators in the Gambling Commissions Code of Practice. In this document the Gambling Commission clearly describe the policies and procedures that   |

|             |  |              |  |
|-------------|--|--------------|--|
|             |  |              | <p>operators should put in place regarding:</p> <ul style="list-style-type: none"> <li>• Combating problem gambling</li> <li>• Access to gambling by children and young persons</li> <li>• Information on how to gambling responsibly and help for problem gamblers</li> <li>• Customer interaction</li> <li>• Self exclusion</li> <li>• Employment of children and young persons</li> </ul>   |
|             | <b>INSERT</b>  | <b>12.9</b>  | <p>All applicants should familiarise themselves with the operator licence conditions and codes of practice relating to this objective and determine if these policies and procedures are appropriate in their circumstances. The council will communicate any concerns to the Gambling Commission about any absence of this required information.</p>  |
|             | <b>INSERT</b>  | <b>12.10</b> | <p>Applicants may also like to make reference to Leeds Safeguarding Adults Partnership document entitled "Leeds Multi Agency Safeguarding Adults Policies and Procedures" which provides extensive guidance on identifying vulnerable people and what can be done to reduce risk for this group. This document can be accessed via <a href="http://www.leedssafeguardingadults.org.uk">http://www.leedssafeguardingadults.org.uk</a></p>   |
| <b>12.7</b> | <p>Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:</p> <ul style="list-style-type: none"> <li>• leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets</li> <li>• training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long)</li> </ul> | <b>12.11</b> | <p>Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:</p> <ul style="list-style-type: none"> <li>• leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets</li> <li>• training for staff members which focuses on building an employee's ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)</li> </ul> |

|              |  |              |  |
|--------------|--|--------------|--|
|              | <p>customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)</p> <ul style="list-style-type: none"> <li>• trained personnel for the purpose of identifying and providing support to vulnerable persons</li> <li>• self exclusion schemes</li> <li>• stickers or notices on gaming machines to identify the stakes/prizes</li> <li>• operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people</li> <li>• Fixed Odds Betting Terminals should clearly display the odds</li> <li>• positioning of ATM machines</li> <li>• stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines</li> <li>• windows, entrances and advertisements to be positioned or designed not to entice passers by.</li> </ul> |              | <ul style="list-style-type: none"> <li>• trained personnel for the purpose of identifying and providing support to vulnerable persons</li> <li>• self exclusion schemes</li> <li>• stickers or notices on gaming machines to identify the stakes/prizes</li> <li>• operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people</li> <li>• Fixed Odds Betting Terminals should clearly display the odds</li> <li>• positioning of ATM machines</li> <li>• stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines</li> <li>• windows, entrances and advertisements to be positioned or designed not to entice passers by.</li> </ul> <p>It should be noted that some of these measures form part of the mandatory conditions placed on premises licences.</p> |
| <b>12.8</b>  | The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.   | <b>12.12</b> | The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.   |
| <b>13.10</b> | <p>With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:</p> <ul style="list-style-type: none"> <li>• the possible impact a gambling premises may have on any schools or vulnerable adult centres in the area</li> <li>• the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children</li> <li>• the size of the premises and the nature of the</li> </ul>   | <b>13.10</b> | <p>With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:</p> <ul style="list-style-type: none"> <li>• the possible impact a gambling premises may have on any premises that provide services to children or young people, i.e. a school, or vulnerable adult centres in the area</li> <li>• the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children</li> </ul>  |



|                                   |   |             |  |
|-----------------------------------|---|-------------|--|
|                                   | <ul style="list-style-type: none"> <li>activities taking place</li> <li>any levels of organised crime in the area.</li> </ul> <p>The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.</p> |             | <ul style="list-style-type: none"> <li>the size of the premises and the nature of the activities taking place</li> <li>any levels of organised crime in the area.</li> </ul> <p>The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.</p> |
| <b>22.6</b>                       | Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.  | <b>22.6</b> | Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.  |
| <b>24.7</b>                       | Applicants who provide staff to supervise these premises may wish to consider performing CRB checks on staff that may be in regular and prolonged contact with children and vulnerable people.  | <b>24.7</b> | Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.  |
| <b>Appendix 1 Gaming Machines</b> |   |             |  |
|                                   | <b>INSERT</b>   |             | It should be noted that member's clubs and miner's welfare institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.   |

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# **Statement of Licensing Policy 2010 – 2013**

**Gambling Act 2005**

**Further copies of this document can be obtained from:**

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**Version History**

|                     |     |          |
|---------------------|-----|----------|
| Redraft             | MR  | 24/05/07 |
| Redraft             | SCH | 06/02/09 |
| First Draft v1      | SCH | 27/03/09 |
| First Draft v2      | SCH | 02/04/09 |
| First Draft v3      | SCH | 05/06/09 |
| Second draft        |     |          |
| Full Council        |     |          |
| Final draft         |     |          |
| Executive           |     |          |
| Overview & Scrutiny |     |          |
| Full Council        |     |          |

**Please note:**  
 The information contained within this document can be made available in different languages and formats including Braille, large print and audio cassette.

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## Executive Summary

The Gambling Act 2005 obtained Royal Assent 2005 and came into effect in 2007.

Under Section 349 of the Gambling Act 2005 the Licensing Authority is required to prepare a statement of principles that they propose to apply in exercising their functions under this Act. This process is to be repeated every three years from 31<sup>st</sup> January 2007.

The consultation process is laid out clearly in the Gambling Act 2005, the Gambling Act 2005 (Licensing Authority Policy Statement)(England and Wales) Regulations 2006 and the Guidance to Licensing Authorities issued by the Gambling Commission.

The purpose of the Statement of Licensing Policy is to set out the principles that the Council propose to apply when determining licences, permits and registrations under the Gambling Act 2005.

Any decision taken by the Council in regard to determination of licences, permits and registrations should promote the licensing objectives which are:

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

The principles to be applied specifically to the determination of premises licence applications include definition of premises, location, duplication with other regulatory regimes, conditions, door supervision. The policy also specifically mentions adult gaming centres, family entertainment centres, casinos, bingo premises, betting premises, tracks and travelling fairs.

The council has the ability to issue permits for prize gaming and unlicensed family entertainment centres. The council is able to specify the information it requires as part of the application process which will aid determination and this information is described in this Policy.

Club gaming and club machine permits are also issued by the council. The process for this is described, along with other processes specified in the legislation for example temporary use notices, occasional use notices and small society lotteries.

Enforcement of the legislation is a requirement of the Act that is undertaken by the council in conjunction with the Gambling Commission. The policy describes the council's enforcement principles and the principles underpinning the right of review.

The policy has two appendices, one describing the stakes and prizes which determine the category of a gaming machine and a glossary of terms.

### 1. The licensing objectives

- 1.1 Under the Gambling Act 2005 (the Act) Leeds City Council is the licensing authority for the Leeds district and licences premises for gambling activities as well as granting various other gambling permits. In this document unless otherwise stated any references to the council are to the Leeds Licensing Authority.
- 1.2 The council will carry out its functions under the Act with a view to promoting the three licensing objectives set out at Section 1 of the Act. The licensing objectives are:
  - preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
  - ensuring that gambling is conducted in a fair and open way
  - protecting children and other vulnerable persons from being harmed or exploited by gambling.
- 1.3 More information can be found about how the council will promote the licensing objectives in Part B and C of this document.
- 1.4 The council will also follow any regulations and statutory guidance issued in accordance with the Act and have regard to any codes of practice issued by the national gambling regulator, the Gambling Commission.
- 1.5 The council is aware that in making decisions about premises licences it should aim to permit the use of premises for gambling in so far as it thinks it is:
  - in accordance with any relevant code of practice issued by the Gambling Commission
  - in accordance with any relevant guidance issued by the Gambling Commission
  - reasonably consistent with the licensing objectives and
  - in accordance with this document.

### 2. The Leeds district

- 2.1 Leeds City Council has sought to establish Leeds as a major European city and cultural and social centre. It is the second largest metropolitan district in England and has a population of 2.2 million people living within 30 minutes drive of the city centre.
- 2.2 The Leeds metropolitan district extends over 562 square kilometres (217 square miles) and has a population of 715,000 (taken from the 2001 census). It includes the city centre and the urban areas that surround it, the more rural outer suburbs and several towns, all with their very different identities. Two-thirds of the district is greenbelt (open land with restrictive building), and there is beautiful countryside within easy reach of the city.
- 2.3 Over recent years Leeds has experienced significant levels of growth in entertainment use within the City coupled with a significant increase in residential development. The close proximity of a range of land uses and the creation of mixed-use schemes has many benefits including the creation of a vibrant 24-hour city. Leeds City Council has a policy promoting mixed use development including residential and evening uses throughout the city centre.
- 2.4 Leeds has strong artistic and sporting traditions and has the best attended free outdoor festivals in the country. The success of arts and heritage organisations including the Grand Theatre, West Yorkshire Playhouse, Opera North, Northern Ballet Theatre, Phoenix Dance Theatre, Harewood House and the Henry Moore Institute, has helped to



attract other major arts and heritage investments such as the award winning Royal Armouries and the Thackray Medical Museum. The city also boasts a wealth of community based sports, heritage and recreational facilities. There is a vibrant voluntary sector including thousands of groups and societies.

2.5 Leeds is a city with many cultures, languages, races and faiths. A wide range of minority groups including Black Caribbean, Indian, Pakistani, Irish and Chinese as well as many other smaller communities make up almost 11% of the city population.

2.6 The Vision for Leeds 2004 - 2020 published by the Leeds Initiative, as the city's strategic partnership group, indicates that Leeds is now one of Britain's most successful cities. It boasts:

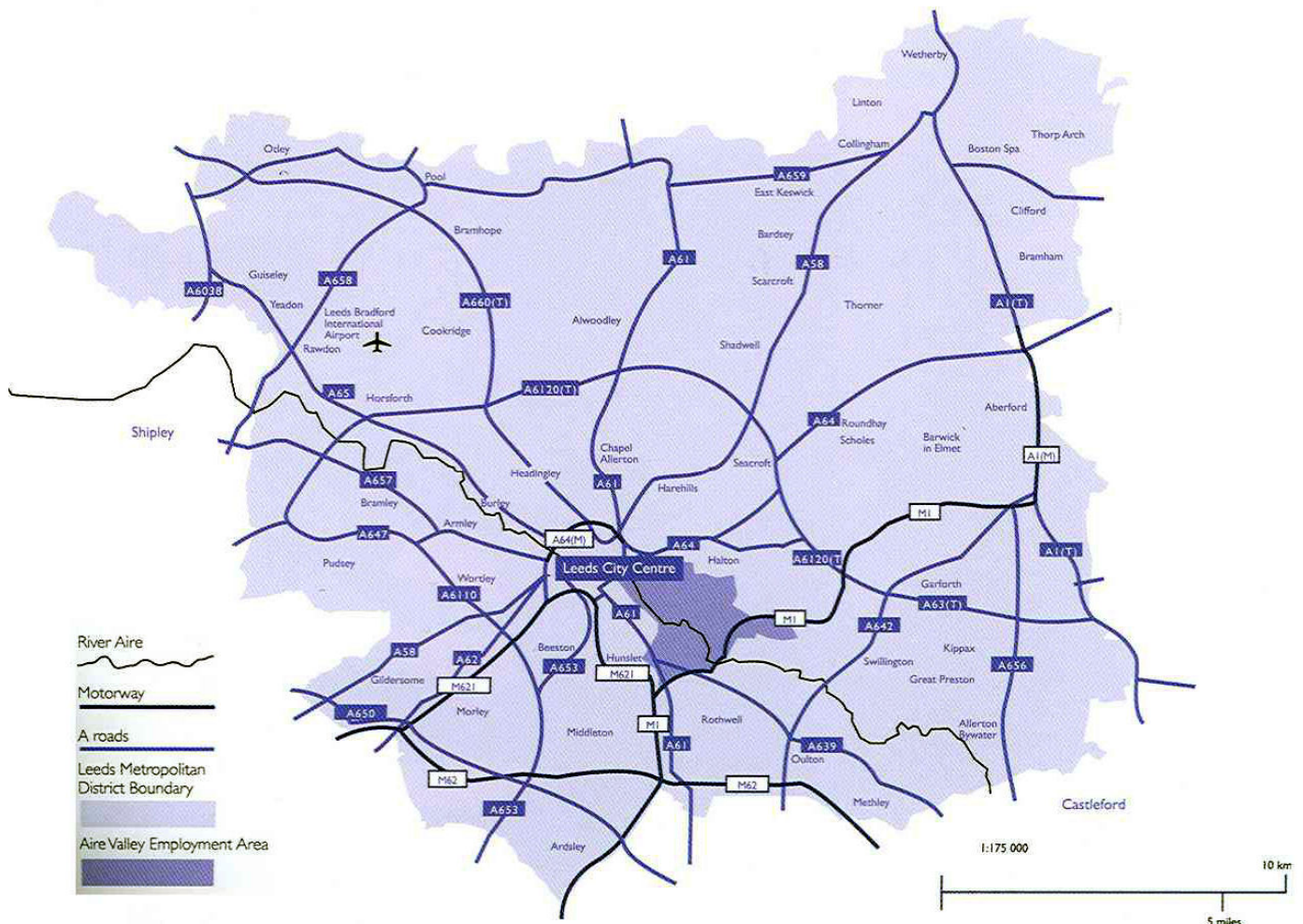
- a thriving economy
- a vibrant city centre
- a leading centre of learning, knowledge and research
- a recognised regional capital
- a positive image
- a reputation for environmental excellence
- a wide range of cultural facilities
- a rich mix of cultures and communities.

2.7 The Vision for Leeds 2004-2020 has three main aims:

- going up a league as a city - making Leeds an internationally competitive city, the best place in the country to live, work and learn, with a high quality of life for everyone
- narrowing the gap between the most disadvantaged people and communities and the rest of the city
- developing Leeds' role as the regional capital contributing to the national economy as a competitive European city, supporting and supported by a region that is becoming increasingly prosperous.

2.8 This statement of licensing policy seeks to promote the licensing objectives within the overall context of the three aims set out in The Vision for Leeds 2004-2020.

## 2.9 Leeds metropolitan district



### 3. The purpose of the Gambling Act 2005 – Statement of Licensing Policy

3.1 Licensing authorities are required by the Gambling Act 2005 to publish a statement of the principles which they propose to apply when exercising their functions under the Act. This document fulfils this requirement. Such statement must be published at least every three years. The statement can also be reviewed from “time to time” and any amendments must be consulted upon. The statement must then be re-published.

3.2 Leeds City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted is provided below:

- West Yorkshire Police
- the Local Safeguarding Children Board
- representatives of local businesses (including Leeds Chamber of Commerce and the Federation of Small Businesses)
- members of the public
- the Gambling Commission
- community representatives
- town/parish councils in the district
- Area Committees
- local Members of Parliament
- national bodies representing the gambling trade
- national charities concerned with the social impact of gambling
- other charities offering support to alcohol and drugs users

- representatives of existing licence holders
- Yorkshire Forward (the regional development agency)
- Yorkshire Culture
- Leeds Citizens Advice Bureau
- Primary Care Trusts
- Her Majesty's Revenue and Customs
- West Yorkshire Fire and Rescue Service
- Faith Groups within the Leeds district
- Department of Neighbourhoods & Housing, Environmental Health Services
- Leeds City Council Development Department
- Leeds Initiative

3.3 The consultation took place between August and October 2009 and followed the Better Regulation Executive Code of Practice on Consultation published in July 2008 and available from their website:

**[www.bre.brr.gov.uk](http://www.bre.brr.gov.uk)**

3.4 A copy of the consultation report containing a summary of the comments received and the consideration by the council of those comments is available on request.

3.5 The policy was approved at a meeting of the Full Council on xxx December 2009.

#### **4. The licensing framework**

4.1 The Gambling Act 2005 brings about changes to the way that gambling is administered in the United Kingdom. The Gambling Commission is the national gambling regulator and has a lead role in working with central government and local authorities to regulate gambling activity.

4.2 The Gambling Commission issues operators licences and personal licences. Any operator wishing to provide gambling at a certain premises must have applied for the requisite personal licence and operators licence before they can approach the council for a premises licence. In this way the Gambling Commission is able to screen applicants and organisations to ensure they have the correct credentials to operate gambling premises. The council's role is to ensure premises are suitable for providing gambling in line with the three licensing objectives and any codes of practice issued by the Gambling Commission. The council also issues various permits and notices to regulate smaller scale and or ad hoc gambling in various other locations such as pubs, clubs and hotels.

4.3 The council does not licence large society lotteries or remote gambling through websites. These areas fall to the Gambling Commission. The National Lottery is not licensed by the Gambling Act 2005 and continues to be regulated by the National Lottery Commission under the National Lottery Act 1993.

#### **5. Declaration**

5.1 This statement of licensing policy will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

5.2 In producing this document, the council declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the policy statement.

## 6. Responsible authorities

- 6.1 The Act empowers certain agencies to act as responsible authorities so that they can employ their particular area of expertise to help promote the licensing objectives. Responsible authorities are able to make representations about licence applications, or apply for a review of an existing licence. Responsible authorities will also offer advice and guidance to applicants.
- 6.2 The council is required by regulations to state the principles it will apply to designate, in writing, a body which is competent to advise the authority about the protection of children from harm. The principles are:
- the need for the body to be responsible for an area covering the whole of the licensing authority's area
  - the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group etc.
- 6.3 In accordance with the regulations the council designates the Local Safeguarding Children Board for this purpose. Leeds Safeguarding Children Board have produced a "West Yorkshire Consortium Procedures Manual which can be found at <http://www.procedures.leedslscb.org.uk>. Applicants may find this manual useful as a point of reference, a guide for good practice and the mechanism by which to make a referral to Social Care etc, when producing their own policies and procedures in relation to the objective of protection of children and vulnerable people.
- 6.4 The contact details of all the responsible authorities under the Gambling Act 2005 are:

|   |  |
|---|--|
| The Gambling Commission<br>Victoria Square House<br>Victoria Square<br>Birmingham<br>B2 4BP | Tel: 0121 230 6666<br>Fax: 0121 233 1096<br>info@gamblingcommission.gov.uk |
|---|--|

|   |                  |
|---|------------------|
| West Yorkshire Police<br>Robert Patterson<br>Leeds District Licensing Officer<br>Millgarth Police Station<br>Leeds<br>LS2 7HX | T: 0113 241 4023 |
|---|------------------|

|   |  |
|---|--|
| Leeds Safe Guarding Children Board<br>Merrion House<br>110 Merrion Centre<br>Leeds<br>LS2 8QB | T: 0113 247 8543<br>administrator@leedslscb.org.uk |
|---|--|

|  |                  |
|--|------------------|
| West Yorkshire Fire and Rescue Service<br>District Fire Safety Officer<br>Leeds Fire Station<br>Kirkstall Road<br>Leeds<br>LS3 1NF | T: 0113 244 0302 |
|--|------------------|

|  |                  |
|--|------------------|
| Leeds City Council<br>Environmental Health Services<br>Millshaw Office<br>Millshaw Park Way<br>Churwell<br>Leeds<br>LS11 0LS | T: 0113 247 6026 |
|--|------------------|

## **7. Interested parties**

7.1 Interested parties are certain types of people or organisations that have the right to make representations about licence applications, or apply for a review of an existing licence. These parties are defined in the Gambling Act 2005 as follows:

“For the purposes of this Part a person is an interested party in relation to an application for or in respect of a premises licence if, in the opinion of the licensing authority which issues the licence or to which the applications is made, the person-

- a) lives sufficiently close to the premises to be likely to be affected by the authorised activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b)”

7.2 The council is required by regulations to state the principles it will apply to determine whether a person is an interested party. The principles are:

- Each case will be decided upon its merits. The council will not apply a rigid rule to its decision making. It will consider the examples of considerations provided in the Gambling Commission’s Guidance to local authorities.
- Within this framework the council will accept representations made on behalf of residents and tenants associations.
- In order to determine if an interested party lives or has business interests, sufficiently close to the premises to be likely to be affected by the gambling activities, the council will consider factors such as the size of the premises and the nature of the activities taking place.

7.3 The council will provide more detailed information on the making of representations in a separate guidance note. The guidance note has been prepared in accordance with relevant Statutory Instruments and Gambling Commission guidance.

## **8. Exchange of information**

8.1 Licensing authorities are required to include in their policy statement the principles to be applied by the authority with regards to the exchange of information between it and the Gambling Commission, as well as other persons listed in Schedule 6 to the Act.

8.2 The principle that the council applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information which includes the provision that the Data Protection Act 1998 will not be contravened. The council will also have regard to any guidance issued by the Gambling Commission to local authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Gambling Act 2005.

## **9. Licensing authority functions**

9.1 Licensing authorities are responsible under the Act for:

- licensing premises where gambling activities are to take place by issuing premises licences
- issuing provisional statements
- regulating members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- issuing Club Machine Permits to commercial clubs
- granting permits for the use of certain lower stake gaming machines at Unlicensed Family Entertainment Centres
- receiving notifications from alcohol licensed premises (under the Licensing Act 2003) of the use of two or less gaming machines
- granting Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where more than two machines are required
- registering small society lotteries below prescribed thresholds
- issuing Prize Gaming Permits
- receiving and endorsing Temporary Use Notices
- receiving Occasional Use Notices (for tracks)
- providing information to the Gambling Commission regarding details of licences issued (see section above on 'Exchange of information')
- maintaining registers of the permits and licences that are issued under these functions.

9.2 The council will not be involved in licensing remote gambling at all. This will fall to the Gambling Commission via operators licences.

## **Part B Promotion of the licensing objectives**

### **10. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime**

- 10.1 The Gambling Commission will take a lead role in keeping gambling crime free by vetting all applicants for personal and operators licences. The council's main role is to try and promote this area with regard actual premises. Thus, where an area has known high levels of organised crime the council will consider carefully whether gambling premises are suitable to be located there (see paragraph 13.8 and 13.9) and whether conditions may be required such as the provision of door supervision. (see para 13.15)
- 10.2 There is a distinction between disorder and nuisance. In order to make the distinction, when incidents of this nature occur, the council will consider factors such as whether police assistance was required and how threatening the behaviour was to those who could see it.
- 10.3 Issues of nuisance cannot be addressed by the Gambling Act provisions however problems of this nature can be addressed through other legislation as appropriate.
- 10.4 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

### **11. Ensuring that gambling is conducted in a fair and open way**

- 11.1 The council is aware that except in the case of tracks (see section 18) generally the Gambling Commission does not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way as this will be addressed via operating and personal licences.
- 11.2 However the council will familiarise itself with operator licence conditions and will communicate any concerns to the Gambling Commission about misleading advertising or any absence of required game rules or other matters as set out in the Gambling Commission's Code of Practice.
- 11.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

### **12. Protecting children and other vulnerable persons from being harmed or exploited by gambling**

#### Protection of children

- 12.1 This licensing objective means preventing children from taking part in most types of gambling (as well as restriction of advertising so that gambling products are not aimed at or are particularly attractive to children). The council will therefore consider whether specific measures are required at particular premises, with regard to this licensing objective. Appropriate measures may include supervision of entrances / machines, segregation of areas etc.
- 12.2 This council will pay particular attention to any codes of practice which the Gambling Commission issues as regards this licensing objective in relation to specific premises such as casinos.

12.3 Examples of the specific steps the council may take to address this area can be found in the various sections covering specific premises types in Part C of this document and also in Part D which covers permits and notices.

#### Protection of vulnerable people

12.4 As regards the term “vulnerable persons”, the council is not seeking to offer a definition but will, for regulatory purposes assume that this group includes people who gamble more than they want to, people who gamble beyond their means, elderly persons, and people who may not be able to make informed or balanced decisions about gambling due to a mental impairment, or because of the influence of alcohol or drugs. The council will consider this licensing objective on a case by case basis having regard to any guidance issued by the Gambling Commission. Should a practical definition prove possible in future then this policy statement will be updated with it, by way of a revision.

12.5 While the council acknowledges that it may be difficult for gambling premises staff to identify vulnerable persons, (especially in the case of persons who may have a mental illness) in the first instance the council would expect staff members to try and maintain an awareness of how much (e.g. how long) customers are gambling. If it is perceived that any particular persons may be gambling excessively or are showing other obvious signs of being unwell then further investigation should follow to try and identify if the person may fall within the category of vulnerable.

12.6 The council will familiarise itself with operator licence conditions related to this objective which may include a requirement for operators to provide information to their customers on how to gamble responsibly and how to access information about problem gambling. The council will communicate any concerns to the Gambling Commission about any absence of this required information.

12.7 Applicants should consider the following proposed measures for protecting and supporting vulnerable persons, for example:

- leaflets offering assistance to problem gamblers should be available on gambling premises in a location that is both prominent and discreet, such as toilets
- training for staff members which focuses on building an employee’s ability to maintain a sense of awareness of how much (e.g. how long) customers are gambling, as part of measures to detect persons who may be vulnerable. (see 12.4.1)
- trained personnel for the purpose of identifying and providing support to vulnerable persons
- self exclusion schemes
- stickers or notices on gaming machines to identify the stakes/prizes
- operators should demonstrate their understanding of best practice issued by organisations that represent the interests of vulnerable people
- Fixed Odds Betting Terminals should clearly display the odds
- positioning of ATM machines
- stickers / posters with GamCare Helpline and website in prominent locations, i.e. on ATM machines
- windows, entrances and advertisements to be positioned or designed not to entice passers by.

12.8 The council may consider any of the above or similar measures as licence conditions should these not be adequately addressed by any mandatory conditions, default conditions or proposed by the applicant.



**13. Introduction to premises licensing**

- 13.1 The council will issue premises licences to allow those premises to be used for certain types of gambling. For example premises licences will be issued to amusement arcades, bingo halls, bookmakers and casinos.
- 13.2 Premises licences are subject to the permissions/restrictions set-out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which are detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach other conditions, where it is believed to be necessary and proportionate. (see 13.18)
- 13.3 Applicants should also be aware that the Gambling Commission has issued Codes of Practice for each interest area for which they must have regard. The council will also have regard to these Codes of Practice.

**Definition of "premises"**

- 13.4 Premises is defined in the Act as "any place". Different premises licences cannot apply in respect of a single premises at different times. However, it is possible for a single building to be subject to more than one premises licence, provided they are for different parts of the building and the different parts of the building can be reasonably regarded as being different premises. Whether different parts of a building can properly be regarded as being separate premises will always be a question of fact in the circumstances.
- 13.5 The council will take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular the council will assess entrances and exits from parts of a building covered by one or more licences to satisfy itself that they are separate and identifiable so that the separation of different premises is not compromised and that people do not 'drift' into a gambling area.
- 13.6 The council will pay particular attention to applications where access to the licensed premises is through other premises (which themselves may be licensed or unlicensed). Issues that the council will consider before granting such applications include whether children can gain access, compatibility of the two establishments; and the ability to comply with the requirements of the Act. In addition an overriding consideration will be whether, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.
- 13.7 An applicant cannot obtain a full premises licence until they have the right to occupy the premises to which the application relates.
- 13.8 Where an applicant does not have the right to occupy a premises, the premises is still to be constructed, or the applicant expects the premises to be altered and ultimately a premises licence will be required, the applicant should in the first instance consider making an application for a provisional statement (see section 20).

**Location**

- 13.9 The council is aware that demand issues (e.g. the likely demand or need for gambling facilities in an area) cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. The council will pay

particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder.

13.10 With regards to these objectives it is the council's policy, upon receipt of any relevant representations to look at specific location issues including:

- the possible impact a gambling premises may have on any premises that provide services to children or young people, i.e. a school, or vulnerable adult centres in the area
- the possible impact a gambling premises may have on residential areas where there may be a high concentration of families with children
- the size of the premises and the nature of the activities taking place
- any levels of organised crime in the area.

The council will need to be satisfied that there is sufficient evidence that the particular location of the premises would be harmful to the licensing objectives. Such evidence may be used to inform the decision the council makes about whether to grant the licence, to grant the licence with special conditions or to refuse the application.

13.11 This policy does not preclude any application being made and each application will be decided on its merits, with the onus being upon the applicant to show how the concerns can be overcome.

#### Duplication with other regulatory regimes

13.12 The council will seek to avoid any duplication with other statutory/regulatory systems where possible, including planning. The council will not consider whether a licence application is likely to be awarded planning permission or building regulations approval, in its consideration of it. It will though, listen to, and consider carefully, any concerns about proposed conditions which are not able to be met by the applicant due to planning restrictions, should such a situation arise.

#### Conditions

13.13 The council is aware that the Secretary of State has set mandatory conditions and default conditions which are necessary for the general good conduct of gambling premises, therefore it is unlikely that the council will need to impose individual conditions imposing a more restricted regime in relation to matters that have already been dealt with. If the council is minded to do so because there is regulatory concerns of an exceptional nature, then any additional licence conditions must relate to the licensing objectives.

13.14 Where there are specific risks or problems associated with a particular locality, or specific premises, or class of premises, the council will be able to attach individual conditions to address this.

13.15 Any conditions attached to a licence issued by the council will be proportionate and will be:

- relevant to the need to make the proposed building suitable as a gambling facility
- directly related to the premises and the type of licence applied for, and/or related to the area where the premises is based
- fairly and reasonably related to the scale, type and location of premises
- consistent with the licensing objectives, and
- reasonable in all other respects.

13.16 Decisions about individual conditions will be made on a case by case basis, although there will be a number of control measures the council will consider using, such as supervision of entrances, supervision of adult gaming machines, appropriate signage for

adult only areas etc. There are specific comments made in this regard under each of the licence types below. The council will also expect the applicant to offer his/her own suggestions as to the way in which the licensing objectives can be met effectively.

13.17 Where certain measures are not already addressed by the mandatory/default conditions or by the applicant, the council may consider licence conditions to cover issues such as:

- proof of age schemes
- CCTV
- supervision of entrances
- supervision of machine areas
- physical separation of areas
- location of entrance points
- notices / signage
- specific opening hours
- a requirement that children must be accompanied by an adult
- enhanced CRB checks of the applicant and/or staff
- support to persons with gambling addiction
- policies to address seasonal periods where children may more frequently attempt to gain access to premises and gamble such as half terms and summer holidays
- policies to address the problems associated with truant children who may attempt to gain access to premises and gamble
- any one or a combination of the measures as set out at paragraph 12.7 of this policy.

13.18 This list is not mandatory or exhaustive and is merely indicative of examples of certain measures which may satisfy the requirements of the licensing authority and the responsible authorities, depending on the nature and location of the premises and the gambling facilities to be provided.

13.19 There are conditions which the council cannot attach to premises licences which are:

- any condition on the premises licence which makes it impossible for the applicant to comply with an operating licence condition;
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated) and
- conditions in relation to stakes, fees, winnings or prizes.

#### Door supervision

13.20 The council will consider whether there is a need for door supervision in terms of the licensing objectives of protection of children and vulnerable persons from being harmed or exploited by gambling, and also in terms of preventing premises becoming a source of crime. It is noted though that the Gambling Act 2005 has amended the Private Security Industry Act 2001 and that door supervisors at casinos or bingo premises are not required to be licensed by the Security Industry Authority. Where door supervisors are provided at these premises the operator should ensure that any persons employed in this capacity are fit and proper to carry out such duties. Possible ways to achieve this could be to carry out a criminal records (CRB) check on potential staff and for such personnel to have attended industry recognised training.

## 14. Adult gaming centres

14.1 Adult gaming centres are a new category of premises introduced by the Act that are most closely related to what are commonly known as adult only amusement arcades seen in many city centres. Licensed family entertainment centres are those premises which usually provide a range of amusements such as computer games, penny pushers

and may have a separate section set a side for adult only gaming machines with higher stakes and prizes.

14.2 Under the Act a premises holding an adult gaming centre licence will be able to make certain numbers of category B, C and D gaming machines available and no one under 18 will be permitted to enter such premises.

14.3 The council will specifically have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling in these premises. The council will expect applicants to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the premises, or in the case of LFECs to the adult only gaming machine areas.

14.4 Where certain measures are not already addressed by the mandatory and default conditions and the Gambling Commission Codes of Practice or by the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

## **15. Licensed family entertainment centres**

15.1 Licensed family entertainment centres will be able to make available a certain number of category C and D machines where there is clear segregation in place so children do not access the areas where the category C machines are located (see Appendix 1).

15.2 Where category C or above machines are available in premises to which children are admitted then the council will ensure that:

- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance. For this purpose a rope, floor markings or similar provision will not suffice and the council may insist on a permanent barrier of at least 1 meter high
- only adults are admitted to the area where the machines (category C) are located
- access to the area where the machines are located is supervised at all times
- the area where the machines are located is arranged so that it can be observed by staff; and
- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

15.3 The council will refer to the Commission's website to familiarise itself with any conditions that apply to operating licences covering the way in which the area containing the category C machines should be delineated. The council will also make itself aware of the mandatory or default conditions and any Gambling Commission Codes of Practice on these premises licences.

## **16. Casinos**

16.1 Leeds has a number of casinos which were licensed under the Gaming Act 1968, which have been subsequently converted into Gambling Act 2005 Converted Casino Premises Licences.

16.2 The Gambling Act states that a casino is an arrangement whereby people are given the opportunity to participate in one or more casino games whereby casino games are defined as a game of chance which is not equal chance gaming. This means that casino games offer the chance for multiple participants to take part in a game competing against the house or bank at different odds to their fellow players.

[Licence considerations / conditions](#)

- 16.3 The Gambling Commission has issued further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of casino premises. This guidance will be considered when determining licence applications for converted casino licences.
- 16.4 Where certain measures are not already addressed by the mandatory/default conditions, Gambling Commission Codes of Practice or by the applicant, the council may consider licence conditions to cover certain issues, examples of which are provided at paragraph 13.15.

#### Betting machines

- 16.5 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a casino premises licence (where betting is permitted in the casino). When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines.

#### Large Casino

- 16.6 The Act introduces three new categories of larger casino; one regional casino, eight large casinos and eight small casinos. On 15<sup>th</sup> May 2008 the Categories of Casino Regulations 2008 and the Gambling (Geographical Distribution of Large and Small Casino Premises Licences) Order 2008 were approved. This specified which Licensing Authorities could issue premises licences for both large and small casinos. Leeds City Council was one of the Licensing Authorities that was authorised to issue a large Casino Premises Licence.
- 16.7 The Council is currently putting arrangements in place to hold the competition for the Large Casino Premises Licence. The statement of principles for the large casino process will be consulted upon during 2010 with a view to run the competition at some point after that.

### 17. Bingo premises

- 17.1 There is no official definition for bingo in the Gambling Act 2005 however from a licensing point of view there is a category of premises licence specifically for bingo premises which is used by traditional commercial bingo halls for both cash and prize bingo. In addition this premises licence will authorise the provision of a limited number of gaming machines in line with the provisions of the Act. (see Appendix 1)
- 17.2 The council is aware that it is important that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines. Where category C or above machines are available in premises to which children are admitted then the council will ensure that:
- all such machines are located in an area of the premises separate from the remainder of the premises by a physical barrier which is effective to prevent access other than through a designated entrance. For this purpose a rope, floor markings or similar provision will not suffice and the council may insist on a permanent barrier of at least one meter high
  - only adults are admitted to the area where the machines are located
  - access to the area where the machines are located is supervised at all times
  - the area where the machines are located is arranged so that it can be observed by staff

- at the entrance to, and inside any such area there are prominently displayed notices indicating that access to the area is prohibited to persons under 18
- children will not be admitted to bingo premises unless accompanied by an adult.

17.3 The Gambling Commission has issued further guidance about the particular issues that licensing authorities should take into account in relation to the suitability and layout of bingo premises. This guidance will be considered by the council once it is made available.

17.4 Where certain measures are not already addressed by the mandatory/default conditions, the Gambling Commission Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

## **18. Betting premises**

18.1 Betting premises are premises such as bookmakers where various types of gambling are authorised to take place. The Act contains a single class of licence for betting premises however within this single class there are different types of premises which require licensing such as high street bookmakers, bookmakers located in self contained facilities at race courses as well as the general betting premises licences that track operators will require.

### **Betting machines**

18.2 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence. When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions, and the ability of staff to monitor the use of the machines.

18.3 Where an applicant for a betting premises licence intends to offer higher stake category B gaming machines (categories B2-B4) including any Fixed Odds Betting Terminals (FOBTs), then applicants should consider the control measures related to the protection of vulnerable persons, highlighted at paragraph 12.7.

18.4 Where certain measures are not already addressed by the mandatory/default conditions, Gambling Commission Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

## **19. Tracks**

19.1 Tracks are sites (including racecourses and dog tracks) where races or other sporting events take place. Betting is a major gambling activity on tracks, both in the form of pool betting (often known as the "totaliser" or "tote"), and also general betting, often known as "fixed-odds" betting. Multiple betting outlets are usually located on tracks such as 'on-course' betting operators who come onto the track just on race days to provide betting for the races taking place on that track. There can also be 'off-course' betting operators who may operate self contained facilities at the tracks which offer customers the chance to bet on other events, not just those taking place on the track.

19.2 All tracks will require a primary 'general betting premises licence' that the track operator will hold. It should be noted that track operators do not require an operating licence from the Gambling Commission although they may apply for one. This is

because the various other gambling operators offering betting at the track will each hold an operating licence.

- 19.3 Tracks may also be subject to one or more premises licences, provided each licence relates to a specified area of the track. This may be preferable for any self-contained premises providing off-course betting facilities at the track. The council will however assess each individual case on its merits before deciding if this is necessary. Where possible the council will be happy for the track operator to decide if any particular off-course operators should apply for a separate premises licence.
- 19.4 If any off-course operators are permitted to provide betting facilities under the authorisation of the track operator's premises licence, then it will be the responsibility of the premises licence holder to ensure the proper conduct of such betting within the premises boundary.
- 19.5 Gambling Commission guidance also indicates that it would be possible for other types of gambling premises to be located at a track under the authorisation of separate premises licences, e.g. a casino premises licence or adult gaming centre premises licence. If you require further guidance on this provision please contact the Entertainment Licensing Section.
- 19.6 Children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, although they are still prevented from entering areas where gaming machines and betting machines (other than category D machines) are provided.
- 19.7 The council will consider the impact upon the protection of children licensing objective and the need to ensure that entrances to each type of betting premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

#### Betting machines

- 19.8 The council is aware that Section 181 of the Act contains an express power for licensing authorities to restrict the number of betting machines, their nature and the circumstances in which they are made available by attaching a licence condition to a betting premises licence. When considering whether to impose a condition to restrict the number of betting machines in particular premises, the council, amongst other things, will take into account the size of the premises, the number of counter positions available for person-to-person transactions and the location of the machines, in order to ensure they are in a properly segregated area where children are not permitted.
- 19.9 Condition on rules being displayed – The council will consider any Gambling Commission guidance about the application of conditions regarding rules being displayed. The council may require the track operator to ensure that the rules are prominently displayed in or near the betting areas, or that the rules are displayed in the race-card or made available in leaflet form from the track office.
- 19.10 Where certain measures are not already addressed by the mandatory/default conditions, the Gambling Commission's Code of Practice or the applicant, the council may consider licence conditions to address such issues, examples of which are provided at paragraph 13.15.

## **20. Travelling fairs**

- 20.1 Travelling fairs have traditionally been able to provide various types of low stake gambling without the need for a licence or permit provided that certain conditions are met and this provision continues in similar fashion under the new Act.

- 20.2 Travelling fairs have the right to provide an unlimited number of category D gaming machines and/or equal chance prize gaming (without the need for a permit) as long as the gambling amounts to no more than an ancillary amusement at the fair. (see Appendix 1)
- 20.3 The council will consider whether any fairs which take up the above entitlement fall within the statutory definition of a travelling fair.
- 20.4 The council is aware that the 27-day statutory maximum for the land being used as a fair is per calendar year and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. The council will work with its neighbouring authorities to ensure that land which crosses the council boundary is monitored so that the statutory limits are not exceeded.

## **21. Provisional statements**

- 21.1 A provisional statement application is a process which allows a developer to examine the likelihood of whether a building which he expects to be constructed, to be altered or to acquire a right to occupy would be granted a premises licence. A provisional statement is not a licence and merely gives the holder some form of guarantee that a premises licence would be granted so the developer can judge whether a development is worth taking forward in light of the need to obtain a premises licence. An applicant may also apply for a provisional statement for premises which already hold a premises licence (either for a different type of gambling or the same type).
- 21.2 In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from responsible authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant's circumstances. In addition, the council may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:
- a) which could not have been raised by objectors at the provisional licence stage; or
  - b) which in the authority's opinion reflect a change in the operator's circumstances.
- 21.3 When determining a provisional statement application the council will operate in accordance with the Act and will not have regard to any issues related to planning consent or building regulations, e.g. the likelihood that planning consent will be granted.



**22. Unlicensed family entertainment centre gaming machine permits (UFECs)**

22.1 The term 'unlicensed family entertainment centre' is one defined in the Act and refers to a premises which provides category D gaming machines along with various other amusements such as computer games and penny pushers. The premises is 'unlicensed' in that it does not require a premises licence but does require a permit to be able to provide category D machines. It should not be confused with a 'licensed family entertainment centre' which requires a premises licence because it contains both category C and D gaming machines.

22.2 The Gambling Act 2005 contains provision for local authorities to prepare a "Statement of Principles" that they propose to consider in determining the suitability of an applicant for a permit. Schedule 10, Para 7 of the Act states "In preparing this statement, and/or considering applications, it [the council] need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under Section 25.

22.3 In line with the above provision the council has prepared a 'Statement of Principles' in relation to unlicensed family entertainment centre gaming machines as follows:

**Statement of Principles**

22.4 The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.

22.5 The efficiency of such policies and procedures will each be considered on their merits, however, they may include:

- appropriate measures and training for staff as regards suspected truant children on the premises
- measures and training covering how staff would deal with unsupervised very young children being on the premises
- measures and training covering how staff would deal with children causing perceived problems on or around the premises.
- the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.

22.6 Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.

22.7 The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:

- A full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs
- That the applicant has no relevant conviction (those that are set out in Schedule 7 of the Act), and
- That staff are trained to have a full understanding of the maximum stakes and prizes.

22.8 In line with the Act, while the council cannot attach conditions to this type of permit, the council can refuse applications if they are not satisfied that the issues raised in the "Statement of Principles" have been addressed through the application.

22.9 Applicants only need to address the "Statement of Principles" when making their initial applications and not at renewal time.

### **23 Gaming machine permits in premises licensed for the sale of alcohol**

23.1 There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have two gaming machines, of categories C and/or D. The premises merely need to notify the council. The council can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- gaming has taken place on the premises that breaches a condition of Section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with)
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises.

23.2 If a premises wishes to have more than two machines, then it needs to apply for a permit and the council must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005, and "*such matters as they think relevant.*" The council considers that "such matters" will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from harm or being exploited by gambling. The council will also expect the applicant to satisfy the authority that there will be sufficient measures to ensure that children and young people under the age of 18 do not have access to the adult only gaming machines.

23.3 All alcohol licensed premises with gaming machines must have regard to the need to protect children and vulnerable persons from harm or being exploited by gambling and provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines.

23.4 Measures which may satisfy the council that persons under 18 years will be prevented from using the machines may include the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised. Notices and signage may also help. As regards the protection of vulnerable persons, applicants may wish to consider the provision of information leaflets and or helpline numbers for organisations such as GamCare.

23.5 The council can decide to grant the permit with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

23.6 The holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine(s).

23.7 It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would need to be dealt with under the relevant provisions of the Act.

## 24. Prize gaming permits

- 24.1 Section 288 defines gaming as prize gaming if the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming. The prizes will be determined by the operator before play commences. Prize gaming can often be seen at seaside resorts in amusement arcades where a form of bingo is offered and the prizes are displayed on the walls.
- 24.2 A prize gaming permit is a permit issued by the licensing authority to authorise the provision of facilities for gaming with prizes on specified premises.
- 24.3 The Gambling Act 2005 contains provision for local authorities to prepare a "Statement of Principles" that they propose to consider in determining the suitability of an applicant for a permit. Schedule 14, Para 8 of the Act states, "in preparing this statement, and/or considering applications, it [the council] need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Commission under Section 25.
- 24.4 In line with the above provision the council has prepared a Statement of Principles in relation to prize gaming permits as follows:

### Statement of Principles

- 24.5 The council will expect the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations.
- 24.6 The efficiency of such policies and procedures will each be considered on their merits, however, they may include:
- appropriate measures and training for staff as regards suspected truant children on the premises
  - measures and training covering how staff would deal with unsupervised very young children being on the premises
  - measures and training covering how staff would deal with children causing perceived problems on or around the premises.
  - the arrangements for supervision of premises either by staff or the use of CCTV. Any CCTV system installed should both the interior and the entrance working to the Home Office and ACPO standards as described PSDB leaflet 09/05 and to the satisfaction of West Yorkshire Police and the local authority. The system must record images clearly and these recordings be retained for a minimum of 31 days. If the equipment is inoperative the police and local authority must be informed as soon as possible and immediate steps taken to make the system operative. Notices must be displayed at the entrances advising that CCTV is in operation.
- 24.7 Due to the nature of these premises, which are attractive to children, applicants who employ staff to supervise the premises should consult with the Independent Safeguarding Authority to determine if their staff need to be CRB checked.
- 24.8 The council will also expect, as per the Gambling Commission Guidance, that applicants demonstrate:
- A full understanding of the maximum stakes and prizes of the gambling that is permissible
  - That the gaming offered is within the law.
- 24.9 In line with the Act, while the council cannot attach conditions to this type of permit, the council can refuse applications if they are not satisfied that the issues raised in the "Statement of Principles" have been addressed through the application.

- 24.10 Applicants only need to address the "Statement of Principles" when making their initial applications and not at renewal time.
- 24.11 There are conditions in the Gambling Act 2005 by which the permit holder must comply. The conditions in the Act are:
- the limits on participation fees, as set out in regulations, must be complied with;
  - all chances to participate in the gaming must be allocated on the premises on which the gaming is taking place and on one day; the game must be played and completed on the day the chances are allocated; and the result of the game must be made public in the premises on the day that it is played;
  - the prize for which the game is played must not exceed the amount set out in regulations (if a money prize), or the prescribed value (if non-monetary prize); and
  - participation in the gaming must not entitle the player to take part in any other gambling.

## **25. Club gaming and club machine permits**

- 25.1 Members clubs and miners' welfare institutes may apply for a 'club gaming permit' or a 'club machine permit'. The 'club gaming permit' will enable the premises to provide gaming machines (three machines of categories B4, C or D), equal chance gaming and games of chance as set-out in forthcoming regulations. A 'club machine permit' will enable the premises to provide gaming machines (three machines of categories B4, C or D). Commercial clubs may apply for a 'club machine permit' only.
- 25.2 To qualify for these special club permits a members club must have at least 25 members and be established and conducted "wholly or mainly" for purposes other than gaming, unless the gaming is permitted by separate regulations. It is anticipated that this will cover bridge and whist clubs, which will replicate the position under the Gaming Act 1968. A members' club must be permanent in nature, not established to make commercial profit, and controlled by its members equally. Examples include working men's clubs, branches of the Royal British Legion and clubs with political affiliations.
- 25.3 Clubs must have regard to the protection of children and vulnerable persons from harm or being exploited by gambling. They must provide sufficient measures to ensure that under 18 year olds do not use the adult only gaming machines. These measures may include:
- the machines being in close proximity to the bar, or in any other area where they are capable of being adequately supervised
  - notices and signage
  - the provision of information leaflets / helpline numbers for organisations such as GamCare.
- 25.4 Before granting the permit the council will need to satisfy itself that the premises meets the requirements of a members' club and that the majority of members are over 18.
- 25.5 The council may only refuse an application on the grounds that:
- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which they have applied;
  - (b) the applicant's premises are used wholly or mainly by children and/or young persons;
  - (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
  - (d) a permit held by the applicant has been cancelled in the previous ten years; or
  - (e) an objection has been lodged by the Commission or the police.

- 25.6 There is also a 'fast-track' procedure available for premises which hold a club premises certificate under the Licensing Act 2003. Under the fast-track procedure there is no opportunity for objections to be made by the Commission or the police, and the ground upon which the council can refuse a permit is reduced. The grounds on which an application under the process may be refused are:
- (a) that the club is established primarily for gaming,
  - (b) that in addition to the prescribed gaming, the applicant provides facilities for other gaming; or
  - (c) that a club gaming permit or club machine permit issued to the applicant in the last ten years has been cancelled.

## **26. Temporary use notices**

- 26.1 Temporary use notices allow the use of premises on not more than 21 days in any 12 month period for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be useful for a temporary use notice would include hotels, conference centres and sporting venues.
- 26.2 Temporary Use Notices allow the use of premises for any form of equal chance gambling where those participating in the gaming are taking part in a competition which is intended to produce a single, overall winner.
- 26.3 Only persons or companies holding a relevant operating licence can apply for a temporary use notice to authorise the particular class of gambling permitted by their operating licence. For example, the holder of a casino operating licence could apply for a temporary use notice to provide casino games at a hotel.
- 26.4 A temporary use notice must be lodged with the licensing authority not less than three months and one day before the day on which the gambling is due to take place. Detailed information about how to serve a temporary use notice will be available in a separate guidance note.
- 26.5 The Act makes a special reference, in the context of temporary use notices, to a "set of premises" to try and ensure that large premises which cannot reasonably be viewed as separate are not used for more temporary use notices than permitted under the Act. The council considers that the determination of what constitutes "a set of premises" will be a question of fact in the particular circumstances of each notice that is given. In considering whether a place falls within the definition of a "set of premises", the council will look at, amongst other things, the ownership/occupation and control of the premises. The council will be ready to object to notices where it appears that their effect would be to permit regular gambling in a place that could be described as one set of premises.

## **27. Occasional use notices (for tracks)**

- 27.1 There is a special provision in the Act which provides that where there is betting on a track on eight days or less in a calendar year, betting may be permitted by an occasional use notice without the need for a full premises licence. Track operators and occupiers need to be aware that the procedure for applying for an occasional use notice is different to that for a temporary use notice. The application may be made in writing, to the council by an existing operator who holds an Operating Licence issued by the Gambling Commission.
- 27.2 The council has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. The council will however consider the definition of a 'track' and whether the applicant is entitled to benefit from such notice.

## **28. Small society lottery registrations**

- 28.1 A lottery generally refers to schemes under which prizes are distributed by chance among entrants who have given some form of value for their chance to take part.
- 28.2 The Act creates two principal classes of lotteries: Licensed lotteries and exempt lotteries. Licensed lotteries are large society lotteries and lotteries run for the benefit of local authorities. These will be regulated by the Gambling Commission. Within the class of exempt lotteries there are four sub classes, one of which is small society lotteries.
- 28.3 A small society lottery is a lottery promoted on behalf of a non commercial society as defined in the Act which also meets specific financial requirements set out in the Act. These will be administered by the council for small societies who have a principal office in Leeds and want to run such lottery.
- 28.4 A lottery is small if the total value of tickets put on sale in a single lottery is £20,000 or less and the aggregate value of the tickets put on sale in a calendar year is £250,000 or less.
- 28.5 To be 'non-commercial' a society must be established and conducted:
- for charitable purposes,
  - for the purpose of enabling participation in, or supporting, sport, athletics or a cultural activity; or
  - for any other non-commercial purpose other than that of private gain.
- 28.6 The other types of exempt lotteries are 'incidental non-commercial lotteries', 'private lotteries' and 'customer lotteries'. If you require guidance on the different categories of lotteries please contact the council.
- 28.7 The National lottery is not licensed by the Gambling Act 2005 and continues to be regulated by the National Lottery Commission under the National Lottery Act 1993.

### 29. Enforcement principles

- 29.1 The council will work closely with the responsible authorities in accordance with a locally established joint enforcement protocol and will aim to promote the licensing objectives by targeting known high risk premises following government guidance around better regulation.
- 29.2 In carrying out its enforcement duties with regards to the inspection of premises; and the powers to institute criminal proceedings in respect of certain offences under the Act the council will endeavour to be:
- **proportionate**: regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
  - **accountable**: regulators must be able to justify decisions, and be subject to public scrutiny;
  - **consistent**: rules and standards must be joined up and implemented fairly;
  - **transparent**: regulators should be open, and keep regulations simple and user friendly; and
  - **targeted**: regulation should be focused on the problem, and minimise side effects.
- 29.3 The council will endeavour to avoid duplication with other regulatory regimes so far as possible.
- 29.4 The council will also adopt a risk-based inspection programme in line with government recommendations around better regulation and the principles of the Hampton Review.
- 29.5 The main enforcement and compliance role for the council in terms of the Gambling Act 2005 will be to ensure compliance with the premises licences and other permissions which it authorises. The Gambling Commission will be the enforcement body for the operator and personal licences. Concerns about the manufacture, supply or repair of gaming machines will not be dealt with by the council but will be notified to the Gambling Commission. In circumstances where the council believes a premises requires a premises licence for gambling activities and no such licence is in force, the council will alert the Gambling Commission.
- 29.6 The council will also keep itself informed of developments as regards the work of the Better Regulation Executive in its consideration of the regulatory functions of local authorities.
- 29.7 The council's enforcement/compliance protocols/written agreements will be available upon request.

### **30. Reviews**

30.1 A review is a process defined in the legislation which ultimately leads to a licence being reassessed by the Licensing Committee with the possibility that the licence may be revoked, suspended or that conditions may amended or new conditions added.

30.2 Requests for a review of a premises licence can be made by interested parties or responsible authorities, however, it is for the council to decide whether the review is to be carried-out. This will be on the basis of whether the request for the review is:

- i) in accordance with any relevant code of practice issued by the Gambling Commission
- ii) in accordance with any relevant guidance issued by the Gambling Commission
- iii) reasonably consistent with the licensing objectives and
- iv) in accordance with this authority's Gambling Act 2005 – Statement of Licensing Policy.

In addition the council may also reject the application on the grounds that the request is frivolous, vexatious, will certainly not cause this authority to wish to alter, revoke or suspend the licence, or is substantially the same as previous representations or requests for review.

30.3 The council can also initiate a review of a licence on the basis of any reason which it thinks is appropriate.



## Appendix 1 Gaming machines

This appendix describes the categories of gaming machine as set out in the Act (and in regulations) and the number of such machines that may be permitted in each type of gambling premises.

- Table 1 below sets out the current proposals for the different categories with the maximum stakes and prizes that will apply. This table will be updated as soon as the proposals are confirmed.
- Table 2 overleaf shows the maximum number of machines permitted and in the case of casinos the ratios between tables and machines.

| Category of machine                             | Maximum Stake | Maximum Prize        |
|---|---------------|----------------------|
| A   | Unlimited     | Unlimited            |
| B1  | £2            | £4,000               |
| <sup>1</sup> B2                                 | £100          | £500                 |
| B3  | £1            | £500                 |
| B4  | £1            | £250                 |
| C   | £1            | £70                  |
| D – money prize machine                         | 10p           | £5                   |
| D – non-money prize machine<br>(not crane grab) | 30p           | £8                   |
| D – crane grab machine                          | £1            | £50                  |
| D – coin pusher or penny fall machine           | 10p           | £15 (£8 money prize) |

**Table 1**

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**1** The category B2 is not actually a traditional slot machine. It refers to a type of gaming machine known as a fixed odds betting terminal (FOBTs). These are a new type of gaming machine which generally appear in licensed bookmakers. FOBTs have 'touch-screen' displays and look similar to quiz machines familiar in pubs and clubs. They normally offer a number of games, roulette being the most popular.

(Appendix 1 continued)

| Premises Type   | Machine category  |   |  |  |   |  |                                 |
|---|---|---|--|--|---|--|---------------------------------|
|   | A   | B1  | B2                                       | B3   | B4  | C  | D                               |
| Regional casino<br>(machine/table ratio of 25-1 up to maximum)  | Maximum of 1250 machines<br>Any combination of machines in categories A to D, within the total limit of 1250 (subject to table ratio) |   |  |  |   |  |                                 |
| Large casino<br>(machine/table ratio of 5-1 up to maximum)      |   | Maximum of 150 machines<br>Any combination of machines in categories B to D, within the total limit of 150 (subject to table ratio) |  |  |   |  |                                 |
| Small casino<br>(machine/table ratio of 2-1 up to maximum)      |   | Maximum of 80 machines<br>Any combination of machines in categories B to D, within the total limit of 80 (subject to table ratio)   |  |  |   |  |                                 |
| Pre-2005 Act Casinos (no machine/table ratio)                   |   | Maximum of 20 machines categories B to D or C or D machines instead   |  |  |   |  |                                 |
| Betting premises and tracks operated by pool betting            |   |   | Maximum of 4 machines categories B2 to D |  |   |  |                                 |
| Bingo Premises  |   |   |  | Maximum of 8 machines in category B3 of B4 |   | No limit C or D machines                                       |                                 |
| Adult gaming centre   |   |   |  | Maximum of 4 machines in category B3 of B4 |   | No limit C or D machines                                       |                                 |
| Family entertainment centre (with premises licence)             |   |   |  |  |   | No limit C or D machines                                       |                                 |
| Family entertainment centre (with Permit)                       |   |   |  |  |   |  | No limit on category D machines |
| Clubs or miners' welfare institutes with permits                |   |   |  |  | maximum of 3 machines in categories B4 to D |  |                                 |
| Qualifying alcohol licensed premises                            |   |   |  |  |   | 1 or 2 machines of category C or D automatic upon notification |                                 |
| Qualifying alcohol licensed premises with gaming machine permit |   |   |  |  |   | Number as specified on permit                                  |                                 |
| Travelling fair   |   |   |  |  |   |  | No limit on category D machines |
|   | <b>A</b>  | <b>B1</b>   | <b>B2</b>                                | <b>B3</b>                                  | <b>B4</b>                                   | <b>C</b>   | <b>D</b>                        |

Table 2

It should be noted that member's clubs and miner's welfare institutes are entitled to site a total of three machines in categories B3A to D but only one B3A machine can be sited as part of this entitlement. Commercial clubs are entitled to a total of three machines in categories B4 to D.

## Appendix 2 Glossary of terms

| Term                                    | Description   |
|---|---|
| ATM                                     | Auto teller machine or cash machine.  |
| Betting                                 | Betting is defined as making or accepting a bet on the outcome of a race, competition or other event or process or on the outcome of anything occurring or not occurring or on whether anything is or is not true. It is irrelevant if the event has already happened or not and likewise whether one person knows the outcome or not. (Spread betting is not included within this definition). |
| Betting Machines / Bet Receipt Terminal | Betting Machines can be described as automated betting terminals where people can place bets on sporting events removing the need to queue up and place a bet over the counter.   |
| Bingo                                   | There are essentially two types of bingo: Cash bingo, where the stakes paid make up the cash prizes that can be won and Prize bingo, where various forms of prizes can be won, not directly related to the stakes paid.   |
| Book                                    | Running a 'book' is the act of quoting odds and accepting bets on an event. Hence the term 'Bookmaker'.   |
| Casino games                            | A game of chance, which is not equal chance gaming. Casino games includes Roulette and black jack etc.  |
| Chip                                    | Casinos in the U.K require you to use chips to denote money. They are usually purchased and exchanged at a cashier's booth.   |
| Coin pusher or penny falls machine      | A machine of the kind which is neither a money prize machine nor a non-money prize machine  |
| Crane grab machine                      | A non-money prize machine in respect of which every prize which can be won consists of an individual physical object (such as a stuffed toy) won by a person's success in manipulating a device forming part of the machine so as to separate, and keep separate, one or more physical objects from a group of such objects.  |
| Default condition                       | To be prescribed in Regulations. Will be attached to all classes of premises licence, unless excluded by the council.   |
| Equal Chance Gaming                     | Gaming which does not involve playing or staking against a bank.  |
| Fixed odds betting                      | If a gambler is able to establish what the return on a bet will be when it is placed, (and the activity is not 'gaming' see below), then it is likely to be betting at fixed odds.  |
| Fixed Odds betting terminals (FOBTs)    | FOBTs are a type of gaming machine which generally appear in licensed bookmakers. FOBTs have 'touch-screen' displays and look similar to quiz machines familiar in pubs and clubs. They normally offer a number of games, roulette being the most popular.  |
| Gaming                                  | Gaming can be defined as 'the playing of a game of chance for winnings in money or monies worth, whether any person playing the game is at risk of losing any money or monies worth or not'.  |
| Gaming Machine                          | Any type of machine allowing any sort of gambling activity including betting on virtual events but not including home computers even though users can access online gaming websites.  |
| Licensing Objectives                    | The licensing objectives are three principal goals which form the basis of the Act. Stakeholders who have an interest in the Act need to try and promote these objectives: The licensing objectives are: <ul style="list-style-type: none"> <li>preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to</li> </ul>               |

| Term                        | Description   |
|-----------------------------|---|
|                             | <p>support crime</p> <ul style="list-style-type: none"> <li>• ensuring that gambling is conducted in a fair and open way</li> <li>• protecting children and other vulnerable persons from being harmed or exploited by gambling.</li> </ul>   |
| Lottery                     | <p>A lottery generally refers to schemes under which prizes are distributed by chance among entrants who have given some form of value for their chance to take part. A lottery is defined as either a simple lottery or a complex lottery. A simple lottery is one where persons are required to pay to participate and one or more prizes are allocated to one or more members of a class, and the prizes are allocated by a process which relies wholly on chance. A complex lottery is where persons are required to pay to participate and one or more members of a class, and the prizes are allocated by a series of processes where the first of those processes relies wholly on chance. Prize means money, articles or services provided by the members of the class among whom the prize is allocated. (It should be noted that the National Lottery is not included in this definition of lottery and is regulated by the National Lottery Commission).</p> |
| Mandatory condition         | <p>A condition which will be set by the Secretary of State (some set out in the Act and some to be prescribed by regulations) which will be automatically attached to a specific type of premises licence. The council will have no discretion to alter or remove these conditions.</p>   |
| Money prize machine         | <p>A machine in respect of which every prize which can be won as a result of using the machine is a money prize.</p>  |
| Non-money prize machine     | <p>A machine in respect of which every prize which can be won as a result of using the machine is a non-money prize. The winner of the prize is determined by:</p> <p>(i) the position in which the coin or token comes to rest after it has been inserted into the machine, together with the position of other coins or tokens which have previously been inserted into the machine to pay a charge for use, or</p> <p>(ii) if the insertion of a single coin to pay the charge for use enables the person using the machine to release one or more tokens within the machine, the position in which such tokens come to rest after being released, together with the position of other tokens which have previously been so released.</p>  |
| Odds                        | <p>The ratio to which a bet will be paid if the bet wins. e.g. 3-1 means for every £1 bet, a person would receive £3 of winnings.</p>   |
| Off-course betting operator | <p>Off-course betting operators may, in addition to premises away from the track, operate self contained betting premises within a track premises. Such self contained premises will provide facilities for betting on both events taking place at the track (on-course betting), as well as other sporting events taking place away from the track. (off-course betting). In essence such premises operate like a traditional high street bookmakers. They will however only normally operate on race days.</p>  |
| On-course betting operator  | <p>The on-course betting operator is one who comes onto on a track, temporarily, while races are taking place, and operates at the track side. On-course betting operators tend to offer betting only on the events taking place on the track that day (on-course betting).</p>   |
| Pool Betting                | <p>For the purposes of the Gambling Act, pool betting is made on terms that all or part of the winnings: 1) Shall be determined by</p>  |

| Term                                      | Description  |
|---|--|
|   | reference to the aggregate of the stakes paid or agreed to be paid by the persons betting 2) Shall be divided among the winners or 3) Shall or may be something other than money. For the purposes of the Gambling Act, pool betting is horse-race pool betting if it relates to horse-racing in Britain.  |
| Regulations or Statutory instruments      | Regulations are a form of law, often referred to as delegated or secondary legislation. They have the same binding legal effect as Acts and usually state rules that apply generally, rather than to specific persons or things. However, regulations are not made by Parliament. Rather, they are made by persons or bodies to whom Parliament has delegated the authority to make them, such as a minister or an administrative agency.  |
| Representations                           | In the context of the Gambling Act representations are either positive statements of support or negative objections which are made in relation to a licensing application. Representations must be made in time, e.g. during a designated notice period.   |
| Responsible authority (authorities)       | Responsible authorities (RAs) are agencies which have been appointed by the Gambling Act or regulations to fulfil a designated role during the licensing process. RAs must be sent copies of all licensing applications and have the power to make representations about such applications. RAs also have the power to ask for licences to be reviewed. For Leeds the RAs include West Yorkshire Police, The local Safeguarding Children Board, Leeds City Council's Development Department as well as several others. |
| Skill machine / Skill with prizes machine | The Act does not cover machines that give prizes as a result of the application of pure skill by players. A skill with prizes machine is one on which the winning of a prize is determined only by the player's skill – any element of chance imparted by the action of the machine would cause it to be a gaming machine. An example of a skill game would be trivia game machines, popular in pubs and clubs, which require the player to answer general knowledge questions to win cash prizes.                     |
| Spread betting                            | A form of investing which is more akin to betting, and can be applied either to sporting events or to the financial markets. Spread betting is regulated by the Financial Services Authority.  |
| Stake                                     | The amount pledged when taking part in gambling activity as either a bet, or deposit to the bank or house where the house could be a gaming machine.   |
| Statement of principles document          | A document prepared by the council which outlines the areas that applicants need to consider before applying for gaming permits.   |
| Table gaming                              | Card games played in casinos.  |
| Tote                                      | "Tote" is short for Totaliser, a system introduced to Britain in 1929 to offer pool betting on racecourses.  |
| Track                                     | Tracks are sites (including horse tracks and dog tracks) where races or other sporting events take place. Examples of tracks within the Leeds district would be Elland Road Football ground and Headingley Stadium.  |

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**Report of the:** Assistant Chief Executive (Planning, Policy and Improvement)

**To:** Executive Board

**Date:** 17th June 2009

**Subject:** Development of a Corporate Interactive Voice Response (IVR) solution

**Electoral wards affected:**

All

**Specific implications for:**

Equality and Diversity

Community Cohesion

Narrowing the gap

Eligible for Call In

Not eligible for Call In  X  
(Details contained in the report)

## Executive Summary

Members of Executive Board at their meeting on 14 January 2009 agreed proposals for Phase 2 of the Customer Services Transformation Programme, including the development of a corporate Interactive Voice Response (IVR) solution. Upon progressing the development of IVR, a delegated decision was required to allocate the necessary capital expenditure to support the purchase and development of the required ICT hardware and software. This delegated decision was called in by Scrutiny Board (Central and Corporate Functions) and was considered by that Board on 29th April 2009. As a result, the decision was referred back to the Assistant Chief Executive (Planning, Policy and Improvement) with four specific recommendations. In view of the fact that Members of Executive Board agreed the initial proposal for the development of an IVR solution, it was considered appropriate by the decision maker that the matter be referred back to Members of Executive Board for consideration. In reporting back to Members of Executive Board, the helpful feedback received from Members of Scrutiny Board has been considered and each issue is addressed within this report.

In response to demands from customers, one of our key objectives is to create IVR applications that are intelligent, intuitive and customer friendly. This will help ensure that, not only is customer usage maximised, but the benefits that this facility can bring are also realised.

In reconsidering this matter, Members of Executive Board are recommended to agree to the development of a corporate IVR solution in order to increase choice for our customers in terms of how and when they can access our services.

## **1.0 Purpose of this Report**

- 1.1. Members of Executive Board at their meeting on 14 January 2009 agreed proposals for Phase 2 of the Customer Services Transformation Programme, including the development of a corporate Interactive Voice Response (IVR) solution.
- 1.2. Upon progressing the development of IVR, a delegated decision was required to allocate the necessary capital expenditure to support the purchase and development of the required ICT hardware and software.
- 1.3. This delegated decision was called in by Scrutiny Board (Central and Corporate Functions) and was considered by that Board on 29th April 2009.
- 1.4. As a result, the decision was referred back to the Assistant Chief Executive (Planning, Policy and Improvement) with four specific recommendations. Whilst Members were not against the principle of IVR, they identified a number of issues which they felt required consideration before the decision was reconsidered. These issues were:
  - i) The levels of consultation and whether these have been sufficient to date;
  - ii) Whether the initial areas/themes to be piloted under the IVR scheme are the appropriate ones;
  - iii) Whether there is sufficient knowledge of the systems usage elsewhere in the country and particularly other local authorities, and;
  - iv) Whether equality impact assessments have been undertaken and considered as part of the project initiation.
- 1.5. In view of the fact that Members of Executive Board agreed the initial proposal for the development of an IVR solution, it was considered appropriate by the decision maker that the matter be referred back to Members of Executive Board for consideration.
- 1.6. In reporting back to Members of Executive Board, the helpful feedback received from Members of Scrutiny Board has been considered and each issue is addressed within this report.
- 1.7. In reconsidering this matter, Members of Executive Board are recommended to agree to the development of a corporate IVR solution in order to increase choice for our customers in terms of how and when they can access our services.

## **2.0 Not Eligible for Call-In**

- 2.1. As this report is responding to a previous call-in, this report and decision is not eligible for further call-in in accordance with the Council's Constitution.

## **3.0 Background Information**

- 3.1. The Customer Services Transformation Programme was established in 2005 to radically transform the way Leeds City Council interacts with customers who contact us. The first priority of the programme was to establish a Corporate Contact Centre, which was opened in March 2006.



- 3.2. The Contact Centre aims to be a centre of excellence in the provision of customer services, providing a high quality environment for staff to work in, hitting and maintaining high levels of performance, and employing a range of leading edge technologies to enhance the customer experience, where it is appropriate to do so.
- 3.3. Since opening in March 2007, the Corporate Contact Centre has steadily expanded so that now over 85% of principal council services are handled from there, with well over 90% of telephone calls being answered first time, a significant improvement on pre-2006 performance. Customer satisfaction levels are high, with a wide choice of access channels now available, including phone, e mail, web and SMS texting.
- 3.4. With a key objective being to provide good quality accessible services at all times, innovative customer solutions continue to be developed to support the ever developing portfolio of activity in the Contact Centre and to meet the growing demand for services outside of the traditional 8:30am to 5:00pm working day.
- 3.5. In seeking to address customer expectations in terms of service availability and the use of new technology, new developments have been introduced to provide new channels for customers to contact us, including self service on the web and over the telephone. For example, at the beginning of 2008 for the first time SMS texting enabled Choice Based Lettings customers to bid for properties on the phone if they chose to do so, supplementing the traditional channels of providing bids over the phone, on the internet or face-to-face at One Stop Centres.
- 3.6. At the beginning of this year, technology was introduced to enable Choice Based Lettings to be processed electronically and automatically, without the need for manual input of data. As a consequence, the risk associated with human error is now substantially avoided.
- 3.7. To further enhance this development, and to expand the choice of channels available to our customers, we have recognised that IVR is the next logical progression to enable customers to simply and straightforwardly lodge their bid if they wish to do so. Naturally, all the traditional channels to make bids will continue to be available for customers to use should they choose – this proposal is not about limiting any options, it's more about providing increased choice and availability of services for our customers. It makes sense from a customer perspective - more choice in terms of when and how customers access our services – as well as a financial perspective as electronic channels are significantly more cost effective for the Council enabling scarce resources to be redirected to other priorities.
- 3.8. IVR has had some bad press over recent years and has developed a poor reputation where it has been used inappropriately to direct customers to queues through multi-layers of questions. IVR has received a particularly poor reputation where there has been no alternative communication channel for those customers who prefer not to use IVR. In these situations it often leads to customer frustration, anger and complaint, because it does not help them carry out their business efficiently and effectively.
- 3.9. However, IVR is widely accepted and used by many customers to carry out straightforward transactions on the telephone, where they can reach the required outcome easily, quickly and confidently, and, importantly for the customer, at a time to suit them. By way of example, this might include booking a service, making a payment, extending a hire period, bidding in an auction etc. So, this transactional channel is now used widely and extremely successfully in many organisations in

both the private and public sector, and many customers use it extensively, confidently and through choice.

#### **4.0 What is Interactive Voice Response (IVR)?**

- 4.1. IVR refers to an automated telephone system which takes an input from a customer and providing a response without the need for the customer to speak to a Customer Services Officer. A typical IVR solution has a series of short, simple menus of pre-recorded options that the caller can choose from. Commonly, the choices are as basic as asking the customer to choose a number relating to an option which the customer will enter into their telephone keypad.
- 4.2. Increasingly, with more sophisticated IVR solutions, the customer may also be required to speak their choice from options provided or provide a little more detailed information such as their name or account number. The customer can then be provided with information depending upon the choices they input (voice or keypad) and perform a self-service transaction e.g. make a payment for a service, renew a library book or enquire about a balance.
- 4.3. From a customer perspective, a successful IVR solution should be user-friendly and seamlessly guide the customer through the full end-to-end transactional process. In the event of the customer having difficulty, an exit route to a Customer Services Officer should always be available.
- 4.4. A well-designed IVR solution will offer our customers an efficient, additional access channel to key Council Services at a time to suit them, as it can be made available 24 hours a day, 7 days a week. Such an access channel will complement those already offered and provide the customer with the breadth of choice they would expect of the Council. It is about providing the customer with more choice in how they access services at a time convenient to them. If a customer stills wants to do business via a telephone call with a Customer Services Officer or face-to-face in one of our one-stop centres, they will still be able to do so.

#### **5.0 Current Position**

- 5.1. Members of Executive Board at their meeting on 14 January 2009 agreed proposals for Phase 2 of the Customer Services Transformation Programme, including the development of a corporate Interactive Voice Response (IVR) solution.
- 5.2. A business case was prepared and approved by officers in February 2009 which proposed the procurement of an IVR platform, as well as outlining a period of development that would, initially, result in two IVR applications being created. Specifically, the business case recommended:
  - i) The purchasing and installation of an IVR platform from a company called Sabio, experienced in IVR development and deployment;
  - ii) The creation and deployment of an IVR solution to handle Choice Based Lettings bids, created and developed by Sabio, and;
  - iii) The appointment of an in-house IVR developer responsible for the maintenance and further development (starting with an application to handle requests for a bulky collection) of the IVR technology.
- 5.3. Upon progressing the development of IVR, a delegated decision was required to allocate the necessary capital expenditure to support the purchase and development

of the required ICT hardware and software. This delegated decision was called-in by Scrutiny Board (Central and Corporate Functions) and was considered by that Board on 29th April 2009.

5.4. As a result, the decision was referred back to the Assistant Chief Executive (Planning, Policy and Improvement) with four specific recommendations. Whilst Members were not against the principle of IVR, they identified a number of issues which they felt required consideration before the decision was reconsidered. These issues were:

- i) The levels of consultation and whether these have been sufficient to date;
- ii) Whether the initial areas/themes to be piloted under the IVR scheme are the appropriate ones;
- iii) Whether there is sufficient knowledge of the systems usage elsewhere in the country and particularly other local authorities, and;
- iv) Whether equality impact assessments have been undertaken and considered as part of the project initiation.

## **6.0 Response to Scrutiny Board Recommendations**

6.1. Due consideration has been given to the four Scrutiny Board recommendations and by way of response, each recommendation is explored in further detail below:

### **6.2. The levels of consultation and whether these have been sufficient to date?**

6.2.1 Customer Services conducted an 'Extended Hours Pilot' during 2008. The purpose of this pilot was to determine our customers preferred times for conducting their business with the Council. The pilot found that, whilst the Corporate Contact Centre's traditional opening times were still popular, there was a significant proportion of customers who would prefer to contact the Council outside of those times, particularly in the evening and on weekends. Whilst work is progressing to extend the normal opening hours of the corporate contact centre to cover the early evening and, potentially, some weekend cover, it is not considered a good use of Council resources to provide cover 24 hours a day, 7 days a week. However, some customers would still like to access certain services outside of the normal operating hours, even when these have been extended.

6.2.2 The introduction of IVR would offer a financially viable method for providing our customers with an access channel to certain Council services at a time to suit them (available 24 hours a day, 7 days a week), thereby meeting our customers expectations.

6.2.3 In addition, consultation has taken place with the ALMO's in respect of the proposed IVR application for handling choice based lettings. It is already possible to make a bid either at a One Stop Centre, over the telephone, via the internet or by text message. The ALMO's have expressed an enthusiasm for this project as it provides increased forms of access to their services, thereby increasing customers' choice and making the placing of a bid as simple and quick as possible.

6.2.4 A presentation on the possible introduction and utilisation of IVR has also been delivered to the Leeds Tenants Federation (LTF) Board. The LTF is a tenant-run organisation, created in 2004, that represents the views of Council Tenants and Private Tenants across the city. They aim to get involved in the decision making of

policy and strategies that affect homes and neighbourhoods. They have over 1000 members, represented on the Board by 18 resident directors.

6.2.5 The presentation focused on the intended use of IVR, particularly around its use for handling choice based lettings bids and requests for bulky collections. It also included a sound clip of a mock IVR application. The Board were particularly familiar with the choice based lettings process and were, therefore, a key consultee on the proposal to implement IVR for choice based lettings.

6.2.6 The presentation was extremely well received and the following observations were made:

- i) 89% expressed a desire to be able to lodge choice based lettings bids outside of normal office hours;
- ii) 89% thought it would useful to have an IVR channel for choice based lettings bids, and;
- iii) 100% said that they would be happy to use such a service.

6.2.7 There was clearly an appetite for a self-service IVR application. The Board also offered to assist in publicising the new service in their newsletter in the lead up to its introduction. Appendix 1 provides more detailed feedback from the Leeds Tenants Federation.

6.2.8 A similar consultation is also planned with the Customer Services Focus Group. This group is made up of members of the public who have used a One Stop Centre and wish to be involved in making recommendations for service improvement. This consultation is expected to take place towards the end of June.

6.3. **Whether the initial areas/themes to be piloted under the IVR scheme are the appropriate ones?**

6.3.1 A number of IVR applications are already in place within Leeds City Council. These systems provide customers with the opportunity to perform a transaction without having to speak to a customer services officer. By way of example, customers can make a payment to the Council (in respect of Council Tax, rent, parking fine, etc.) via an IVR system. The making of a payment is a simple, high volume, transaction that readily lends itself to an IVR application. In 2007/08, over 148,000 payments, with a value of almost £14m, were made via IVR, thus proving it to be a well used facility.

6.3.2 Whilst IVR can take a payment, it cannot respond to any query the customer may have around the validity of, or the reason for, the payment request. In such instances, the customer is able to access a Customer Services Officer in normal working hours to answer their query. Given the volume of payment transactions handled by the payments IVR system, this arrangement appears to be successful and there is a clear demand for a transaction-only IVR application.

6.3.3 A benefits analysis review in 2008 identified that the lodging of choice based lettings bids was ideally suited to IVR due to the relative simplistic nature of the transaction and the high volume of calls received. Further research showed that requests for bulky collections would also be suitable for the same reasons. The same principle used for the payments IVR application would be applied in the development of these IVR applications, i.e. where the customer wishes to discuss an issue around either the CBL or bulky collections process/policy, they will, during office hours, have the option to speak to a customer services officer. However, where the customer is

simply looking to place a bid, or book a bulky collection (i.e. perform the transactional element), IVR can provide the platform for this to happen.

6.3.4 Recent analysis shows that the vast majority of all calls received (80%+) in relation to choice based lettings and bulky collections are made with the sole of intention of placing a bid or booking a collection, with no further questions or enquiries. These are also the most voluminous types of enquiries identified as being suitable for an IVR application. Their selection for this project allows us to improve access to these key council services.

6.4. ***Whether there is sufficient knowledge of the systems usage elsewhere in the country and particularly other authorities?***

6.4.1 A range of Councils and other public sector bodies use IVR to enhance their customer service offering. Examples include:

6.4.2 Councils using IVR for choice based lettings:

- i) City of London
- ii) Leicester City Council
- iii) Birmingham City Council
- iv) Royal Kingston

6.4.3 Other examples of IVR Applications in the public sector:

- i) HMRC - tax credits entitlement
- ii) City of Westminster – pay by phone parking services
- iii) Transport for London – payment of congestion charge
- iv) Environment Agency – flood warnings
- v) NHS Lothian – clinical results service
- vi) Guy and St Thomas’ – NHS Foundation Trust – speech attendant
- vii) NHS Business Services Authority – Health Card renewals and reissue
- viii) Driving Standards Agency – Driving Test reschedule
- ix) Her Majesty’s Courts Service - Automated fine collection service

6.4.4 One of the reasons for selecting Sabio to develop the first corporate IVR application is due to their standing in developing ICT solutions for contact centres. They have significant experience of developing IVR solutions, particularly in the public sector and their experience will be critical in ensuring that the most effective IVR solution is introduced in Leeds.

6.5. ***Whether equality impact assessments have been undertaken and considered as part of the project initiation?***

6.5.1 A draft copy of the equality impact assessment can be found at Appendix 2. This will be finalised upon completion of public consultation.

6.5.2 It is worth emphasising that IVR offers a new access channel to services and, therefore, widens customer choice on how to contact the Council rather than narrowing it. Therefore, the development of IVR has a positive impact on equality.

6.5.3 The planned IVR applications will be intelligent, intuitive and as user-friendly as possible, hence the decision to utilise Sabio's skills in this area. However, it is inevitable that some customers will still not use this facility. In these instances, alternative access channels already exist to ensure that IVR does not unnecessarily prevent customers from accessing City Council services. Primarily, during office

hours, there will be the option for the customer to opt out of the IVR process and speak to a Customer Services Officer instead. In addition, alternative access routes such as one-stop centres, internet, SMS, etc. continue to be available.

## **7.0 Conclusions**

- 7.1. The views and recommendations of members of Scrutiny Board were welcomed and have been duly considered in preparing this report for consideration by Members of Executive Board.
- 7.2. One of the key objectives is to create IVR applications that are intelligent, intuitive and customer friendly. This will help ensure that, not only is customer usage maximised, but the benefits that this facility can bring are also realised.
- 7.3. The IVR systems being proposed will offer:
- i) telephone access to key city council services at a time to suit the customer – 24 hours a day, 7 days a week;
  - ii) reduced, and in most cases, zero call waiting time, and;
  - iii) a quicker and more efficient call handling process.
- 7.4. In addition to the benefits for the customer, the introduction of IVR will also allow the corporate contact centre to:
- i) increase its call handling capacity without a comparable increase in staffing numbers, thereby providing better value for money;
  - ii) redirect resources to those customers with more complex enquiries;
  - iii) increase the volume of total transactions delivered through customer self-service, and;
  - iv) increase the number of calls answered as a proportion of those offered.
- 7.4.2 It must be stressed that IVR will not preclude customers from speaking to a customer services officer – that option will always be available during normal opening hours. Instead, IVR will open up another route to council services to complement those already in place.

## **8.0 Resource Implications**

- 8.1. There is a capital expenditure requirement for this development amounting to £262k to cover the purchase and development of an IVR solution as well funding our own internal ICT costs. This expenditure can be broken down into the following areas:
- i) Equipment £72,833
  - ii) ICT Development Staff £40,000
  - iii) Departmental Staff £50,286
  - iv) Hardware/Software £71,150
  - v) Other £27,596
- 8.2. The project will deliver an Integrated Voice Response infrastructure within the Corporate Contact Centre that is adaptable and able to provide various levels of automated telephony to services across the Council.

- 8.3. The initial proposal for the development of an IVR solution for choice based lettings and bulky collections is based upon a business case which estimates a net efficiency of £197,448 after five years and taking account of all costs, thus paying for itself and delivering a cashable efficiency to redirect to other Council priorities. This efficiency has been built into budget projections for this year and amounts to an expected saving of £120,000 in 2009/10.

## **9.0 Recommendations**

9.1. Members of Executive Board are asked to:

- i) approve the development of a corporate IVR solution for the Corporate Contact Centre, and.
- ii) authorise the allocation and expenditure of £262k from the ICT capital development pot to support the development of a corporate IVR solution.

### **Background Documents:**

- Report to Members of Executive Board on Phase 2 of the Customer Services Transformation Programme dated 14 January 2009
- Corporate IVR Business Case
- Report of the Scrutiny Board (Central and Corporate Functions) on the call-in of the delegated decision dated 29 April 2009

**Feedback from the Leeds Tenants Federation (LTF) Board on the Introduction of IVR solution for choice based lettings:**

The presentation was extremely well received and the following observations were made:

- i) 89% expressed a desire to be able to lodge choice based lettings bids outside of office hours;
- ii) 89% thought it would useful to have an IVR channel for choice based lettings bids, and;
- iii) 100% said that they would be happy to use such a service.

Other comments made during the session were:

“Really useful addition”

“Will be great”

“Will be good”

“Sound very, very good”

“Tried to get through but couldn’t” (current service)

“Good for people who can’t do 9-5”

“I like it”

(The clip was) “very, very clear, what people want”

(it’s) “just an extra service”

“Very useful addition”

“I would endorse it”

“I think that this is another option for people to use 24/7”



# Equality, Diversity and Community Cohesion Impact assessment form

## October 2007

Impact assessment of: Interactive Voice Response – Choice Based Lettings and Bulky Collections

Responsible service/ directorate: Planning, Policy and Improvement

Date of assessment: 17th April 2009

|  |
|--|
| <b>Summary of service/ policy that was assessed:</b>   |
| The Corporate Contact Centre are looking to introduce an Interactive Voice Response facility. This will allow customers to conduct a range of transactions over the telephone via a short series of menus and without the need to speak to a customer services officer. Customer input will be made via either pressing keys or by speaking a word or short phrases. |
| The first IVR applications to be developed will be for Choice Based Lettings bid and requests for bulky collections. This impact assessment focuses on these IVR applications.   |

| <b>Summary of Actions arising from Assessment</b><br>(include all actions arising from sections 2,5,6,7,8 and 9 and ensure that these are included in your service or business plans) |                       |  |
|---|-----------------------|--|
| <b>Actions</b>  | <b>Responsibility</b> | <b>Timescale</b>   |
| Deliver publicity campaign  | IVR Project Manager   | To tie in with 'go-live' date                                    |
| Ensure that the IVR infrastructure is properly supported.   | IVR Project Manager   | Support arrangements to be in place prior to 'go-live'.          |
| The IVR processes need to be short, simple to follow and in Plain English.  | IVR Project Manager   | October '09 for CBL application.<br>April '10 for BC application |
| Voice recognition needs to be comprehensive in order to handle a variety of local accents and dialects.   | IVR Project Manager   | October '09 for CBL application.<br>April '10 for BC application |

Contact person for the assessment: Anthony Derbyshire

### Members of the assessment team:

| <b>Name</b>        | <b>Organisation</b>   | <b>Role on assessment team<br/>e.g. service user, manager of service</b> |
|--------------------|---|--|
| Anthony Derbyshire | Business Transformation,<br>Planning, Policy and<br>Improvement | Project Manager  |
| Paddy Clarke       | Customer Services   | Chief Officer for Contact Centre   |

|  |  |  |
|--|--|--|
|  |  |  |
|--|--|--|

## **1. Aims of the service or policy**

Interactive Voice Response (IVR) is a system that can provide customers with a 'self-service' route via the telephone to a variety of Council services. It is a transactional system that allows the customer to book a service without needing to speak to a customer services officer. As IVR is fully-automated, it can be made available to the customer 'around the clock', thereby allowing them to access services at a time to suit them. A number of IVR applications already exist around various departments in the Council and it is the intention to consolidate these onto the new IVR platform as and when their contracts are up for renewal, as well as developing new IVR solutions to key high volume/low complexity telephone calls.

It is not the intention to use IVR to over-complicate the call-handling process by introducing multi-layers of options, nor to try and automate a call enquiry type that would be better resolved by a customer services officer. To the contrary, its purpose will be to;

- increase access to Council services – IVR will enable customers to conduct a transaction with the Council outside of normal opening hours.
- handle high volume / low complexity enquiries without the need for customers to be held in a queue
- increase the call-handling capacity of the call centre
- release customer services officers to focus on calls from customers with more complicated enquiries.

Two specific service requests have initially been identified that lend themselves to an IVR application, these being Choice Based Lettings (CBL) bids and requests for bulky collections (BC). It is the intention to create an IVR application for each of these enquiry types which will enable the customer to bid for properties and request a BC without needing to speak to a customer services officer. By fully automating these processes, it will be possible to offer access to these services outside of normal office hours.

This impact assessment focuses on these applications and considers the impact that this new enquiry channel will have.

## **2. Fact finding**

The IVR Business Case demonstrates how the Corporate Contact Centre could benefit from the introduction of IVR technology. This is underpinned by a drive from Central Government to increase the use of electronic channels as a means of communicating with customers/citizens, increase efficiency and optimisation of resource and achieve 3% cashable savings year on year.

The 'Extended Hours Pilot', conducted during 2008, saw the Corporate Contact Centre consult with customers specifically about their preferred times for conducting their business with LCC. Although the traditional opening times are still popular, there is a significant proportion of customers who would prefer to contact us outside of those traditional times, particularly in the evening and weekends. IVR offers LCC the opportunity to offer a variety of services at these times.



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**3. Involvement**

Have you involved appropriate community groups in the assessment? Please list here who was involved.

If community groups were not involved in the assessment please explain your decision here.

As mentioned in Part 2, consultation during the 'Extended Hours Pilot' demonstrated a customer desire for access to Council services to be available on evenings and weekends.

Positive consultation has also taken place with the ALMO's in respect of a possible IVR application for handling CBL bids. It is already possible to make a bid either at a One Stop Centre, over the telephone, via the internet or by text message. Leeds Homes have expressed an enthusiasm for this project as it provides another access channel to their service, thereby increasing the customer's options and making the placing of a bid as simple and quick as possible.

**4. Adverse affects**

Summarise here any adverse affects identified from your fact finding and assessment team meetings.

| Barrier | Adverse affect | Who does this impact on | Why |
|---------|----------------|-------------------------|-----|
|         |                |                         |     |
|         |                |                         |     |

### 5. Barriers and actions needed

For each barrier, give some details of the current position in relation to the service/ policy and identify the actions needed, who is responsible for taking the actions forward, when by, any resource implications and who needs to be involved in implementation of the actions.

If a barrier is not applicable to the service/policy, please explain why in the current position box.

| <b>A. Built Environment</b>  |                       |                  |                  |  |
|--|-----------------------|------------------|------------------|--|
| <b>Current Position:</b> For example number of buildings open to the public or maintained by the service |                       |                  |                  |  |
| Not applicable – this service is being delivered via the telephone.                                      |                       |                  |                  |  |
| <b>Action needed</b>   | <b>Responsibility</b> | <b>Timescale</b> | <b>Resources</b> | <b>Who should be involved in the implementation?</b> |
| None   |                       |                  |                  |  |
|  |                       |                  |                  |  |
|  |                       |                  |                  |  |
|  |                       |                  |                  |  |

**B. Location**

**Current Position:** For example where is the service delivered from, is it office based or in a community setting.

This service will be delivered from the Corporate Contact Centre at Westgate. The service will be accessed via existing telephone numbers, with a simple auto-attendant functionality routing the call to the IVR application.

| Action needed | Responsibility | Timescale | Resources | Who should be involved in the implementation? |
|---------------|----------------|-----------|-----------|---|
| None          |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |

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### C. Information and communication

**Current Position:** For example what information is provided about the service/ policy and who is this aimed at?

The Contact Centre already handles CBL bids and requests for BC's. Publicity will be undertaken advising customers that they can now access these services outside of normal opening hours. Publicity will be channelled through the internet and existing Council publications. The publicity will be geared at promoting the increased access to these services and the convenience this may bring to our customers. Their actual access route to these services remains unchanged, i.e. it is still the same telephone number and the call will still be handled by the Contact Centre.

| <b>Action needed</b>        | <b>Responsibility</b> | <b>Timescale</b>  | <b>Resources</b>  | <b>Who should be involved in the implementation?</b>  |
|-----------------------------|-----------------------|---|---|---|
| Deliver publicity campaign. | IVR Project Manager   | The timing of the publicity will tie in with the 'go-live' date for each IVR application. | Business Transformation Team / Customer Services Development Team | <ul style="list-style-type: none"><li>• Project Manager</li><li>• Senior Supplier (i.e. a Contact Centre manager)</li><li>• Senior User (i.e. a manager from business-side)</li></ul> |

**D. Customer care and staff training**

**Current Position:** For example what training do you provide for your staff in relation to the service/ policy?

The Contact Centre already handles CBL bids and requests for a BC and, therefore, staff are already fully trained in handling such enquiries. An exit route to a customer services officer will exist in the event of the customer having difficulty with IVR and such a call would be routed through to an appropriately trained officer. The actual IVR infrastructure will be supported by Operational Support, Corporate ICT and Sabio (telephony/IVR providers).

| <b>Action needed</b>                                      | <b>Responsibility</b> | <b>Timescale</b>   | <b>Resources</b>    | <b>Who should be involved in the implementation?</b>                |
|---|-----------------------|--|---------------------|---|
| Ensure that the IVR infrastructure is properly supported. | IVR Project Manager   | Support arrangements will be determined during the course of the project and be in place prior to 'go-live'. | ICT Project Manager | IVR Project Manager<br>ICT Project Manager<br>Sabio Project Manager |



**E. Timing**

**Current Position:** For example is the service based round traditional working hours.

One of the primary benefits of IVR is its ability to offer a transactional service ‘around the clock’. There will, inevitably, be periods of time where the IVR needs to be taken down for maintenance, etc. Such issues will be managed operationally with due regard to maintaining service availability. It should also be borne in mind that IVR is one of a number of access channels to LCC services – should it be unavailable, other methods of contacting the Council will still be open.

| <b>Action needed</b> | <b>Responsibility</b> | <b>Timescale</b> | <b>Resources</b> | <b>Who should be involved in the implementation?</b> |
|----------------------|-----------------------|------------------|------------------|--|
| None                 |                       |                  |                  |  |
|                      |                       |                  |                  |  |
|                      |                       |                  |                  |  |
|                      |                       |                  |                  |  |

**F. Stereotypes and assumptions**

**Current Position:** For example is the service or policy aimed at one community or a particular type of family unit?

IVR is not aimed at any particular client group although it would benefit those customers who have difficulty in contacting the Council during normal opening hours. Primarily though, it is a new, additional, access channel aimed at improving the manner in which telephony contact is handled, as well as offering a degree of service outside of normal hours. It does, obviously, assume the need for access to a telephone – however, if the customer didn't have access to a telephone, they would not have been able to access the existing services via the Contact Centre regardless. In such instances, alternative access to services is available, i.e. via One Stop Centres.

| Action needed | Responsibility | Timescale | Resources | Who should be involved in the implementation? |
|---------------|----------------|-----------|-----------|---|
| None          |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |

**G. Cost**

**Current Position:** For example do people have to pay to use the service, will the policy change the way the council charges for its service.

There will be no cost to the customer to access this service, save for the cost of the phone call itself. The call will be routed through existing telephony numbers – these are geographic, i.e. start with 0113, and are therefore suitable for those customers who receive free calls within their own telephony package. One of the benefits of IVR is its ability to deal with a number of concurrent calls without the need for the customer to be held in a queue. This will result in a shorter call time for the customer which, in turn, could actually reduce the cost of their call.

| Action needed | Responsibility | Timescale | Resources | Who should be involved in the implementation? |
|---------------|----------------|-----------|-----------|---|
| None          |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |
|               |                |           |           |   |

## H. Consultation and involvement

**Current Position:** For example what consultation is carried out by the service or what involvement are you planning to implement the policy?

As mentioned in Parts 2 and 3, during the 'Extended Hours Pilot', conducted during 2008, we consulted specifically about customers preferred times to conduct their business with LCC. Although the Contact Centres traditional opening times are still popular, there is a significant proportion of our customers who would prefer to contact us outside of those times, particularly in the evening and weekends. IVR allows us to offer such an access channel.

Support for the Choice Based Lettings application has also been given by Leeds Homes as such an application compliments their other access channels to the service, i.e. via the internet and SMS.

| Action needed | Responsibility | Timescale | Resources | Who should be involved in the implementation? |
|---------------|----------------|-----------|-----------|---|
|               |                |           |           |   |

| <b>I. Any other barriers specific to the service/ policy</b>   |                       |  |   |  |
|--|-----------------------|--|---|--|
| <p><b>Current Position:</b> For example are there any other barriers that haven't been covered such as partnership working and any statutory limitations or obligations?</p> <p>For IVR to be successful, it is essential that its front-end is simple, intuitive and customer-friendly. Any failure in this area will result in customers opting of the IVR processes and pursuing their service request by other means, thereby negating any benefit that this application should bring.</p> |                       |  |   |  |
| <b>Action needed</b>   | <b>Responsibility</b> | <b>Timescale</b>   | <b>Resources</b>                              | <b>Who should be involved in the implementation?</b>   |
| The IVR processes need to be short, simple to follow and in Plain English.   | IVR Project Manager   | October '09 for CBL application.<br><br>April '10 for BC application | Development to be undertaken by project team. | <ul style="list-style-type: none"> <li>• Project Manager</li> <li>• Project Officer</li> <li>• Housing Leads representative (for CBL application)</li> <li>• Environment representative (for BC application)</li> <li>• Sabio</li> </ul> |
| Voice recognition needs to be comprehensive in order to handle a variety of local accents and dialects.  | IVR Project Manager   | October '09 for CBL application.<br><br>April '10 for BC application | Development to be undertaken by project team. | <ul style="list-style-type: none"> <li>• Project Manager</li> <li>• Project Officer</li> <li>• Housing Leads representative (for CBL application)</li> <li>• Environment representative (for BC application)</li> <li>• Sabio</li> </ul> |

**6 . Which communities may perceive the impact on them differently?**

It is important to look at the potential impact of the service or policy on different sectors of the community and community relations The impact could be negative in that one or more groups are disadvantaged by the service or policy or positive, in that one group may receive greater benefit from the service or policy than do other groups. For example if a grant fund is aimed at one community how will other communities perceive this? The table below may be useful in focussing on specific aspects, if there are a number of areas to be considered.

| <b>Aspect of service/ policy</b> | <b>Negative impact</b>                                   | <b>Positive Impact</b>   | <b>Action needed or justification for decision</b>   |
|----------------------------------|--|--|--|
| Service is telephony based.      | Not available to customers without a telephone.          | <p>Will increase call-handling volumes by the Contact Centre.</p> <p>Will speed up the handling of service requests.</p> <p>Offers a quicker and improved customer experience as well as an extended level of service.</p> | <p>IVR is one of a number of channels offering access to Council Services. IVR improves the telephony service offered by LCC.</p> <p>Customers without a telephone, whilst in the minority, would not be disadvantaged by this as they would not be attempting to access services via the telephone regardless of whether IVR was in place or not. Alternative access channels to services are already in place.</p> |
| Introduction of new technology   | Some customers may have difficulty in responding to IVR. | <p>Will increase call-handling volumes by the Contact Centre.</p> <p>Will speed up the handling of service requests.</p> <p>Offers a quicker and improved customer experience as well as an extended level of service.</p> | <p>IVR is commonplace in many Contact Centres and so the majority of customers will be familiar with, and expect, such a facility.</p> <p>The customer will be given the opportunity to 'drop out' of the IVR process and speak to a customer services officer if they prefer.</p>   |

**7. Community Relations**

What is the impact of this service or policy on community relations? How can this service or policy be used to promote good/better community relations and what actions do you need to put in place to make this happen?

For example providing opportunities for people from different backgrounds or communities to meet.

| Impact | Action needed | Responsibility | Timescale |
|--------|---------------|----------------|-----------|
| None   |               |                |           |
|        |               |                |           |

**8. Community Safety**

What is the impact of this policy, service or function on community safety and what actions do you need to put in place to make this happen?

For example what is the potential for the service/policy to reduce crime or disorder?

| Impact         | Action needed | Responsibility | Timescale |
|----------------|---------------|----------------|-----------|
| Not applicable |               |                |           |
|                |               |                |           |

**9. Governance and ownership**

Who needs to agree the actions identified by this assessment and ensure progress is made? How will this be monitored? For example a report to senior management team or the project board responsible for the policy.

The actions in this Impact Assessment will be owned by the Project Manager who will ensure they are undertaken as part of the overall IVR project. The Project Manager will provide progress reports to the Customer Services Management Team on a regular basis.

**10. Approved by**

State here who has approved the actions and outcomes from your impact assessment. This may be your senior management team, your director or Board.

|  |
|--|
|  |
|--|

**11. Summary form completed and passed to the Equality Team.**

Who by:

Date:

DRAFT





**Not for Publication:** The appendix of this report is exempt/confidential under Access to Information Rule 10.4 (3)

## Report of the Director of City Development

### Executive Board

**Date:** 17 June 2009

**Subject:** Football World Cup 2018

#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

## EXECUTIVE SUMMARY

On the 13 May 2009 Executive Board considered a proposal that Leeds should bid to become a host city for the Football World Cup 2018. The report outlined the considerable economic, tourism, and sport legacy related benefits which would flow from being selected as a host city and accordingly Members determined to investigate the submission of a bid. In particular, the Board determined that a group of Leeds City Region representatives should attend the Host City Briefing being offered by England 2018 at Wembley on Monday 18 May 2009.

This report updates Executive Board on the new information provided by England 2018 and seeks Members approval to take forward the bid process.

## 1.0 INTRODUCTION

1.1 On 13 May 2009 Executive Board considered a report about the opportunity for Leeds to bid to England 2018 to become a host city for the World Cup 2018. The England bid to stage the World Cup 2018 is being led by England 2018, a limited liability company established by the English Football Association (FA) for that purpose. England 2018 will be making a bid to the Federation Internationale de Football Association (FIFA) to stage the 2018 tournament.

1.2 The benefits of being a host city were explained to Members as follows:-

- World Cup 2018 will be an international showcase for what the city and the region has to offer. The World Cup 2006 in Germany attracted 24 billion television viewings from 240 countries and these figures are likely to increase by 2018 through new benchmarks which will be set at the South Africa 2010 and Brazil 2014 tournaments.
- Because the World Cup is a 5 week tournament involving teams from all over the world, football supporters will visit and reside in the host country for a significant period of time. This is in addition to the teams and their entourages, the international media, and FIFA officials. Members will note, therefore, that the leisure and business spend in the regional economy resulting from the influx of visitors would be very significant.
- Nomination as a host city could prove to be a catalyst for regional infrastructure development and other physical development, and while increased Government financial support cannot be guaranteed it may well be that Government agencies like the RDAs might be asked to target their expenditure accordingly to support the World Cup.
- As with the Olympics 2012, it would be expected that following the staging of any World Cup tournament the host country would be left with the legacy of improved sports facilities and increased grass roots sport participation.
- It is almost impossible to put a price on the economic value of such benefits but England 2018 has commissioned consultants who will be reporting on this. RDAs may also commission work to supplement that commissioned by England 2018. Many of the above benefits would accrue to the Wider City Region.

1.3 Members were also advised that host cities will be required to sign up to financial and contractual commitments as a condition of the bid process.

1.4 After considering the report Members:-

- (i) Confirmed that Officers further investigate the submission of a Leeds City Region bid
- (ii) Agreed the setting up of a project board to be chaired by the Chief Executive.
- (iii) Agreed the setting up of a project team to be led by the Chief Asset Management Officer.

- (iv) Supported the sending of a delegation to the Host City Briefing at Wembley on 18 May 2009
- (v) Instructed Officers to open early dialogue with City Region partners.
- (vi) Instructed that Officers report back to Executive Board on progress.

## 2.0 LATEST POSITION

2.1 Each potential host city was invited by England 2018 to send up to 10 representatives to the Host City Briefing. The Leeds City Region sent 9 representatives from the following organisations:-

- Leeds City Council                    5 (including Leader of the Council and the Chief Executive)
- West Yorkshire Police            1
- Metro                                    1
- Chamber of Commerce           1
- Marketing Leeds                    1

2.2 The pre-lunch session was used for the official launch of the England 2018 World Cup bid – titled ‘England United The World Invited’ - hosted by BBC television’s Adrian Chiles. A number of England’s 1966 World Cup winning team were present along with current day players such as David Beckham and Wayne Rooney. The Prime Minister, Gordon Brown was present and spoke in support of the England bid.

2.3 The post lunch session was a more practical session for the representatives of the bidding cities where MPs and England 2018 representatives offered guidance as to how bids should be drafted. Attendees were also issued with a comprehensive Invitation To Qualify (ITQ) document which sets down the minimum requirements of FIFA which host cities must meet. England 2018 advises that the contents of the ITQ must not be made public and that Applicant Host Cities in breach of this condition may be disqualified from the Host City bidding competition. Accordingly some of the information provided for Members is contained in the Exempt section of this report on the basis that disclosure could prejudice the commercial interests of the Council.

2.4 Between 10 and 12 stadia will be used for the staging of the competition and 15 cities attended the afternoon session. These were:-

- |            |   |                               |
|------------|---|-------------------------------|
| Newcastle  | } | North East                    |
| Sunderland |   |                               |
| Leeds      | } | Yorkshire and the Humber      |
| Sheffield  |   |                               |
| Hull       |   |                               |
| Liverpool  | } | Greater Manchester/Merseyside |
| Manchester |   |                               |
| Birmingham |   | West Midlands                 |

Derby  
Nottingham  
Leicester } East Midlands

Bristol  
Portsmouth } South West

Milton Keynes  
London } South

2.5 The inclusion of Milton Keynes may provide some pointers as to the characteristics which England 2018 seeks in host cities. Milton Keynes does not have a Premier League team or indeed a team with a significant football pedigree. Its stadium currently holds only 22,000 supporters but is capable of further development. The inclusion of Milton Keynes illustrates the point made by officers in the May 2009 Executive Board report – that the following will be some of the key criteria in the appraisal of bids:-

- Population catchment
- Infrastructure to support and entertain large numbers of visitors
- Potential to develop the stadium to meet FIFA's minimum requirements

Leeds can score highly in each of these areas.

England 2018 will also be looking for certainty/deliverability with regard to any commitments made by applicant host cities.

2.6 The project team held its first meeting on the 21 May 2009 and the main topic for discussion was the ITQ document and FIFA's minimum requirements. Different team members were allocated responsibility for addressing the various requirements set down in the document. Further information on this is given in the Exempt section of this report.

2.7 It has been determined that contact with City Region partners should be via the Leeds City Region Chief Executive's Group and the Leeds City Council Chief Executive addressed the group regarding World Cup 2018 on 22 May 2009.

2.8 The project board, chaired by the Chief Executive, held its first meeting on 4 June 2009.

### **3.0 TIMETABLE**

3.1 More information is now available regarding the submission of host city bids. Final bids to England 2018 are required by 6 November 2009. England 2018 sees the 6 month period between now and 6 November being used for two way communication where England 2018 will, at intervals, visit bidders and provide feedback on the quality of their draft bids. The full timetable is provided in the Exempt section of this report.

## **4.0 CONTENT OF THE BID**

4.1 Details of the content of the bid are provided in the Exempt section of this report.

Having digested that information, Members will note, that the production of a Leeds bid over the next 5 months will require the commitment of a significant amount of human resource from all parts of the Council and from its partners, in the bid process.

## **5.0 STADIA**

5.1 The invitation to qualify (ITQ) document sets down the minimum requirements of England 2018 and FIFA.

5.2 Stadia seating capacity to stage World Cup matches is:-

- group matches, round of 16 matches, and third place play off match 40,000
- semi-finals 60,000
- Opening match and final 80,000

5.3 The above seating capacities are net after deduction of media and corporate seats. Any seats with restricted views cannot be included. Elland Road currently has a gross seated capacity of circa 40,000 but the net figure after making the above adjustments would be significantly less. The masterplan for development of the Stadium does, however, allow for the construction of up to 60,000 seats with unrestricted views.

## **6.0 PUBLIC CONSULTATION**

6.1 England 2018 (and subsequently FIFA) wish to see evidence that a groundswell of support for staging World Cup 2018 exists across England, and it is particularly important for the Leeds City Region to demonstrate such support.

6.2 England 2018 is setting up an internet website [www.England2018bid.com](http://www.England2018bid.com) where the public can register their support. It is suggested that Leeds and its City Region partners should encourage local residents to register on the England 2018 site through the publicising of the above web site in as many of its documents, press releases, public buildings etc as possible. The Region needs to work closely with the local media in this regard.

## **7.0 LETTERS OF SUPPORT AND COMMITMENT**

7.1 Letters of support and commitment are required from a number of organisations. These are listed in the Exempt section of this report.

## **8.0 FINANCIAL AND LEGAL IMPLICATIONS**

8.1 While officers continue to work to establish the financial and legal implications, Members should note that at the time of submitting the final bid document it is unlikely that all of the full implications will be known. There will be time, within the bid process, for a further report to be brought to Executive Board, when further details will be available.

- 8.2 Ultimately Members will need to make a judgement as to whether the benefits to the City Region outweigh the financial costs and risks. With regard to the financial implications Members may wish to note the following.
- 8.3 For Germany 2006 there were over a million foreign visitors. This equates to an average of around 100,000 per host city (region). A significant number of these visitors would be in England for the duration of at least the group match stage, which lasts 3 weeks if arrival and departure days are included. For cities involved in the 'round of 16' and quarter final matches some supporters would remain in the region for a further 1½ weeks.

8.4 There will be visitor spend on:-

- hotels, university accommodation, campsites
- food and drink
- transport
- entertainment – cinemas, theatres, nightclubs, museums, art galleries, sport centres, Leeds Arena events etc
- shopping
- football related matters

Members will note that the majority of the spend will benefit, in the first instance, local businesses in the region and this will deliver knock on benefits in terms of employment, and will also help to stabilise or grow some local businesses.

8.5 In contrast, as is usually the case, most of the costs of staging the tournament will fall to the public sector. There are no details yet of any Government funding which may be available to assist cities in staging the World Cup 2018. However, the precedent set by the 2012 Olympics and the commitment expressed by the Prime Minister at the 18 May launch of the England bid to stage the 2018 tournament suggest that some Government funding should be forthcoming even if this is only top slicing of existing national and RDA budgets. RDAs will be charged with supporting cities in their regions. The North-West Development Agency will lead the RDA's nationwide bid strategy and is appointing an officer on a two year fixed contract along with a supporting team.

FIFA and England 2018 have not yet indicated that they will be making funds available.

8.6 The direct costs to the City and Region can be analysed across three categories:-

(i) Bidding costs (up to November 2009)

|   | £             |
|---|---------------|
| Project Manager and support (internal recharge)     | 25,000        |
| Printing, copy writing etc                          | 60,000        |
| Community support campaign                          | 10,000        |
| Other sundry expenses (legal costs, travel etc) say | <u>10,000</u> |
|   | 105,000       |

Members are requested to instruct the Director of Resources to identify a budget to cover these costs of preparing and submitting the bid document.

- (ii) Preparing to stage the tournament if Leeds, and subsequently the England bid, are successful.

These costs are yet to be assessed but will include:-

- Project Manager and support (internal recharge) for 8 years to 2018
- Marketing and communications budget
- Legal costs associated with drawing up agreements with local partners/service providers
- Improvements to transport infrastructure
- Improvements to IT and communications infrastructure
- Elland Road environmental improvements

- (iii) Costs of staging the tournament

Again, these costs are yet to be assessed but will include:-

- Staffing for the running of the tournament
- Creation of FIFA Fan Fest facilities and the associated staffing of them
- Provision of campsite facilities and the associated staffing of them
- Rental of large video screens
- Provision of transport for FIFA/FA Officials, team delegations, media representatives etc.
- Hospitality for VIPs etc
- Safety and security costs associated with match days, FIFA Fan Fests, campsites, protection of officials/team delegations
- Provision of an entertainment/cultural offer for visitors

## **9.0 CITY REGION BENEFITS**

9.1 Members will note from the foregoing that there are a number of ways in which City Region partners can share in the benefits if Leeds is selected as a host city. Briefly these are:-

- (i) With around 100,000 visitors coming to the Region, hotel, university and other accommodation will be required across the Region, with associated visitor spend on shopping, and leisure.
- (ii) The opportunity to share in the World Cup experience by involving schools and others in the run up to 2018 and by operating FIFA Fan Fests during the tournament.
- (iii) Act as hosts for competing team delegations. Teams only need to base themselves near Elland Road on the eve of a match. At all other times they can be located anywhere in England. For example, a team playing all of its group matches in Manchester could base itself in the Leeds City Region.
- (iv) The opportunity to share in the sporting legacy which the World Cup 2018 will leave behind.

- 9.2 The last World Cup in Germany (2006) created 85,000 jobs and pumped £250m into the German tourism industry.
- 9.3 Members are requested to instruct the Chief Executive to commence dialogue with City Region partners to establish how they wish to be involved in the Leeds bid.

## **10.0 LINKS TO CORPORATE OBJECTIVES**

- 10.1 Host City status would provide the following links to improvement priorities in the Leeds Strategic Plan 2008-11.

- |                        |   |   |
|------------------------|---|---|
| Culture                | - | to facilitate the delivery of major cultural schemes of international significance  |
| Enterprise and Economy | - | Increase international communications, marketing and business support activities to promote the city and attract investment |

## **11.0 RECOMMENDATIONS**

- 11.1 Members are requested to:-

- (i) Note the additional information which has now been provided by England 2018 in relation to the Host City bidding process.
- (ii) Instruct officers to formulate a bid from Leeds on the basis that the City wishes to be selected as a Host City for World Cup 2018.
- (iii) Instruct that officers take all necessary steps to publicise the Leeds bid and to seek support from the community for the bid, in particular by encouraging all those in favour to register their support on the England 2018 website [www.England2018bid.com](http://www.England2018bid.com)
- (iv) Instruct the Director of Resources to identify an appropriate revenue budget to facilitate the delivery of the Leeds bid document by the end of October 2009,
- (v) Instruct the Chief Executive to commence dialogue with City Region partners to establish how they wish to be involved in the Leeds bid.
- (vi) Note that the deadline for submission of the (draft) Outline Bid will not allow for the submission of a further report to this Board, and to authorise the Chief Executive, in consultation with the Leader of the Council, to approve the submission.

## **Background Papers**

Invitation to Qualify Document



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**Report of the Director of City Development**

**Executive Board**

**Date: 17 June 2009**

**Subject: Planning Appeals at Royds Lane, Rothwell and Fleet Lane, Oulton**

**Electoral Wards Affected:**

Rothwell

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

**EXECUTIVE SUMMARY**

1. This report considers the outcome of the recent planning appeals on greenfield sites at Royds Lane, Rothwell and Fleet Lane, Oulton and the implications, if any, for the Council's approach to greenfield developments.
2. Background context is provided which in particular draws attention to the development plan policies of RSS and the UDP. Of particular relevance are the spatial priorities of RSS which seek to direct investment to defined regeneration and growth areas and which emphasise the role of previously developed (brownfield) land. A key consideration is the RSS housing target which seeks an annual gross average increase of 4,300 dwellings per year in the period 2008-2026 compared to the previous target of 1930 p.a.. Significant weight is attached to achieving this target in national planning policy, including in the calculation of the 5 yr housing land supply.
3. While the appeals were dismissed the Inspector, in his decision letter, was critical of a number of aspects of the Council's case, particularly around the 5yr supply calculation. We do not agree with many of the Inspector's findings. A detailed review is attached as an appendix to this report.
4. The report reviews the Inspector's conclusions and considers the impact on the Council's approach to this issue. It is concluded that there are two options open to the Council.

- a) accept the need for greenfield release recognizing a deficit in the 5yr housing land supply; or
- b) conclude that greenfield release is inappropriate for the reasons given in this report.

5. Members are requested to consider the matters raised in this report and determine which of the options set out above they wish to pursue.

## **1.0 Purpose of this Report**

1.1 This report considers the outcome of the recent planning appeals on greenfield sites at Royds Lane, Rothwell and Fleet Lane, Oulton and the implications, if any, for the Council's approach to greenfield developments.

## **2.0 Background Information**

2.1 Members will be aware that under the plan-led system planning applications are to be determined in accordance with development plan policies unless other material planning considerations indicate otherwise. One factor to consider is whether the policies of the development plan are up to date.

2.2 In Leeds the development plan consists of the Regional Spatial Strategy – The Yorkshire and Humber Plan (issued by the Secretary of State in May 2008) and the Leeds UDP Review (adopted in July 2006).

2.3 RSS reflects at the local level the government's intention to deliver 3 million new homes by 2020, (set out in the Housing Green Paper, Homes for the future: more affordable, more sustainable (July 2007)). For Leeds, this means a housing target of an annual average of 4,300 units p.a. net (4,740 gross) in the period to 2026. This is a step change from the requirement in the previous plan of 1930 p.a. gross. Taking account of performance to date we need to deliver a further 73,500 net dwellings in this period.

2.4 This needs to be planned for through the Core Strategy (and other LDF documents), a programme for which has already been determined through the Council's Local Development Scheme (LDS) last updated and approved by Executive Board in July 2007.

2.5 One particular source of "other planning considerations" is national planning advice set out in Planning Policy Statements and Guidance. PPS 3: Housing (November 2006) is of particular relevance. PPS 3 requires local authorities to be able to demonstrate a continuous 5yr supply of sites to meet the target set in RSS. Paragraph 71 of PPS 3 advises that where local planning authorities cannot demonstrate an up to date 5 yr supply of deliverable sites, they should consider favourably applications for housing having regard to the policies of the PPS including the considerations in Paragraph 69.

2.6 To be included in the 5yr supply, government guidance advises that a site must be:

- suitable – acceptable to planning in principle
- available – no overriding constraints, willing landowner
- achievable – likely to contribute housing within the 5yr period

This supply can comprise allocations, planning permissions and emerging sites (where there is sufficient confidence that the sites pass the above tests).

- 2.7 Recent correspondence from the Chief Planner at CLG (Planning for Housing and Economic Recovery – letter attached as appendix) emphasises the importance of the 5yr supply and having deliverable sites available to support the upturn in the economy, when it occurs. There is no recognition of the impact of the recession on that supply. The letter refers to the Housing and Planning Delivery Grant which is subject to a current consultation by CLG. This does refer to the effects of the recession. In recognition of changed circumstances and reduced output the government is scaling back the planned increase in HPDG by £25 million in 2009/10 and £50 million in 2010/11. Given the more challenging conditions in the housing market it is also proposed to reduce the threshold for completions against which the grant is calculated. Given that achieving a 5yr supply is entirely dependent on a view of what the house building industry will deliver it seems perverse that the state of the economy is not also recognized in the 5yr supply calculation.
- 2.8 RSS represents a step change in delivery that in a plan-led system needs to be planned for through the development plan process (i.e. the LDF at the local level). It would seem unreasonable to expect that local authorities such as Leeds would, at the moment of publication of RSS, have a ready made 5yr supply when the scale of change is so great. RSS appears to acknowledge this position. The target set is as an annual average to be achieved over the life of the Plan, clearly anticipating delivery both above and below the annual target at different times in the period to 2026. Furthermore RSS specifically (Table 12.2 and the Core Approach) identifies Leeds as an area where delivery will move from below the annual average in the early years with compensating higher performance in later years.
- 2.9 Members will be aware of the Local Area Agreement (LAA) agreed with the Secretary of State for Communities and Local Government in June 2008. One of the agreed targets in the LAA relates to housing completions. Reflecting the RSS position on the early years approach and the need to plan for growth the LAA has a target of 3,400 p.a. net. CLG has also confirmed that the LAA figure can be used for land supply purposes.
- 2.10 To help identify sites to meet both the 5yr and longer term requirements the government has introduced the Strategic Housing Land Availability Assessment (SHLAA) process. A partnership group, including representatives of the private sector and other interests, has been established in Leeds to undertake the SHLAA. The process is still underway with about 500 sites considered to date.
- 2.11 RSS suggests (paragraph 12.21) that SHLAA's will identify sites that would otherwise have come forward as windfalls. In Leeds, this is not proving to be the case. The "call for sites" generated few new brownfield opportunities but many greenfield/Green Belt proposals. Through the SHLAA, sites are being assigned to the short (2009-2014), medium (2014-2019) and long (2019+) term. Current economic circumstances mean that brownfield potential is being pushed back while greenfield sites are constrained by current LCC policy.
- 2.12 The outcome of the SHLAA process, reflecting current market conditions, is therefore likely to be that short-term supply will diminish. SHLAA's are to be regularly updated so that as conditions change so will views on supply. The SHLAA outcome will nevertheless be an important part of the evidence base in deciding the future strategy of the LDF.

- 2.13 The views expressed on the SHLAA sites are not surprising given current conditions in the housing market, including the financial state of many housebuilders. Completions from July 2008 – February 2009 totalled about 3000 or 370/month. Extrapolated to an annual figure this would give a total of 4,400units, or about the RSS level. This reflects work in hand before the downturn really started to take effect. Stock under construction is falling but remains surprisingly high at around 3,900 units. However, more critically, new planning application numbers are falling and in the same period new starts have been around 70-80/month. If maintained, this will eventually result in completions falling to less than 1000 p.a., significantly below the RSS annual average. It is this position that is impacting on the 5yr supply and SHLAA debates.
- 2.14 The combination of the RSS target and the 5yr supply rules has encouraged the housebuilding industry to come forward with proposals on greenfield sites that would previously have been unlikely. The UDP Protected Area of Search (PAS) sites at Rothwell and Oulton, subject to the recent appeals, are an extreme example of this. Other proposals on greenfield housing allocations are already under consideration, with more in the pipeline.
- 2.15 The recent RSS Review suggested that housing targets could increase. It is unclear whether the Review will be progressed and to what timetable or whether the work will become part of the Integrated Regional Strategy. Nevertheless, the current challenging RSS targets are likely to remain as the minimum level that Leeds must plan for and against which planning applications must be judged.

### **3. The Rothwell and Oulton Appeals**

- 3.1 The sites at Royds Lane, Rothwell and Fleet Lane, Oulton are both greenfield and are Protected Areas of Search (PAS) in the Leeds UDP Review. PAS sites are not allocations, but provide a reserve of potential development land outside the Green Belt. The UDP makes clear that whether PAS sites should come forward for development should be a matter for a future review of the development plan, now the LDF process. There is no implication that PAS designation will inevitably lead to development.
- 3.2 The Council refused the applications on a number of grounds which then formed the basis for its case at appeal. In relation to this report the particular concerns centred on the conflict with RSS and UDP policy and included consideration of the 5yr land supply position.
- 3.3 The Council argued that the proposals for housing were contrary to regional and local policy contained in RSS and the UDP Review on the following basis:
- a) RSS places an emphasis on urban transformation and regeneration focussed mainly on Leeds itself as the regional city. Development of greenfield sites, such as the appeal proposals, would prejudice development in the regeneration priority areas and on other urban sites.
  - b) The appeal sites are not located in areas identified for growth and regeneration in RSS.
  - c) The proposals would not accord with the sequence of development described in Policy YH 7 and paragraph 2.52 of RSS, which essentially give first priority to previously developed land within the main urban area, then to infill and finally to urban extensions. This is to minimise the development of greenfield land and the need to travel.

- d) Table 2.2 setting out the delivery arrangements of the Core Approach of RSS advises that in the early years of the Plan this will be existing allocations and already identified urban potential in cities and towns.
- e) The early years of the Plan will be the time to identify and bring forward 2<sup>nd</sup> phase opportunities, i.e. a plan-led approach.
- f) RSS recognises that a step-change in delivery is required and therefore indicates that delivery is permissible at less than the long-term annual average in the early years of the 2008 – 2026 period.
- g) RSS is not specific about the scale of such a lower level of provision or the period for which it should apply.
- h) The Council signed a LAA with the Secretary of State for CLG which establishes a lower target and given the importance attached to the LAA in setting targets and priorities this is the appropriate basis for considering the 5yr supply.
- i) The Council has a robust supply of housing land. The position is further enhanced considering the current state of the housing market and recognition in RSS of the continuing contribution of windfall sites.
- j) Government guidance emphasises the importance of, and commitment to, a plan-led system based on robust evidence and public engagement. To be meaningful this requires time. RSS was only published last May.
- k) The proposals are similarly contrary to the policies of the UDP which allow for a phased release of housing allocations when there is a shortfall in supply. The shortfall conditions defined in the UDP do not yet exist.
- l) The appeal sites are PAS sites. When, and if, such sites should be developed should be determined through the development plan process.

#### **4. The Appeal Decisions**

- 4.1 The appeals were dismissed by the Inspector for the reasons set out in his decision letter dated 16 March 2009. The Inspector concluded that the sites were suitable for development even though they were outside the settlement boundary and represented only the third priority for development set out in RSS policy YH7. He recognised that RSS indicates that such sites should only be considered in the later years of the Plan, if necessary. The need for them to come forward now was not established given the availability of UDP Phase 2 and 3 housing allocations. He was also concerned that the sites were unsustainably located, in particular giving rise to the need to travel by private car.
- 4.2 A copy of the appeal decision letter is appended to this report. It can be seen that while the Inspector dismissed the appeals there were a number of aspects of the Council's case with which he disagreed.

These are summarised below:

- a) LCC cannot demonstrate a 5yr land supply – the Inspector suggests we have only 3 yrs worth of land, for around 12,900 units.
- b) The UDP mechanism for releasing Phase 2 and 3 sites has been superseded by RSS and PPS3.
- c) It is suggested that even release of Phase 2 and 3 sites may not be enough.
- d) He is not convinced that Leeds can adjust gradually to the step change required by RSS notwithstanding that he acknowledges what RSS says about this and the advice of CLG.
- e) Emerging sites and infill appear to be discounted in the Inspector's calculations.

- f) The views of developers on availability and achievability are recognised as integral to the process of establishing the 5yr land supply. Such views seem virtually unassailable.
- g) The impact of the recession is given no weight in the debate. The mismatch between a recession proof target and recession depleted supply is not recognised.
- h) Student housing proposals are to be excluded from the supply calculation.
- i) Small emerging sites are discounted (in this case, sites of less than 10 dwellings)
- j) LCC estimates for the City Centre are too optimistic.
- k) Rothwell/Oulton is considered to be part of the main Regional City and thus part of the priority area defined in RSS.

## **5. Consideration of the Appeal Decisions**

- 5.1 It is clear that the Inspector is somewhat critical of the Council's current approach to housing land supply, particularly the adequacy of the 5yr supply.
- 5.2 The Council's starting point at the appeal was based on its Housing Land Monitor which identified sites with planning permission and allocations for 32,721 dwellings of which 24,790 already had permission. About a further 5,000 dwellings were proposed in undetermined applications. These are the categories that can contribute to the 5yr supply (para 2.6). RSS also recognises that windfall contributions can be expected to continue.
- 5.3 The Council submitted updated evidence to the Inquiry contending that its 5yr supply was in the order of 18,000 net which was a significant discount on a starting position of nearly 43,000 dwellings. As indicated earlier the Inspector takes the view that the current position is about 12,900 units which, whatever the basis for the 5yr calculation represents a substantial shortfall.
- 5.4 There are a number of points to be made about this position. It is not clear how the Inspector arrives at this figure. It seems likely that he has rejected virtually all the emerging sites and probably infill also. Yet emerging sites are clearly eligible within guidance and infill recognised in RSS. The assessment must have given particular weight to the views of developers and landowners on the immediate prospects for a site rather than looking at its intrinsic merits as the Council's assessment has done.
- 5.5 The Inspector recognises that RSS allows for a stepping up in delivery given the significant increase in the housing target. However, he then goes on to say that he is not convinced that RSS allows the Council to adjust gradually to the new target. There is no reason given for this view which is surprising given his recognition of the position and no suggestion of any alternative meaning that could be attributed to it.
- 5.6 The Inspector makes no reference to the wider argument that it is the recession that is making sites undeliverable, not so much deficiencies in the land supply per se. In the Inspector's terms it is difficult to see how a 5yr land supply could be demonstrated in present circumstances. The position on falling planning applications and new starts is given in para 2.12 and clearly reflects the current state of the market. Given the approach to the 5yr supply (para 2.6), which includes achievability and the likelihood that a site will contribute new dwellings within the 5yr period, it can be seen that if the industry is not, and cannot, deliver at the required rate then a 5yr supply will not exist. Under these circumstances the Council is under pressure to release more Greenfield sites which in this recessionary context is unlikely to have a significant impact on output.



- 5.7 The Council has previously expressed its concerns about the scale of growth proposed in RSS which requires sustained housing delivery at a level not previously achieved. If the Council's concerns are realised and there is neither the market nor the capacity to achieve this scale of growth then the Council will never have a demonstrable 5yr supply. It seems perverse that this one strand of guidance could leave the Council in this position even after it has its LDF in place.
- 5.8 The Inspector's views on the inclusion of student housing are clearly at odds with those of the Council, even though his report suggests the Council's agreement with his interpretation. He bases his views on an arbitrary change of tack in CLG's 2008 Core Output Indicators update. Prior to the update student housing had always been included. No clear reason is given to support the change of stance and student housing contributions remain included in other indicators. Student requirements remain an element of the target and it is therefore difficult to understand why they should not count on the supply side also. At a practical level experience tells us that without purpose built accommodation students compete in the general housing market. New student housing thus releases property for the wider public, contributing to meeting overall housing needs.
- 5.9 On emerging sites the Inspector ignores sites of less than 10 dwellings as not making a significant contribution. This follows the suggestion of the appellant and an appeal case elsewhere where the Inspector used a 20 unit cut-off. While smaller sites individually will make a limited contribution, collectively they can produce significant numbers. It is therefore strange that they should be excluded from an exercise that is otherwise concerned to identify all possible sources of supply. It is also clear that in any event there is no clear view on what size of site makes a "significant contribution".
- 5.10 It can therefore be seen that there are a number of areas where the Inspector's views and reasoning are unclear and therefore capable of disagreement. In any event this is only one Inspector's view of the position. Nevertheless it can also be seen that however the 5yr requirement is calculated there is a marked gap between the Inspector's figure and the requirement. It has to be concluded that even if the Council can successfully argue on some of the points of disagreement, in the current climate it is unlikely to be able to demonstrate a 5yr supply; it will rather be a case of narrowing the gap.
- 5.11 Given all the other considerations such as the spatial priorities of RSS, the need for a step-change to be properly planned for and the early years approach of RSS it may be that another Inspector would not see a reduced deficit as an over-riding consideration. Though important it is still only one factor to be considered among many.
- 5.12 The Inspector's decision letter also recognises the importance of these other factors. As previously indicated RSS is a spatial plan that sets as its spatial priorities the transformation of the main urban areas of the region with particular emphasis on a number of key locations that are to be the main focus for growth and regeneration. The Core Approach and Policy YH7 see a sequence to development that reflects these priorities and which allows for plan-led decisions on any Greenfield releases that may prove necessary. There is further emphasis in the expectation that Leeds will achieve more than the regional average of 65% of its growth on previously developed land.

- 5.13 The areas identified as priorities are Easel, Aire Valley and the Leeds-Bradford corridor. There is also reference to regeneration to the south of the City Centre. The approach of the UDP Review is similar to that of RSS.
- 5.14 The Council cannot be accused of complacency in the face of the present difficulties in the housing market. It is actively pursuing initiatives in all the priority regeneration areas through the work with Bellway in Easel, the on-going dialogue with CLG, Homes and Communities Agency (HCA) and Yorkshire Forward in Aire Valley (including the emerging Urban Eco-settlement proposals) and jointly with Bradford and the HCA in the corridor. Members will be aware of further initiatives to the south of the City Centre in Beeston Hill and Holbeck and in South Leeds. The Council has established the Affordable Housing Strategic Partnership Board, which includes GOYH and the HCA as members, to advance affordable housing initiatives throughout the urban area.
- 5.15 The Inspector (paragraph 35 of the decision letter) appears to accept that the release of greenfield sites could well undermine the Core Approach of RSS. He took the view that approval of the appeal proposals would be likely to lead to other similar applications which the Council would then find it difficult to resist. He concluded that the appellant "has not demonstrated sufficient benefits to outweigh this resulting harm." That must by definition include his view on the 5yr land supply.
- 5.16 The potential impact of greenfield release on the priority regeneration areas and brownfield urban delivery more generally was a key issue in the Council's case to the Inquiry. It could be argued that in the current climate, with only limited activity within the housing market, that this be directed to the priority areas. The counter argument to this is that with limited investment only those sites in the most attractive market areas and with fewest site constraints will come forward and these tend to be the greenfield opportunities.
- 5.17 If the latter argument is pursued it could become self-fulfilling. Some activity will take place on greenfield sites, the 5yr supply will remain deficient and the argument for yet more greenfield release will remain. The brownfield sites will remain undeveloped at the back of the queue completely contrary to both the spatial priorities of RSS and those at a local level..

## **6 Implications for Council Policy and Governance**

- 6.1 This report deals with the broad policy approach to housing land supply taking account of RSS and the UDP. Decisions on individual planning applications will be made by Plans Panels, or officers under delegated authority, on their planning merits in the context of development plan policy and other material considerations.

## **7 Legal and Resource Implications**

- 7.1 A number of applications for housing on Greenfield sites are already before the Council and more can be expected. Appeals have already been lodged in two further cases. The advantages, disadvantages and risks associated with retaining the Council's present approach are referred to in paragraphs 8.10,8.12 and 8.13. There is the potential for an award of costs against the Council at appeal if it is found to have acted unreasonably. The Council's HPDG award partly depends on having a 5yr supply. This report highlights the differing views on the 5yr calculation and therefore the risk that this element of HPDG will not be forthcoming.

7.2 Legal advice has been obtained in relation to this report and supports the conclusion of officers that disagreement with the Inspector's findings, as set out in this report, is a reasonable stance to take.

## **8 Conclusions**

8.1 The appeal decisions raise issues concerning the Council's approach to housing land supply and by implication to the consideration of applications for housing development on greenfield sites. As indicated in Section 5 there are many reasons to question the Inspector's conclusions. The issues will always be a matter of judgement and it is appropriate for the Council to consider whether, in the light of the appeal decisions, there is a compelling case to change its current approach.

8.2 Planning applications are determined against the policies of the statutory development plan, which in Leeds is RSS and the UDP Review, unless material considerations indicate otherwise. The development plan for Leeds is up to date, and there is no reason why anything less than full weight should be attached to the plan, which should be read as a whole.

8.3 The Inspector's decision letter will merely have the status of another "material consideration" to which some weight should be attached. It will carry added weight because it is relatively recent. However, its views are not binding and Inspectors are free to disagree with each other having to judge each case on its particular merits.

8.4 Similarly PPS 3, although national guidance, is simply another material consideration and does not have the same status in decision making as the development plan. The Secretary of State will have taken PPS3 into account in formulating the policies and proposals of RSS.

8.5 There are two principal options open to the Council in response to the decision letter and the continuing interest in the development of greenfield sites. The first is to accept that there is a shortage in the 5yr supply and that in accordance with PPS3 greenfield applications should be favourably considered (subject to them being otherwise acceptable in planning terms).

8.6 Such decision would in effect amount to the approved release of UDP Phase 2 and possibly Phase 3 sites. The Phase 2 sites are likely to accommodate less than 2000 dwellings and therefore have limited impact on the overall land supply. There are options which could involve assessment, particularly of the Phase 3 sites so that only those that are in sustainable locations and most readily fit the spatial strategy of RSS are released. It might also be possible to release Phase 2 and hold back Phase 3 so that the impact of greenfield release on brownfield development could be assessed. However, acceptance that the 5yr supply target is the over-riding consideration will bring added pressure for further release.

8.7 The alternative approach is that the Council confirms its current stance on the basis that the balance of interests is in achieving the urban transformation and regeneration priorities of RSS and that this outweighs any deficit in the 5yr land supply. The Council has also taken the view that the targets on which the 5yr supply is based are unrealistic except in the most buoyant market conditions. There is a 5yr supply taking the Council's managed release approach and clearly a substantial supply of other identified sites should the market pick up. In addition the Council is proactively seeking to bring forward a range of initiatives (para 5.14).

- 8.8 The potential impact of greenfield releases on the Core Approach of RSS, which is the focus of this Council's regeneration initiatives, has been recognised by the Inspector in the recent appeals. Release of greenfield sites is thus contrary to policy H1 of RSS.
- 8.9 In promoting this course of action it is also relevant to take into account the areas of disagreement with the Inspector's findings. These include the factors impacting on the scale of the deficit described earlier in this report. It also includes the approach to the managed requirement and managed release for which the Inspector offered no reasons for his disagreement with the Council's case.
- 8.10 While it may clearly seem reasonable for the Council to pursue this option having weighed the balance of interests it must be recognised that there are risks in such a decision. There has been much government commentary on the need for increased housing delivery but little or nothing about the impact of the recession on housing targets and the effects of economic reality on the 5yr land supply calculation. While the Council may take one view there remains the prospect that an Inspector at a future appeal will see the housing target figure as the most important and over-riding issue.
- 8.11 Thus in summary the main choices open to the Council are to:
- a) accept the need for greenfield release recognizing a deficit in the 5yr housing land supply; or
  - b) conclude that greenfield release is inappropriate for the reasons given in this report.
- 8.12 Option (a) has the advantages that: it is likely to lead to fewer appeals, with their associated costs and risks; will provide development opportunities that are likely to be easier and less costly to bring forward; and will potentially enhance the Council's HPDG award. Disadvantages are that: the Council will be immediately susceptible to pressure for further greenfield development in advance of a further report to establish the terms for greenfield release; and investment is likely to be diverted to greenfield sites and away from the regeneration and inner city priorities.
- 8.13 Option (b) has the advantages that it maintains the focus on the priorities set out in RSS and the UDP. The disadvantages are that it is likely to lead to continuing debate over the Council's housing land supply through a series of planning appeals. A series of adverse appeal decisions would be unsustainable and likely to lead to awards of costs against the Council. It would also mean planning by appeal rather than through a managed and planned approach.
- 8.12 Whichever option members choose it must be recognised that individual planning applications must each be determined on their merits. A wide range of factors, such as a site's location and accessibility to facilities, sustainability, flood risk and drainage, layout and design will all continue to be important.

## **9 Recommendations**

- 9.1 Members are requested to consider the matters raised in this report and determine which of the options set out in paragraph 8.11 they wish to pursue.

### **Background Papers**

None



# Appeal Decisions

Inquiry opened on 4 November 2008

Site visit made on 6 November 2008

by **Martin Whitehead LLB BSc(Hons)**  
CEng MICE

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**Decision date:**  
**16 March 2009**

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## Appeal A Ref: APP/N4720/A/08/2077481

### Land off Fleet Lane, Oulton, Leeds LS26 8HX

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Oulton Hall Ltd against the decision of Leeds City Council.
- The application Ref P/08/00943/OT, dated 15 February 2008, was refused by notice dated 19 May 2008.
- The development proposed is residential development with associated parking and landscaping.

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## Appeal B Ref: APP/N4720/A/08/2077485

### Land off Royds Lane, Rothwell, Leeds LS26 0BJ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Oulton Hall Ltd against the decision of Leeds City Council.
- The application Ref P/08/00953/OT, dated 15 February 2008, was refused by notice dated 19 May 2008.
- The development proposed is residential development with associated parking and landscaping.

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## Preliminary and Procedural Matters

1. The inquiry sat for 5 days on 4, 5 and 6 November 2008 and 9 and 10 February 2009.
2. Both appeal applications were submitted in outline form with all matters of detail, except access, reserved for later consideration. The appellant has submitted plans showing the layout of the proposed developments, but has confirmed that they are only indicative. I have dealt with the appeals on this basis.
3. The appellant has submitted Drawing No 07-452-002 Revision B for Appeal A and Drawing No 07-453-TR-001 Revision A for Appeal B. The Council has accepted that the details shown on these drawings would help to address its concerns about the local highway infrastructure and highway safety. I have taken them into account in the determination of the appeals and I am satisfied that this will not prejudice the interests of any of the parties.
4. At the inquiry, the appellant submitted an engrossed Section 106 Agreement for Appeal A, and an engrossed Section 106 Agreement for Appeal B. Both would secure contributions towards affordable housing, education, green travel plan monitoring, play space and public transport. I have given the Agreements significant weight as, without them, the appeal proposals would not comply

with Leeds Unitary Development Plan (Review 2006) (UDP) Policy GP5, and permission should not be granted.

## **Decisions**

### ***Appeal A***

5. I dismiss Appeal A.

### ***Appeal B***

6. I dismiss Appeal B.

## **Main issues- Appeal A and Appeal B**

7. At the inquiry, the Council confirmed that it was satisfied that neither of the proposals would lead to highway capacity or safety problems. I accept that these matters in the 5th reason for refusal have been addressed. Therefore, the main issues in both Appeal A and Appeal B are the effect of the proposal on housing land supply in the region; whether the proposal would be an acceptable development outside defined settlement boundaries; and its effect on the need to travel by private car.

## **Reasons- Appeal A and Appeal B**

### ***Background***

8. The Appeal A site consists of part of a field adjacent to the edge of Oulton. It is bounded by Fleet Lane and the rear of houses to the north, houses off Farrer Lane to the west and Oulton Brook to the south. The Appeal B site consists of a field adjacent to the edge of Rothwell. It is bounded by a golf course to the north and east, sports pitches to the west, Royds Lane, with housing development along it, to the south west and housing development along Arran Way to the north west. The indicative layout plans show 104 x 2, 3 and 4 bedroom houses on the Appeal A site and 114 x 2, 3 and 4 bedroom houses on the Appeal B site.

### ***Housing Land Supply***

9. The spatial vision and core approach for the region over the next 15 to 20 years is given in the Yorkshire and Humber Plan Regional Spatial Strategy to 2026 (RSS). It was adopted in May 2008 and therefore provides up-to-date development plan policies. It seeks to ensure that there will be more sustainable patterns and forms of development, investment and activity. Table 2.2 identifies the method of delivering the core approach over 15-20 years. With regard to housing, in the early years best use should be made of existing allocations and already identified urban potential in cities and towns. This approach is similar to the sequential approach given in the housing policies in the UDP, which have been saved.
10. The Council has published its Housing Land Annual Monitor Report (AMR) for December 2008. The 2008-14 assessment is described in its document: *5 year housing land supply 2008-13 & 2009-14*. It is drawn from three groups of sites, consisting of outstanding permissions and allocations and emerging brownfield sites.

11. The national approach to housing is given in Planning Policy Statement (PPS) 3: *Housing*. It requires local planning authorities to demonstrate a 5 year supply of deliverable housing sites. In this respect, the advice produced by the Department for Communities and Local Government (DCLG) is in 3 main stages. The first stage is to identify the level of housing provision to be delivered over the following 5 years which, where available, should be from the adopted development plans. UDP Policy H1 seeks to ensure that provision is made for the annual average requirement for housing identified in the RSS. The required annual average net additions to the dwelling stock for Leeds from 2008 to 2026 is given as 4300 in Table 12.1 of the RSS.
12. Stage 2 of the DCLG advice requires the identification of sites that have the potential to deliver housing during the following 5 years, including unallocated brownfield sites to be considered deliverable in terms of paragraph 54 of PPS 3. Leeds City Council has not completed a Strategic Housing Land Availability Assessment (SHLAA) during 2008 to provide information to identify specific deliverable sites in the 5 year period, which is recommended in paragraph 54 and is given as a requirement of RSS Policy H2.
13. The AMR includes a table which shows that the forecast net housing supply, allowing for clearance losses of 1275, will be 17688 dwellings within the 5 year period 2008-13. This would provide less than the annual average given in the RSS. Even making allowance for a cumulative surplus above the RSS annual requirement of 2260 from 2004 to 2008, the AMR suggests that there would be a prospective deficit of 2722 dwellings over this 5 year period. Its housing trajectory gives 2009-10 as the only year within that period where the net supply is forecast to be above the RSS average. It is not until after the end of the 5 year period that it is forecast to be consistently above that average.
14. The third stage of the DCLG advice is to assess the deliverability of the identified potential sites. Paragraph 54 of PPS 3 establishes criteria for considering whether sites are deliverable. These require the site to be available now, suitable to contribute to the creation of sustainable, mixed communities, and have a reasonable prospect that housing would be delivered on it within 5 years. Taking account of this advice, GVA Grimley has carried out its own assessment of the Council's housing trajectory on behalf of the appellant, which gives a 5 year housing supply of 11157 dwellings. The differences between the AMR figures and those of GVA can mainly be attributed to the following reasons.
15. GVA has discounted 68 dwellings that have been completed on 4 sites, but the Council has suggested that these sites had not previously been included and I have been given no evidence to show otherwise. With regard to duplications, GVA identified 3 sites at the inquiry. Although the schedules give the sites similar addresses, different numbers of dwellings are given and it is not obvious that they are the same sites. Even if any of these sites have been duplicated, the number of units involved would not be great.
16. In terms of the East and South East Leeds (EASEL) Joint Venture schemes, GVA has considered them in line with Bellway's latest programme for development, which was taken to the Council's Executive Committee on 5 November 2008. This represents the most up-to-date programme for delivery. Therefore, the housing figures should be used in calculating the

5 year supply, which the Council has stated would provide 153 fewer dwellings than allowed for in the AMR. GVA accepted at the inquiry that it had mistakenly removed dwellings on 4 sites within the EASEL area which are independent of the Joint Venture, amounting to 369 dwellings.

17. Of the 5 sites that GVA has suggested involve a developer that is in liquidation, the Council's witness stated that the Pollard Lane site had been taken over by another company and the 109 dwellings on it were being actively sold. Whilst I am satisfied that these dwellings should be included in the 5 year supply, the Council has not provided any further information with regard to the other sites to convince me that they would be able to make a significant contribution to it.
18. GVA has stated that it has adjusted the AMR figures following empirical research through meetings with house builders and telephone and e-mail contact to ascertain whether sites with planning permission will be implemented as consented. This approach is recommended in the DCLG advice. The Council has not disputed that the research has been carried out, but questions the accuracy of the information provided. In the absence of any other detailed information about the sites, I am satisfied with the GVA approach, but accept that it may be pessimistic with regard to the likely number of dwellings from each site and the build-rate.
19. The Council has accepted that a large percentage of the sites that it has identified relate to apartments in Leeds City Centre, and there is a greater need for more family housing. The need for family housing is supported by the findings of the Leeds City Centre Residential Market Report 2007. Build rates for new flatted development would, therefore, be likely to be significantly below the historical rates, due to less demand for them. On this basis, the Council appears to have been over optimistic on the supply of housing from these sites.
20. Sites identified in the National Affordable Housing Programme 2008-11, sites in the Council's Affordable Housing Strategic Partnership, sites in the Council's Capital Receipts programme and Private Finance Initiative sites do not have planning permission. However, the AMR identifies schemes that have secured National Affordable Homes Agency (NAHA) funding for about 400 dwellings to be developed over the period 2009-11, together with schemes for a further 450 dwellings to be submitted for funding from the remaining NAHA 2008-11 regional budget. Whilst I accept that there is a reasonable prospect that housing would be delivered on these sites within the 5 year period, there is less certainty over the deliverability of other sites within these programmes.
21. The DCLG advice states that unallocated sites that are not likely to make a significant contribution to the delivery of housing during the relevant 5-year period should not be taken into account until planning permission has been granted and the land supply reviewed. The Inspector in appeal decision ref APP/B1605/A/08/2067428 has interpreted this as meaning sites of 20 or more as being the threshold of making a significant contribution, subject to a clear demonstration of deliverability. On this basis, I accept that GVA's removal from the Council's figures of infill sites and sites delivering fewer than 10 units would be appropriate, as these unallocated sites would fail to make a significant contribution to the 5 year supply.



22. At the inquiry, the Council conceded that its inclusion of student accommodation was contrary to DCLG advice on calculating net additional dwellings to show levels of housing delivery, given in Core Output Indicators-Update 2/2008. As such, 915 student dwellings should not be included in the housing supply. As the advice is a clarification of the definition of dwelling, student units should also be deducted from the housing surplus for the period 2004-8. The Council has suggested that its records indicate that 989 student units were completed in the 4 years, rather than the GVA estimate of 3932 units. Allowing for this deduction from the surplus up to the end of March 2008, the over supply would be 2943, which would be equivalent to 196 units per year over 15 years.
23. With regard to the viability of emerging sites, the largest site is Lumiere, which would provide 838 flats. Based on recent statements submitted by the appellant, the development appears to be 'mothballed'. Work has not resumed and there is no certainty that it will provide any dwellings within the 5 year period. The Council has not provided sufficient up-to-date details of the position in relation to other emerging schemes to show that there would be a reasonable prospect that housing would be delivered on any of them within 5 years.
24. Taking the above into account, a more realistic estimate of the deliverable supply calculated in accordance with the DCLG advice would be likely to be about 3 years at the RSS annual average. On this basis, the Council has not at present demonstrated a robust 5 year supply of housing land. Therefore, applications should be considered favourably in accordance with the guidance in PPS 3, having regard to the policies in the PPS, including considerations in paragraph 69.
25. This shortfall in the 5 year housing supply must be seen in the light of RSS Table 12.2, which lists Leeds as one of the areas where annual net housing growth is likely to rise from below the 2008-2026 average to above it. Leeds is expected to provide a relatively large increase in annual average net additions to the dwelling stock between the periods 2004-08 and 2008-2026. RSS Policy H2 establishes measures to ensure that the supply and delivery of housing is managed and stepped up. The RSS does not give any timescale for this stepping up.
26. An e-mail provided by the Council confirms that the Leeds allocation of the Housing and Planning Delivery Grant for 2008/2009 is on the basis of the Local Area Agreement (LAA) housing target being used for land supply purposes. The LAA sets a target for an average annual net increase of 3400 dwellings over the 3 years 2008-11. Whilst this indicates that the DCLG have accepted a lower rate of delivery in the early years and, in practice, it would be unlikely that Leeds would achieve a sudden and sustained increase in annual completions, I am not convinced that the RSS is allowing the Council to adjust gradually to the new housing targets.
27. The UDP seeks to address any shortfalls in housing supply under Policy H3, which establishes 3 phases for the controlled delivery of housing land release. Sites under Phase 2 should be released if existing housing land supply is demonstrably short, and then Phase 3 sites released after that to address the shortage. The criteria to indicate a shortage, given in paragraph 7.2.10 of the

UDP, have not been shown to exist. However, these criteria, which allow for a 2 year lapse of time before action is taken to remedy a shortfall, have now been superseded by the RSS housing supply targets and the PPS 3 requirement for a 5 year supply.

28. The appeal sites are not allocated under Phase 2 or Phase 3 in the UDP. They are listed under UDP Policy N34 as 'Protected Areas of Search' (PAS). The Policy restricts new development on these sites to that which is necessary for the operation of existing uses together with such temporary uses as would not prejudice the possibility of long term development. Paragraph 5.4.9 suggests that the suitability of these sites for development will be comprehensively reviewed as part of the preparation of the Local Development Framework (LDF), and in the light of the next RSS. At the inquiry the Council indicated that its planned timescale for the delivery of the LDF Core Strategy is 2010.
29. RSS Policy H2 B establishes measures that local planning authorities should take to identify and manage the release of land to maintain the momentum of urban transformation. The appeal schemes would be too small to cause any significant harm on their own to the urban regeneration of Leeds by schemes within EASEL and Aire Valley Area Action Plans. The Council accepted that none of the greenfield sites that it identified at the inquiry as being planned for release are PAS sites, and applications had been received on only 3 of them. However, the appellant has agreed that the release of the appeal sites for development would not support the transformation approach. Also, I am concerned that should permission be granted for the appeal schemes, it would make it more difficult for the Council to resist other similar schemes on greenfield sites, which would undermine the core approach and sub area policies regarding housing supply, contrary to RSS Policy H1.
30. The appellant has claimed that the appeal sites would be capable of providing much needed additional homes within the 5 year period. At the inquiry, the appellant's witness indicated that development on the sites could start within a year of the grant of outline permission, with an output on each site of about 50 dwellings per year. This would be at the higher rate for sites of 50 plus dwellings completed in Leeds outside the city centre since 1991, based on the Council's records, and the Council has stated that they were mostly for flats.
31. The Strategic Housing Market Assessment, 2007 (SHMA) indicates, in paragraph 7.2.3, that 2, 3 and 4 bedroom houses are the most preferred form of residential accommodation by existing householders and, in paragraph 7.2.7, Rothwell is one of the most preferred neighbourhoods within Leeds. Furthermore, both schemes would contribute towards the accepted shortage of affordable housing by way of Section 106 Agreements. This would be in line with RSS Policy H4, which gives a proportion of new housing that may need to be affordable in Leeds as 30-40%.
32. The appellant is the landowner of both the sites and, as yet, has not marketed them. Also, I have not been given any details of correspondence or dialogue with potential developers or programmes for development should permission be granted. Therefore, I am not convinced that the appeal sites would be likely to deliver their full potential of dwellings during the 5 year period. However, I am satisfied that, should I allow these appeals, the sites would be capable of

- making some contribution towards the 5 year housing supply, as they would each have a capacity of over 100 dwellings.
33. GVA has allowed for the release of Phase 2 and Phase 3 sites from 2010-11 in its assessment of housing supply within the 5 year period, but has indicated that this would not be sufficient to address the shortage. The Council has not allowed for such a provision and has not given any detailed assessment of the deliverability of Phase 2 and Phase 3 sites.
34. PPS 3 was published in 2006 and was designed to give a step change in housing delivery. It calls for local planning authorities to carry out SHLAAs in order to provide comprehensive assessments of all sites available for housing, going beyond more limited urban capacity studies; to take a more pro-active approach; and to cease relying upon windfalls. The step change for Leeds now required in the RSS was promoted in the draft RSS and is referred to in the Council's 2007 housing monitoring report. It is required to match recent growth in the economy and jobs. The Council has not shown that it has adequately addressed this step change, as it has failed to carry out a SHLAA and has not demonstrated a 5 year housing supply in accordance with government advice.
35. The appeal proposals would contribute towards the 5 year housing supply, and the Council has failed to demonstrate that the release of Phase 2 and 3 sites would fully address the shortfall. However, it would be premature to release PAS sites at this stage in the plan before the release of Phase 2 and 3 sites. The appeal proposals would be contrary to UDP policies H3 and N34 and, should I allow the appeals, would be likely to lead to other similar applications on greenfield sites which the Council would find hard to resist. This could well undermine the core approach given in the RSS. The appellant has not demonstrated sufficient benefits to outweigh this resulting harm. Therefore, I conclude on this issue that both Appeal A and Appeal B would have an adverse effect on housing land supply in the region.

***Whether Acceptable Development outside Settlement Boundaries.***

36. The appellant has accepted that both the appeal sites are outside the defined settlement boundaries for Rothwell and Oulton shown on the UDP Inset Plan. RSS Policy YH4 makes Regional Cities and Sub Regional Cities and Towns the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the region. Paragraph 2.32 states that the Regional Cities are based on the Regional Settlement Study (2004). The study shows Rothwell and Oulton as a linked settlement, which is classified as part of the main urban core of a settlement. The SHMA includes Rothwell within the 'Outer South' housing zone of Leeds. Therefore, although Rothwell and Oulton are surrounded by green belt land, I am satisfied that they form part of Leeds Regional City for the purposes of RSS Policy.
37. RSS Policy YH7 establishes a priority for the allocation of sites for new development. The first priority is the re-use of previously developed land and buildings and the more efficient use of existing developed areas within cities and towns; the second priority is other suitable infill opportunities within cities and towns; and the third priority is extensions to the cities and towns. Although the appeal sites are not within a city or town, I am satisfied that the

proposals would represent an extension to Leeds Regional City, which would be the third priority.

38. The Inspector's Report on Objections to the Leeds Unitary Development Plan, February 1999, suggests that development on the Appeal A site would in general constitute a rounding off of the settlement. With respect to the Appeal B site, the report states that housing on it would have little visual impact on the wider area of green belt and open countryside to the south. The report concludes, in paragraph 700.41 for the Appeal A site and paragraph 701.16 for the Appeal B site, that both sites are suitable for housing development. The Inspector found that future housing supply could be met by other means at that time.
39. The subsequent Inspector's Report on objections to the Leeds UDP Review, November 2005, states in paragraph 5.16 that provided that brownfield land continues to be brought forward at a satisfactory rate there is no need to even contemplate release of PAS sites. In paragraph 5.18, the Inspector accepts that the debate over sustainability has moved on since the last report, but suggests that at the very least the PAS sites comprise a substantial reservoir of land, possibly with varying degrees of sustainability, but from which sustainable sites could be drawn after proper appraisal should the need arise in the long term.
40. Taking the above into account, I conclude on this issue that both the Appeal A and the Appeal B sites would be acceptable for future housing development outside defined settlement boundaries, subject to an appraisal regarding their sustainability.

### ***The Need to Travel by Private Car***

41. With regard to the sustainability of the appeal sites, I have considered the effect that the proposals would have on the need to travel, and in particular by private car.
42. The Appeal A site is a convenient walk away from a small supermarket, but is further away from the limited facilities in Oulton. The shortest walking route to the nearest railway station, at Woodlesford, is along Eshald Lane, which for part of its length is secluded and has no separate footway. This would compromise the safety of pedestrians. The appellant agreed with the Council that the alternative route would be about 1.3km and that trains in the peak hours run at capacity. I am concerned that these factors would deter the use of rail transport by future occupants of the proposed houses.
43. With regard to the bus, the Council submitted a plan at the inquiry that showed walking routes from the centre of the site to the nearest bus shelters on the A639, Leeds Road. The shortest route is given as 585m and involves the use of an unmade and unlit public footpath. Even with the replacement of styles with gates, which is covered by the Section 106 Agreement, this footpath would be unattractive to use, especially when it is muddy and at night. The alternative route is given as 947m, and to access the northbound buses it would be necessary to cross Leeds Road, which is a busy dual carriageway with no controlled crossing. A feasibility study, secured by condition, would not guarantee a safe means of crossing that road, as it may conclude that such a crossing would not be feasible.

44. There is a less frequent bus service along the A642, Aberford Road. The nearest bus stops for these services are near to the junction with Fleet Lane, about 440m from the centre of the site. There are also school bus services available at these stops. Although they would be further away from the site than the recommended maximum in the Institution of Highways and Transportation (IHT) publication: '*Planning for Public Transport*', the shelters and facilities at the nearest bus stops would be improved using contributions made under the Section 106 Agreement.
45. The site is within reach of a major employment site at Cross Green and Stourton, and Leeds City Centre via a cycle network that links up with cycle lanes along Fleet Lane. However, the appellant's modal split for cycling in its Travel Plan gives about 1% of journeys, which indicates that this would represent an insignificant form of transport.
46. The 1999 Inspector's Report finds that the site is in a sustainable location. However, that report pre-dates the government advice in Planning Policy Guidance Note 13: *Transport*, PPS 1: *Delivering Sustainable Development*, and PPS 3. As such, the emphasis on reducing the need to travel by car was not as strong as it is now.
47. With respect to the Appeal B site, the 1999 Inspector's report accepts that it is not near to a railway station, but identifies that there are good bus services from the centre of Rothwell. Rothwell town centre is well served by shops and facilities, that include a Morrisons supermarket. There are also bus stops within it that provide access to services to Leeds City Centre and other centres of employment, shops and facilities. Pedestrian access to the town centre from the site would be either via Royds Lane or Arran Way, and these routes are about 800m long, with the nearest bus stops being over 600m from the centre of the site. A footway provides pedestrian access from the site to Royds High School, which is about 1.5km away, and school buses stop along Royds Lane near to the site.
48. The advice set out in '*Guidelines for Providing for Journeys on Foot*', published in 2000 by the IHT, which is referred to in the Travel Plans, gives the acceptable walking distance to a town centre as 400m, commuting to school as 1000m, and elsewhere as 800m. On this basis, neither the Appeal A site nor the Appeal B site are within an acceptable walking distance of town centres, schools or most other facilities. The appellant company has based its assessments on walking times, but they are more difficult to gauge due to variations in walking pace.
49. The Council has referred to its Supplementary Planning Document (SPD): *Public Transport Improvements and Developer Contributions*, August 2008. In paragraph 4.3.15, it specifies criteria to determine the minimum level of accessibility to public transport in relation to the parameters to be used for determining whether a contribution towards public transport enhancements or improvements would be required. At the inquiry, the appellant accepted that neither of the sites would comply with the guidance given in the SPD regarding walking distances to bus stops and frequency of bus services.
50. I have taken account of the appellant's Travel Plans that have been agreed with the Council. Under the Travel Plan, a co-ordinator would positively market

and promote the use of train and bus services to all residents, promote cycling and walking, explore the possibility of creating informal car sharing schemes, and advise residents on alternative working and shopping practices. The developer would provide residential MetroCards to the occupiers of the dwellings. Whilst these measures are targeted to reduce car travel in line with the SPD, the Travel Plan acknowledges that they may be difficult to introduce and enforce because of the individual nature of the developments.

51. Based on the above, I am concerned that future residents at both the appeal sites would have an over reliance on the private car to access jobs, schools, and necessary facilities for families. Although the Travel Plans and S106 contributions towards public transport could help to reduce this reliance, the need for such measures to help make the proposed developments acceptable emphasises the fact that the appeal sites are in relatively unsustainable locations.
52. I conclude on this issue that both the Appeal A proposal and the Appeal B proposal would result in an unacceptable increase in the need to travel by private car. Also, they would fail to accord with UDP policies T2 and SP3 with regard to being adequately served by public transport and having acceptable walking distances to local facilities; and paragraph 69 of PPS 3, in that the sites would be unsuitable for housing in terms of their environmental sustainability.

### ***Other Matters***

53. The appellant has referred to a Secretary of State decision regarding proposals for housing at Wickford, Essex in support of the appeal proposals. However, it involves significantly different circumstances from those of the present appeals, particularly with regard to the development plan policies and dates, meeting past housing supply requirements, and the relative location of the site. Whilst I have noted the points made, no direct comparisons can be made and I have dealt with these appeals on their own individual planning merits in the light of prevailing policies and guidance.

### ***Overall conclusions***

54. For the reasons given above, I have found that both the appeal proposals would represent acceptable development outside settlement boundaries. However, Table 2.2 of the RSS indicates that it is only in the later years of the delivery of the core approach that additional urban extensions, such as those represented by the appeal proposals, should be considered, if necessary. I am not convinced that such a need has been demonstrated, given that Phase 2 and 3 sites under UDP Policy H3 have not been released for development. The proposals could therefore have a harmful effect on housing land supply in the region and the resulting increase in the need to travel by private car would not be justified. On this basis, and having regard to all other matters raised, I conclude that both Appeal A and Appeal B should fail.

*M J Whitehead*

INSPECTOR

## **APPEARANCES**

### FOR THE LOCAL PLANNING AUTHORITY:

|  |  |
|--|--|
| Mr Robert White                                | Of Counsel, instructed by the Solicitor of Leeds City Council                        |
| He called                                      |  |
| Mr Stephen Speak MRTPI                         | Chief Strategy and Policy Officer, Leeds City Council                                |
| Mr Peter Anderson Beck<br>Chartered Accountant | Programme Manager for EASEL and AVL programmes, Leeds City Council                   |
| Mr David Newbury<br>BA(Hons) MRTPI             | Area Planning Manager for South Leeds, Leeds City Council                            |
| Mr David Stainsby HNC<br>(Civ Eng)             | Senior Highway Development Control Officer, Leeds City Council                       |
| Mr John Townsend                               | Senior Planner, Data Team of Planning & Economic Policy Services, Leeds City Council |

### FOR THE APPELLANT:

|   |  |
|---|--|
| Miss Frances Patterson                        | QC, instructed by Miss Beverley Smith, GVA Grimley Ltd |
| She called                                    |  |
| Ms Elizabeth Green BEng<br>MSc CEng MICE FIHT | Bryan G Hall, Suite E8, Josephs Well, Leeds LS3 1AB    |
| Miss Beverley Smith<br>MA(TP) MRTPI           | GVA Grimley Ltd, 29 King Street, Leeds LS1 2HL         |
| Mr Mark Johnson BSc<br>MRICS MRTPI            | Dacre, Son and Hartley, 9 York Place, Leeds LS1 2DS    |

### INTERESTED PERSONS:

|                              |  |
|------------------------------|--|
| Councillor Don Wilson        | Councillor, Leeds City Council, 7 The Paddock, Rothwell LS26 0PA |
| Mr John Crapper              | Chairman of The Oulton Society, 6 Fleet Lane, Oulton LS26 8HX    |
| Councillor Stuart Golton     | Councillor, Leeds City Council, 5 Farrer Lane, Oulton LS26 8JP   |
| Ms Victoria Hinchliff Walker | Case Officer, Appeal A, Leeds City Council (attended site visit) |
| Mr Mike Howitt               | Case Officer, Appeal B, Leeds City Council (attended site visit) |

## **DOCUMENTS SUBMITTED BY THE APPELLANT AFTER OPENING THE INQUIRY**

- A1 Draft Section 106 Agreement- Appeal A, submitted on 4 November.
- A2 Draft Section 106 Agreement- Appeal B, submitted on 4 November.
- A3 Amended Table 6.4 in Proof of Evidence of Beverley Smith, submitted on 4 November.
- A4 Agreed proposed conditions- Appeal A, submitted on 4 November.
- A5 Agreed proposed conditions- Appeal B, submitted on 4 November.

- A6 The Yorkshire and Humber Plan Regional Spatial Strategy to 2026, submitted on 4 November.
- A7 Copy of advice produced by the DCLG Demonstrating a 5 year Supply of Deliverable Sites, submitted on 4 November.
- A8 Housing Land Monitor Report, 30 September 2007, submitted on 4 November.
- A9 Housing Land Monitor Report, 31 March 2008, submitted on 4 November.
- A10 Leeds City Council 5 Year Housing Land Supply Interim Assessment 2007-2012, submitted on 4 November
- A11 Department for Communities and Local Government Guidance on Producing Housing Trajectories, submitted by the Council on 4 November.
- A12 The Yorkshire and Humber Plan Schedule of Secretary of State's Proposed Changes and Reasons for Public Consultation 2007, submitted on 4 November.
- A13 Table of Housing and Planning Delivery Grant 2008/2009 – Provisional Allocations, from communities web site, submitted on 5 November
- A14 Suggested condition for a travel plan, submitted on 5 November.
- A15 Copy of Inspector's Report on objections to the Leeds Unitary Development Plan, February 1999, Chapter 21: Rothwell, submitted on 5 November.
- A16 Supplementary Proof of Evidence of Beverley J Smith, received on 13 January.
- A17 Appendices BJS 2.1, 2.2, 3.2, 3.3 and 3.4 to Supplementary Proof of Evidence of Beverley J Smith, received on 13 January.
- A18 Appendix BJS 3.1 to Supplementary Proof of Evidence of Beverley J Smith, received on 13 January.
- A19 Rebuttal Statement to the Richard Fenton Proof of Evidence by Mark T Johnson, received on 13 January.
- A20 Copy of engrossed Section 106 Agreement- Appeal A, submitted on 9 February.
- A21 Copy of engrossed Section 106 Agreement- Appeal B, submitted on 9 February.
- A22 Copy of Travel Plan for Appeal A, submitted on 9 February.
- A23 Copy of Travel Plan for Appeal B, submitted on 9 February.
- A24 Supplementary Proof of Evidence of Beverley J Smith, submitted on 9 February.
- A25 Minutes of the proceedings of the meeting of the Leeds City Council held on 19 November 2008, submitted on 9 February.
- A26 Copy of Appeal Decision APP/B1605/A/08/2067428, submitted on 9 February.
- A27 Letter from HBF, dated 19 December 2008, submitted on 9 February.
- A28 Minutes of meeting of Leeds Housing Partnership on 10 November 2008, submitted on 9 February.
- A29 Article from the Yorkshire Post, dated 4 February 2009, submitted on 9 February.
- A30 Extracts from the Yorkshire & Humber RSS Settlement Study, June 2004, submitted on 10 February.
- A31 RSS and LDF Core Output Indicators- Update 2/2008, submitted on 10 February.
- A32 Flood Risk Assessment- Appeal B, submitted on 10 February.



### **DOCUMENTS SUBMITTED BY THE COUNCIL AFTER OPENING THE INQUIRY**

- C1 Tables in draft Housing Land Monitor Report for December 2008, submitted on 4 November.
- C2 Leeds City Council News Release on EASEL Scheme, submitted on 4 November.
- C3 Council's letters of notification and lists of those notified of the resumption of the inquiry, received on 24 December.
- C4 Proof of Evidence of John Townsend, received on 26 January.
- C5 The Council's report on 5 year housing land supply 2008-13 & 2009-14, received on 26 January.
- C6 Detailed Site Schedules for the report on 5 year housing land supply, received on 26 January.
- C7 Supplementary Written Statement of Stephen Speak, received on 26 January.
- C8 Comments by Richard Fenton on Mark T Johnson's Rebuttal Statement, received on 26 January.
- C9 Copy of details of Appeal A site as Contract Leads, dated 3 April 2008, submitted on 10 February.

### **DOCUMENTS SUBMITTED BY INTERESTED PARTIES AFTER OPENING THE INQUIRY**

- IP1 Letter, dated 3 November 2008, submitted by Jonathon Dunbavin of I D Planning on 4 November.
- IP2 Letter, dated 1 November 2008 from 2 Norfolk Drive, submitted by Mr Crapper on 5 November.
- IP3 Written Submissions of Malcolm Brocklesby for the Campaign to Protect Rural England, submitted by Mr Crapper on 5 November.
- IP4 Written Submissions of The Oulton Society, submitted by Mr Crapper on 9 February and read by him on 10 February.

### **PLANS SUBMITTED AT THE INQUIRY**

- A Appeal A- Plan of walking route distances from the site, submitted by the Council on 4 November.
- B Leeds Unitary Development Plan (Review 2006) Map 29, submitted by the Council on 10 February.

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## LEEDS CITY COUNCIL STATEMENT ON THE 5 YEAR LAND SUPPLY

### The 5 year land supply

1. PPS3 requires Planning Authorities to maintain a 5 year supply of deliverable land for housing at all times. If they are unable to demonstrate such a supply, “they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69” (Para 71).
2. The 5 year supply would normally be expected to be identified through a Strategic Housing Land Availability Study (SHLAA), but if this is not yet published, authorities “will need to assess and demonstrate the extent to which existing plans already fulfil the requirement set out in this statement to identify and maintain a rolling 5 years supply of deliverable land for housing” (para 7). In March 2007, CLG issued Advice to Government Offices and the Planning Inspectorate on how such interim assessments should be made (“Demonstrating a 5 year supply of deliverable sites”).
3. The inaugural Leeds SHLAA began in September 2008 and is still in progress. It is unlikely to be finished much before the end of this year. Consequently, the Council undertook a second interim appraisal of the 5 year land supply, which was published in December 2008. This report and supporting schedules are submitted as Appendix 1.
4. The appraisal gives supply figures for 2008-13 and 2009-14, but it is the latter figures that the Council is relying on for this appeal, since they cover the current 5 year period. The conclusions of the appraisal are summarised in the table at paragraph 54 of the report. This shows that a gross supply of 18865 dwellings was identified for 2009-14. After allowing for estimated clearance of 1275 dwellings, this gave a net supply of 17590 dwellings.
5. The adequacy of the identified supply depends on how it relates to the 5 year requirement. Calculation of the requirement is discussed in paragraphs 57-70 of the appraisal. CLG guidance on this matter is relatively reticent, but the PINs advice seems to favour the residual method (para 58). The residual method can be applied in different ways. The Council’s view is that it is most appropriate to base the requirement on the Managed Delivery Target (Indicator H2(d)) set out in table 4 of the 2008 LDF AMR (Appendix 2).
6. This gives a 5 year requirement for 17600 dwellings over 2009-14. This is just 10 dwellings short of the identified supply, and the Council therefore believes the 5 year supply to be adequate.

### Oulton Hall Appeals

7. Last year, Oulton Hall (IOM) Ltd appealed against refusal of planning applications for housing on two sites in south Leeds. Housing land supply was a major issue in these appeals, and the Inquiry, which began in November 2008, was adjourned for 3 months to allow the Council’s latest appraisal of the 5 year supply to be considered.
8. The Inspector issued his decision letter on 16 March 2009 (Appendix 3). On land supply, he concluded that “a more realistic estimate of the deliverable supply calculated in accordance with DCLG advice would be likely to be about 3 years at the RSS annual average. On this basis the Council has not at present demonstrated a robust 5 year supply of housing land.” (para 24). This conclusion related to the 2008-13 period, and the supply accepted by the Inspector appears to equate to a net supply of approximately 12900 dwellings, compared to the Council’s figure of 17688 for that period.

### **Council response to appeal decision**

9. The Inspector's decision has been discussed by City Development officers and with Lead Members, and the Council has decided that it cannot agree with the Inspector's conclusions on housing land and other aspects of his decision letter. A report will be presented to the June meeting of the Council's Executive Board (the earliest date possible given report deadlines) setting out the reasons for this response. If available in time, this report will be submitted to this Hearing.
10. On the specific issue of the 5 year supply, the Council disagrees with the Inspector for the following reasons:
  - His formal conclusion relates to the period 2008-13, but it is now appropriate to look at 2009-14,
  - In determining the 5 year requirement, he gives insufficient weight to policies H1B and Table 12.2 of RSS, to the targets in the Local Area Agreement for Leeds and to Core Indicator H2(d) in the LDF AMR,
  - He takes no account of the implications of the general economic and housing recession for the delivery of new housing or for the approach to this matter in PPS3,
  - He does not fully explain how he arrives at his conclusion that there is only about a 3 year supply, and reasons for discounting supply identified by the Council are either not given, not adequately explained, or not persuasive.
11. The remainder of this statement amplifies these points.

### **Time period**

12. The Inspector was presented with supply data for both 2008-13 and 2009-14, and discussion of its validity was often in terms of the six year period as a whole, but it is apparent from paragraph 13 of his decision letter that his formal findings relate to 2008-13. Given that the first year of this period is now past, the Council considers it appropriate to consider the present appeal in terms of the 2009-14 supply. Strictly speaking the Inspector's formal conclusion does not apply to this supply, which therefore needs to be considered afresh (although the Council accepts that had the Inspector formally adjudicated on the 2009-14 supply, his conclusion would probably have been very similar).

### **5 year requirement**

13. In order to evaluate the Inspector's conclusions on this, it is necessary to consider the relevant information before him. A brief resume is given below (more details are in the Council's appraisal, Appendix 1, from para 57).
14. Calculation of the 5 year land requirement is relatively complicated, partly because of the brevity of CLG guidance. The only advice appears to be that contained in paragraph 5(i) of the PINs advice, which says that the requirement should be derived from figures in adopted development plans, "adjusted to reflect the level of housing that has already been delivered (within the lifetime of the current plan)". This the Council takes to be a reference to the residual method which involves calculating the total requirement over the life of the plan, deducting dwellings actually built in the plan period to date, and dividing the product by the number of years remaining in the policy in order to establish the residual annual need. This figure is multiplied by five to give the 5 year requirement.
15. The relevant development plan for Leeds is the Yorkshire & Humber Plan RSS Review, adopted in May 2008, which gives average annual net additions to the housing stock of 2260 in 2004-8 and 4300 in 2008-26. Inserted into a residual

calculation, these figures give 5 year requirements of 20410 2008-13 and 20570 2009-14. (Appendix 1, para 61)

16. The trouble with this method of calculation is that it effectively assumes that the dramatically increased 2008-26 requirement comes into force immediately in 2008, whereas it is clear from RSS policy H1B and Table 12.2 that output is only expected to increase gradually to this average figure.
17. Policy H1B of RSS states that the growth from 2008 should be achieved “taking account of indicative timing” given in Table 12.2. Table 12.2 shows that Leeds is one of a number of areas where “annual net housing growth (is) likely to rise from below the 2008-2026 average to above it”. It is considered that this can only mean that a lower level of output will in fact be acceptable in the first years after 2008, presumably to allow time for the LDF process to put in place new development plan policies to enable production to be expanded.
18. The Council’s view is that this policy intent needs to be built into the calculation of the 5 year residual requirement. This can be done by basing the requirement on the NI154 targets included in the Local Area Agreement concluded between the Council and the Government in July 2008. NI154 is a target for net additions to the housing stock, and the LAA adopts a target for an annual average net increase of 3400 dwellings over the three years 2008-11, 900 below the average RSS requirement. The acceptance of this target by CLG implies in the Council’s view that CLG regard it as consistent with RSS policy, and the Department has subsequently confirmed that the “LAA target can be used for land supply purposes” (email dated 5/11/08). CLG also appear to have used the target when awarding Leeds Housing Planning & Delivery Grant for possessing an adequate 5 year land supply in 2007-12.
19. The NI154 target only runs to March 2011, but the Council has extended this in the Managed Delivery Target set out in Table 4 of the 2008 LDF AMR. The managed delivery target is a new Core Output indicator introduced in update 2/2008 of the RSS & LDF Core Output Indicators document published in July 2008. According to the definition in this document, this indicator “should not be presented as an annualised average but as a meaningful reflection of how housing is expected to come forward over the remaining plan period taking into account the identification and provision of deliverable sites and any other influence on housing delivery including market trends”. In essence, it is an alternative route-map towards the RSS target.
20. The managed delivery target can be seen as a way of managing the step change from delivering net gains of 2260 a year up to 2008 to delivering 4300 thereafter, that is consistent with the aims of policy H1B and Table 12.2. Starting from the LAA target of 3400 for 2008-11, the managed delivery target gradually raises this to a figure of 4500 p.a. from 2017-8 almost to the end of the RSS period. This profile meets the overall RSS requirement by 2026 without calling for vastly inflated output in later years, but also gives time for the LDF to increase the supply of land to enable these later targets to be achieved. For the period 2009-14, it yields a requirement of 17600 dwellings, which the Council submits is compatible both with the intent of RSS policy and the LAA target.
21. The Inspector’s discussion of the 5 year requirement is to be found mainly in paragraphs 24-26 of his decision letter. Paragraph 24, in describing the 5 year supply as equivalent to about 3 years at the RSS annual average appears to imply that the requirement can be represented by the average RSS rate regardless of past

performance. If this is the implication, it appears to be contrary to the PINs advice, which seems clearly to favour a residual approach.

22. Paragraph 25 acknowledges that account needs to be taken of RSS Table 12.2, as quoted above, describes the increase between 2004-8 and 2008-26 as “relatively large”, and notes that there is no RSS timescale for stepping up output. Paragraph 26 accepts that the LAA NI154 target figures have been used by CLG to allocate HPDG, and agrees that “this indicates that CLG have accepted a lower rate of delivery in the early years and in practice it would be unlikely that Leeds would achieve a sudden and sustained increase in annual completions”.
23. All these comments appear to be broadly consistent with the case that the Council had been advancing. Consequently, it comes almost as a non sequitur to find paragraph 26 concluding with the remark that “I am not convinced that the RSS is allowing the Council to adjust gradually to the new housing targets”. In the Council’s view, this statement is in direct conflict with the understanding that the Inspector had set out in the previous sentences, and is not otherwise substantiated. Moreover, he has no suggestion as to what the purpose of H1B and Table 12.2 could possibly be if it were not the one on which he suddenly casts arbitrary doubt.
24. The Council’s view therefore is that the Inspector’s concluding clause is invalid, and that RSS does in fact intend that output in Leeds rise from below the 2008-26 average initially to above it later, as recognised by the LAA targets which the Inspector does not dispute. Consequently, it is appropriate that the 5 year requirement should be calculated in a way that recognises this intent. Although the Managed delivery figures from the LDF AMR are not discussed at all by the Inspector, the Council submits that these are a reasonable way of achieving this. It is concluded that the figure of 17600 is a fair quantification of the 2009-14 requirement.

#### **Impact of recession on housing delivery**

25. Paragraphs 18-25 of the Council’s appraisal of the 5 year supply (Appendix 1) raise important points of principle about the implications for the assessment of deliverability of the severe recession that had descended on the housebuilding industry earlier in the year. This issue is of special significance because it underlies many of the differences about phasing and viability in the contending assessments of supply considered in the Oulton appeals. Yet the Inspector makes no specific reference to this vital issue in his decision letter, either to confirm or deny its relevance. In the Council’s opinion, it is impossible to come to a coherent view about deliverability without directly confronting the implications of the housebuilding recession. The arguments outlined in the Council’s original appraisal are amplified below.
26. The two most important determinants of the achievable level of housebuilding are probably the size and make-up of the housing land supply – the raw material without which building cannot take place – and the strength of market demand for the finished product. Output is optimised only if these factors are in balance. If there are insufficient sites to meet demand, then demand will go unmet. Conversely, sites will remain undeveloped if effective demand is deficient. In principle, stimulating demand will not get more houses built if the sites are not available, any more than increasing the land supply will if the problem is lack of demand.
27. 5 year supply assessments are primarily about the supply of land for development. They aim to establish the level of housebuilding that the identifiable land supply could reasonably be expected to support. If the supply is found to be inadequate to meet

housebuilding targets, the prime remedy is also supply based – namely, to release more land (PPS3, para 71). The underlying assumption is that problems of under-delivery of housing are resolvable by increasing land supply.

28. 5 year supply assessments are not aimed at assessing the level of housebuilding that could be supported by the expected level of demand for housing. There is no reference in PPS3 to the strongly cyclical nature of the housebuilding industry, which is largely a response to variations in demand for housing, and means that construction can vary considerably at different stages of the housebuilding cycle.
29. As is well-known, the global economy has entered a severe recession, described by many as the worst for 50 years in the UK. The housebuilding industry has been very badly affected, as is apparent from numerous media and Company reports, mortgage and housebuilding statistics, house and land price data etc. There has been a collapse in demand for housing nationwide. Nationally, to take just one indicator, new starts in England have plummeted from an average of over 170,000 a year in 2004-7, to 104,500 in 2008 (CLG Live Table 222). Locally, new starts have been running at 70-80 a month at best since mid 2008 – equivalent to an annual rate of barely 1000 and compared to a monthly average of 330 in the four preceding years..
30. It is clear that the recession will have the effect of severely depressing output for at least the next one or two years. The effects will be felt in most parts of the country. Even when activity begins to recover, there is likely to be further delay before output returns to pre-recession levels. The recession will therefore have major implications for the delivery of housing over the next 5 years, and hence for land supply assessments being undertaken now.
31. The big question for these assessments is how to handle these recessionary effects. Although assessments focus on land supply rather than demand, one of the tests of the ability of sites to deliver housing is achievability. The PINs advice says that this test is satisfied if there is “a reasonable prospect” that housing will be delivered on the site within 5 years. The test is further explained in the SHLAA Practice Guidance as being “essentially a judgement about the economic viability of a site” (para 40) – whether there is likely to be a market for the housing product at a price sufficient to cover the costs of development and an adequate profit margin for the developer.
32. This definition of achievability moves the assessment away from relatively pure supply side criteria of deliverability – suitability and availability – to the consideration of wider demand factors that are extrinsic to the nature of the sites themselves. In the context of the present housebuilding recession, it is an open invitation for assessors to disqualify sites on the grounds that the recession precludes their delivery in the next 5 years.
33. It is the Council’s view that this is exactly what the appellants in the Oulton appeals have done in their assessment of deliverability. Significant amounts of capacity have been discounted on phasing or viability grounds (see next section for the quantities involved), the implication being that the recession has either put back the delivery of capacity within the 5 year period or rendered it altogether unviable in the next 5 years. By accepting this version of the figures, the Inspector has implicitly endorsed the view that the 5 years supply should reflect the impact of the recession - although without overtly considering whether it is appropriate to do so.
34. In the Council’s opinion, it is wrong to rule out capacity that would be perfectly deliverable but for the depressed state of the market, for the following reasons:

- The barrier to delivery posed by the recession is not a function of individual housing sites, but of the lack of demand in the economy as a whole. In the PPS3 regime, the solution proposed to delivery shortage is to release more sites, not to address the underlying demand weakness that is the real cause of the problem. Releasing more sites is unlikely to have much impact on delivery, because builders are unable or unwilling to undertake much development on any sites, good or bad, while the recession lasts. It would just add to the stock of sites (there are outstanding permissions for 24000 dwellings in Leeds at present) waiting for market conditions to improve. In short, the analysis of the problem is misconceived and the remedy is likely to be ineffective.
  - The adequacy of the land supply is evaluated by comparing it with housebuilding targets derived from development plans. In the case of Leeds, these are long term average targets, not necessarily to be achieved every year, but there is no mechanism in the policy for varying the requirement in response to real world conditions. In the PPS3 regime, the method of calculation specifically rules out any possibility of adjusting the requirement to reflect the effect that the present recession will have on the scope for delivery. If the requirement is calculated in a way that ignores the impact of the recession, but the assessment of supply is expected to take account of it, there is an obvious imbalance in the comparison. Locally, this imbalance is especially pronounced, because as shown in Appendix 1 of the Council's land supply appraisal (Appendix 1 to this document), the development plan targets for Leeds are predicated on the existence of optimum market conditions and are thus by definition unattainable in the present adverse climate. In the Council's view, the impact of the recession should either be fully accounted for or fully discounted in both requirement and supply figures.
35. The Council is not proposing that demand factors be ignored in the assessment of deliverable supply. It accepts that there are market constraints which stem directly from the characteristics of the local land supply, that these constraints can limit achievable output, and that they are capable of resolution by site substitution or addition. These factors are listed in para 22 of the Council's appraisal, and are:
- The existence of numbers of competing sites offering much the same product within a restricted geographical location, with a capacity likely, on any reasonable estimate, to be significantly greater than that of the local housing market within the relevant timescale.
  - Sites of such poor quality in terms of specific characteristics and general location as to cast severe doubt upon the viability of development even in the most favourable of market conditions.
  - Very large sites where the rate of construction is restricted by market capacity, resulting in deliverable supply being spread over several years.
36. The Council regards these constraints as endogenous to the local land supply and has made every effort to identify and reflect them in its assessment of deliverable supply. They are to be distinguished from the effects of economic recession, which the Council characterises as an exogenous factor, independent of the local housing market and not susceptible to remedy by local supply side action. The Council's aim has been to exclude this consideration from the assessment.
37. Whether or not this approach is considered to have merit, the Council submits that it is at least a coherent approach to a contingency that does not seem to have been



anticipated in the PPS3 literature, but that needs to be addressed. The issue is clearly identified in the Council's appraisal, and should have been considered explicitly by the Inspector. His failure to do so undermines the authority of his conclusions.

### Detailed discussion of supply

38. This final section looks in some detail at the discernible steps by which the Inspector reached his conclusion that there was only about a 3 years' net supply of land for 2008-13 at the RSS rate. This conclusion comes at the end of a section beginning at para 15 of his decision letter in which he passes comment on the net differences between the two parties identified in the proof submitted by John Townsend on behalf of the Council. A copy of this proof is attached as Appendix 4.
39. The main summary of the differences is given in the table at paragraph 3.6 of the proof, but it is also necessary to include the infill allowance discussed separately at para 4.2 in order to follow through the Inspector's working. It must also be remembered that his conclusions relate to the figures for 2008-13, so that totals for 2009-14 and 2008-14 have to be ignored for the purposes of this exercise.
40. The Inspector's conclusion indicates that he thought that there was a net supply of land for about 12900 dwellings over the period 2008-13. To get to this figure, he starts with the gross supply of 11157 identified by the appellant, quoted in para 14 of the decision letter. This represents Council identified capacity agreed by the appellant. The journey from this initial gross figure to the final net result involves firstly accepting or rejecting (in whole or in part) each of the net differences identified in the Council's proof. The resulting adjusted gross figure then has to be converted into a net total by deducting clearance. The Inspector does not mention clearance at all – possibly he overlooked it, or else it must be assumed that, like the appellant, he accepted the Council's figure of 1275 for the 5 year period.
41. The course of this transition is summarised in the table below. This shows for the categories identified by the Council the net difference between the contending figures, the quantity accepted or rejected by the Inspector, if known, and the paragraphs in the decision letter where the matter is discussed. The values in the "Inspector's view" column represent the capacity discounted by the appellant but reinstated by the Inspector.

| Element of supply           | Net difference between appellant & Council | Inspector's view | Discussed     |
|-----------------------------|--|------------------|---------------|
|                             |  |                  |               |
| <b>All categories</b>       | <b>7806</b>                                | <b>11157</b>     |               |
|                             |  |                  |               |
| Site complete               | 68   | 68               | Para 15       |
| Site duplicated             | 98   | 98               | Para 15       |
| Site in Easel Joint Venture | 200  | 0                | Para 16       |
| Site in Easel area          | 369  | 369              | Para 16       |
| Developer in liquidation    | 254  | 109              | Para 17       |
| Miscellaneous               | 301  | ?                | Not discussed |
| No planning application     | 1269                                       | 850              | Para 20       |
| Phasing difference          | 1351                                       | ?                | Not discussed |
| Student housing             | 845  | 0                | Para 22       |
| Site too small              | 134  | 0                | Para 21       |

|   |      |              |               |
|---|------|--------------|---------------|
| Viability   | 1733 | 0            | Para 23       |
| Other timing                                      | 254  | ?            | Not discussed |
| Infill  | 930  | 0            | Para 21       |
|   |      |              |               |
| <b>Inspector's revised gross supply</b>           |      | <b>12651</b> |               |
| <b>Revised net supply assuming 1275 clearance</b> |      | <b>11376</b> |               |

42. The table shows that three items were not discussed by the Inspector at all, so that his views on them are unknown. Overall, the capacity that he expressly reinstates adds only 1500 units to the appellant's starting figure, bringing it up to 12651. After taking account of clearance, this is equivalent to a net supply of 11376, coincidentally also some 1500 less than the net supply of about 12900 that he claims to exist in para 24.
43. The only conclusions that can be drawn from this discrepancy are that in reaching his conclusion, either the Inspector had in mind the gross figure of 12651, which is quite close to 12900, but had forgotten that it was not net; or that he had in fact reinstated other elements of supply discounted by the appellant which he had neglected to identify. These might have included all or some of the items not discussed. Either way, it has the unsatisfactory result of making it impossible accurately to follow his reasoning.
44. Before moving on to discuss the individual categories of supply excluded by appellant and Inspector, it is worth making some general points about the Inspector's treatment of the evidence:
- The Inspector's basic premise seems to be that the appellant's assessment is correct unless it can be shown otherwise. The onus appears to have been on the Council to show why the appellant's amendments should not be accepted, rather than on the appellant to show why they should. As a result, the basis of the appellant's judgements does not seem to have been subject to any great scrutiny.
  - The Inspector allows and places considerable weight on post hoc opinions and information about site delivery rather than relying on judgements that could reasonably be drawn on the basis of facts and opinions available at the time the Council's assessment was made in summer 2008. The most notable examples of this are the references to the initial Easel Joint Venture programme announced in November 2008, and to press reports concerning the Lumiere project in January 2009. The Council's understanding is that assessments of the 5 year land supply are intended to be made once a year, as part of the LDF AMR and/or the SHLAA annual updates. These assessments then stand as statements of the position until superseded by next year's statement. They are not intended to be live documents, subject to continuous review. Were they to be made so, it would impose an impossible information gathering burden on Local Authorities. As a matter of principle therefore, the Council believes that assessments should be seen as snapshots of the position at a point in time each year, open to criticism in the light of information available at that time, but not with the benefit of hindsight.
  - The Inspector appears to have had unconditional faith in the reported views of developers on site delivery. In paragraph 18 he says that contact with developers is recommended by the DCLG advice. By this is presumably meant the PINs advice, under the auspices of which the Council's assessment was undertaken. In fact, the Council's reading of the advice is that developer contact would be exceptional

rather than routine. The Council has explained its approach to this issue in paragraphs 12-14 of its appraisal. The difficulties about consulting developers in a PINs style assessment are partly logistical – the Council’s appraisal covered 900 sites – and partly relate to doubts about the stability and validity of the information received as a basis for estimating deliverability in a 5 year time frame. These latter doubts are borne out by the quality of quite a lot of the developer information used by the appellant to disqualify capacity. The following are a sample of the comments on which exclusion is based: apartment scheme unlikely to be delivered; Bellway pulled out; residential under review, new scheme likely; not in 5 years – apartment scheme; no s106 yet. A number of schemes are put back without any explanation whatever. The comment is often thin and frequently based on opinion rather than circumstantial evidence. There is nothing particularly wrong with this – assessments are after all matters of judgement rather than fact – but there does not seem any good reason to accord developer opinions oracular status, simply because of their source, as the Inspector seems to have done. In the Council’s view, developer opinions should not be regarded as inherently superior to the documentary approach followed by the Council, based on examination of planning histories, aerial photographs of sites, and Council Tax and Non Domestic Rates data. The assessments based on these sources especially in the case of emerging sites are often far more searching than those reported by the appellant, as a glance at the detailed site assessments should show.

- Identifying individual sites capable of delivery in a defined future period is a task fraught with uncertainty and thus a matter of judgement rather than fact. In such circumstances, it is useful to cross check the net effect of individual assumptions against past aggregate trends if possible, since aggregate data is inherently more stable than figures that emerge from numerous individual cases. In the Council’s appraisal and subsequent appeal statement, trend data was used at various points to guide or corroborate individual site judgements. In the appraisal itself (Appendix 1 paras 24-32) data on windfall leakage rates was used to estimate the proportion of existing windfall permissions outside the city centre that might reasonably be expected to come to fruition. It was shown that historically in Leeds barely 5% of windfall permissions had leaked, but for the purpose of the assessment, this was prudently increased to 15%. In a similar vein, it was shown that the appellant’s estimate of the quantity of housing likely to be delivered on emerging windfall sites was well below the bottom of the range predicted by past trends, whereas the Council’s estimate was right in the middle of the expected range (Council’s appeal statement , Appendix 2, section 2). The Council regards this information as significant intelligence which should have been taken into account in assessing the credibility of contending land supply estimates, but the Inspector makes no reference to it whatever. The failure even to discuss this relevant benchmark data further undermines confidence in his conclusions.
45. Turning to the individual categories, the Inspector accepts the appellant’s reduction of 200 in the contribution of **sites in the Easel Joint Venture** scheme (in paragraph 16 of his decision letter, he quotes 153 as the difference, but this is the figure for the six years 2008-14 rather than 2008-13). This new figure is derived from an initial development plan published in November 2008 after the Council’s appraisal was completed. It therefore represents post hoc information which the Council thinks should be inadmissible.
46. The appellant removed 254 dwellings on 5 sites where it was claimed that the **developer was in liquidation**. The Inspector adds back 109 of these on the basis of

evidence that they were largely built and being sold, but retained the rest of the reduction. He evidently gave no weight to the Council's argument that liquidation does not necessarily preclude development in the medium term, since the sites are assets which administrators will seek to dispose of to other companies able to pursue development. The sites all have the benefit of planning permission for housing and are in locations that are reasonably attractive for that purpose. The Council continues to believe that housing can be delivered on these sites in the assessment timescale.

47. The Inspector makes no reference to the 301 dwellings rejected by the appellant on **miscellaneous** grounds. As stated in the Council's proof, most of this was the result of calculation errors by the appellant or to a lesser extent disagreements about capacity. In the absence of any consideration by the Inspector, and in view of the large proportion of this exclusion that was the result of simple error, the Council considers that this capacity should be reinstated.
48. The appellant systematically deleted all sites for which **no planning application** had yet been submitted on the grounds that without an application, there was no certainty that delivery was possible within the assessment timeframe. Thus the existence of a planning application was made a necessary condition of delivery. Capacity for 1269 dwellings was deleted on these grounds.
49. The capacity excluded was all in the emerging sites category, which corresponds to the third class of sites considered eligible for consideration in the PINs advice – unallocated brownfield sites identified as suitable for housing and which have made sufficient progress through the planning process to be considered deliverable (PINs advice, para 5(ii)) The Council had taken this to potentially include sites on which planning applications had recently been refused or withdrawn but where a revised scheme could be acceptable, sites subject to undetermined applications or pre-application enquiries, and sites identified in various Council initiatives, including the Affordable Housing Strategic Partnership, a local PFI scheme and the Council's Capital Receipts programme (Appendix 1, para 3).
50. The Inspector's treatment of the 1269 no application dwellings in this category is mixed. He reinstates 850 dwellings with actual or prospective National Affordable Homes Agency funding, but retains the residual rejections, on the grounds that there is less certainty about their delivery. Most of the sites reinstated did not have planning permission or applications, so it is clear that he does not agree with the principle that an application is a necessary condition of deliverability.
51. The Council's view is that there is no justification for excluding sites simply because of the absence of a planning application. This condition is not specified in the PINs advice, and it is clear that the Inspector did not recognise it. Its use by the appellant as an Ockham's razor was simply a convenient device to evade proper evaluation of the affected sites – they could just be automatically cast aside without having to apply the deliverability tests.
52. Not only is rejection of these sites against the formal rules, it also makes no sense in terms of the nature of the process of mobilising sites for development. As pointed out in para 3.19 of the Council's proof (Appendix 3), there is always a stock of sites being actively considered for development which have not yet reached the stage of a planning application, and it is clear from past experience that sites actually developed over a future 5 year period will include some without permission at the base date. It is central to the purpose of 5 year supply assessments to try to identify these sites, and it only frustrates this purpose to interpose arbitrary rules that exclude potentially deliverable land without proper appraisal.

53. The Council therefore concludes that it is not reasonable to disqualify capacity simply because of the absence of a planning application. Consequently, the implicit acceptance of this procedure in the Inspector's decision not to reinstate the residual 419 units (1269-850) is not justified, and also runs counter to his decision in respect of the 850 units that he did add back.
54. The appellant excludes 1351 dwellings as a result of **phasing** the delivery of capacity outside the 5 year period. The Inspector makes no explicit comment on this exclusion in his decision letter, so it is impossible to know what he thought about it.
55. Some of these deferments were proposed by the appellant with no explanation whatever, but in general, in the Council's view, they were a direct reflection of the impact of the recession as perceived by the appellant and their informants. As such, the deferments should be seen as the result of exogenous market conditions rather than of an endogenous local housing land supply problem, as discussed above. The Council's view is therefore that these phasing deferments should be disregarded in the assessment of housing land delivery.
56. The Inspector supports the rejection of 845 units of **student housing**. This is justified by both appellant and Inspector on the grounds of the change of dwelling definition abruptly introduced by CLG in the 2008 Housing Flows Reconciliation Form and the Core Output Indicators Update 2/2008. Paragraph 22 of the Inspector's decision letter can be read as implying that the Council accepted this exclusion.
57. In fact this is far from the case – all that was accepted was the fact of the definition change in the documents cited, not its correctness. The Council's position remains that there are fundamental objections to excluding student housing from dwelling counts, as set out in paragraphs 3.24 - 3.30 of the Council's proof. Briefly, these objections are that:
- The change in definition was an unexplained and arbitrary departure from previous practice as well as current CLG practice in other housing forms (P2 quarterly return of dwelling starts and completions and Housing Strategy Statistical Appendix)
  - The change was inconsistent with CLG's fundamental definition of a dwelling as a unit of self contained accommodation, which most student housing satisfies.
  - Student housebuilding clearly has implications for housing supply in an area, both directly in supplying accommodation and indirectly in freeing up other housing for general use. Students are included in development plan housing requirement figures so student housing should also be included in enumerations of housing supply.
58. The Council is pursuing these objections with CLG, who have agreed that the definition needs to be clarified and will be referring the matter to the CLIP Housing and Planning Groups and the English Regional Network Monitoring Group. The Inspector did not address any of the Council's arguments, preferring to rely on the fact of the definition change in the documents cited. In the Council's view, this failure to engage with the substantive issues devalues his conclusion, which should therefore be set aside.
59. **Too small** and **infill** sites can be dealt with together. The PINs advice states that only unallocated sites that make a "significant contribution" to housing delivery should be included in assessments. On this basis, the appellant excluded 134 dwellings on identified unallocated sites for between 5 and 9 dwellings and a further 930 dwellings on unidentified infill sites for less than 5 dwellings. In paragraph 21 of his decision letter, the Inspector accepts these exclusions, quoting another appeal decision where the threshold of significance was set at 20 dwellings.

60. The Council is at a loss to understand the purpose of the suggested partial exclusion of small site capacity in the PINs advice (planning permissions and allocations are not subject to any size limitation). There is no similar exclusion in the SHLAA Practice guidance – the site threshold is a matter for agreement between the parties. The aim of assessments is to comprehensively identify delivery potential, but this cannot be done if legitimate capacity is excluded. The overriding criterion for inclusion of capacity should be whether there is a “reasonable prospect” of delivery in the assessment period, not the site size. To exclude small sites from the supply is to distort the comparison with the requirement, since the supply would be knowingly under estimated. Although perhaps insignificant individually, collectively small sites and infill in fact make a significant contribution to supply – the combined total of 1064 dwellings is 6% of the supply identified by the Council. For all these reasons, the Council cannot accept that it is rational to exclude this capacity.
61. The appellant rejects 1733 dwellings on sites where development is said to be **unviable**, and the Inspector accepts this on the strength of a few remarks about one site, Lumiere, and a lack of “sufficient up-to-date details” about all the other potential sites (decision letter para 23).
62. The Council considers the Inspector’s conclusion to be flawed on account of its brevity; the mistaken preference for use of the most recent information instead of information available at the time the assessment was made (above para 44); the apparent disregard of the delivery assessments included in the Council’s site schedules and in the subsequent appeal proof (Appendix 3 paras 3.34 – 3.40); and because the alleged non-viability is primarily a consequence of external economic conditions rather than deficiencies in the intrinsic quality of the sites, and is thus not a land supply problem (above para 25 et seq).
63. The final variation relates to minor differences in the **timing** of agreed capacity and is virtually a balancing item to account fully for the differences between the competing supply totals. This does not seem worth investigating further.

#### **Conclusion on land supply**

64. Estimating the 5 year land supply is not a mechanical exercise based on objective information but one that depends to a large extent on judgement and probability. The Council recognises that this makes it very difficult for an Inspector to adjudicate between competing assessments, particularly when he is unlikely to have any independent knowledge of either the market area or the sites under consideration. Nevertheless, the Council is unable to agree with the conclusions about the 5 year land supply arrived at in the Oulton appeals, for the reasons given above and thus stands by its original assessment.
65. The Inspector’s conclusions relate to the 2008-13 supply but it is obvious that he would have come to similar conclusions about the 2009-14 supply had he formally considered it. However, the Council remains convinced that the 2009-14 figures represent a reasonable estimate of the deliverable supply of land.

The Chief Planning Officer

12 May 2009

Dear Chief Planning Officer

**Planning for Housing and Economic Recovery**

**I am writing to outline what we are doing to help planning authorities to respond to the downturn and, in particular, to ensure that planning is in a position to deliver when the upturn in the economy happens. This letter sets out a range of measures building on the housing stimulus package announced in the Budget. We need to ensure that planning complements that package to continually respond to economic and market circumstances.**

It will come as no surprise in that context that the Government attaches particular importance to the identification of a good supply of land for housing. Planning Policy Statement 3 was published in November 2006 as a direct response to the Barker review, which drew attention to the problems created by not having enough suitable land on which to build the houses necessary for a growing population. Now is the time to ensure that land supply is in place so that we can deliver more housing as industry returns to health. Continued effort to re-profile schemes as well as getting sound plans in place will help create the conditions to attract capital investment and allow local authorities guide and steer investment in ways that the community wants.

**Housing and Planning Delivery Grant and Land Supply**

We are today launching a consultation on revisions to Housing and Planning Delivery Grant, ensuring that it continues to provide the strongest possible incentive to local authorities in significantly changed circumstances. Details can be found at: <http://www.communities.gov.uk/planningandbuilding/planning/>

The consultation reflects the fact that a necessary condition to facilitate a speedy recovery of the housing market, when demand starts to pick up, will be the availability of sufficient, suitable land for development. A key issue is how to ensure that the supply of land for housing is deliverable. Effectively this means two things: firstly, reviewing existing sites to judge whether there are actions that can be taken to unlock sites and allow development to go ahead, and secondly looking carefully with the development industry at all new opportunities.

Paragraphs 28-38 of the consultation document set out our approach on land supply, with paragraphs 30-31 referring particularly to the issue of the deliverability of sites.

In year 3 of HPDG we propose that grant will only be available for a completed SHLAA with a 5 year supply of deliverable sites in place and with evidence of active involvement of a partnership. There will also be a bonus for the completion of an implementation strategy in line with paragraph 62 of PPS3 that sets out how LPAs will plan for different scenarios, and bring forward land into their 5 year supply if housing delivery does not occur at the rate expected. Ideally this would be contained within the LDF but this requirement should not delay plan making. A sensible approach would therefore be to consider the requirements in PPS3 and clearly set out what this means for the authority. This can then be updated and reviewed, and form part of the LDF when the opportunity arises – for example as part of the core strategy.

We propose that these steps are underpinned by comprehensive checks. From the selective checks we have carried out in year 1, it is clear that there is still some way to go to ensuring that there are robust assessments of land supply that users of the planning system can be confident in.

We do, however, recognise the pressures facing planners and developers to ensure that the supply of land for housing identified in more economically buoyant times is reviewed and effectively managed in the light of the downturn. In recognition of this, for year 2 and for work undertaken up to March 2009, we will continue to reward authorities who can clearly demonstrate a 5 year supply of land for housing. There will be extra incentives for the publication of a SHLAA, and a bonus if this has been drawn together with the help of a housing market partnership.

We have also today published a best practice report prepared on the basis of selective checks of 5 year land supply assessments following payments of HPDG in year 1. I would recommend that you read '*Land Supply Assessment Checks*' a copy of which can be found on our website at <http://www.communities.gov.uk/planningandbuilding/planning/planningforhousing/>

In particular, authorities will want to have regard to the findings on establishing the deliverability of sites in Chapter 6 of the report. Chapter 7 outlines key conclusions and suggested best practice, with specific examples given in appendix 5. We are grateful to those of you who co-operated with the checks and propose to carry our further checks in year 2 of the grant with the aim of providing further advice and guidance.

### Planning Permissions

One impact of the current uncertain economic conditions is that some developers are experiencing problems bringing schemes forward within the standard 3-year permission period. We are aware of the concerns that this is causing to both local planning authorities and developers.

I recently wrote to remind you that you can use existing powers under section 91 of the 1990 Town and Country Planning to grant five rather than three year consents where appropriate in order to help bring forward development. In current conditions,



local planning authorities may wish to consider the advisability, in individual cases, of granting permissions with a longer duration.

We are also considering the possibility of allowing the extension of existing permissions beyond the standard 3-year period, and how this might work in practice. We will be consulting shortly.

### Section 106 and Viability

Now more than ever it is important to help authorities to ensure existing planning permissions are built out. Ultimately, section 106 agreements are contractual agreements between developers and local authorities to deliver what is necessary to make a development acceptable in order to obtain planning consent. Where they are asked to do so, local planning authorities should be carefully reviewing whether obligations agreed through section 106 accord with the five principles set out in B5 of planning circular 05/05.

We also announced in our response to the Killian Pretty Review that we are undertaking a work programme to maximise the effectiveness of section 106 planning obligation negotiations by sharing knowledge and best practice. This includes:

- Work with the Law Society to update our model agreement for planning obligations to assist in providing standard terms to be used by local authorities to speed up negotiation and drafting of section 106 agreements where possible.
- Facilitating the development of regional section 106 practitioners groups to assist in sharing of knowledge and best practice among local authority practitioners. This will seek to provide support for practitioners to deal with the current economic conditions.
- Working with the Homes and Communities Agency to explore the development of a toolkit for use by local planning authorities to predict the affordable housing contribution that can be supported through section 106 in a local authority or housing market area.
- Conducting new research, undertaken by the University of Sheffield and the University of Cambridge, to study the use and value of planning obligations in 2007-08 (the latest year for complete data) – to provide a better understanding of the use, effectiveness and general practice on the ground. Survey work is currently in the field and we would encourage any authority yet to respond to reply to the research team.

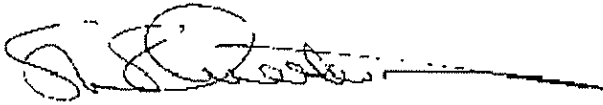
Furthermore, we confirmed in the Budget that the Community Infrastructure Levy (CIL) regulations will come into effect on the Common Commencement Date of 6 April 2010.

Next steps

It is important that planning is in a position to help deliver when the upturn in the economy happens. This means making sure enough land is available for housing and economic development and that planning permissions are in the 'pipeline' and can be implemented. We are working across the sector to assist, give advice and when appropriate support changes to the planning system to this end.

I am copying this letter to the Planning Inspectorate and am making it publicly available on our website.

Yours faithfully

A handwritten signature in black ink, appearing to read 'Steve Quartermain', with a long horizontal line extending to the right.

**Steve Quartermain**  
Chief Planner



Originator: Christine Addison\  
Phil Crabtree  
Tel: 247 5432 \ 247 8187

**Report of the Director of City Development and Director of Environment and Neighbourhoods**

**Executive Board 17th June 2009**

**Subject: South Leeds Regeneration Area Governance Arrangements**

**Electoral Wards Affected:**

Ardsley and Robin Hood  
 Beeston & Holbeck  
 City & Hunslet  
 Morley North  
 Morley South

Yes Ward Members consulted  
 (referred to in report)

**Specific Implications For:**

Equality and Diversity   
 Community Cohesion   
 Narrowing the Gap

Eligible for Call In

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

**EXECUTIVE SUMMARY**

This report sets out the proposed broad approach for bringing forward investment in South Leeds and in particular the creation of a Steering Group to oversee the process.

The proposed Steering Group will be led by Leeds City Council and will include relevant public and private sector stakeholders. The Steering Group will be chaired by the Executive Board Member for Development and Regeneration and the membership will include:-

- o two senior Council Officers
- o two representatives of Millshaw Property Company Ltd
- o a representative of Munroe K.
- o two representatives from other private sector landowners, investors and employers.
- o a representative from the Chamber of Commerce.
- o that a total of 4 political representatives from the South Leeds area will be included on the steering group, reflecting the Council's current administration and the political make-up of the South Leeds regeneration area.

The balance of the Steering Group will be equal between Leeds City Council and the private sector.

This report also proposes to establish a Management and Investors' Group made up of landholder investors and developers with interests in the area, and a Partnership Engagement Group (comprising local councillors, community groups and other organisations involved in the south Leeds area) to ensure wider stakeholder involvement will also be established, with their work overseen by the Steering Group.

The Management and Investors' group will include representatives from the Council and the private sector (business leaders, land owners and investors), while the Partnership Engagement Group will

provide means for wider stakeholder involvement of local councillors, community groups and other organisations involved in the South Leeds area.

This report also advises Executive Board of the work that has taken place between Leeds City Council officers and Millshaw Property Company Ltd (Evans Property Group and Land Securities), to explore the potential for joint-working in South Leeds which could assist with the long term regeneration aspirations for the area. This will also include the production of an Investment Strategy which will help to guide regeneration of the area.

## **1.0 Purpose Of This Report**

- 1.1 This report sets out a proposal to establish a governance framework to support the bringing forward of regeneration opportunities in a large area of South Leeds. It will include a Council led Steering Group which will oversee the programme. It is also proposed to establish a Management and Investors' Group, made up of landholders / investors in the area, and a Partnership Engagement Group, made up of representatives of local stakeholders.
- 1.2 The report also advises Executive Board of work that has taken place between the Council and Millshaw Property Company Ltd (MPCL). The Millshaw Property Company Ltd is a 50/50 joint venture between Land Securities and Evans Property Group. This work has explored the potential for joint working between MPCL and the Council, the objective of which will be the enhancement of local services / infrastructure, improved connectivity of the area and improved opportunities for local residents.
- 1.3 The arrangements set out in this report are broadly based on those already established for the regeneration of the neighbouring Aire Valley Regeneration area.

## **2.0 Background Information**

- 2.1 The South Leeds area under consideration incorporates Beeston, Belle Isle, Churwell, Cottingley, Middleton and Morley and is bounded by the M62 in the South, M1 on the east and M621 on the north and west. A map of the area of study is attached as **Appendix 1** for information.
- 2.2 Regeneration priority areas have been established, these being EASEL, Aire Valley and West Leeds. Beeston Hill and Holbeck has been the focus of some regeneration initiatives, however these have predominantly been housing led. South Leeds as a whole, has to date not seen an overarching and co-ordinated regeneration approach, bringing together economic development, housing, transport, environmental and neighbourhood improvements.
- 2.3 There are a number of challenges facing South Leeds. Economic and social imbalances and pockets of multiple deprivation typified by relatively high levels of worklessness and unemployment are prevalent, along with lower than average educational attainment and skills. There are limited local accessible job opportunities for some of these communities. Alongside this, poor quality environmental conditions and housing stock which is inadequately integrated due to severance by roads and railways is a common feature. Travelling from the eastern and western communities to the main sources of employment in the White Rose retail/offices at Millshaw industrial area can also be problematic for those who do not have access to a car.
- 2.4 Natural geography and a transport corridor, of road and rail, dissect the areas between Morley and Middleton / Beeston. This area includes the White Rose Centre, a range of other employment uses and Elland Road football stadium. However, the area is not served by a coherent public transport network across the area (rather than in and out of the City

Centre), but has some key road routes running through which are at times heavily congested.

- 2.5 The areas of Morley, Beeston Hill & Holbeck and Middleton are the subject of various regeneration projects and initiatives, whilst action has been taken to forge stronger links between Belle Isle and the Aire Valley employment opportunities. While some investment has been seen over recent years in the South Leeds area, it has not benefited the community as a whole due to the fragmented and disconnected urban environment.
- 2.6 Significant investment in housing is planned in Beeston Hill & Holbeck through the Housing PFI and Regional Housing Board programmes, and in Middleton through the Affordable Housing programme. Both of these areas have Regeneration Boards which focus on the physical, social and economic regeneration potential within each area, and the Beeston Hill & Holbeck Regeneration Board has forged links with the Holbeck Urban Village regeneration project. Middleton and Belle Isle have seen significant investment in community facilities including the South Leeds High School, the John Charles Stadium, swimming, tennis and bowls centres. In addition, Middleton has the significant attractions of Middleton Park and Middleton railway, though not all of these facilities are as well used as they could be by local residents due to poor connectivity from the nearby residential areas.
- 2.7 The Council's interest is in building on these initiatives and on securing a comprehensive approach to long term regeneration opportunities including employment provision, enhanced public transport and connectivity within South Leeds in order to ensure that local communities in the area benefit from these opportunities. It is the view of officers that this interest can best be served through joint working with other stakeholders, including those in the private sector, including major landholders in the area interested in investing in the coming years.

### **3.0 Main Issues**

- 3.1 The overarching aim of the proposed governance arrangements is to transform South Leeds so that it is more economically competitive and environmentally sustainable as well as enhancing the quality of life and employment opportunities for existing communities.
- 3.2 Land Securities Plc and Evans Property Group Plc have extensive property holdings in the South Leeds area, most notably the White Rose shopping centre. They have formed a joint venture organisation under the name of Millshaw Property Company Ltd established in 2007, with the aim of embarking upon a major exercise to identify how sustainable and integrated regeneration can occur in south Leeds. MPCL is willing to commit resources and expertise to facilitate this process and ensure long term deliverability, by working with Leeds City Council. To date, MPCL has employed David Lock Associates to work with the Council to develop the rationale and shared vision for working together in South Leeds and also the practical structure that might be adopted.
- 3.3 Whilst so far, Council officers have been working with MPCL to explore the potential for regeneration in south Leeds, it is important that a governance framework which clarifies the roles and relationship of the wide ranging parties involved is established to oversee the work to be undertaken. The governance framework proposed is based on that already established and working for the Aire Valley. It is led by the City Council and includes a number of private sector interests and local Council representation.
- 3.4 As part of the work undertaken so far, a number of potential objectives have been identified which could be used as the starting point for the further work proposed:-
- foster regeneration and renewal for the benefit of the city but in particular existing communities in south Leeds;

- within the context of the existing development plan (the UDP) and the emerging Core Strategy, identify suitable development opportunities to provide new homes, jobs and services and improve the range and quality of the commercial offer;
- achieve mixed and viable neighbourhoods which are economically and environmentally more sustainable and socially cohesive;
- improve public transport accessibility to enable existing and new neighbourhoods to be well connected to employment and services;
- improve environmental quality and recreational opportunities;
- maximise the opportunities for residents of south Leeds to be able to work in the local area; and
- secure long term private investment in south Leeds.

- 3.5 Baseline studies have been undertaken to look at transport, employment opportunities and opportunities for regeneration. These studies considered further the issues facing the area. In particular, the transport study has shown poor east-west communications; the barrier caused by the railway line; under-use of local railway stations; and clear opportunities to improve public transport and pedestrian / cycle routes. In terms of employment capacity, the baseline study has shown the potential to increase employment on current employment sites within the area through better use; and the scope for residential growth through existing identified potential housing sites.
- 3.6 The overall view coming out of the work that has taken place to date is the need for a coordinated approach between the public and private sector, with shared ambition for a comprehensive strategy for the area.
- 3.7 It is proposed that an appropriate governance framework is established to guide regeneration in South Leeds. This will include a Council led steering group of approximately twelve people who will oversee and guide the necessary work to bring forward a regeneration programme for the area. This group will be chaired by the Executive Member for Regeneration and Development. The other members of the group are proposed to be:-
- two senior Council Officers
  - two representatives of MPCL
  - a representative of Munroe K.
  - three representatives from other private sector landowners, investors and employers.
  - a representative from the Chamber of Commerce.
  - that a total of 4 political representatives from the South Leeds area will be included on the steering group, reflecting the Council's current administration and the political make-up of the South Leeds regeneration area.
- 3.8 To support the work of the Steering Group, a Management and Investors' Group will have responsibility for the key outputs, overseeing the preparation of baseline information, and the investment strategy itself. This group will consist of senior council officers and private sector interests (business leaders, land owners and investors) including MPCL. Sub-Groups or working groups may be convened as necessary to examine specific issues.
- 3.9 It is also proposed that a Partnership Engagement Group is established to include a broad range of local stakeholders e.g. politicians, service providers, funding bodies, local business interests, investors, voluntary groups and community groups. Workshops and meetings will allow the group to inform, guide and endorse the activities of both the Management and Investors' Group and the Steering Group, and will be the principle means of ensuring effective community engagement. Members of the Partnership Engagement Group will be

encouraged to shape and hone their own investment programmes and activities to support and facilitate regeneration activity in South Leeds.

- 3.10 An investment strategy for the South Leeds area will be produced, which will be both sustainable and deliverable. As part of this documents preparation, many public and private sector partners and stakeholders will be involved through the governance arrangements previously outlined. Regular meetings of the three groups identified above will take place throughout the process and wider public consultation will also be undertaken to ensure that there is widespread support for emerging proposals. It is not intended that this work will duplicate any existing regeneration partnerships or programmes in the area.
- 3.11 The strategy will:
- fully explore the issues, opportunities and challenges facing the area.
  - be framed as a new, comprehensive investment framework alongside an attempt to bring together, support, inform and link existing strategies and initiatives for social and community development.
  - add value by focusing upon the potential for linkage between investment, development and regeneration objectives.
- 3.12 The strategy will aim to drive a better balance between jobs and homes within sustainable neighbourhoods. Physical and economic connectivity, particularly east-west will be considered to improve economic opportunities, while the potential to improve the physical, community and environmental infrastructure will also be investigated. Improving the perception of the area so that private investment can be attracted over the longer-term is a key element of the strategy which will also act as a catalyst for improvements in education and skills.
- 3.13 Once the Investment Strategy is in place, the role and function of the Steering Group, Management and Investors' Group and Partnership Engagement Group will be reviewed.

#### **4.0 The Planning Context**

- 4.1 The adopted Unitary Development Plan (2006) provides a spatial context for this work, in terms of existing allocated employment and housing sites, current regeneration priorities and also in terms of the environmental context (Green Belt, greenspaces etc). However, in looking ahead, the South Leeds project needs to be developed alongside and be informed by the emerging Core Strategy for Leeds, not least in terms of objectives relating to regeneration and renewal, improved connectivity and meeting the challenges posed by the adopted Regional Spatial Strategy targets for new housing growth.
- 4.2 The RSS stresses, as a first priority, the importance of bringing forward previously developed land and buildings and the more efficient use of existing developed land within cities and towns. The second priority is other suitable infill opportunities within cities and towns. The third priority is extensions to cities and towns. During the course of discussions with Millshaw Property Company Ltd., it has been made clear that this partnership is formed in terms of delivery of the first two objectives and therefore maximising urban capacity, particularly in terms of residential development on existing sites or brownfield opportunities. It is estimated that there is potential for developing over 2,000 dwellings without the need to use PAS sites and to provide over 310,000m<sup>2</sup> of industrial floorspace (again without developing PAS land).
- 4.3 Work is underway to develop the Core Strategy's spatial vision and to produce the best development strategy for Leeds given the challenges it faces. The South Leeds Study will clearly have to be consistent with the broader strategy for Leeds which will come forward in the Core Strategy. Given that the next stage in the production of the Core Strategy will be to publish a preferred development strategy in the Autumn, the proposals will emerge within a broadly similar timescale to the South Leeds study and will therefore provide a clear context for this work to proceed on a consistent and mutually beneficial basis.

## **5.0 Implications For Council Policy And Governance**

- 5.1 The production of an Investment Strategy for South Leeds, and its subsequent implementation will primarily deliver the Council's narrowing the gap agenda. The strategy will need to consider any existing Area Delivery Plans.
- 5.2 Under the proposed governance arrangements, any formal decisions by the Council will be taken through the usual routes i.e. Executive Board or by officers under delegated authority as appropriate.
- 5.3 The proposed partnership arrangements will stand outside the Statutory Planning process. Any planning proposals (e.g. in the context of the preparation of the Core Strategy) or planning applications will be considered by the Council in its capacity as Local Planning Authority. These will be the subject of assessment against the RSS, Statutory Development Plan and other relevant material planning considerations and will be subject to public consultation in accordance with the Council's guidelines.
- 5.4 The proposed governance arrangements have been considered in the context of the City Council's Governance Framework for significant partnerships and the partnership significance assessment scorecard has been completed on this basis. The proposals set out in this report are of 'limited significance' and as such the mandatory requirement is that the partnership needs to be approved by the appropriate decision maker identified in the Council's constitution, in this case the Director of Development.

## **6.0 Legal And Resource Implications**

- 6.1 There are no specific legal resource implications at this stage, other than those set out in paragraph 5 above.

## **7.0 Conclusions**

- 7.1 This report has considered the issues currently facing South Leeds and has identified the way in which a coordinated regeneration approach can be facilitated through the introduction of new governance arrangements. The proposed arrangements will involve the creation of a Steering Group to oversee regeneration activity, a Management and Investors' Group and a Partnership Engagement Group.
- 7.2 The Steering Group will be led by the Council and will be chaired by the Executive Member for Regeneration and Development. A range of other stakeholders will also be represented including private sector organisations, local politicians and business representatives. Land owners, developers and employers will sit on the Management and Investors Group, which again will involve Council representatives. Wider stakeholders and community organisations will also be involved through the Partnership Engagement Group.
- 7.3 The initial work will involve formalising the governance arrangements and the formation of the three groups. The development of the Investment Strategy will also be one of the early outputs resulting from the proposed arrangements.

## **8.0 Recommendations**

- 8.1 Executive Board is asked:-
- 8.1.1 To note the opportunities for regeneration and investment in South Leeds and the findings outlined from the work already undertaken.
- 8.1.2 To approve the establishment of appropriate governance arrangements in order to coordinate the Steering Group.
- 8.1.3 To grant approval to officers to establish the Management\Investors' Group, Partnership Engagement Group with MPCL and other interested private sector organisations.

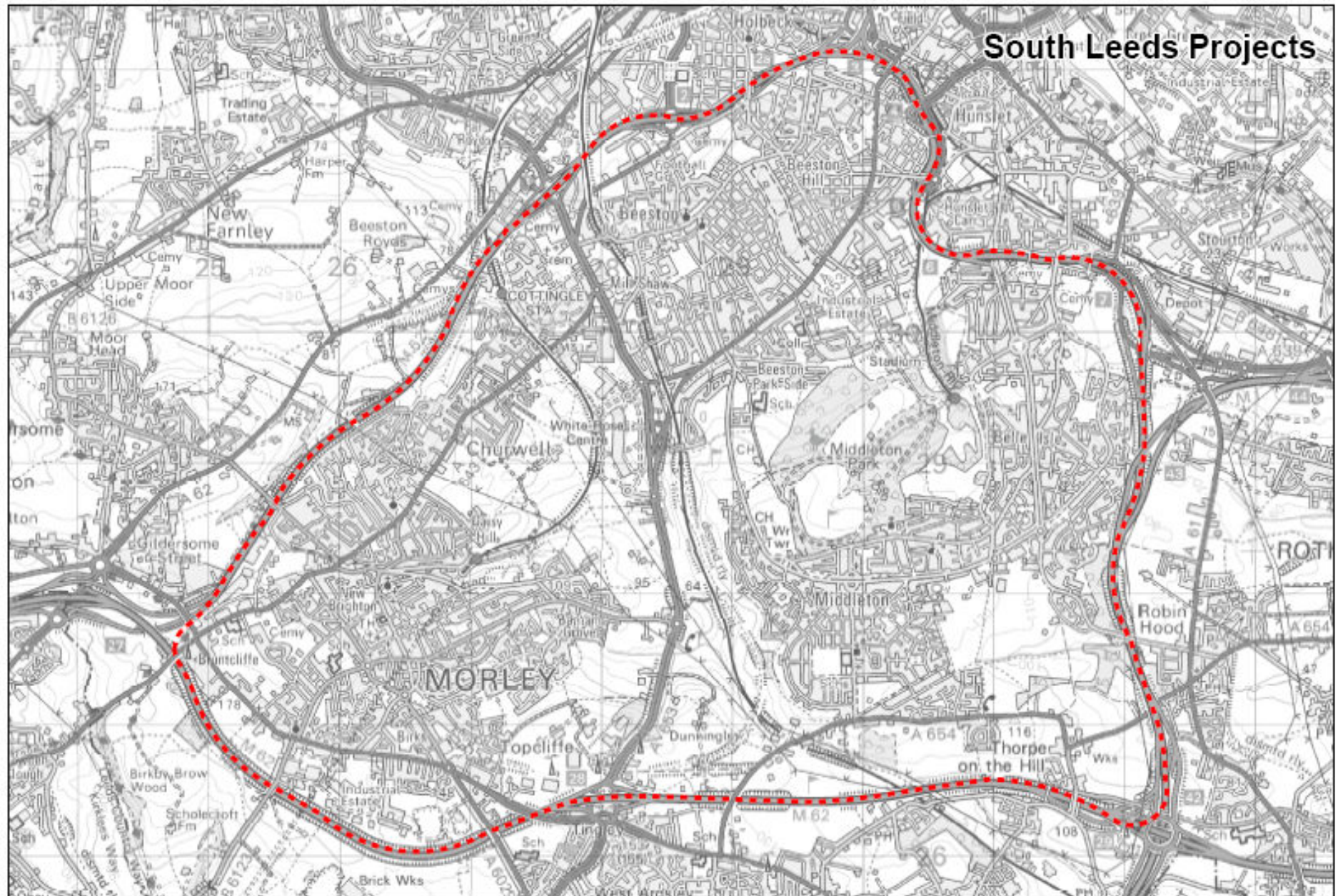


- 8.1.4 To support the joint working with MPCL and the production of an Investment Strategy for South Leeds.
- 8.1.5 To confirm the appointment of the Executive Member for Regeneration and Development as Chair of the Steering Group and to appoint four further political representatives from the South Leeds Area to the Steering Group.

### **Background Papers**

There are no Background Papers relating to this report

Appendix 1 – South Leeds Investment Partnership





Originator: C. Addison/ S. Ahmed

Tel: 75432/ 74753

**Not for publication: Appendix A of this report contains confidential information and is exempt under Access to Information Procedure Rule 10.4 (3), in that it contains information relating to the financial affairs of the Council.**

## Report of Directorate of Environment and Housing

### Executive Board

**Date:** 17 June 2009

**Subject:** Design & Cost Report

**Scheme Title:** 47-57 Chapel Hill, Morley: Acquisition, demolition and development.

**Capital Scheme Number** 12154/MOR/000

**Electoral Wards Affected:**  
Morley North

**Specific Implications For:**

|                        |                                     |
|------------------------|-------------------------------------|
| Equality and Diversity | <input type="checkbox"/>            |
| Community Cohesion     | <input type="checkbox"/>            |
| Narrowing the Gap      | <input checked="" type="checkbox"/> |

Eligible for Call In

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

### EXECUTIVE SUMMARY

The regeneration of Morley Bottoms (Lower Morley) is a priority for the Leeds Town and District Centre (T&DC) Regeneration Scheme. The business case has identified tackling poor quality buildings on Chapel Hill as a core component of actions that will bring about regeneration in this area. This report seeks Executive Board approval to undertake a 2 phase scheme to deliver substantive physical regeneration along the Chapel Hill corridor of Morley Bottoms.

Phase 1 consists of the acquisition, demolition, site clearance and landscaping of a semi-derelict four storey building situated at 47-57 Chapel Hill and 1-8 Bank Court, Bank Street, Morley. Phase 2 would consist of the subsequent development of the site. In order to facilitate phase 2 the report indicates that the development will be undertaken by a registered social landlord using the Homes and Communities Agency (HCA) grant and loans to provide 22 social housing units. Both phases involve significant regeneration benefits each of which can be substantiated on its own merits, with Phase 1 being capable of being undertaken independently of Phase 2.

The report seeks authority to incur costs for acquisition and fees and delegate authority to the Director of Resources to spend the remaining balance as shown in exempt Appendix A,

which has already been budgeted from the Council's capital programme under the Town and District Centre Regeneration Scheme: Morley Bottoms (12154/MOR/000).

## **1.0 PURPOSE OF THIS REPORT**

- 1.1 This report seeks approval for a scheme design, the expenditure referred to in exempt Appendix A for the acquisition of 47-57 Chapel Hill, Morley and 1-8 Bank Court, Bank Street, Morley plus fees and delegation of authority to spend the remaining balance in the scheme Morley Bottoms 12154/MOR/000 as shown in the exempt Appendix A to the Director of Resources.

## **2.0 BACKGROUND INFORMATION**

- 2.1 Leeds City Council's capital programme has allocated £14.5 million to the Town and District Centre Regeneration Scheme. Out of this £3.375 million has been allocated for Parks and Urban Renaissance and £11.125 million for Town and District Regeneration scheme for economic regeneration.
- 2.2 Under the Town & District Centre Regeneration Scheme, proposals were drawn up for Morley which were endorsed by Asset Management Board (AMB) on 13<sup>th</sup> April 2007.
- 2.3 The business case approved by AMB proposed to increase car parking provision in the area, redevelop neglected properties and tackle traffic congestion as catalysts to the future regeneration of Morley. The business case is available on request as a supplementary document.
- 2.4 Since then several changes have been made to the business plan. All changes have been endorsed by the T&DC Programme Board and reported to AMB. The Chapel Hill element of the scheme now involves site acquisition, demolition, clearance and landscaping as Phase 1. Phase 2 consists of a new-build affordable housing scheme.
- 2.5 The detailed appraisal of the site and structure showed that refurbishing the existing building was not a viable option. In addition, in order to make the scheme viable, the number of housing units was increased from 19 to 22. A substantial new build development will provide a significant improvement to the streetscape and will support the regeneration of the lower Morley area.
- 2.6 The site is difficult to develop as it has split levels, a retaining structure to the rear elevation and is constrained by its road frontage. As feasibility of the site and details of the outline scheme have progressed, it has resulted in several changes to the original business plan.

## **3.0 DESIGN PROPOSALS / SCHEME DESCRIPTION**

- 3.1 The full regeneration scheme for this area is set out below:
- acquisition of a small hoarding site on Chapel Hill to remove hoarding and to construct a lay-by parking area.
  - tackling poor quality neglected properties (both retail and residential) in Morley by enforcement action.

- acquisition of 47-57 Chapel Hill, Morley and 1 -8 Bank Court, Bank Hill, Morley to demolish, site clear, landscape and secure the site.
- work with partners to redevelop 47-57 Chapel Hill, Morley and 1 -8 Bank Court, Bank Hill in order to provide new residential accommodation.

#### **4.0 MAIN ISSUES**

4.1 Morley Bottoms was the original Morley village, from which the town of Morley grew. However, as the town rapidly expanded, the centre moved away from the Morley Bottoms area and became established on upper Queen Street. The shift of the town centre has, over a period of time, had a detrimental affect on the Morley Bottoms area. Morley Bottoms is a conservation area and is a mix of retail and residential properties. The properties are mainly stone Victorian terraced properties with an attractive frontage. However, there are also some newer properties on Chapel Street, which are unattractive and of poor build quality.

4.2 As part of the City Council's Town and District Centre Regeneration Programme, a project team was established to work on the regeneration of Morley Bottoms and was specifically tasked to achieve the following:

- arrive at a vision for the regeneration of the overall area
- consider the balance between retail and residential in the area
- upgrade quality of residential and commercial properties in the area
- focus remaining retail offer on specialist shops with high quality shop fronts
- upgrade public space and public amenities such as car parking
- improve the area/environment to attract more people to live and shop in the Morley Bottoms area.

4.3 Having due regard to the desired outcomes and having identified the key problems affecting the area, the following issues were identified and investigated:

- lack of car parking
- properties in poor condition
- traffic congestion
- low grade residential accommodation and transient residential population
- a poor quality environment

4.4 The business plan proposed to address several of these issues by:

- acquiring the hoarding site; removing the hoarding and making this into a lay-by car park. This has been completed and £15,000 from the budget set aside for Morley Bottoms Regeneration (scheme no 12154/MOR/000) has been spent. The construction of the lay-by car park was funded by the Outer South Leeds Area Committee Well Being capital budget.

- undertaking a traffic study to establish whether a one way system could operate successfully in Chapel Hill, Brunswick Street, Queen Street area. The traffic study showed that this was not deliverable due to the high costs. However it was recommended and agreed that the traffic signals at the junction within Morley Bottoms be upgraded to provide pedestrian crossing facilities from existing Highway budget provision.
- undertaking the planning enforcement actions under s215 against owners of neglected properties located on Brunswick Street/ Queen Street within Morley Conservation Area. This has resulted in some properties being repaired and other owners are being successfully pursued through the courts.
- Negotiating on a 'subject-to-contract' basis, with the owner of Chapel Hill & Bank Court properties with a view to acquiring the premises.

### **Chapel Hill Development: 47-57 Chapel Hill & 1- 8 Bank Court, Bank Street.**

- 4.5 The proposed scheme includes acquisition, demolition, clearance and landscaping of the existing building situated at 47-57 Chapel Hill & 1- 8 Bank Court as Phase 1. This element can be undertaken as a standalone project independently of Phase 2. Phase 2 proposes a new housing development to be undertaken by Yorkshire Housing Association. This would provide a high quality affordable housing scheme on the released site. Yorkshire Housing Association has already undertaken design work (at risk), and produced a financial appraisal for the scheme to be built on this site. The total cost estimate for the scheme is £4.02 million of which LCC's contribution is £1.5m through the Town and District Centre Programme and YHA intend to raise £1.16m. A bid to HCA has been made for the remaining £1.3m. A decision about the allocation is expected in July.
- 4.6 The Morley Bottoms scheme has been identified as a priority by the Council. If the scheme does not receive HCA funding the building could still be acquired and the site cleared for future development (see Phase 1 below). As a contribution to the regeneration of Morley Bottoms this would have considerable regeneration merit as it would remove an 'eyesore' building whilst signalling the Council's intention to help reverse the physical decline experienced by the area over many years.
- 4.7 Following provisional discussions with officers, the owner of the Chapel Hill properties has terminated all tenancies (at his own risk) and the property is currently vacant. The property has remained vacant longer than anticipated and is suffering from vandalism. In addition, the owner has suffered a loss of rental income during this time and is keen to see matters progress. The owner has advised officers that he may re-let the premises and withdraw from the possible disposal if matters are not concluded in the near future.
- 4.8 The budget for this scheme is £1,489,800. Of this £15,000 has already been spent for the acquisition of the hoarding site in Chapel Hill (as previously detailed in 4.3 above).

## **5.0 CONSULTATION**

| Who     | When   |
|---------|--|
| Members | Morley Ward members have been consulted throughout the process of developing this scheme and are in support of the scheme.<br>Page 544 |

|                               |  |
|-------------------------------|--|
| Morley Town Centre Management | <p>Morley Town Centre Manager has been consulted and involved in the development of the scheme.</p> <p>The Town Centre Manager has also consulted the local traders and members of the public. The response has been positive.</p> |
|-------------------------------|--|

## 6.0 PROGRAMME

- 6.1 In terms of the regeneration impact on Morley Bottoms Phase 1 on its own is sufficient to justify the investment of T&DC funding and it can be delivered independently of Phase 2, if necessary:

Phase 1, the acquisition, demolition, site clearance and landscaping;  
Phase 2, the new build of 22 social housing units.

The programme is as set out below.

### PHASE 1 PROGRAMME

| Actions                             | Provisional Dates (Ph 1 only) |
|-------------------------------------|-------------------------------|
| Financial approvals for acquisition | 17 June 2009                  |
| HCA decision on funding             |                               |
| Planning approval for demolition    | 31 July 2009                  |
| Acquisition completed               | 15 September 2009             |
| Demolition and site clearance       | 30 Nov 2009                   |
| Landscaping and fencing             | 4 Jan 2009                    |
| Phase1 completion                   | 15 Feb 2010                   |

### PHASE 2 PROGRAMME

| Actions                 | Provisional Dates |
|-------------------------|-------------------|
| Financial approvals     | 17 June 2009      |
| HCA decision on funding | 21 July 2009      |
| Planning application    | 15 August 2009    |
| Acquisition completed   | 15 September 2009 |
| Tender Out              | 1 Feb 2010        |
| Tender In               | 1 May 2010        |
| Start on site           | 15 July 2010      |
| Completion:             | 31 Mar 2011       |

## 7.0 SCHEME DESIGN ESTIMATE

- 7.1 Following independent valuations being carried out on the Chapel Hill properties, a purchase price shown in the exempt Appendix A has been provisionally agreed with the vendor on a subject-to-contract basis.

- 7.2 The details of the property acquisition, demolition, site clearance, landscaping and securing the site have been considered and cost estimates have been produced. LCC's contribution to the final phase i.e. construction of the phase 2 will be subject to detailed project appraisal by T&DC Programme Board and AMB. This will be

financed by the available balance in scheme no: 12154/MOR/000 under the Town and District Centre Regeneration scheme called Morley Bottoms.

- 7.3 The information contained in the confidential part of this report relates to the financial or business affairs of the Council. It is considered not to be in the public interest to disclose this information at this point in time as it could undermine the Council's position in negotiating with the building owner. The release of this information could also prejudice the Council's interests in relation to this or other similar transactions in that the land owner of this or other similar properties would have information about the nature and level of consideration which may prove acceptable to the Council. It is considered that whilst there may be a public interest in disclosure, much of this information will be publicly available from the Land Registry following completion of any transaction and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time. It is therefore considered that this element of the report should be treated as exempt under Rule 10.4 (3) of the Access to Information Procedure Rules.

## **8.0 CAPITAL FUNDING AND CASH FLOW**

- 8.1 Please refer to exempt Appendix A attached below.

## **9.0 REVENUE EFFECTS**

- 9.1 In the long term, the scheme will not create any additional revenue implications for Leeds City Council. However, in the short to medium term, the landscaped site will be maintained by Parks and Countryside.

## **10.0 RISK ASSESSMENTS**

- 10.1 It is considered that there is a real risk of the vendor withdrawing from the provisionally agreed terms and re-letting the flats if the acquisition were not to take place.
- 10.2 There is a risk that the funding from the HCA may not be forthcoming. However, if the property is demolished and the cleared site landscaped there will be a minimal revenue cost to the Council for the upkeep of the site and the site can be land banked pending an upturn in the property market.
- 10.3 Risks to the overall scheme delivery will be reported on, and managed through regular reports to the T&DC Programme Board and AMB. It is proposed that an appropriate sum is set aside as contingency, from the remaining ring fenced budget, in order to meet any increase in the provisional cost estimates.

## **11.0 RECOMMENDATIONS**

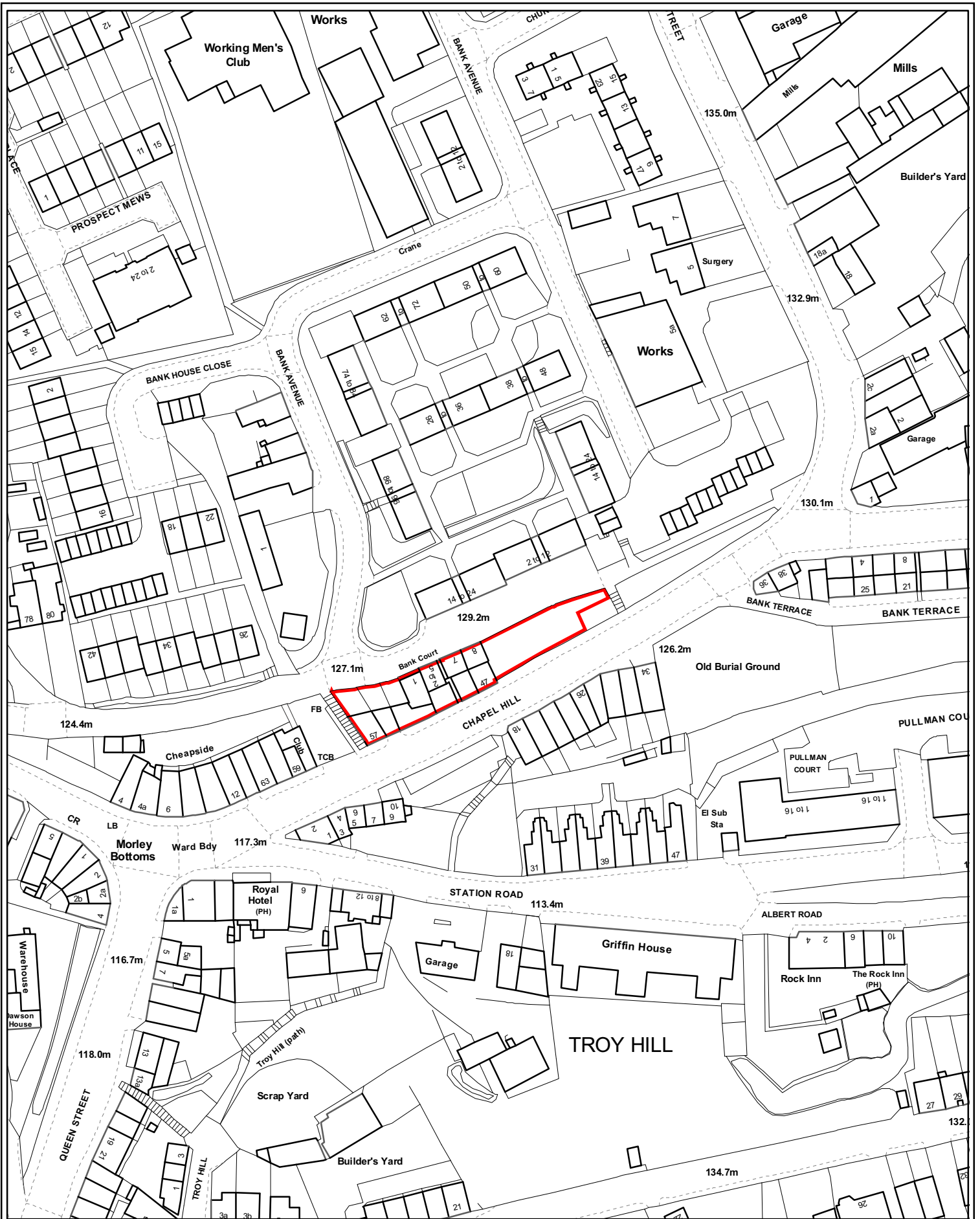
- 11.1 The Executive Board is recommended to support the project brief and scheme design as presented subject to approval of final detailed design of Phase 2 by Asset Management Board (AMB).
- 11.2 The Executive Board is recommended to give authority to spend the amount referred to in exempt Appendix A and delegate authority to spend to the Director of Resources for the balance remaining shown in exempt Appendix A in the Town and District Centre Regeneration scheme 12154/MOR/000.



**BACKGROUND PAPERS (available from Project Manager)**

- Morley Business Case for Town & District Centre Regeneration.
- Cost estimates for demolition, site clearance and associated works.
- Current project appraisal for building 22 units by Yorkshire Housing Association.

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**LAND AT  
CHAPEL HILL  
MORLEY BOTTOMS  
LS27**

PREP BY M. CHRISTIAN

DATE 14/05/09

OS No SE2628

Scale 1:1,250

PLAN No 13050/

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