

SCRUTINY BOARD (ENVIRONMENT, HOUSING AND COMMUNITIES)

Meeting to be held in 6 & 7 - Civic Hall, Leeds on
Tuesday, 3rd December, 2019 at 3.00 pm

(A pre-meeting will take place for ALL Members of the Board at 2.30pm.)

MEMBERSHIP

B Anderson (Chair)	-	Adel and Wharfedale;
J Akhtar	-	Little London and Woodhouse;
J Bentley	-	Weetwood;
A Blackburn	-	Farnley and Wortley;
D Collins	-	Horsforth;
A Gabriel	-	Beeston and Holbeck;
P Grahame	-	Cross Gates and Whinmoor;
A Khan	-	Burmantofts and Richmond Hill;
P Gruen	-	Cross Gates and Whinmoor;
M Harland	-	Kippax and Methley;
N Sharpe	-	Temple Newsam;
K Brooks	-	Little London and Woodhouse;
T Smith	-	Pudsey;

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

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A G E N D A

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

3		LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration. (The special circumstances shall be specified in the minutes.)	
4		DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.	
5		APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES To receive any apologies for absence and notification of substitutes.	
6		MINUTES - 17 OCTOBER 2019 To approve as a correct record the minutes of the meeting held on 17 October 2019.	1 - 8
7		WASTE MANAGEMENT SERVICES To receive an update from the Director of Communities and Environment about the progress made in relation to the recommendations of the 2018 scrutiny inquiry into waste management services.	9 - 52
8		REFERRAL TO SCRUTINY: PROPOSAL FOR ROAD-SAFETY PARK, FAMILY CYCLE TRAILS AND NEW EVENT SPACE AT TEMPLE NEWSAM To consider a referral in the name of Cllr Firth regarding the Proposal for a road-safety park, family cycle trails and a new event space at Temple Newsam.	53 - 90

9		REFERRAL TO SCRUTINY: DISPOSAL OF GREEN SPACES IN THE CONTEXT OF THE DECLARED CLIMATE EMERGENCY To consider a referral to the Scrutiny Board in the name of Cllr Campbell regarding the disposal of green spaces in the context of the declared climate emergency.	91 - 96
10		REFERRAL TO SCRUTINY: IMPACT OF THE ANTI-SOCIAL USE OF FIRE WORKS ON LEEDS' COMMUNITIES To consider a referral for scrutiny in the name of Cllr Matthew Robinson regarding the impact of the anti-social use of fireworks on Leeds' communities.	97 - 102
11		WORK SCHEDULE To consider the Scrutiny Board's work schedule for the 2019/20 municipal year.	103 - 124
12		DATE AND TIME OF NEXT MEETING The next meeting will take place on 9 January 2020 at 10.30am (pre-meeting for Board members at 10am).	

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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SCRUTINY BOARD (ENVIRONMENT, HOUSING AND COMMUNITIES)

THURSDAY, 17TH OCTOBER, 2019

PRESENT: Councillor B Anderson in the Chair

Councillors J Akhtar, J Bentley,
A Blackburn, D Collins, A Gabriel,
P Grahame, A Khan, P Gruen, M Harland,
N Sharpe, K Brooks and T Smith

Brief introductions were made.

On behalf of the Scrutiny Board (Environment, Housing and Communities), the Chair thanked Simon Costigan, Chief Officer Property and Contracts, for the service he has provided to the Council and within his team; wishing him well on his retirement.

38 Appeals Against Refusal of Inspection of Documents

There were no appeals against refusal.

39 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

40 Late Items

There were no late items.

41 Declaration of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

42 Apologies for Absence and Notification of Substitutes

There were no apologies of absence received.

43 Minutes - 12 September 2019

RESOLVED – That the minutes of the previous meeting held 12th September 2019, be approved as an accurate record.

44 Matters Arising

Minute 34 – *Parking Strategy and Management*. Concern that Ward Member Briefings had not yet been scheduled in regard Highways. The Chair requested that the Head of Transportation be contacted, and for those briefings to be arranged.

45 Inquiry into Leeds' Response to Grenfell

The report of the Chief Officer Housing Management, set out the progress made in relation to the recommendations arising from the Scrutiny Board's 2017 inquiry into Leeds' response to the fire at Grenfell Tower.

Appended to the report includes – Appendix 1 including the recommendation tracking flowchart and classifications; Appendix 2 details the progress against each recommendation.

The following were in attendance:

- Cllr Coupar, Executive Board Member for Communities
- Neil Evans, Director of Resources and Housing
- Jill Wildman, Chief Officer Housing Management
- Simon Costigan, Chief Officer Property & Contracts
- Sarah Martin, Chief Officer Civic Enterprise Leeds
- Richard Jackson, Head of Cleaning Services

The report set out for Members the status of the recommendations that Members had previously considered at the Board meeting in January 2018.

The status of recommendations were agreed as follows:

Recommendation 1 – Achieved.

Recommendation 2 – Achieved.

Recommendation 3 – Achieved.

Recommendation 4 – Achieved.

Recommendation 5 – Achieved.

Recommendation 6 – Achieved.

The Board discussed the following points:

- Recommendation 5 – *Sprinkler systems*. The Executive Member for Communities, informed the Board that, although the Government had responded to the Council's letter of January 2018 regarding the cost of retro-fitting sprinkler systems in high rise blocks, there had been no engagement on the substantive request for assistance with funding in the region of £32m. It was requested that the Scrutiny Board (EHC) write again to the Secretary of State on this matter jointly with the Executive Member.

Further to this, the Director of Resources and Housing added that the Government focused primarily on issues with buildings that have Aluminium Composite Cladding. Leeds has no buildings of this type, and therefore does not qualify for funding. The role of sprinkler systems in making sure residents are safe and feel safe in their homes was reiterated, especially in regard to vulnerable residents. The Board was informed that sprinkler systems are being installed in eight sheltered high rise blocks and that the intention is to retrofit sprinkler systems in all 116 high rise blocks in Leeds.

- Recommendation 6 – *Minimum Standards*. In response to a query as to whether building regulations had been updated to strengthen building standards; the Board were informed that this particular issue didn't fall within the remit of Scrutiny, and would be a separate City Development issue. The Director of Resources and Housing explained there are on-going discussions around the scope of change, and proposals would come from the Government.

The Chair thanked officers for all of their efforts and work throughout this Inquiry.

RESOLVED – The Scrutiny Board (Environment, Housing and Communities):

- a) Noted the contents of the report and Members' discussion during the meeting;
- b) Approved the status of the recommendations as set out above.
- c) The Scrutiny Board and Executive Member to jointly write to the Secretary of State for Housing, Communities and Local Government to again highlight the impact of retro-fitting sprinkler systems on the Council's wider capital programme.

46 Standards in Private Rented Sector - Monitoring and Regulation (including energy efficiency)

The report of the Director of Resources and Housing provided an update about general interventions by the Council in the private rented sector and the progress made by Housing Leeds on implementing selective licensing in Beeston and Harehills.

The following were in attendance for this item:

- Cllr Coupar, Executive Board Member for Communities
- Neil Evans, Director of Resources & Housing
- Jill Wildman, Chief Officer Housing Management
- Simon Costigan, Chief Officer Property & Contracts
- Mark Ireland, Service Manager, Private Sector Housing
- Mike Brook, Service Manager, Private Sector Housing

The Service Manager, Private Sector Housing, presented the report and highlighted the following key issues:

- There has been an increase in the level of inadequate and unacceptably managed accommodation provided by poor landlords;
- 4,100 requests for service from tenants in the private rented sector had been received;
- 1,740 legal notices had been served;
- The intention to do marketing around the application process with selective licensing;
- The Leeds Neighbourhood Approach (LNA);
- Helped 153 households in one of the most deprived areas of Leeds;
- The scheme led to nearly 500 new lets';
- Selective licensing in Beeston and Harehills as of 6th January 2020.

Key issues identified in discussion with the Board included:

- *Targeted interventions in Holbeck.* The work undertaken had been praised. A Member commented that the Council ought to carry on ensuring that Holbeck becomes a stable environment, including by taking care not to support interventions that increase the concentration of vulnerable residents with chaotic or transitory lifestyles to a higher degree than other areas of the city. A Member also requested that bilingual issues be taken into consideration and accommodated for the smaller minorities of residents.
- *Selective Licensing.* In response to a query as to whether this would be extended across additional wards, the Director of Resources and Housing informed the Board that implementing Selective Licensing across an area, has to be done on a business case basis, and evidence would need to be provided. The Board heard that the Council have raised concern to the government, that within some of the poorest communities, landlords are funded through housing benefit, with no guarantee on the quality of the property.
- *In-house lettings agency.* A Member sought clarity on the Council's position on the previous proposal. In responding, the Service Manager (Private Sector Housing), confirmed this wasn't a viable option. Alternatively, Members' were informed that the 'Leeds' Letting Scheme' successfully created 500 lets last year, and enabled the minimum building standards to be met; the Board were informed the scheme is running well, and the service are working closely with landlords on vulnerable tenants.
- *Legal notices.* Concerns were raised in regard to the amount of money spent on Legal Services, in regard to the losses in appeal hearings. Officers explained the effectiveness of courts and tribunals and informed Members of the process in regard to civic penalties and how they're similar to prosecutions; further generating an income of which will go back into the private sector. Members' further heard that a number of multiple prosecutions, could lead to the landlord being banned.

To summarise, the Executive Board Member for Communities informed the Board that the Council are dealing with an estimated 70 thousand private rented units of accommodation; the focus has been on number of properties to ensure the safety of tenants to ensure the minimum standards are being met.

Additionally, the Chair requested that an update be brought to the Scrutiny Board (EHC) at the meeting to be held in February, in regard to fuel poverty and energy efficiency in the private rented sector. Further to this, the Board were informed an annual landlord conference is being held in November, and the key theme focuses on the climate emergency declaration. It was confirmed that 250 landlords would be in attendance, and the National Landlord Association and EON would also be in attendance to provide presentations on what the industry are doing in regard to the declaration.

The Chair thanked officers for their attendance, and for their work.

RESOLVED – The Scrutiny Board (Environment, Housing and Communities):

- a) Noted the information contained within the report, and provided at the meeting;
- b) Requested that, a further progress report be presented to a future meeting of the Board – on the subject of fuel poverty and energy efficiency.

47 PROCUREMENT OF HOUSING RESPONSIVE REPAIRS AND VOIDS SERVICES FOR THE WEST OF LEEDS

The report of the Director of Resources and Housing, seeks approval from the Executive Board at its meeting on 16 October of plans for the future delivery of citywide housing repairs and voids services.

The following were in attendance for this item:

- Cllr Coupar, Executive Board Member for Communities
- Neil Evans, Director of Resources and Housing
- Jill Wildman, Chief Officer Housing Management
- Helen Jackson, Head of Housing Projects, Contracts and PFI

The following information was appended to the report and considered by Members’:

- Executive Board Report
- Map of options, and changes by ward (Appendix A)
- Scope of service delivery (Appendix B)
- Equality, Diversity, Cohesion and Integration Impact Assessment (Appendix C)
- Performance Data

Members’ were informed the decision had been taken by Executive Board on 16th October, that approval be given for LBS to deliver housing responsive repairs and voids services for the East and South of the city, and that an external contractor delivery such services for the West and that the new arrangements are planned to start from autumn 2021. Members also heard that the decision included agreeing the proposal to change existing service delivery boundaries in order to align with Leeds electoral Wards.

Members’ discussion focused on the use of insourcing and outsourcing of services for Council tenants. Members requested performance indicators for the current external contractor. In response, the Director of Resources and Housing explained that both Mears Limited and the in-house service provider, Leeds Building Services (LBS), both have scope to improve various aspects of their performance. The 5 year contract being put out to tender is anticipated to attract healthy competition, setting a challenge for the firm that secures the contract to deliver the standard of service required. The Executive Member for Communities added that the report sets out a general intention to insource where possible, while also minimising risk for tenants and service users.

A Member made reference to the 5 year contract, and identified the scope for apprenticeship schemes; it was confirmed that there are already 40 apprentices, and this will grow even further.

The Chair thanked the report coming before the Scrutiny Board, and thanked those officers in attendance for their contributions.

RESOLVED – The Scrutiny Board (Environment, Housing and Communities):

- a) Noted the information contained within the report and the appended Executive Board Report and its appendices.
- b) Requested that the information provided during discussion be actioned.

48 Referral to Scrutiny

The Head of Governance and Scrutiny Support submitted a report that presented a request for scrutiny, alongside some background information to help inform the Board's consideration.

The following were in attendance for this item:

- Councillor Wadsworth
- Councillor M Rafique, Executive Member for Environment and Active Lifestyles
- James Rogers, Director of Communities and Environment
- John Woolmer, Deputy Chief Officer Waste Management

The request for Scrutiny was submitted as follows:

To consider an inquiry into *'the reasons for continued problems with collections, the issue of fly tipping, and continued delays to the route rationalisation process, data and information management and the overall effectiveness of leadership and management structures within the service'*.

Councillor Wadsworth presented the request for Scrutiny to the Board, informing Members of the continued missed collections, particularly in the summer months, which ultimately affects all of the wards across Leeds being a city wide issue. It was highlighted that the reporting of those streets that are missed is of concern, and the report which is produced at the end of the day, doesn't include all of the streets that have been missed. It was requested that a working group be set up, to hear from the signatures on the referral letter and their concerns.

Additionally, the Chair added that John Woolmer has proposed that he will be visiting each of the Community Committees, to discuss an array of proposals which are being worked on. It was suggested that a working group be held on the 11th November for the signatures on the referral attend, and in December, the Inquiry on Kerbside Collection and Recycling would be brought forward, and a report be prepared for this meeting with an update on the recommendations.

In response, the Executive Member for Environment and Active Lifestyles, explained that:

- The issues surrounding the end of day report would be addressed in the coming months;
- The use of the term “route failure” would be looked into in further detail with future end of day reports been clearer on the specific reasons for the failure;
- It has been identified there are annual challenges around the summer school holiday period, and further detail in regard to staffing issues would be looked into;
- Whilst in-cab technology is now been used, we are still in the process of training drivers to use the system appropriately and fully.

The Director of Communities and Environment added that the service collects somewhere in the region of 60,000 bins per day and there are a number of factors contributing to failed collections, most notably access issues which are a major factor. A full review of the service is currently being undertaken which aims to address many of the issues referred to in the request for scrutiny. The end of day report is being considered and some improvements have already been made but other changes are also needed to make it much more meaningful to members.

Members agreed that they understood the concerns raised by those referring the matter to scrutiny and as such decided further detailed discussion at a working group was unnecessary. It was noted that officers were due to report back on last year’s scrutiny inquiry into waste management issues in January 2020 but at the request of the Scrutiny Board officers agreed to bring this forward to December’s meeting. Additionally, it was agreed that a response would be sent to those signatures on the referral letter, confirming what the directorate’s report would include on the agenda for the December meeting.

RESOLVED – The Scrutiny Board (Environment, Housing and Communities):

- a) That the contents of the report, along with Members comments, be noted;
- b) That a response be written to the signatures detailed within the referral to Scrutiny, to provide some scope on the Inquiry on Kerbside Collection and Recycling report, which is intended to come before the Scrutiny Board, at the meeting to be held on 2nd December 2019.

49 Work schedule for 2019/20 Municipal Year

The Head of Democratic Services submitted a report which invited Members to consider the Board’s schedule for the 2019/20 municipal year. Copies of the draft work schedule and the minutes of the Executive Board meeting held Wednesday 18th September 2019 were appended to the report.

Members discussed the items scheduled for the December meeting.

RESOLVED – The Scrutiny Board (Environment, Housing and Communities):

- a) Noted the matters outlined in the report and raised during the meeting
- b) Noted the Executive Board minutes
- c) Agreed the overall work schedule

50 Date and Time of Next Meeting

RESOLVED – To note the date and time of the next meeting as Tuesday 3rd December 2019 at 2.30pm



Report authors:

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Tel: 0113 27 84444

Report of the Head of Democratic Services

Report to Scrutiny Board (Strategy and Resources)

Date: 3 December 2019

Subject: Scrutiny Inquiry into Waste Management Services

Are specific electoral wards affected?	☐ Yes	☒ No
If yes, name(s) of ward(s):		
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1 This report sets out the progress made in responding to the recommendations arising from the Scrutiny Board's earlier inquiry into Waste Management Services.

2. Background information

- 2.1 The Scrutiny inquiry into waste management services in 2018 considered the performance of kerbside collections of domestic waste, service standards and engagement with customers and the recycling of household waste in Leeds.
- 2.2 In July 2019 the Board received a formal response of the Director of Communities and Environment, Director of City Development and Director Housing and Resources to the recommendations of the Scrutiny Inquiry. All the recommendations made were accepted.

- 2.3 This report provides an update on those recommendations. It should be noted that the report includes recommendations where a progress report was requested and received in July 2019.
- 2.4 On 1 October a referral to scrutiny was received from Cllr Wadsworth, supported by 27 member signatories. The referral was discussed by the Environments, Housing and Communities Scrutiny Board on 17 October.
- 2.5 The Board determined that the successful implementation of the recommendations of the 2018 scrutiny board inquiry would address many of the issues raised in the referral to scrutiny. Given that context the Board requested that officers bring forward the recommendation tracking report scheduled for January 2020 to December 2019. Consideration of this report in December will therefore replace the planned discussion in January, and members noted that the report will include information from a reduced monitoring period as a result of it being submitted to the Board earlier than originally anticipated.

3. Main issues

- 3.1 Scrutiny Boards are encouraged to clearly identify desired outcomes linked to their recommendations to show the added value Scrutiny brings. As such, it is important for the Scrutiny Board to also consider whether its recommendations are still relevant in terms of achieving the associated desired outcomes.
- 3.2 The Scrutiny recommendation tracking system allows the Scrutiny Board to consider the position status of its recommendations in terms of their on-going relevance and the progress made in implementing the recommendations based on a standard set of criteria. The Board will then be able to take further action as appropriate.
- 3.3 This standard set of criteria is presented in the form of a flow chart at Appendix 1. The questions in the flow chart should help to decide whether a recommendation has been completed, and if not whether further action is required. Details of progress against each recommendation are set out within the table at Appendix 2.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Where internal or external consultation processes have been undertaken with regard to responding to the Scrutiny Board's recommendations, details of any such consultation will be referenced against the relevant recommendation within the table at Appendix 2.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 Where consideration has been given to the impact on equality areas, as defined in the Council's Equality and Diversity Scheme, this will be referenced against the relevant recommendation within the table at Appendix 2.

4.3 Council policies and the Best Council Plan

- 4.2.1 The activities considered in the original inquiry report contribute to our Best Council Plan ambitions in reducing consumption and increasing recycling in the city. The city's waste strategy, which was a feature of the Scrutiny Inquiry, has significant potential to promoting a less wasteful, more resource efficient, low carbon economy.

Climate Emergency

- 4.3.2 The recent declaration of a Climate Change Emergency in Leeds and our commitment to achieve 'net zero carbon' by 2030 has set out starkly the need for radical action at every level, from international to individual, to avoid irreparable damage to the world's eco systems. The earth's resources are precious and finite, and our current rate of consumption and our throwaway culture cannot be sustained. The city's waste strategy shows we are committed as a city to doing our part and leading the way in redressing the balance in favour of the natural world so that it is safeguarded and left it in a healthier state for future generations.

4.4 Resources, procurement and value for money

- 4.4.1 Details of any significant resource and financial implications linked to the Scrutiny recommendations will be referenced against the relevant recommendation within the table at Appendix 2.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report does not contain any exempt or confidential information.

4.6 Risk management

- 4.6.1 Any specific risk management implications will be referenced against the relevant recommendation within the table at Appendix 2.

5 Conclusions

- 5.1 The progress made in responding to the recommendations arising from the Scrutiny Board's earlier inquiry around the Council's waste management services is set out within Appendix 2 of this report for the Board's consideration.

6 Recommendations

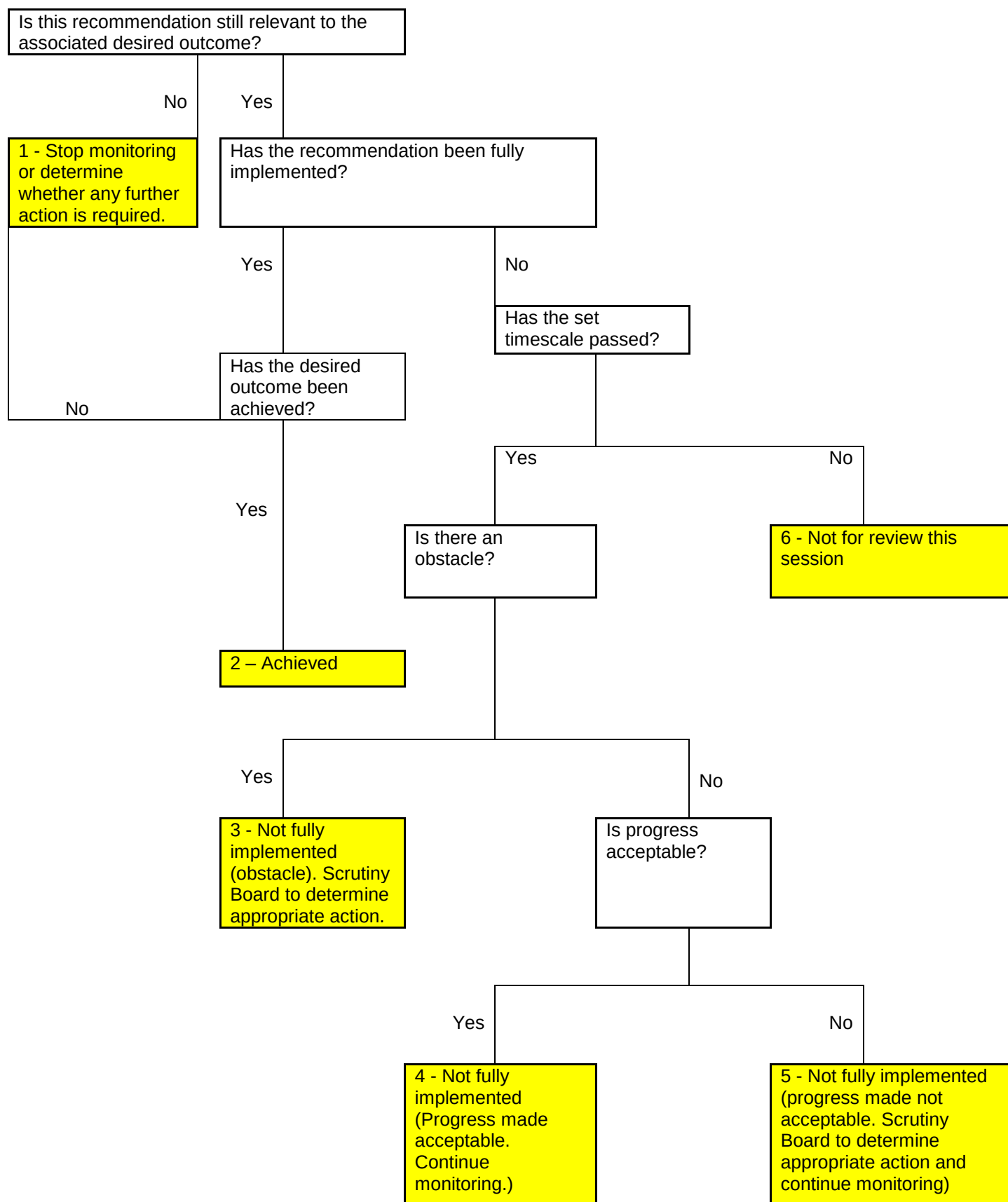
- 6.1 The Board is requested to:
- Agree those recommendations which no longer require monitoring;
 - Identify any recommendations where progress is unsatisfactory and determine the action the Board wishes to take as a result.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Recommendation tracking flowchart and classifications: Questions to be considered by Scrutiny Boards



Appendix 2

Position Status Categories

- 1 - Stop monitoring or determine whether any further action is required
- 2 - Achieved
- 3 - Not fully implemented (Obstacle)
- 4 - Not fully implemented (Progress made acceptable. Continue monitoring)
- 5 - Not fully implemented (Progress made not acceptable. Continue monitoring)
- 6 - Not for review this session

Desired Outcome - To support the presentation of domestic waste in highly populated areas, to reduce side waste, contamination and fly tipping

Recommendation 1 – that the Director of Communities and Environment, before the July 2019 meeting, explores the creation of a framework contract arrangement to facilitate the expansion of metroSTOR facilities, in situations where funding can be secured.

Formal response (July 2019):

This recommendation is accepted.

The service will look to explore the availability and suitability of other bin storage solutions similar to the MetroStor (brand name) product which has already been trialled.

There are other commercial providers of this type of bin containment system and we would use learning obtained through the MetroStor product trial to develop a specification for a product which will be fit for purpose and meet the needs of all relevant stakeholders, and to identify the appropriate route for its procurement.

However, the trial, as well as other use of other “communal bin” options show that such solutions are dependent on ongoing engagement with local residents/tenants and still often result in additional side-waste/fly-tipping. This work will help provide options for localised solutions, but is not in itself the answer to reducing waste and fly-tipping. It is more likely to help with increasing recycling/reducing contamination.

Current position:

In relation to the broader desired outcome of this recommendation, the refuse service review is developing bespoke solutions for the city centre, high-rise flats and the largest areas of highest density population (eg Headingley/Hyde Park, Harehills). Proposals are being worked up for dedicated teams for these areas, with services tailored to meet the unique demands presented. These solutions will include closer operational working with the Cleaner Neighbourhoods Team.

Following completion of the technical work, options for delivery models will be worked up in collaboration and consultation with local stakeholders/Members over the next couple of months. Providing new solutions can be agreed and are affordable, the intention is to implement in Spring 2020.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – To identify and attribute resources to support the strategic approach defined nationally and locally for waste collection and recycling

Recommendation 2 – that the Director of Communities and Environment in response to DEFRA's waste strategy identifies:

- a) what funding streams will be made available and how they can be utilised in order to make a positive difference to waste management and recycling rates in Leeds;
- b) Identifies how current Council resources can be better utilised to support the various relevant requirements outlined.

A progress update will be required by the Scrutiny Board in July 2019 with a full overview in January 2020.

Formal response (July 2019):

This recommendation is accepted.

- a) The outcome of specific DEFRA consultations on elements of the Resources and Waste Strategy for England will have a critical bearing on the availability of funding for changes to or expansion of recycling services. Consultation responses were submitted by Leeds to DEFRA in May 2019. Further consultations are now anticipated with more detailed information on funding streams and timescales later this year. There is no further detail as yet about when funding streams will be made available other than the indication in the Strategy that it will be 2023.
- b) The Waste Strategy for Leeds will set out aims for maximising the contribution to reuse and recycling by existing services and infrastructure through service improvement and behaviour change. This will inform and be informed by:
 - the current Refuse Service Review, due to be completed summer 2019, and desired outcomes in it around improving the efficiency and effectiveness of the currently configured service to move it into a better position to absorb future city growth and to take opportunities/meet requirements that may come from the national and local waste strategies.
 - The City Conversation on waste has begun with the people of Leeds to gauge their appetite for making changes to the way we all manage waste.
 - The Climate Change agenda, and in particular a move towards carbon based measures of performance, away from weight based recycling targets. So, not simply how much we recycle by weight, but what we recycle and reducing the amount of waste produced in the first place.

Current position:

There have been no further specific details from DEFRA in relation to the funding streams that the Government's Resources and Waste Strategy states will be made available from 2023.

The initial consultation phase concluded in May 2019. DEFRA provided an update in late July which indicated no changes to the principle set out in the Strategy that any required changes to how Councils manage waste will be fully funded. The update stated the elements of the strategy that look to introduce greater producer responsibility for ensuring recyclability of packaging and a Deposit Return Scheme remain key. In July, DEFRA reported that it intends to bring forward fresh consultations on firm plans in early 2020.

In the meantime, the Government announced the Environment Bill 2019/20. This bill was due for its second reading towards the end of October 2019, but the dissolution of Parliament

prevented that happening. The Bill makes reference to the Office for Environmental Protection's "25 Year Environmental Plan". This plan has a section "Minimising Waste" which includes statements such as: "We will minimise waste, reuse materials as much as we can and manage materials at the end of their life to minimise the impact on the environment. We will do this by: working towards our ambition of zero avoidable waste by 2050, working to a target of eliminating avoidable plastic waste by end of 2042, meeting all existing waste targets – including those on landfill, reuse and recycling – and developing ambitious new future targets and milestones"

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome – The identification of a clear, coherent and robust approach to meeting the future recycling targets as defined by DEFRA.

Recommendation 3 – that the Director of Communities and Environment: outlines a plan to the Scrutiny Board at the July 2019 meeting which identifies the approach to meeting the 2020 recycling rate of 50%; **or** provides a revised recycling programme proposal to the Executive Board for agreement during 2019 if it is anticipated that the targets as referenced in paragraph 25 and 33 will not be met, explaining the reasons for this.

Formal response (July 2019):

Recommendation accepted.

The current performance in Leeds has been maintained over recent years in the face of progressive Government funding reductions. Although Leeds is unlikely to meet the 50% target in 2020, this is reflective of the national picture in relation to recycling performance and the position in which the majority of local authorities therefore find themselves.

The Government's Resources and Waste Strategy 2018 and outcome of the current consultations/availability of funding will inevitably shape future service changes. The consultations cover separate weekly collections of food waste, garden waste, deposit return schemes and producer responsibility and plastic tax. The Strategy talks about a 2023 implementation timescale. It states that net costs will be met by Government for new recycling services provided by a Council as a result of requirements that emerge. Any changes will need to be phased in line with this.

It is important to note that the national waste strategy and other related discussions around climate change talk increasingly about a move away from weight-based recycling targets to measuring the impact of changes/performance through a carbon based methodology. In the meantime, the Refuse Service review is looking at how more can be gained from the existing infrastructure in Leeds. This may mean doing things differently in our more challenging locations, as well as working with residents to make better use of the green bin and local recycling sites/facilities/banks.

Current position:

The Council is in positive discussions with DEFRA in relation to the future recycling target for Leeds. There is recognition that the current position is reflective of a national trend, particularly in comparison to other core/large cities. Although it is not anticipated that the measure of success will change in the short term, there is an expectation that new/revised legislation that comes from the National Strategy will reflect both the tonnage based measures of amounts of waste recycled and a measure that recognises the carbon impact of actions taken. That is not yet stated however, and we await further guidance and detail from DEFRA in 2020. It is therefore difficult for the Council to be clear at this moment on what "the future recycling targets as defined by DEFRA" may be.

The Leeds Strategy and work being undertaken as part of the refuse service review, is however looking at ensuring we anticipate as much as possible what may be required, and ensure we move forward/improve on existing measures regardless.

In the meantime we continue to innovate and introduce new ways for residents to reduce, re-use and recycle, with a focus on supporting people to change habits/behaviours. Recent examples include:

- From mid-November, the addition of new materials/items accepted in the green bin for the first time in Leeds (pots, trays, tubs and cartons). Resulting in the vast majority of household plastics now being accepted in Leeds green bins for recycling.
- The innovative partnership with the charity Hubbub for the “recycling on the go” initiative in the city centre– with 60 new dedicated bins on the streets and 80 new bins inside places such as shopping centres. In the 8 months of the trial over 65,000 cans, 55,000 bottles and almost 600,000 coffee cups were collected for recycling. To help “mainstream” this initiative, we have now committed to continue to empty and take the bins for recycling as part of our city centre street cleansing offer.
- Education/social media campaign to get back to basics with what goes in the green bin; for example clear, pictorial “what goes in your green bin” information on the leaflet that is being sent to all households to inform them of the Christmas collection arrangements/dates this year and the production of a social media friendly animation explaining what happens to green bin contents.
- Expansion of bottle and textile banks in Leeds; there are currently 665 LCC bottle banks across the city, capturing around 9,500 tonnes of glass a year for recycling. Ward Councillors are being encouraged to help identify local sites where a new bank would be successful or where existing banks could be more effective. Longer term, the impact of national Deposit Return Scheme proposed in the National Resources and Waste Strategy on the amount of glass that residents would switch to taking to reverse vending or alternative “reimbursement” facilities is of course a consideration; and an example of the difficulty we have currently in predicting, planning for, prioritising and investing in recycling improvements for individual waste streams.
- Development of better recycling service offers in areas of traditionally poor recycling; the refuse service review has identified areas such as Harehills, Headingley, Hyde Park, Woodhouse, City Centre and high rise flats as places where recycling rates are low and where a different approach would help residents recycle more.
- Improvements at Household Recycling and Waste Sites to encourage more recycling and re-use; for example, production of a social media friendly animation showing what can be taken to sites and promoting the re-use of items by charities, improved signage and layouts at sites and work with re-use charity partners to trial the use of volunteers at sites to advise customers/residents.
- We have begun trials at one of our Household Waste and Recycling sites, Kirkstall, to collect and dispose of polystyrene, crisp packets and coffee cups. If it's viable in terms of markets and cost we will be rolling out to other sites;
- Two successful bids have been made to the national Distributor Takeback Scheme, amounting to over £124,000 for Leeds. This will enable us to undertake activities and improve facilities to increase the amount of Waste Electric and Electronic Equipment (WEEE) we recycle by 130 tonnes and the amount that is re-used by 40 tonnes. We will be working on “amnesty” in schools, employing more staff at recycling sites, providing funding to our re-use partner charities to help with staffing and PAT testing and increase and improve our WEEE bring banks across the city;
- Closer working with Community Committees to better support local initiatives/opportunities; the Refuse Service review is looking at how the service can be better designed/structured, both operationally and accountability wise, so as to better link with Community Committees and local opportunities. The current route redesigns are being based on achieving as much coterminosity as possible with Community Committee boundaries. This of course is subject

to affordability but is a priority of the review to try and achieve. The service is engaging with Community Committees between November and January, with views being sought on what local opportunities there are to better support those in the community who champion reduce, re-use and recycle.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That the local waste management strategy is progressed in a timely manner and is subject to further independent scrutiny to support informed and ethical decision making.

Recommendation 4 – that the Director of Communities and Environment:

a) considers the requirements of the DEFRA strategy and the areas of focus outlined in paragraph 38 by this Scrutiny Board and ensures that the service review and development of the local waste strategy is expedited without further delay.

b) ensures that the Scrutiny Board is fully informed of progress and reports back at key intervals to ensure the Scrutiny Board continues to support the development of the local strategy before it is agreed and adopted.

Formal response (July 2019):

This recommendation is accepted.

The Waste Strategy for Leeds is to be presented to the Executive Board on 24th July 2019, and will cover issues raised by Scrutiny through the inquiry, and will take account of the DEFRA Resources and Waste Strategy for England. The wording of the strategy is provided at appendix 1 for consideration and comment by Scrutiny at the meeting on 11th July. These comments will be fed back verbally at the meeting when the local strategy will be considered by Executive Board, on 24th July 2019. Production of the local strategy had been delayed to the summer to allow for initiation of a city conversation on waste and progress on the Refuse Service Review. The conversation is already telling us that there is an appetite for change in the way that we all manage waste and that the city as a whole is keen to play its part. The Waste Strategy Advisory Board has been kept updated on the development of the strategy.

Current position:

The Waste Strategy for Leeds was approved at the July Executive Board. Appended to this report is the “plan on a page” summarising the agreed strategic approach.

Examples of the impact of the timetable for the National Resources and Waste Strategy (NRWS) has been explained/provided in recommendation 3.

However, it's worth summarising the key issues that until about which we receive further clarity from DEFRA makes it very difficult for us to make local decisions, at least until further clarity is provided by DEFRA, the next update is expected in 2020;

- Glass – a key part of the NRWS is to introduce a continental style Deposit Return Scheme (DRS) that would include glass bottles and possibly jars. The reason being to incentivise the public to take their glass back to facilities in shops/supermarkets that would accept the items

and refund the customer in the form of a store credit or possibly money. This may take the form a “reverse vending machine” for example. An obvious consequence of a successful introduction of this requirement would be the amount of glass to collect from the kerbside would be far less. Indeed when launching the strategy for consultation, DEFRA said “Similar schemes already operate successfully in other countries – for example, total return rates of drinks containers in Denmark, Finland, Germany, Norway, the Netherlands and Sweden are at 90%, 92%, 98%, 92% and 85% respectively”. Yet the NRWS still also talks about glass being on the list of proposed waste streams that Councils may be required to separately collect at the kerbside from 2023 - under the “consistent recycling collections” part of the strategy.

- Food – another key part of the NRWS is to require Councils to offer the kerbside collection of food waste to all residents. The rationale stated by DEFRA is to reduce the amount of food being landfilled and therefore contributing to greenhouse gas effect caused by the methane emissions. In Leeds, of course, any food placed correctly in the black bin goes to the RERF and is burnt to produce power and heating; so no food goes to landfill. In the NRWS it was initially clear that future food collections should be collected and processed separate from any other waste stream. However, following the consultation period in 2019, DEFRA now indicates that the method of collection of food would be subject to what is “technically, environmentally or economically practicable” (known as the “TEEP” test). This is welcomed as it suggests that we can develop a solution that works the best for Leeds.
- Funding – as part of the NWRS consultation DEFRA stated “*the government will ensure that local authorities are resourced to meet new costs arising from this policy*”. The extension of a national producer responsibility system which could, for example, include the “world leading new tax” of any packaging that has less than 30% recycled content is a key part of the strategy. The Government states; “*the management of packaging waste costs local authorities in the region of £820m per year. The proposals in this consultation mean that the funding to meet these costs will transfer from central government and local taxpayers to businesses*”. Much of the cost to Councils will of course be up-front, infrastructural costs (for example plant, machinery, vehicles). The Government. It is not clear when the clock starts ticking in this respect and DEFRA is yet to provide clarity on that issue. One interpretation is that means anything introduced by Councils after the strategy was approved in December 2018, another is that means once the appropriate legislation is approved, and some interpret as it as from 2023 when the strategy says the bulk of the requirements in the legislation will take effect from. Again, we look forward to further clarity on this in 2020.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That the Waste Collection Service reflects on innovative approaches that will achieve the impact of improved recycling rates, in order to meet expected national targets.

Recommendation 5 – that the Director of Communities and Environment presents an analysis of waste collection systems that could be utilised in the longer term to accelerate improved recycling rates, which also considers suitability, financial viability, sustainability and expected benefits. The analysis is to be presented to the Scrutiny Board in January 2020, or before if practicable.

Formal response (July 2019):

This recommendation is accepted.

Scrutiny Board has received information in early 2019 on alternative kerbside recycling collection systems operated by other high performing authorities.

Waste management from a producer, retailer and consumer perspective is at a pivotal point and our view is it would be unwise to propose changes to collections systems/ regimes until the outcome of the Governments consultations on weekly collections of food waste, garden waste, deposit return schemes and producer responsibility and plastic tax is released.

Further updates will be provided to the Board, including how more can be gained from the existing infrastructure in Leeds, and the anticipated move away from weight based recycling measure to reducing waste in the first place and judging recycling success through carbon based measures.

Current position:

When consultation on the Government's new NRWS started in early 2019, DEFRA's headlines were:

"Packaging producers set to pay the full cost of dealing with their waste, more consistent household recycling, and a Deposit Return Scheme for cans and bottles, subject to consultation". Further context/information is provided in the response to Recommendation 4, particularly in relation to what may be required for the management of different waste streams.

In terms of expected national targets, DEFRA has yet to provide any firm detail on that. The initial launch of the NRWS and the Government's 25 Year Environmental Plan talk about possible targets like:

- sending no food waste to landfill by 2030;
- a 65% recycling rate by 2035;
- achieving "zero avoidable waste" by 2050;
- eliminating avoidable plastic waste by end of 2042;
- a focus on reducing the carbon footprint/greenhouse emissions.

The Council is therefore currently looking at what can be done to get more out of the existing waste collection infrastructure and resources available; so in terms of recycling that is mainly the green and brown bins, household waste and recycling centres, glass/textile/WEEE bring banks and facilities, "on the go" initiatives and other opportunities provided through support and collaboration with the third sector (e.g. re-use).

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That the missed bin definition reflects normative resident expectation and when bins are missed there is consistent clearly communicated advice which explains how residents should present their waste for future collection.

Recommendation 6 – that the Director of Communities and Environment,

a) reviews the current missed bin definition and considers whether performance benefits could be delivered should it be aligned to customer expectation.

b) explores the different methods of communication and proactively puts measures in place to inform Leeds residents of the current missed bin policy and what they need to do should their bin not be collected on the established collection day.

An update on progress is to be reported back to the Scrutiny Board in July 2019

Formal response (July 2019):

This recommendation is accepted.

Work is taking place between the Refuse Service and Customer Access to introduce a live update page on the council's website that would allow residents to view that day's bin collection issues – for example to see if there was a particular issue affecting their street that day and what the advice is to do in the meantime. Further work will then take place to make better use of social media and potentially phone apps etc to improve communications. This work is dependent on improvements to how the service records missed bin incidents and in particular the effective use of in-cab technologies. The introduction of a new Crew Chargehand post for every refuse vehicle is seen to be key to this. Proposals for this new role/post have been developed and agreed with unions and the post will be recruited to in due course.

A further update will be provided in January 2020, by when the above actions will be in place.

Current position:

The introduction of a “live” update page for the public to access remains an aspiration for the service to deliver in conjunction with colleagues in the Customer Access service. The presentation to the July Scrutiny Board meeting on feasibility/exploratory work undertaken in conjunction with North Lincolnshire Council was well received, and gave an insight on what may be possible in the future. Development work is scheduled to continue on that in early 2020.

As also covered elsewhere in this report we are making changes that will improve the format and reliability of the End of Day report that is sent to the relevant ward members. We acknowledge that we need to reach a position where we can all rely on that EOD report being accurate, so it can be used by Members and other stakeholders to help manage the message to customers, for example through proactive or reactive posts in social media.

As previously reported, a key objective of the ongoing Refuse Service Review is to reduce the amount of missed scheduled collections. The related actions and progress on these are covered in other recommendations in this report. But in summary these include a citywide Traffic Regulation Order to reduce the amount of parked cars/vehicles that prevent streets being fully accessed by refuse wagons, a complete redesign of routes citywide to include better use of smaller wagons on narrow streets etc. and renewal of the refuse fleet with 45 new replacement wagons due for delivery by the end of 2019.

However, ultimately the service is not proposing to change the commitment that has been in place for many years; i.e. that it will do all it can within the resources available and circumstances presented to collect/empty the bins correctly presented on the scheduled day of collection, and where that is not possible it will make every effort possible to do so within a further 48 hours.

This has to be the case as there will always be occasions where issues such as weather, vehicle/mechanical breakdown, staff illness, traffic accidents and road blockages result in a route not being completed and street(s) missed.

It is our view that the majority of customers understand this and know to leave their bins out for a day or so if they can see their street has not been collected that day. The information provided on the Council website and relayed by customer service staff has been reviewed and is consistent with the commitment made. The information provided to customer is;

Missed collections

Your bin won't be emptied if:

- it isn't at the kerbside before 7am on your collection day – the bin crew make a record of this, and will not be able to return to collect it before your next collection day
- it contains something that shouldn't be inside it – please see our advice on what goes in

which bin, and remove any contaminating items so we can empty it on your next collection day

- it's too heavy to be lifted safely by the wagon – if your bin contains especially heavy items, for example rubble or compacted grass and soil, please do your best to remove it from the bin so that we can empty it on your next collection day

Warning If any of the above apply, the bin crew will have made a record, and will not return before your next scheduled collection day. Please return your bin to your property until then.

If none of the above apply, we have missed your collection for another reason, such as a vehicle breakdown, blocked roads, or severe weather.

In these cases, we will try to come back before 5pm on the same day, or in the two following working days (our bin crew work Monday to Saturday).

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That the missed bin policy is reviewed with a view to minimising disadvantage to pedestrians who are mobility or visually impaired.

Recommendation 7 – that the Director of Communities and Environment considers if the existing missed bin policy should be adapted, working with stakeholder groups to explore the:

- a) negative impact of leaving bins on pedestrian walkways for 48 hours
- b) identification of any innovative solutions or compromise that will prevent access issues for those who are mobility or sight impaired.
- c) cost, benefit and viability implications of any solution or compromise identified

The outcome of these considerations is to be reported back to the Scrutiny Board in January 2020.

Formal response (July 2019):

This recommendation is accepted.

A work stream has been established to address this and will include conversations with other Councils on their approaches and consultation with stakeholders (including representatives of those most affected). The initial thoughts of the service are that any fundamental changes to a service designed and resourced on the requirement for residents to present and take back their bins from the kerbside will not be possible.

The focus will therefore be on reducing the occasions when bins are not collected on the scheduled day, particularly where the implications are greater with regards to the issues raised in this recommendation, and how residents and refuse staff can do more to ensure bins are more considerably “parked” on the kerbside.

The service review currently being undertaken includes objectives related to this as well as scope to change council-led behaviour change and enforcement provision. Good progress is being made in service redesigns that will help improve collections on scheduled days. The outcome will be reported to Scrutiny Board in January 2020.

Current position:

Leaving bins on pathways for 48 hours – as covered in other updates in this report, the service is putting in place improvements that will reduce the number of occasions that scheduled collections

will be missed. This in turn will reduce the instances of bins being left out and causing “negative impact”.

With regards to ensuring bins are returned to a safe position after being emptied, we have added that objective to all refuse loaders in their appraisals for 2019/20. In addition the Job description for the new Crew Chargehand post has the following requirement:

- to lead on understanding and following the collection route/tasks assigned for each day's work and ensure completion to level of quality required – for example that assisted collections/wheel-outs are completed, access problems are safely overcome where possible and empty bins are returned in a safe and neat position.

Also, following successful outcomes experienced with the Public Space Protection Order in Harehills, a new Order has recently been consulted upon and approved for the Headingley and Hyde Park area which includes measures to tackle bins and associated “side waste” left on streets. This is a very resource intensive way of helping tackle the issue, and is to complement/add value to more fundamental ASB related issues being experienced in the area and the improvements the Refuse Service Review hopes to bring (see Recommendation 3) . The “enforcement” of the bins part of the PSPO will need to be proportionate and reasonable. It should not be viewed as something can simply be lifted and applied to any part of the city experiencing problems with bins left out on the street.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - To ensure that the full potential for the in-cab systems are fully utilised and that performance information is accurately recorded.

Recommendation 8 – that the Director of Communities and Environment explores and resolves the technical in-cab technology issues and

a) ensures that all waste personnel are appropriately trained to utilise the technology effectively, with clear lines of accountability and responsibility for its use.

b) prepares an action plan which clearly outlines existing problems with the technology, how these will be overcome and target dates for resolving the problem areas outlined.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020

Formal response (July 2019):

This recommendation is accepted.

Although the review is not due to be completed in full until August 2019, sufficient progress has been made on a number of key issues which has allowed proposals to introduce a new role/post of Crew Chargehand to be brought forward in June. As part of this work and discussion with staff and unions, work has begun by relevant crew staff to help identify where there are problems and to get the technology working, with the new Crew Chargehands suitably trained. A more detailed report/update will be provided in January 2020. The issues raised in this recommendation are being covered as part of the Refuse Service Review.

Current position:

Working collaboratively with Trade Unions, the Service has successfully delivered the recruitment

process for the new Crew Chargehand post. 99 out of the 103 Drivers applied for the post and were successful. The Job Description for the new role includes:

- You will be responsible for ensuring the main in-cab recording system (currently Bartec) is operational at all times and where it is not that is reported immediately;
- You will be responsible for ensuring accurate input/recording of all necessary information on the in-cab system is being done; for example crew check-ins, missed collections and the reasons for the non-collection, damaged bins etc.

A comprehensive training programme is in place to support the staff in the new role, including ensuring the effective use of in-cab technology.

A post has been identified to ensure on a daily basis that the technology is working, being used and any issues promptly deal with. Our experience has been that because the technology is now being widely used it has prompted a number of technical issues (software and hardware) that have needed resolving. These are being successfully dealt with though and the number of units being successfully used is higher than it has ever been.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That all new residential development in Leeds has adequate waste storage facilities and access for waste collection.

Recommendation 9 – That the Director of Communities and Environment works in collaboration with the Director of City Development to ensure, through national and local planning policy, that Housing Developers are meeting all requirements for the provision of waste storage and collection, at planning and development stages.

The outcome of this collaborative work to be reported to the Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

It has now been agreed that Communities and Environment will produce a technical specification for Housing Developers to use to ensure that provision of waste storage and collection of waste/recycling from properties is fully considered at the planning and development stages. This will be facilitated initially via a technical specification guidance document which will be published on the Councils website as 'Supplementary Planning Guidance' within the Planning and Waste areas of the website. Officers from Planning and Waste will also direct developers to the guidance and provide advice and further information as required. The technical specification will be a living document capable of being updated and amended to ensure it remains valid and relevant.

Officers from Planning and Waste will work together to explore the most appropriate mechanism for the inclusion of the guidance in the planning process. This will include exploring whether the guidance can be adopted as a Supplementary Planning Document (SPD) in accord with policy EN6 of the existing Core Strategy. The wording of Policy EN6 may need some minor modification to ensure that it forms a suitable parent policy for the SPD and this modification would need to be carried out through the Local Plan Review.

Current position:

Waste Management have commenced work on a technical specification for developers and designers to ensure effective segregation, storage and collection of waste materials following development. This will be used by planning officers in assessing planning applications to ensure

that waste management needs are adequately addressed. We aim to have this technical specification completed and in use early 2020. To help better inform the specification and subsequent assessments, Planning colleagues will accompany Refuse staff on a collection round in some of the more challenging streets, where safe access is a particular issue due to parked cars and street design/layout.

The use of the technical specification will be monitored to provide data to support any policy changes that are required in the Local Plan, thereby ensuring they are underpinned by a robust evidence base. Local Plan colleagues are at a very early stage of the Local Plan Review and any policy changes will need to go through the rigorous plan preparation process set out in the LDF Regulations including public consultation and sustainability appraisal. A realistic timescale for a revised Local Plan being in place is late 2021.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - To reduce the identified issue of vehicle breakdown which currently hinders waste management collection.

Recommendation 10 – That the Director of Communities and Environment works collaboratively with the Director of Resources and Housing to advance fleet upgrade without delay. With an update to be provided to Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

The fleet upgrade for Waste Collection Services has been given priority and as such will now see the replacement of 52% of the fleet (45 vehicles) by mid December 2019.

An analysis has been undertaken of the specific requirements of the service, identifying priority vehicles to be procured, furthermore a training programme is established to ensure drivers are pre-trained in the use of the vehicles before they arrive causing minimum disruption to the service. Four vehicles which are suitable for a trial electric retro fit have now been identified meaning 49 of the 86 will be operating as new. The new vehicles are ordered and are on a delivery program which starts in June 2019 for completion in mid-December 2019.

Fleet Services have a number of measures in place to support the Waste Collection Service in their daily operations and a Transport Logistics Officer has been established who works directly with the service. This is to continually provide vehicle support to the current operation, identify future needs and make sure the service has the fleet in place which it needs to deliver the required service each day.

The remaining 37 refuse vehicles are scheduled to be replaced over the next three years 17 of which are planned for 2020/21, 16 in 2021/22 and the remaining 4 in 2023/24 as part of a scheduled fleet replacement programme based on a number of factors including reliability, age and intelligence from regular monitoring of the vehicles performance.

In addition to the work already completed fleet are working in collaboration with waste operations to provide advice and guidance around future fleet configuration and vehicle management issues to support any service changes arising from the Refuse Service review and as implications/opportunities from the national waste strategy become clearer.

Current position:

Fleet Service confirm the fleet upgrade for Waste Collection Services continues to be given priority and the current status for the replacement of 52% of the fleet (45 Refuse Collection vehicles) are on track to be in place by the end of December 2019 with 7 already in place.

The previously mentioned training programme has commenced to ensure drivers, loaders and vehicle technicians are pre-trained in the use and maintenance of the vehicles.

A procurement exercise has been completed for the repowering of four refuse vehicles (effectively converting to electric power), no compliant tenders were received, the reasons behind this are being explored and a decision will need to be made as to whether it is worth retendering or to relook at the affordability of buying new electric RCV's as the market is changing so quickly.

Fleet Services continue to have a number of measures in place, to support the Waste Collection Service in their daily operations and the role of Transport Logistics Officer is working well and continues to provide vehicle support to the current operation.

The remaining 37 refuse vehicles are scheduled to be replaced over the next three years, 21 of which are planned for 2020/21, 12 in 2021/22 and the remaining 4 in 2023/24, as part of the scheduled fleet replacement programme. This replacement program will be carried out using knowledge gained from the current purchasing year and also to be informed by changes in the ever evolving market with regard to future technology and best available options.

Any additional/changes in requirements as a result of the Refuse Service review will be factored into the replacement programme.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - To reduce the identified issue of street access which currently hinders waste management collection.

Recommendation 11 – That the Director of Communities and Environment works in collaboration with the Director of City Development to explore practical solutions, that are palatable to local residents, to resolve access problems through the implementation and enforcement of Traffic Regulation Orders.

The outcome of this collaborative work to be reported to Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

Consultation and discussions have taken place with all ward members over March/April 2019 on those locations where it is known or felt that access issues regularly cause delays to bin collections. A ward analysis of reported “misses” was provided as part of that consultation. The information gathered has now been collated, together with views from crews (aided by work of union stewards as part of the Refuse Service review). Highways staff are now in the process of working through the many locations identified citywide. Once this work is completed, an Emergency TRO will be submitted, with approval likely to be required through Executive Board in due course.

Current position:

The relevant Traffic Regulation Order is now ready to present to Executive Board for approval. However, due to the cancellation of the December meeting due to the General Election, this will now

be presented in January 2020. The intention is for the approval to allow additional locations to be added to the Order without further reference to Executive Board, subject to any necessary local consultation etc.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - To provide clarity regarding the side waste policy in Leeds to all residents.

Recommendation 12 – that the Director of Communities and Environment considers if the existing side waste policy should be adapted, including the positive and negative implications of adopting a consistent city wide approach. The outcome of this consideration is to be reported back to the Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

The outcome of this consideration is linked to the refuse service review currently taking place and due to be completed late summer 2019. The service view is that there cannot be a one size fits all approach to this issue and there needs to be bespoke solutions in those areas where this issue actually causes a problem (either by implementing the policy, or not implementing it).

Currently, the policy is that there should be no side waste in streets where alternate week collection takes place, but it is allowed in streets where monthly green bin/weekly black still takes place (the “excluded” AWC areas). Examples of how this does not work locally though are Headingley and Harehills – where allowing side waste has a detrimental effect on the environment of the streets, often contributing towards litter and fly-tipping problems.

Environmental Services is looking at how this issue is looked at in the round in the way the whole environment (service) is managed/delivered in areas such as this. Proposals will be brought forward as part of the refuse service review and reported to Scrutiny Board.

Current position:

There is little more to add to the above update.

The current basic policy of the Council remains, anyone in receipt of Alternate Weekly Collection is prohibited from putting any additional/side waste with their black bins, those who are still on a weekly residual collection can still put bagged, side waste next to their black bin. Anyone can put additional clear, bagged recycling waste next to their green bins.

This is being reviewed as part of the Refuse Service Review with the objective being to achieve greater consistency, reduce litter and encourage. There is a recognition that any changes need to be done in conjunction with being clear about how many bins households are entitled to, changes to service provision in our more environmentally challenging areas and encouraging people to use their residual bin less and recycle more.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - To provide accurate and informative End of Day reports which will support

Elected Members in providing advice to their constituents and enable them to quickly identify service level problems in their Electoral Wards.

Recommendation 13 – That the Director of Communities and Environment:

- a) updates alert procedures to ensure that Ward Members are included in Customer Access staff updates, where their ward is affected.
- b) improves the quality of information provided to Elected Members in the 'end of day reports' ensuring that they are accurate, provide an explanation of the reason for the missed collection and detail the action to be taken to resolve the issue, including longer term solutions that may be necessary.

A progress update is to be reported to the Scrutiny Board in July 2019.

Formal response (July 2019):

This recommendation is accepted.

The updates provided for Recommendations 6, 7 and 8 to a large degree cover this recommendation. The information available to Customer Access staff is that which is also made available to Ward Members. Customer Access and Waste Management Services are now looking at how the end of day reports can be improved to be more meaningful to Members, Customer Service Officers and customers.

Current position:

The update is partly covered in updates to Recommendation 6 and 8; particularly in relation to work that has been done to improve the reliability of the End of Day reports (i.e. that the in-cab technology is working and being used and therefore streets that have been missed are reported/included).

Appended to the report is the proposed new End of Day (EOD) report template for comment. This includes a draft "glossary" that would be attached to the EOD report email to help explain terminology used.

The new format will be used as soon as possible following feedback from Scrutiny. Work is being undertaken with IT Services to make the necessary changes to the in-cab unit and the Council's reporting/analytical software to change the options/list for the reasons for a missed street. This is unlikely to be completed before early 2020 and so in the interim the EOD report will be in the new, consistent format, but with the existing reasons for misses.

Position Status (categories 1 – 6) *This is to be formally agreed by the Scrutiny Board*

Desired Outcome - That technological opportunities are fully explored in order to provide web or app based information which is accessible to the public, reducing the need to access non digital customer contract services.

Recommendation 14 – That the Director of Communities and Environment fully explores and implements the provision of customer access information, either web based or app, which enables both residents and Elected Members to identify accurately reported missed bin collections, which is updated in an efficient and timely manner.

A progress update will be required by the Scrutiny Board in July 2019 with a more detailed overview in January 2020.

Formal response (July 2019):

This recommendation is accepted. As with the previous recommendation, the updates provided for recommendations 6, 7 and 8 to a large degree cover this recommendation. In line with the recommendation a more detailed update/overview will be provided in January 2020. Current position: There is nothing to add to this than has been covered in updates for Recommendations 6,7, 8 and 13.
Position Status (categories 1 – 6) <i>This is to be formally agreed by the Scrutiny Board</i>

Desired Outcome - That accurate and supportive information is provided to residents where waste collection problems are identified and that this information is provided in a consistent manner. Recommendation 15 – That the Director of Communities and Environment reviews a) how information is consistently provided when problems arise b) that information sharing processes are being followed, particularly information which advises residents how to present waste for collection, so that they are clear about their responsibilities. (e.g. when contamination is evident, in areas with a transient population and where side waste is an issue) A progress update is to be reported to the Scrutiny Board in July 2019. Formal response (July 2019): This recommendation is accepted. As with the previous recommendation, the updates provided for recommendations 6, 7 and 8 to a large degree cover this recommendation. In addition, the update provided in recommendation 12 provides information on work being done as part of the wider Refuse Service Review to focus on the most significant areas of the city where a transient population presents a particular challenge to how household waste is presented and collected/managed. Current position: Already covered in updates provided in a number of Recommendations. The Refuse Service Review identifies a number of large areas where there is a significantly sized population living in streets where the level of recycling is low, “contamination” of bins is high, transiency of population is high and the consequences of side waste is greatest. These include Headingley, Hyde Park, Woodhouse and Harehills. Working closely with the Cleaner Neighbourhood Team, a joined up approach is being developed for those areas which redesigns the refuse collections service to complement engagement and educational work with residents, and localised enforcement where appropriate (e.g. through PSPOs).
Position Status (categories 1 – 6) <i>This is to be formally agreed by the Scrutiny Board</i>

Appendix 3: Proposed End of Day Report Template and Glossary

REFUSE SERVICE END OF DAY REPORT

The following is the end of day report for refuse collections scheduled to be made today.

The report serves both to assist staff managing operational deployment and for Ward Councillors' awareness to help manage any contact they get from concerned residents.

The service commitment to residents is for every attempt possible to be made to complete the collections on the scheduled day. However, where that it not possible we will return to empty bins in missed streets within a further 48 hours (excluding Sundays). This does not apply to individual unemptied bins where normally we would not return to empty these bins unless we are sure the fault was ours.

So, unless stated otherwise **please assume we will be making plans for the missed streets/routes identified below to be revisited tomorrow** (or Monday if today is a Saturday); if that's not possible it will be the subsequent day.

SUMMARY OF TODAY'S COLLECTIONS:

We are currently scheduled to empty about **XX,XXX** bins a day. **XX** refuse wagons were crewed up today.

However, today we were unable to collect waste from the following streets for the reasons indicated:

WARD	STREET	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS FOR TEAM LEADER

In addition to the above streets, we were unable to complete all or a considerable amount of the following routes affecting the broad area described, for the reasons provided:

WARD	ESTATE(S)/AREA	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS

C/F OF ISSUES FROM YESTERDAY'S REPORT - with regards to any streets reported as uncollected yesterday, all these have been recovered today with the exception of:

WARD	STREET	BIN/WASTE TYPE	REASON	ANY ADDITIONAL COMMENTS	ROUTE DETAILS FOR TEAM LEADER

ISSUES THAT MAY EFFECT TOMORROW'S SERVICE AND/OR RECOVERY PLANS:

Here we will list any known STAFFING ISSUES, FLEET ISSUES, FORECAST WEATHER EVENTS etc we think may effect our ability to recover the streets listed above, so expectation can be managed.

End of Day – Glossary of Terms for reasons for missed collections

Description	Meaning	Link to Previous description
DAILY LOADER LIMIT REACHED	Side waste, heavy bins, too much presented in the area for the crew to cope with	ROUTE FAILURE
NO DRIVERS/CHARGEHAND AVAILABLE	Staff absences and lack of available cover meaning an inability to fully staff-up all crews on the day, standing routes etc	ROUTE FAILURE
NO LOADERS AVAILABLE	Staff absences and lack of available cover meaning an inability to fully staff-up all crews on the day, standing routes etc	ROUTE FAILURE
VEHICLE BREAKDOWN ON ROUTE	Breakdowns & faults	ROUTE FAILURE
NO VEHICLE AVAILABLE	Planned servicing etc meaning fewer than the full compliment of vehicles required for the full days work.	ROUTE FAILURE
DELAY IN VEHICLE AVAILABILITY	Vehicle not available first thing in the morning so crew delayed out to site	ROUTE FAILURE
STREET COMPLETED		STREET COMPLETED
STREET OBSTRUCTION-VEHICLES	(Resident related) e.g parked cars	ACCESS ISSUES
STREET OBSTRUCTION-SKIPS/BUILDING WORK	(Resident related) eg skips/building works	ACCESS ISSUES
OVERHANGING TREES	Vehicle obstruction from trees - the point at which its considered impractical or unsafe to access areas.	OVERHANGIN G TREES
ROADWORKS	Highways related eg road works, commercial development	ROADWORKS
HIGHWAY ISSUE	Potholes, street furniture, significantly uneven surface,	HIGHWAY ISSUE
WEATHER CAUSING DELAY	Snow/ice/flooding causing a delay in getting vehicle out	DELAY WEATHER
INCIDENT CAUSING DELAY	EG RTA, a significant show or event.	DELAY INCIDENT
FLYTIPPING OBSTRUCTION	(Resident related) e.g waste	FLYTIPPING OBSTRUCTION

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WASTE STRATEGY FOR LEEDS 2019–2021

Be the best city in the UK

- A world leader in eliminating unnecessary waste and its environmental impact
- Getting the most from our resources to benefit our local economy and communities



Supporting the Best City priorities

Sustainable Infrastructure

- Promoting a more competitive, less wasteful, more resource efficient, low carbon economy
- Strengthening digital and data 'Smart City' infrastructure and increasing digital inclusion

Safe, Strong Communities

- Being responsive to local needs, building thriving, resilient communities



OUTCOMES

- Reduction in the carbon impacts of waste generated
- Reduction in waste volumes generated
- Increase in reuse and recycling, prioritising materials offering the greatest carbon savings
- Heightened public awareness and local community ownership of waste issues, with clear evidence of increased public action and demand for change
- A growing body of businesses and other key organisations in Leeds becoming exemplars of waste reduction, and exercising clear influence for change through their own activities
- Evidence of a growing culture of reuse over disposing and buying new
- Measurable economic benefits within the city, in particular benefiting the economically disadvantaged.



For full Strategy visit www.leeds.gov.uk

#LeedsByExample

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Report of: John Woolmer, Deputy Chief Officer, Communities & Environment

Report to: Xxxxx Community Committee

Report author: John Woolmer (john.woolmer@leeds.gov.uk)

Date: November/December 2019

To Note/Comment

Waste Management Services – Update on the Refuse Service Review and National Waste Strategy implications for Leeds

Purpose of report

1. This report provides an update to the Community Committee on progress with the review of the Refuse Service in Leeds;
2. The report also takes the opportunity to provide a brief update the development of a new National Resources and Waste Strategy and how that relates to Leeds.

Main issues

Refuse Service Review

(a) Background

3. The overall objective of the review is to update and where necessary redesign the current household kerbside collection service so it is better placed to meet the challenges of a growing and evolving city/population.
4. The review is being undertaken within the context of significant housing/population growth citywide since the current routes were designed nearly 10 years ago, and the further growth planned in the city for the next 10 years. In addition, the national Resources and Waste Strategy, still in formal consultation stages following publication in December 2018, talks about significant changes to be made in 2023. For example, the

Strategy sets out Government commitments to fully fund kerbside collection of food waste, as well as a national deposit return scheme for plastic and glass bottles by 2023.

5. We therefore need a service in Leeds that is not only future proofed for the forecast growth, but in the best position possible to evolve our recycling offer to residents in a way that complements how consumers, producers and the retail sector also change habits, materials and recycling offers.
6. In addition to “looking forward” there is also a recognition the service needs to better respond to existing localised challenges. The city has large areas of terrace housing with very little off road parking, transient populations (including a large student population), multi-occupancy housing, high/low rise accommodation and city centre living. There are often significant practical issues for both the service and the customer.
7. The review is therefore not just a technical exercise of redesigning routes, but one that also looks at processes that support the operational work, how we better support and involve staff, our interaction with and accountability to the residents of Leeds and how we can get more recycling out of our existing kerbside infrastructure.
8. A Terms of Reference (ToR) for the review was developed in conjunction with the two main Trade Unions representing the workforce (GMB and Unison). The ToR set out set 14 clear joint objectives to deliver on (see Appendix A).
9. The initial intention was to complete the review by late 2019, with a desire to agree and implement elements during that period where sufficient progress is made and determine an implementation timescale for the remaining elements.
10. This progress report reflects on what has been achieved with the review to date, the timescale for the review to be completed and likely implementation timescales of remaining key elements.

(b) Progress to date

11. Significant progress has been made on each of the stated objectives of the Review. Both in terms of actions and agreement as to what the way forward/solutions are.
12. The initial phase of the review was to work through each agreed objective and develop/agree key principles and actions that if developed and put in place would deliver those objectives, a full list of these is provided in Appendix B.
13. The most significant principles/priorities for action agreed at this stage were:
 - ✓ agreement on how routes should be redesigned from scratch, and the key factors that need building in (e.g. new builds); with a key outcome being more effective and efficient use of the resources and staff feeling service finish times across crews are fair/equal;

- ✓ move to the core routes designed around 10 areas of the city, coterminous with Community Committees and to help embed more local working/pride between crews (and other relevant services such as Cleaner Neighbourhood Teams) in those areas;
- ✓ more bespoke solutions to be worked up for the city centre, high rise and areas of high population density/transiency;
- ✓ reducing the amount of missed scheduled bin collections through tackling causes of access problems – for example more yellow lines to reduce vehicle blockages, and smaller wagons where street designs and swathes of terrace housing without drives necessitate;
- ✓ the agreement that the daily use of in-cab technology is key to achieving many of the joint objectives and in empowering crews to do the job effectively;
- ✓ agreement on the importance of the proposed Crew Chargehand role and need to support staff in their successful development into that role;

14. The headline principle that perhaps will interest the Committee the most is that all routes covering the whole city will be redesigned for all waste streams, and the new routes will be designed as much as possible to be coterminous with the Community Committees.

15. This is seen as a key development so as to:

- Improve the accountability of the service
- Improve operational links/relationships with other localised services, such as Cleaner Neighbourhood Teams
- Improve connectivity and relationships with Councillors and local initiatives/people that have a shared desire to see improvements in recycling rates and tackle localised issues that affect the reliability of collections.
- Support crews to feel part of a local team

16. The technical work underpinning the route redesign element of the review has taken much longer than originally planned, mainly due to the ambitious scope of the project, including designing around Community Committee boundaries, specialist areas and factoring in new builds/developments.

17. However, in the meantime progress has been made on many of the objectives. The most significant being:

(a) Introduction of a new Crew Chargehand role to the service

In late spring/early summer consultation took place with Trade Unions and staff to agree and introduce this new role for every crew/vehicle. The recruitment has been successfully completed – with 98% of posts filled from existing Drivers. A training/development programme is currently being delivered. The new role includes responsibilities to:

- *lead on understanding and following the collection route/tasks assigned for each day's work and ensure completion to level of quality required – for example that assisted collections/wheel-outs are completed, access problems are safely overcome where possible and empty bins are returned in a safe and neat position;*
- *be responsible for ensuring the main in-cab recording system (currently Bartec) is operational at all times and where it is not that is reported immediately;*
- *be responsible for ensuring accurate input/recording of all necessary information on the in-cab system is being done; for example crew check-ins, missed collections and the reasons for the non-collection, damaged bins etc.*

(b) Effective use of in-cab technology

Historically when this task was divided amongst the crew, in-cab technology usage was as low as 10%. We are still in the early stages of training all our newly recruited Crew Chargehands; however effective in-cab usage (i.e. not just switching it on, but using it to properly record misses etc.) is already over 60% and producing good information that is helping us improve how we deliver the service. This level of in-cab technology use is consistently higher than we have ever achieved in the past, and will improve further as we complete the Crew Chargehand training programme currently underway, as well as deal with the hardware and software issues now being identified.

(c) End of Day (EOD) Reports

The two main areas for improvement were identified as reliability and quality of information provided. The reliability of information (which is mainly reassurance that the streets that crews have been unable to collect bins from that day are actually included on the report) has seen improvement over the last 2/3 months as Crew Chargehands get used to their role and as the use of in-cab technology grows. Contact from Members pointing out streets that have been reported to them but not on the EOD report has fallen considerably. The report itself has been redesigned and a new, consistent format will be used from December. This will include the “carry forward” of any recoveries not made from the previous day's report. In addition, once the necessary IT changes have been made to the in-cab and the case management system, a more useful range of reasons will be provided to explain why a particular street could not be collected that day.

(d) Fleet renewal

The replacement of well over half of the existing fleet (45 Refuse Collection vehicles) is on track to be in place by the end of December 2019 with 7 already delivered and operational. These vehicles will all be Clean Air compliant. The remainder of the fleet will be replaced in 2020 and 2021.

(e) Traffic Regulation Orders

Proposals have been worked up through consultation and involvement of Members and staff and using missed collections analysis. Technical assessments on over 100 sites has been completed by highways colleagues. The relevant Traffic Regulation Order is now ready to present to Executive Board for approval. However, due to the cancellation

of the December meeting due to the General Election, we are now working for this to be presented in January 2020. The intention is for the approval to allow additional locations to be added to the Order without further reference to Executive Board, subject to any necessary local consultation etc.

(f) Proof of concept work for new route coterminosity with Community Committees

Modelling has been completed to test the potential impact of redesigning routes across the city to fit as much as possible with Community Committee boundaries. This indicates that, at least in principle, the concept is workable, “makes sense” operationally and is not likely to add disproportionate cost/inefficiencies.

(g) New Garden Waste Collection routes

The citywide redesign of the garden waste collection routes has now been drafted. The next stage is consultation with staff to reality check the routes, and then with Ward Members to provide opportunity to make suggested collection day changes etc. The current plan is to introduce the new routes/collection days when the service reassumes in March 2020.

(h) Scoping work for “specialist” teams/areas

Route design work has begun to scope what delivery models would be deliverable in the areas where the current model simply cannot work effectively; particularly in large areas of concentrated terraced housing/no driveways, high occupancy/dense population, transient communities and poor recycling.

(c) Next Steps

18. The current expectations are for the following key milestones:

By end of December: half the refuse fleet replaced with new vehicles; garden waste routes ready to consult with Members; new End of Day reports being used; consultation with relevant ward members on “specialist team” models.

By January 2020: training programme of Crew Chargehands complete and 100% use of in-cab technology, approval for new TROs to help improve access.

By March 2020: introduction of new garden waste collection routes; consultation with ward members on draft new black and green bin collection routes, introduction of new routes for black and green bins in the “specialist team” areas.

Late Spring 2020: introduction of new black and green bin collection routes for remainder of the city.

Summer 2020: introduction of public “end of day” style information providing residents with “live” details on problems experienced that day and what the recovery plans are; new citywide depot/HQ operational

National Resources and Waste Strategy and Leeds Waste Strategy

19. The Government published its National Resources and Waste Strategy in December 2018. At the time, the key headlines from the Department for Environment, Food and Rural Affairs (DEFRA) were:
- The introduction of extended producer responsibility (EPR) for packaging so business and industry pay the full net cost of recycling or disposing of their packaging waste.
 - EPR will include a review of producer responsibility schemes for items that can be harder or costly to recycle including cars, electrical goods and batteries. Extending EPR to textiles, fishing gear, tyres, certain materials from construction and demolition and bulky waste such as mattresses, furniture and carpets will also be explored.
 - Mandatory weekly separate collections of food waste for every household, subject to consultation.
 - A Deposit Return Scheme (DRS) will be brought in, subject to consultation, to increase the recycling 'on the go' of single-use drinks containers, including bottles, cans and disposable cups filled at the point of sale.
 - To increase recycling, a consistent set of recyclable materials collected from businesses and households will be instigated on a national basis together with consistent labelling on packaging.
 - Mandatory guarantees and extended warranties on products to encourage manufacturers to design products that last longer and drive up the levels of repair and reuse will be introduced.
 - Annual reporting of food surplus and waste by food businesses will be laid down. If progress is insufficient consultation will start on introducing mandatory targets for food waste prevention.
20. The initial consultation phase concluded in May 2019. DEFRA provided an update in late July which indicated no changes to the principle set out in the Strategy that any required changes to how Councils manage waste will be fully funded. The update stated the elements of the strategy that look to introduce greater producer responsibility for ensuring recyclability of packaging and a Deposit Return Scheme remain key. In July, DEFRA reported that it intends to bring forward fresh consultations on firm plans in early 2020.
21. In the meantime, the Government announced the Environment Bill 2019/20. This bill was due for its second reading towards the end of October 2019, but the dissolution of Parliament prevented that happening. The Bill makes reference to the Office for Environmental Protection's "25 Year Environmental Plan". This plan has a section "Minimising Waste" which includes statements such as: *"We will minimise waste, reuse materials as much as we can and manage materials at the end of their life to minimise the impact on the environment. We will do this by: working towards our ambition of zero avoidable waste by 2050, working to a target of eliminating avoidable plastic waste by end of 2042, meeting all existing waste targets – including those on landfill, reuse and recycling – and developing ambitious new future targets and milestones"*

22. Within the context of this emerging/evolving national strategy, the Waste Strategy for Leeds was approved at the July 2019 Executive Board. Appended to this report is the “plan on a page” summarising the agreed strategic approach (Appendix C).
23. The Council is in positive discussions with DEFRA in relation to the future recycling target for Leeds. There is recognition that the current position is reflective of a national trend, particularly in comparison to other core/large cities. Although it is not anticipated that the measure of success will change in the short term, there is an expectation that new/revised legislation that comes from the National Strategy will reflect both the tonnage based measures of amounts of waste recycled and a measure that recognises the carbon impact of actions taken. That is not yet stated however, and we await further guidance and detail from DEFRA in 2020. It is therefore difficult for the Council to be clear at this moment on what “the future recycling targets as defined by DEFRA” may be.
24. The Leeds Strategy and work being undertaken as part of the refuse service review, is however looking at ensuring we anticipate as much as possible what may be required, and ensure we move forward/improve on existing measures regardless.
25. In the meantime we continue to innovate and introduce new ways for residents to reduce, re-use and recycle, with a focus on supporting people to change habits/behaviours and to move our focus to carbon reduction. Recent examples include:
- ✓ From mid-November, the addition of new materials/items accepted in the green bin for the first time in Leeds (pots, trays, tubs and cartons). Resulting in the vast majority of household plastics now being accepted in Leeds green bins for recycling.
 - ✓ The innovative partnership with the charity Hubbub for the “recycling on the go” initiative in the city centre— with 60 new dedicated bins on the streets and 80 new bins inside places such as shopping centres. In the 8 months of the trial over 65,000 cans, 55,000 bottles and almost 600,000 coffee cups were collected for recycling. To help “mainstream” this initiative, we have now committed to continue to empty and take the bins for recycling as part of our city centre street cleansing offer.
 - ✓ Education/social media campaign to get back to basics with what goes in the green bin; for example clear, pictorial “what goes in your green bin” information on the leaflet that is being sent to all households to inform them of the Christmas collection arrangements/dates this year (attached as Appendix D for information) and the production of a social media friendly animation explaining what happens to green bin contents.
 - ✓ Expansion of bottle and textile banks in Leeds; there are currently 665 LCC bottle banks across the city, capturing around 9,500 tonnes of glass a year for recycling. Ward Councillors are being encouraged to help identify local sites where a new bank would be successful or where existing banks could be more effective. Longer term, the impact of national Deposit Return Scheme proposed in the National Resources and Waste Strategy on the amount of glass that residents would switch to taking to reverse vending or alternative “reimbursement” facilities is of course a consideration; and an example of the difficulty we have currently in predicting, planning for, prioritising and investing in recycling improvements for individual waste streams.
 - ✓ Development of better recycling service offers in areas of traditionally poor recycling; the refuse service review has identified areas such as Harehills, Headingley, Hyde Park, Woodhouse, City Centre and high rise flats as places where recycling rates are low and where a different approach would help residents recycle more.

- ✓ Improvements at Household Recycling and Waste Sites to encourage more recycling and re-use; for example, production of a social media friendly animation showing what can be taken to sites and promoting the re-use of items by charities, improved signage and layouts at sites and work with re-use charity partners to trial the use of volunteers at sites to advise customers/residents.
- ✓ We have begun trials at one of our Household Waste and Recycling sites, Kirkstall, to collect and dispose of polystyrene, crisp packets and coffee cups. If it's viable in terms of markets and cost we will be rolling out to other sites;
- ✓ Two successful bids have been made to the national Distributor Takeback Scheme, amounting to over £124,000 for Leeds. This will enable us to undertake activities and improve facilities to increase the amount of Waste Electric and Electronic Equipment (WEEE) we recycle by 130 tonnes and the amount that is re-used by 40 tonnes. We will be working on "amnesty" in schools, employing more staff at recycling sites, providing funding to our re-use partner charities to help with staffing and PAT testing and increase and improve our WEEE bring banks across the city;
- ✓ Closer working with Community Committees to better support local initiatives/opportunities; the Refuse Service review is looking at how the service can be better designed/structured, both operationally and accountability wise, so as to better link with Community Committees and local opportunities. The current route redesigns are being based on achieving as much coterminosity as possible with Community Committee boundaries. This of course is subject to affordability but is a priority of the review to try and achieve. The service is keen to engage with Community Committees on what local opportunities there are to better support those in the community who champion reduce, re-use and recycle.

26. However, it's worth summarising the key issues that until about which we receive further clarity from DEFRA makes it very difficult for us to make local decisions, at least until further clarity is provided by DEFRA, hopefully in 2020;

- Glass – a key part of the NRWS is to introduce a continental style Deposit Return Scheme (DRS) that would include glass bottles and possibly jars. The reason being to incentivise the public to take their glass back to facilities in shops/supermarkets that would accept the items and refund the customer in the form of a store credit or possibly money. This may take the form a "reverse vending machine" for example. An obvious consequence of a successful introduction of this requirement would be the amount of glass to collect from the kerbside would be far less. Indeed when launching the strategy for consultation, DEFRA said "Similar schemes already operate successfully in other countries – for example, total return rates of drinks containers in Denmark, Finland, Germany, Norway, the Netherlands and Sweden are at 90%, 92%, 98%, 92% and 85% respectively". Yet the NRWS still also talks about glass being on the list of proposed waste streams that Councils may be required to separately collect at the kerbside from 2023 - under the "consistent recycling collections" part of the strategy.
- Food – another key part of the NRWS is to require Councils to offer the kerbside collection of food waste to all residents. The rationale stated by DEFRA is to reduce the amount of food being landfilled and therefore contributing to greenhouse gas effect caused by the methane emissions. In Leeds, of course, any food placed correctly in the black bin goes to the RERF and is burnt to produce power and heating; so no food goes to landfill. In the NRWS it was initially clear that future food

collections should be collected and processed separate from any other waste stream. However, following the consultation period in 2019, DEFRA now indicates that the method of collection of food would be subject to what is “technically, environmentally or economically practicable” (known as the “TEEP” test). This is welcomed as it suggests that we can develop a solution that works the best for Leeds.

- Funding – as part of the NWRS consultation DEFRA stated “the government will ensure that local authorities are resourced to meet new costs arising from this policy”. The extension of a national producer responsibility system which could, for example, include the “world leading new tax” of any packaging that has less than 30% recycled content is a key part of the strategy. The Government states; “the management of packaging waste costs local authorities in the region of £820m per year. The proposals in this consultation mean that the funding to meet these costs will transfer from central government and local taxpayers to businesses”. Much of the cost to Council’s will of course be up-front, infrastructural costs (for example plant, machinery, vehicles). The Government. It is not clear when the clock starts ticking in this respect and DEFRA is yet to provide clarity on that issue. One interpretation is that means anything introduced by Councils after the strategy was approved in December 2018, another is that means once the appropriate legislation is approved, and some interpret as it as from 2023 when the strategy says the bulk of the requirements in the legislation will take effect from. Again, we look forward to further clarity on this in 2020.

Conclusions

27. The review of the Refuse Service is wide ranging and ambitious – demonstrated by the agreed objectives set out in this report. The review is not just about bringing routes up to date and therefore more efficient; but about improvements to accountability, ethos, processes, communication, staff welfare and preparing for challenges to come. The review also seeks to develop solution to parts of the city where the current configuration neither works for the service or the customer.
28. Working collaboratively with Trade Unions, significant progress has been made on a number of key elements of the review. Action has already been undertaken to change roles in crews, improve the use of technology, produce more reliable end of day information, consult and agree a TRO proposal, redesign garden waste routes and
29. The broad ambitions set out in the National Resources and Waste Strategy are welcomed. Clarity about the future legal requirements on Councils and what exactly will be funded and from when is of course critical. It is clear that some of the detail will change as a result of the consultation period. Already for example, there appears to be some change on the food waste proposals.
30. In the meantime, as set out in the Leeds strategy, we will continue to prepare for what we anticipate to be future requirements, work with stakeholders across the city on influencing and supporting behavioral change to how people reduce and manage waste and make further improvements to our existing recycling and re-use offers.

Recommendations

31. The Community Committee is asked to note and comment on the contents of this report and to help promote the reduction, re-use and recycling of waste locally; in particular to consider how best to support local groups wanting to make a difference and change people's behaviours.

Appendix A: Review Objectives

Objective 1: *To make the rounds/routes more fair through the usual finish times of routes being much more equal. This will require us to establish and agree what a reasonable day's work looks like;*

Objective 2: *To add capacity into the rounds to be able to collect from new house builds now and planned in the next few years.*

Objective 3: *To add capacity to cover seasonal peaks in presentation of garden waste;*

Objective 4: *To increase the % bins collected on their due day and where that's not possible, to always recover multiple addresses within 48hrs (so having a clear and achievable solution to addressing how "slippage" is recovered);*

Objective 5: *To establish clearer lines of responsibility within crews for tasks undertaken during the day and how that relates to the role of supervisors/managers. This includes the introduction of a new Crew Chargehand role (see Appendix A for more detail on that proposed role);*

Objective 6: *To be more open and accountable as a service to customers, but at the same time being clearer about what is expected of customers in the presentation of their waste and the limitations of the service we provide;*

Objective 7: *To ensure we can reliably make collections in the more challenging locations and bring different solutions and resources to support collections in these areas;*

Objective 8: *To deal with changed travel patterns as the service moves to the new headquarters/depot from early 2020, including the facilitation of crew pick-ups.*

Objective 9: *To help inform decisions on future fleet requirements – reviewing types & numbers of vehicles needed now and in the future;*

Objective 10: *To ensure we have a reliable electronic record of what's gone on in each round, every day;*

Objective 11: *To build in time for proper staff appraisals and training and development*

Objective 12: *be a basis to build on as different kerbside collections are considered to increase recycling rates;*

Objective 13: *enable implementation of the Council's policies on excess bins, contamination and side waste;*

Objective 14: *ensure enhanced services (e.g. assisted collections/pull outs and medi-waste) are provided where justified.*



Appendix B: Key Principles/Actions developed and agreed

- Citywide route redesign from a blank map;
- Routes designed around 10 operational areas based on Community Committee boundaries;
- Team approach to task and finish, with Crew Chargehands working together, helped by the same black/green waste stream being collected across each area where possible.
- Recently built new homes that are being covered by citywide crews will be designed into new local routes;
- All routes will include “future proofing” for known housing developments planned for the next few years, although the scale of some developments planned in Leeds is such that the new routes required for these may need to be designed and resourced at a later date;
- In the period prior to the additional homes being built, the crew will have a degree of spare capacity which may be used for additional tasks – such as helping do recoveries or assisting with area completion of daily collections;
- There is particular pressure with the degree of existing and forecast city centre (inc South Bank) growth and a dedicated city centre team will be created to have the capacity and resources to meet the specific service challenges. There is a recognition this may need bespoke solutions;
- One, separately managed, garden waste team/service for the city;
- Greater ability/flexibility to “double-up” garden waste routes in time of low presentation;
- Garden waste routes designed on higher average presentation rates than currently, so better able to cope in high demand weeks;
- During exceptional periods of high garden waste presentation an additional vehicle will be crewed-up;
- Explore whether offering a reduced garden waste service throughout winter is needed/feasible/affordable – possibly looking to try it out in a part of the city.
- local solutions to prevent illegally parked cars (e.g. Traffic Regulation Orders/yellow lines);
- the introduction of more, smaller size wagons;
- creating dedicated teams for city centre, high rise and densely populated/housing areas that also have high transiency levels (Harehills, Headingley/Hyde Park/Woodhouse has been identified as the largest areas of);
- introduction of a new Crew Chargehand role on every vehicle;
- ensuring in-cab technology is fit for purpose and being used by crews, overseen by the Crew Chargehand;
- a development programme for new Crew Chargehands;
- better use of in-cab technology used to empower crews to complete tasks and report issues;
- importance of good two-way communication between Team Leader and Crew Chargehand.
- working correctly and used effectively by staff, the use of in-cab technology to report/record issues the crew come across would help empower them to have frustrations such as repeat recycling bin contaminations dealt with.
- all staff need the appropriate training and support;
- the technology needs to be reliable/fit for purpose.
- allowing staff to have dedicated appraisal days is key to ensuring quality discussion;
- opportunities for Loaders to progress within the Council need to be highlighted;
- staff to be encouraged and supported to spend a day working with other services where they feel it would be a good/useful experience for them;

- mainly through the appraisal process, Loaders aspiring to become Team Leaders should be identified and opportunities to shadow Team Leaders (inc. in other services) offered.
- to ensure that we are getting the most out of the available resources/infrastructure to deliver a reliable service for Leeds with a workforce motivated and supported to do the best they can;
- excess bins – to develop a process to initially target and remove excessive black bins which will involve the identification of the bins by crews
- contaminated bins – to develop a process initially targeting green bins that have been contaminated with non-recyclable material. To involve the identification by crews and then an agreed process that makes clear what then happens to the bin, what the message to the resident is, what punitive action is taken and at what stage, and who does each element of this process (including evidence gathering).
- the Medi-waste service should be a priority and the most reliable service we provide;
- assisted wheel-outs should be reliable and the effective use of in-cab technology is key to that;
- there needs to be a better process for crews to report where they believe a change in occupier has taken place at an assisted wheel out address;
- to continue to work closely together following the review to consider what future changes to kerbside recycling requirements will mean and what would work best for Leeds.

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WASTE STRATEGY FOR LEEDS 2019–2021

Be the best city in the UK

- A world leader in eliminating unnecessary waste and its environmental impact
- Getting the most from our resources to benefit our local economy and communities



Supporting the Best City priorities

Sustainable Infrastructure

- Promoting a more competitive, less wasteful, more resource efficient, low carbon economy
- Strengthening digital and data 'Smart City' infrastructure and increasing digital inclusion

Safe, Strong Communities

- Being responsive to local needs, building thriving, resilient communities



OUTCOMES

- Reduction in the carbon impacts of waste generated
- Reduction in waste volumes generated
- Increase in reuse and recycling, prioritising materials offering the greatest carbon savings
- Heightened public awareness and local community ownership of waste issues, with clear evidence of increased public action and demand for change
- A growing body of businesses and other key organisations in Leeds becoming exemplars of waste reduction, and exercising clear influence for change through their own activities
- Evidence of a growing culture of reuse over disposing and buying new
- Measurable economic benefits within the city, in particular benefiting the economically disadvantaged.



For full Strategy visit www.leeds.gov.uk



#LeedsByExample

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CHRISTMAS bin collections 22 December – 5 January

If your normal bin day is...

Your Christmas collection days and dates will be...

Monday	Sunday 22 December	Monday 30 December
Tuesday	Monday 23 December	Tuesday 31 December
Wednesday	Tuesday 24 December	Thursday 2 January
Thursday	Friday 27 December	Friday 3 January
Friday	Saturday 28 December	Saturday 4 January
Saturday	Sunday 29 December	Sunday 5 January

Please put your bin out by 7am on your collection day and bring in again as soon as possible after emptying.



Open daily 8am–4pm. Closed Christmas Day, Boxing Day and New Year's Day. Additional waste, recycling and reusable items can be taken to recycling centres.

Myth buster Handy green bin recycling tips:



Remove food waste from packaging or give items a rinse before recycling. Paper and cardboard has to be kept fairly clean and dry to be recycled.



Remove any glittery parts from cards and recycle the rest. If wrapping paper scrunches up it can be recycled.



All your glass bottles and jars can be recycled at one of over 700 glass banks across the city. Don't put glass in your green bin as the fragments spoil paper and cardboard, making it unrecyclable.



Donate any unwanted gifts to charity or drop them off at your local household waste recycling centre.



Black plastic can't be sorted out to be made into something new. Think black plastic = black bin.



Printed on 100% recycled paper.



Download the handy
Leeds Bins app

www.leeds.gov.uk/xmasbins



RecycleForLeeds

RECYCLE

all of us in your

GREEN BIN



Keep me
as a quick
reference for
recycling

Report of Head of Democratic Services

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 3 December 2019

Subject: Referral to the Scrutiny Board (Proposal for road-safety park, family cycle trails and new event space at Temple Newsam)

Are specific electoral wards affected?	☐ Yes	☒ No
If yes, name(s) of ward(s):		
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1 The purpose of this report is to present details of a referral that falls within the remit of the Scrutiny Board (Environment, Housing and Communities).

2. Background information

- 2.1 In accordance with the Council's Scrutiny Board Procedure Rules, any member of a Scrutiny Board may request that the Scrutiny Board of which they are a member considers a matter relevant to that Board's functions. Such requests are generally considered as part of a Scrutiny Board's standard agenda item to review its work programme.
- 2.2 Any referrals that arise from outside of the relevant Scrutiny Board membership are to be dealt with in accordance with sections G and H of the Scrutiny Board Procedure Rules ([Link to SBPR](#)).

3. Main issues

- 3.1 A referral has been made to the Board by Cllr Firth. Cllr Firth has asked the Board to consider the proposals for a road-safety park, family cycle trails and a new event space at Temple Newsam, which were endorsed by the Executive Board at its meeting on 16 October.

- 3.2 The original Executive Board report is attached at Appendix 1. Correspondence on this matter from Temple Newsam Golf Club has been included at appendix 2.
- 3.3 In accordance with the Scrutiny Board Procedure Rules, an invitation to today's meeting has been extended to Cllr Firth as the main 'Referrer' to make representations as to why it would be appropriate for the Board to exercise its functions in relation to the matter. The Scrutiny Board Chair will decide how much time will be given for the person to address the Scrutiny Board.
- 3.4 The Scrutiny Board shall consider whether to exercise its power to review or scrutinise the matter referred and may have regard to:-
- Any relevant information provided by or representations made by the Referrer as to why it would be appropriate for the Scrutiny Board to exercise any of its powers in relation to the matter;
 - The principles set out within the 'Vision for Leeds at Scrutiny' document as part of Article 6.
- 3.5 The Scrutiny Board may also wish to consider:
- If further information is required before considering whether further scrutiny should be undertaken;
 - If the matters links in with the scope of any current / planned scrutiny inquiries;
 - If a similar or related issue is already being examined by Scrutiny or has been considered by Scrutiny recently;
 - If the matter raised is of sufficient significance and has the potential for scrutiny to produce realistic recommendations that could be implemented and lead to tangible improvements;
 - The impact on the Board's current workload;
 - The time available to undertake further scrutiny;
 - The level of resources required to carry out further scrutiny.

4. Consultation and engagement

- 4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.
- 4.1.2 An invitation has been extended to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for any work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

- 4.3.1 Any requests for Scrutiny are dealt with in accordance with the Council's Scrutiny Board Procedure Rules as well as the principles set out within the 'Vision for Leeds at Scrutiny' document.
- 4.3.2 The terms of reference of the Scrutiny Boards also promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.3 Following the Council's Climate Emergency declaration, importance is also placed upon the need to consider the potential climate and sustainability impacts associated with any matters being considered by Scrutiny.

4.4 Resources, procurement and value for money

- 4.4.1 As set out in paragraph 3.4, the Scrutiny Board is advised to consider any potential impact on its current workload in taking forward requests for Scrutiny, including the level of resources required to carry out further scrutiny.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1.1 A referral to this Scrutiny Board has been made by Cllr Firth. An invitation has therefore been extended to Cllr Firth as the Referrer of this request and also to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request. The Board will then be asked to determine what, if any, further scrutiny activity is required.

6. Recommendations

- 6.1 The Scrutiny Board (Environment, Housing and Communities) is asked to determine what - if any - further scrutiny activity is required in relation to the matter referred.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report of: Director of Communities and Environment

Report to: Executive Board

Date: 16 October 2019

Subject: Proposal for road-safety park, family cycle trails and new event space at Temple Newsam

Are specific electoral wards affected? If yes, name(s) of ward(s): Temple Newsam	☒ Yes ☐ No
Has consultation been carried out?	☐ Yes ☒ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☒ Yes ☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. Main issues

- Temple Newsam golf course covers 104 hectares of the well-known heritage estate in East Leeds.
- Reflecting a national decline in the number of people playing golf, user and income figures for golf at the Temple Newsam golf courses has steadily declined over the last decade. As a consequence, managing the golf course is now costing the council over £200k a year.
- To increase the popularity of the area for estate visitors and reduce costs, it is proposed that the section of Temple Newsam estate currently used for golf is transformed into a family cycling centre including road-safety park, family cycle trails and small BMX pump track that is managed and operated by the Temple Newsam estate team.
- It is also proposed that the potential to create an events space in the area is explored with the aim of increasing income from commercial events, whilst reducing the impact that some events can have on the estate visitor hub and local residents.
- And lastly it's proposed that, where suitable, the area is landscaped to reflect its original, historic design (by famous landscape architect, Capability Brown) to complement the rest of the heritage estate and benefit local wildlife and the environment with significantly increased tree planting.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- The proposals in this report will support the Best Council Plan, particularly the following priorities: Health and Wellbeing; Child Friendly City; Sustainable Infrastructure and Culture.

3. Resource Implications

- The net cost to the council of Temple Newsam golf course was £220k in the financial year 2018-19.
- The capital cost of the project described below which includes cycle trails, BMX pump-track, road-safety park, café, heritage landscape restoration and event space, is estimated at £1.35 million.
- Capital funding of £350k has already been set aside for the creation of a road safety park.
- It is proposed that the rest of the project is funded by prudential borrowing, offset against the savings made from the closure of the golf course.
- Once the scheme is in place, it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

Recommendations

- a) Executive Board is requested to give consent for Parks and Countryside to commence a public consultation on the proposed closure of the golf course and the proposed developments outlined in this document.
- b) (Subject to the outcomes of the consultation) For Executive Board to delegate the decision to close Temple Newsam golf course and develop the area for recreation, conservation and education as described to the Chief Officer, Parks and Countryside.
- c) For the Chief Officer for Parks and Countryside to be made responsible for the implementation of the recommendations (including seeking necessary approvals).

1. Purpose of this report

- 1.1 This report sets out proposals for a family cycling scheme, events space and new approach to landscape management at the current location of Temple Newsam golf.
- 1.2 A decision is required on whether to move forward with a public consultation with a view to implementation of the proposals.

2. Background information

- 2.1 Golf is in decline locally and regionally, and the 2 courses at Temple Newsam are currently running at a net cost to the council of approximately £220k a year. In total 6,710 pay and play, and 116 season tickets were sold there last year.
- 2.2 As a result, the Parks and Countryside Service have been looking at options for alternative uses for the site, with the aim of increasing visits to the area whilst reducing costs.

- 2.3 At the same time, capital funding has been made available for the creation of a road safety park in the area. The idea of the road safety park is to provide an educational attraction where children can ride their bikes, play, exercise, and have fun whilst learning how to use roads safely.
- 2.4 Cycling is something that Leeds City Council is keen to promote for its benefits to health and the environment (it's a sustainable form of transport). Leeds Cycling Strategy sets out our aim to '*inspire more people to cycle more often*' through expanding the Leeds cycle network; providing access to bicycles and providing accessible training at all skill levels.
- 2.5 Temple Newsam hosts around 60 events a year, ranging from large scale music concerts to sponsored charity walks. Over 70,000 people attend the events annually. The income to the council from the commercial events at Temple Newsam is over £40k per annum. Currently, most of the events take place in the main visitor area near the House and farm.
- 2.6 The team at Temple Newsam estate are currently delivering a 'Resilient Heritage' project, funded by Heritage Lottery Community Fund. The aim of the project is to make the valuable heritage of the site more sustainable through various means, including increasing visitor numbers and community engagement.
- 2.7 Leeds City Council recently declared a climate emergency which has required the Parks and Countryside Service to look into alternative management approaches for parks (such as tree planting), to help control and mitigate the impacts of climate change.

3. Main issues

3.1 Temple Newsam Golf

- 3.2 Temple Newsam has 2 golf courses (one 9-hole and one 18-hole). They are supported by a range of facilities including a shop and a car park. There is also a club house which is rented by the Golf Club through a company it set up called Temple Newsam Golf Club Limited.
- 3.3 The lease of the club house provides a modest rent to the Council of £12.5k per annum. The club house also has a residential steward who currently lives in a flat in the club house. The original lease term expired on 24th January 2014 but the lease has the benefit of a statutory right to a renewal lease; discussions have previously taken place to grant a renewal lease but have not been resolved.
- 3.4 The figures below demonstrate the decline in use of the golf courses at Temple Newsam in recent years, despite increased efforts to promote them. This decline reflects a national reduction in the number of people playing golf.

3.5 Temple Newsam golf course tickets sold and income:

*Income became VAT exempt which accounts for approximately £30k 'additional' income that year.

Financial year	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Play and play tickets	19,100	9,908	12,854	8,554	6,839	4,470	6,325	6,710
Season tickets	287	272	215	226	213	163	128	116
Income	£275,275	£184,897	£198,438	£171,634	£162,633	£119,604	£159,037*	£144,738

3.6 When income is set against costs, the net cost of Temple Newsam golf to the council was just over £220k in the 2018/19 period (which is representative of the costs for previous years).

	Actual £'000
Total income (from tickets, retail, rents)	-157.2
Expenditure (staff, utilities, horticultural machinery, re-saleable food, drink etc)	377.8
Estimated Overall Net Position	220.6

3.7 In the context of these costs, set against the low usage of course, it makes sense to consider options for closing the golf course to reduce the cost to the council and get more people using this part of the estate for wider recreational activities.

3.8 With regards the impact of closing the course on golfers at Temple Newsam, there are over 30 other golf courses in the Leeds metropolitan district, many of which offer pay and play and/or season tickets comparable with those available at Temple Newsam. Leeds City Council aims to continue providing golf at Roundhay Park, which is around 15 minutes' drive from the Temple Newsam course. If the decision to close the golf course is taken, officers will be made available to assist golfers in identifying alternative golf provision if required.

3.9 Proposal for community cycling scheme

3.10 If a decision is made to close the Temple Newsam golf course, it is proposed that it be replaced with a community cycling scheme including:

- family cycle trails and walkways – appendix 1
- a road safety park – appendix 2
- a BMX pump-track
- a shop
- a café
- bike hire
- cycling workshops for schools and groups (depending on levels of interest)

3.11 It is likely that developing such a scheme will result in a dramatic increase in the use of the historic landscape there, as well as providing a new visitor attraction for the local and wider community.

3.12 A similar transformation at the former Middleton Park golf course went from 6,873 pay and play golf sessions (+42 season tickets) in 2013/14 financial year to an estimated 300,000 rides on the cycle trails and 100,000 café customers (previously there wasn't a café at that location) in their first year of operating (2018). Additionally, the new bike hub at Middleton has proved to have many other benefits to the local community such as provision of healthy activities, a chance for children to learn how to cycle in safe environment, job opportunities and things for young people to do in their spare time.

3.13 Family cycle trails

3.14 The vision for Temple Newsam is slightly different to Middleton Bike Hub. The idea is to create cycling facilities for families and younger children to use, developing around 8km of trails (which will also be accessible for walkers), a bit like those you can find at Forestry Commission or CentreParks sites (see appendix 1 for a draft plan, and picture below), to take advantage of the large and beautiful landscape there. These trails would be in addition to (an linked to) the current 'Temple Trailway' which circumnavigates the whole 600 hectare estate.

3.15 Example of a family cycle trail:



3.16 Road-Safety Park

3.17 The idea of a road-safety park is to create a scaled-down model of a road network including typical road markings and road signs so children can learn how to use highways, and key aspects of the highway code in a safe space – they are fun to play on too! Appendix 2 shows a draft plan for a road safety park, and examples of other road safety parks are shown in the images below.

3.18 Example of a road-safety park



3.19 BMX pump track

3.20 A pump track is an area of undulating ground designed to be ridden completely by cyclists "pumping"- generating momentum by up and down body movements, instead of pedalling or pushing. They are very popular, good exercise and help young people develop their cycling skills. The one proposed for Temple Newsam is aimed at younger age groups.

3.21 Example of a BMX pumptrack (below):



3.22 Other visitor facilities

3.23 The facilities currently located at the site provide the perfect opportunity to develop the scheme - the clubhouse could be turned into a café with fantastic views, the shop could be used for bike hire and other buildings for storage of bikes, and perhaps even a classroom/workshop space. Toilets and car parking facilities are already available on site.

3.24 It is proposed that the Road Safety Park is placed near the building in the picture overleaf which could be used as a community café.



3.25 The image below shows the current view from the potential café building. The Road Safety Park could be based to the right of the picture, so parents can sit outside the cafe with refreshments and watch their children cycling.



3.26 The benefits of the proposed community cycling scheme are:

- Increased use of the area currently covered by the golf course
- More opportunities to explore the heritage landscape
- Attraction for local families to use, within walking distance of large residential area
- Promoting healthy activity
- Complements Leeds Cycling Strategy.
- Provides opportunities to learn how to ride a bike, and use highways, in a safe environment
- Increased awareness, and use of, current cycle trail that circumnavigates Temple Newsam estate (see leaflet attached)
- The current facilities at the site including the golf clubhouse, the shop and the buildings will be given a new lease of life.
- Opportunities to generate a new income through café, shop and bike hire.
- Increasing visitor numbers from the local community, across the city and further afield to the wonderful Temple Newsam estate.

- The facility can be managed and operated by the existing, in-house estate team.

3.27 Proposal for investigating potential new events space

- 3.28 If the golf course does close there is also potential for some of the land to be used as an alternative events space which would reduce pressure on the area of the estate most popular with visitors in general (the House, courtyard and farm). It would also reduce the impact of large events on local residents in terms of noise and traffic.
- 3.29 As described above, Temple Newsam hosts around 60 events a year ranging from sponsored walks to rock concerts, not all of which require the historic House as a backdrop. Most of the events take place in the areas marked in yellow on the image overleaf.



- 3.30 It is proposed that the areas highlighted in red are investigated as potential locations for future medium to large scale events. Events that currently take place at in front of the House that would fit on the proposed site include *Let's Rock*, *Cocoon* and *Slam Dunk*. The area highlighted in blue may be suitable for event-related car parking.

3.31 The benefits of creating a new events space at this location are:

- Easy access for event organisers and attendees from M1 and Pontefract Lane rather than through local residential areas and the historic core of the estate.
- Events taking place on this space will be further away from residential areas so would cause less of a disturbance to local people in terms of noise and traffic.
- Visitors will be able to continue to enjoy the most popular areas of the estate (café, shop, House, farm) without disturbance while ticketed events are taking

place – currently, visitor numbers to the rest of the estate drop when large events are on.

- It will reduce any impact of events on the land in front of, and surrounding the House, such as damage to grass, paths etc.
- It presents an opportunity to generate an income from new commercial events.

3.32 Image of one section of potential events space:



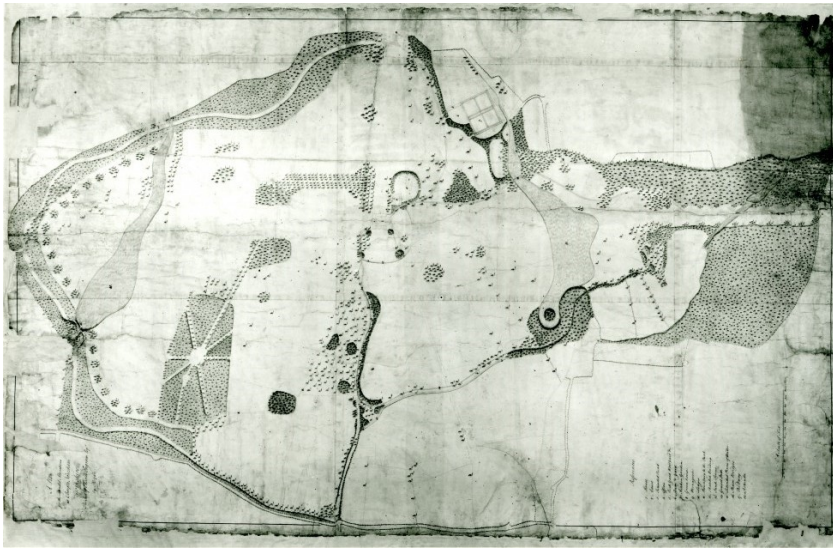
3.33 The golf course site is also a potential new location for other types of events such as the West Yorkshire Cross Country Championships which are held annually at Temple Newsam, and activities such as orienteering.

3.34 Proposal for managing the landscape – restoring heritage

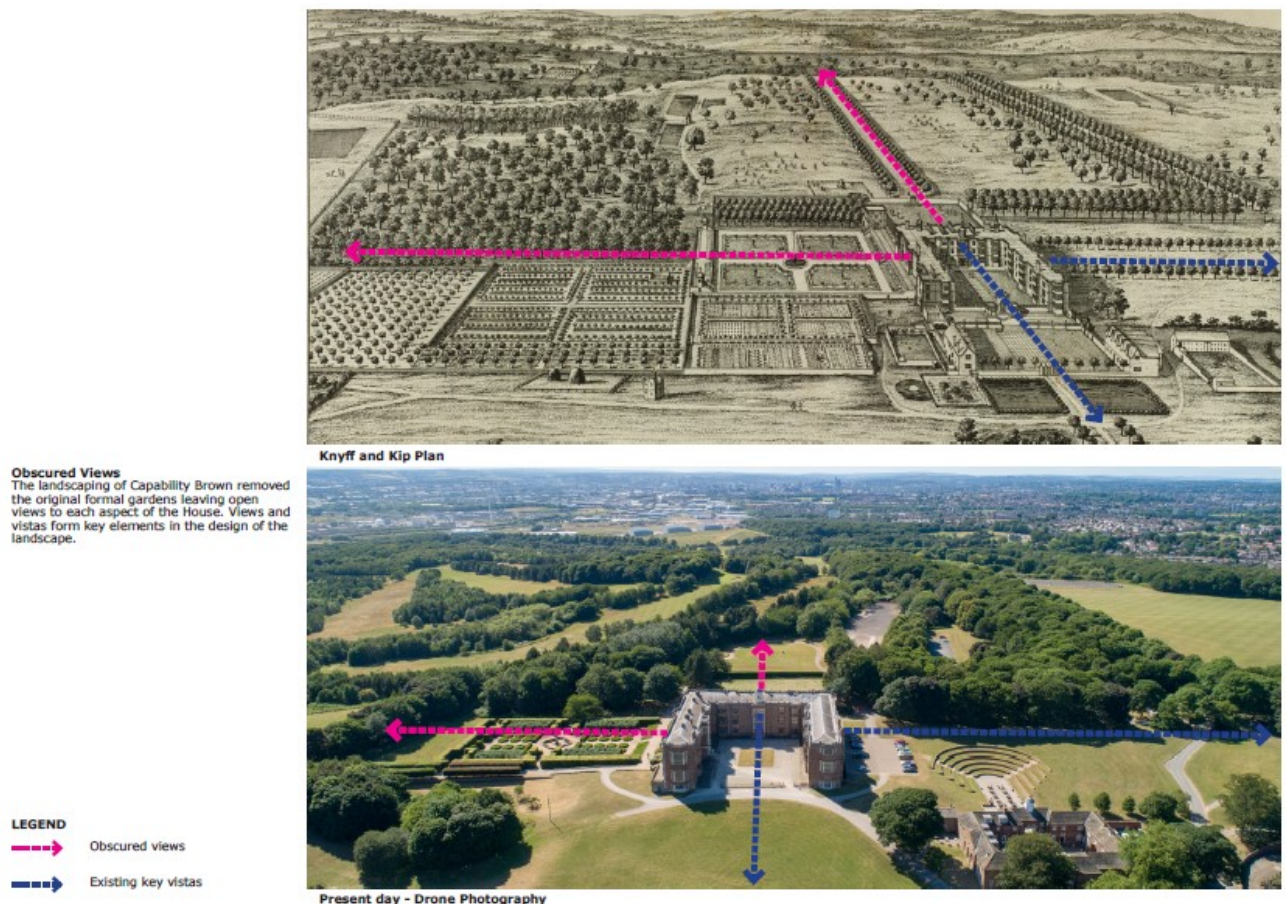
3.35 Even with the cycling facilities and event space, there is a lot of land at the site that won't be impacted by those developments.

3.36 It is proposed that this area is landscaped to reflect the form designed by famous landscape designer Capability Brown in the late 18th century, and which includes meadows, woodland with rides, and views across the estate. This will add interest and educational value, make it more distinctive and complement the other fantastic heritage on the estate.

3.37 Original Capability Brown plan for Temple Newsam estate:



3.38 Proposals to open up historic vistas from visioning document for the estate:



3.39 Restoring the heritage landscape, and making it more accessible to visitors, is consistent with the work of the Resilient Heritage project which has recently launched at Temple Newsam to help safeguard the historic aspects of the site for the long term. It will also boost a potential funding bid to the Heritage Lottery Community Fund for over £5 million to help restore and protect various aspects of the historic estate.

3.40 Proposal for managing the landscape for the environment

- 3.41 There is also an intention to ensure the landscape is made better for the environment as part of this scheme - providing a variety of habitats for wildlife, and opportunities for mitigating the impacts of climate change through significantly increased tree cover and more diverse vegetation such as grassland meadows and heathland.
- 3.42 The impact of the plans for the site will be a significant net increase in the number of trees there through a comprehensive tree planting scheme.
- 3.43 The environment will also benefit from the elimination of the use of pesticides and nitrates on site (which will no longer be required if there's no golf course).
- 3.44 Changes to the landscape will be promoted through the use of educational materials such as information panels, so visitors can learn about the rich history and wildlife of the area while they visit.
- 3.45 Because the management of the landscape will be less intensive as part of the new scheme, it will be possible to make a financial saving on maintenance each year.

3.46 Financial considerations

- 3.47 The cost of proposed developments is estimated to be £1.35 million.

Description	Cost £'000
BMX pump track	125
Road-safety park	350
Cycle Trails	300
Other landscape related costs	75
Fees / project development	100
Building costs	400
Total	1,350

- 3.48 Capital funding of £350k has already been set aside for the creation of a road-safety park.
- 3.49 The 'spend to save' business plan for the project suggests that the remaining £1 million can effectively be funded by prudential borrowing, offset against the savings made by the closure of the golf course, and income from the café, retail, bike hire and commercial events. The facility will be managed and operated by the in-house (Leeds City Council) estate team.
- 3.50 The potential for external funding to enhance the capital works will also be investigated (e.g. from British Cycling and The Woodland Trust).
- 3.51 Once the scheme is in place it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

4. Corporate considerations

4.1 Consultation and engagement

4.1.1 If the recommendations in this document are approved, a public consultation on the proposals for the current site of Temple Newsam golf will be undertaken in autumn 2019.

4.1.2 Proposed consultation plan:

Audience	Means
Temple Newsam Golf Club and Temple Newsam Golf Club Limited	Meeting
Friends of Temple Newsam	Meeting
Relevant Leeds City Council teams such as Active Leeds & Road Safety	Meeting
Local community organisations e.g. Residents' Association, Community Forum	Meetings
General public	Online survey
General public	Public event on site

4.1.3 The public consultations will be promoted on the Temple Newsam web pages, social media and on site.

4.2 Equality and diversity / cohesion and integration

4.2.1 An equality screening has been undertaken for this scheme, and a full Equality Impact Assessment will be undertaken if Executive Board give approval to move ahead with the proposals.

4.2.2 One of the aims of the scheme is to get more people using the golf course area so a larger number of people can enjoy the great views, fresh air and heritage landscape there. All will be welcome and the facilities will be free to use.

4.2.3 The proposed scheme will make the site more physically accessible – it will all be open to the general public (rather than golfers only) and involves the installation of new, wide cycling and walking routes for use by people of all abilities. Facilities will be available for children, teenagers and adults.

4.2.4 Accessibility will also be taken into account when designing all other aspects of the development such as the Road Safety Park and the café.

4.2.5 If the proposed cycle-hire is implemented, accessible bikes will be available for hire.

4.2.6 It is very likely that the changes will result in more people visiting the site, simply because the number of people using the golf course is currently so low, and golf is in decline locally and nationally. By contrast, off-road cycling and family visitor attractions have proved very popular in Leeds in recent years.

4.3 Council policies and the Best Council Plan

4.3.1 The proposals in this document can make a contribution to the following Best Council Plan priorities:

4.3.2 Health and wellbeing through supporting healthy, physically active lifestyles through cycling and walking.

- 4.3.3 Inclusive Growth through using the commercial potential of a cycling centre café and shop to provide free cycling facilities for all.
- 4.3.4 Safe, strong communities through providing a new, all-inclusive community resource for local people and visitors from further afield too.
- 4.3.5 Growing the cultural sector through restoring and promoting the heritage of the site, and ensuring that it can be experienced by anyone. Providing a new, large events space facilitates enhancing the image of Leeds through major events and attractions.
- 4.3.6 Child Friendly Leeds through improving health and wellbeing and enhancing the city now and for future generations.
- 4.3.7 Sustainable infrastructure through promoting the sustainable transport option of cycling.
- 4.3.8 Age friendly Leeds through making public spaces and buildings safe, clean and welcoming, and promoting opportunities for older people to be healthy, active and included.
- 4.3.9 The scheme help achieve the Key Performance Indicator of allowing more people to enjoy greater access to green spaces.

Climate Emergency

- 4.3.10 It is proposed that the close-mown golf course grassland is replaced with a more biodiversity-rich habitat including grassland meadows and more trees.
- 4.3.11 This will reduce the city's contribution to climate change and its impact through using less machinery (for mowing); a net increase in trees on site absorbing carbon, cooling the air and providing shade; denser vegetation reducing the risk of local flooding and a greater diversity of habitats improving the resilience of local wildlife.
- 4.3.12 The proposal is also about promoting cycling, road-safety education and basically encouraging and inspiring people to use more sustainable forms of transport, more often.

4.4 Resources, procurement and value for money

- 4.4.1 The cost to the council of Temple Newsam golf course was £220k in the financial year 2018-19 (which is representative of costs in previous years).
- 4.4.2 By closing the golf course, it is estimated that a saving of £67k per annum can be made on maintaining the site less intensively.
- 4.4.3 The cost of proposed developments at the site is estimated to be £1.35 million.

Description	Cost £'000
BMX pump track	125
Road-safety park	350
Cycle Trails	300
Other landscape related costs	75
Fees / project development	100
Building costs	400
Total	1,350

- 4.4.4 Capital funding of £350k has already been set aside for the creation of a road-safety park.
- 4.4.5 A suitable 'spend to save' business plan has been developed and it is proposed that the remaining £1 million is funded by prudential borrowing, offset against the savings made by the closure of the golf course, and income from the café, retail, bike hire and commercial events.
- 4.4.6 The potential for external funding to supplement the capital works will also be investigated (e.g. from British Cycling and The Woodland Trust)
- 4.4.7 Once the scheme is in place it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There is no legal obligation for the Council to provide municipal golf provision.
- 4.5.2 If, following consultation, a decision to close and redevelop the golf courses and associated facilities is made, Temple Newsam Golf Club Limited's lease off the club house will need to be terminated before a café can be developed in the building. The lease will not automatically terminate if the golf courses are closed and the lease has the benefit of a statutory right to a renewal lease pursuant to the Landlord and Tenant Act 1954. The lease does permit Temple Newsam Golf Club Limited to terminate the lease if the golf courses are closed but they do not have to do so.
- 4.5.3 If Temple Newsam Golf Club Limited do not choose to terminate their lease voluntarily then the Council, as landlord, will only be entitled to terminate the lease if it can demonstrate one or more prescribed grounds for doing so as set by the Landlord and Tenant Act 1954. One of the prescribed grounds is that a landlord intends to redevelop the property and so the Council will be able to rely on this ground (the Council may be entitled to rely on additional grounds subject to what any final proposals are).
- 4.5.4 The Council will also be required to follow a statutory process in order to terminate the lease in accordance with the Landlord and Tenant Act 1954. the Council will be required to serve Temple Newsam Golf Club Limited with a formal notice to terminate the lease which needs to be served not more than twelve months and not less than six months before the proposed termination date.).
- 4.5.5 If the Council has to terminate the lease under the Landlord and Tenant Act 1954 procedure and relies on the ground that it intends to redevelop the property then Temple Newsam Golf Club Limited will be entitled to a statutory compensation based upon the rated value of the club house.
- 4.5.6 The Council does not yet know the specific legal basis for the residential steward's occupation of the club house's flat and will not have further details (and any relevant documentation) until consultations with Temple Newsam Golf Club Limited start. However, there are two likely scenarios:
- The steward occupies the flat under a service occupancy agreement. If this is the case, then the steward's right to occupy the flat would end if and when the lease is terminated; or
 - The steward occupies the flat under a form of sub-lease granted by Temple Newsam Golf Club Limited. If this is the case then the steward's sub-lease of

the flat would not terminate automatically with Temple Newsam Golf Club Limited's lease of the club house building. If the steward did not choose to voluntarily end the sub-lease then there would need to be a separate notice process to terminate the flat sub-lease. The notice period required and notice process would depend upon the terms of any sub-lease and whether termination is instigated by Temple Newsam Golf Club Limited prior to the end of their own lease of the club house or by the Council after the end of the club house lease. If any sub-lease is not terminated by Temple Newsam Golf Club Limited then the Council would become the landlord for the sub-lease and the sub-lease would likely become subject to the provisions Housing Act 1985 which apply to secure tenancies. The Council would still be able to terminate the sub-lease but it would need to show a relevant ground for doing so (again the Council's intention to redevelop the building will meet one of those grounds) and the steward may be entitled to compensation. The Council would also have to show that suitable alternative accommodation would be available to the steward, which may mean the Council re-housing the steward.

- 4.5.7 As noted above more specific information on the legal basis for the steward's occupation of the flat will be known after consultations with Temple Newsam Golf Club Limited have taken place and copies of any relevant sub-lease or other agreement has been obtained. The Chief Officer for Parks and Countryside will then seek further legal advice from Legal Services.
- 4.5.8 Subject to the outcome of the consultation, given that the land is designated as Green Belt, planning permission will be needed for those elements of this proposal requiring consent. Those discussion will commence after the results of the public consultation are known and properly considered.

4.6 Risk management

- 4.6.1 If a decision is made to keep the golf course open the council will need to manage the costs and acknowledge that the site will only be used by a limited audience.
- 4.6.2 If the decision is made to close the golf course but not implement the proposed developments, there will still be a cost to the council of maintaining the area but no opportunities to generate an income, and limited prospects for increasing visitor numbers and sharing the heritage landscape.
- 4.6.3 The risks of going ahead with the proposed golf course closure and developments are that the income generating aspects of the scheme are unsuccessful and the costs to the council are higher than anticipated. This has been considered as part of the business plan which, at a conservative estimate, suggests the risk of such a failure is small.
- 4.6.4 Other risks of the proposed development include anti-social behaviour and vandalism. These risks will be taken into consideration at the design stage. For example, CCTV will be installed by the buildings, robust materials will be used for the road safety park and vehicle barriers could be used to restrict access for motorised vehicles to the cycle trails.
- 4.6.5 The experience of the Parks and Countryside Service suggests that lack of use of the proposed facilities is an unlikely risk.
- 4.6.6 Consultation with Planning through a pre-application process will minimise risk with regards to Planning matters.

5. Conclusions

- 5.1 Use of the golf course at Temple Newsam has been decreasing for several years reflecting a national decline in golf. As a consequence the golf course there is operating at a significant cost to the council.
- 5.2 To make the most of the current site of Temple Newsam golf by increasing visits to the area, it is proposed, subject to the outcome of the public consultation, that consideration be given to transforming the land into a family cycling centre including road-safety park, family cycle trails and a small BMX pump track.
- 5.3 Subject to the necessary planning approvals, developing a shop, café, bike hire and new events space as part of the scheme will generate an income to contribute to site maintenance costs
- 5.4 Restoring the landscape to reflect the original design will complement the rest of the heritage estate, improve the visitor experience and make the area better for the environment.

6. Recommendations

- 6.1 Executive Board is requested to give consent for Parks and Countryside to commence a public consultation on the proposed closure of the golf course and the proposed developments outlined in this document.
- 6.2 (Subject to the outcomes of the consultation) For Executive Board to delegate the decision to close Temple Newsam golf course and develop the area for recreation, conservation and education as described to the Chief Officer, Parks and Countryside.
- 6.3 For the Chief Officer for Parks and Countryside to be made responsible for the implementation of the recommendations (including seeking necessary approvals).

7. Background documents¹

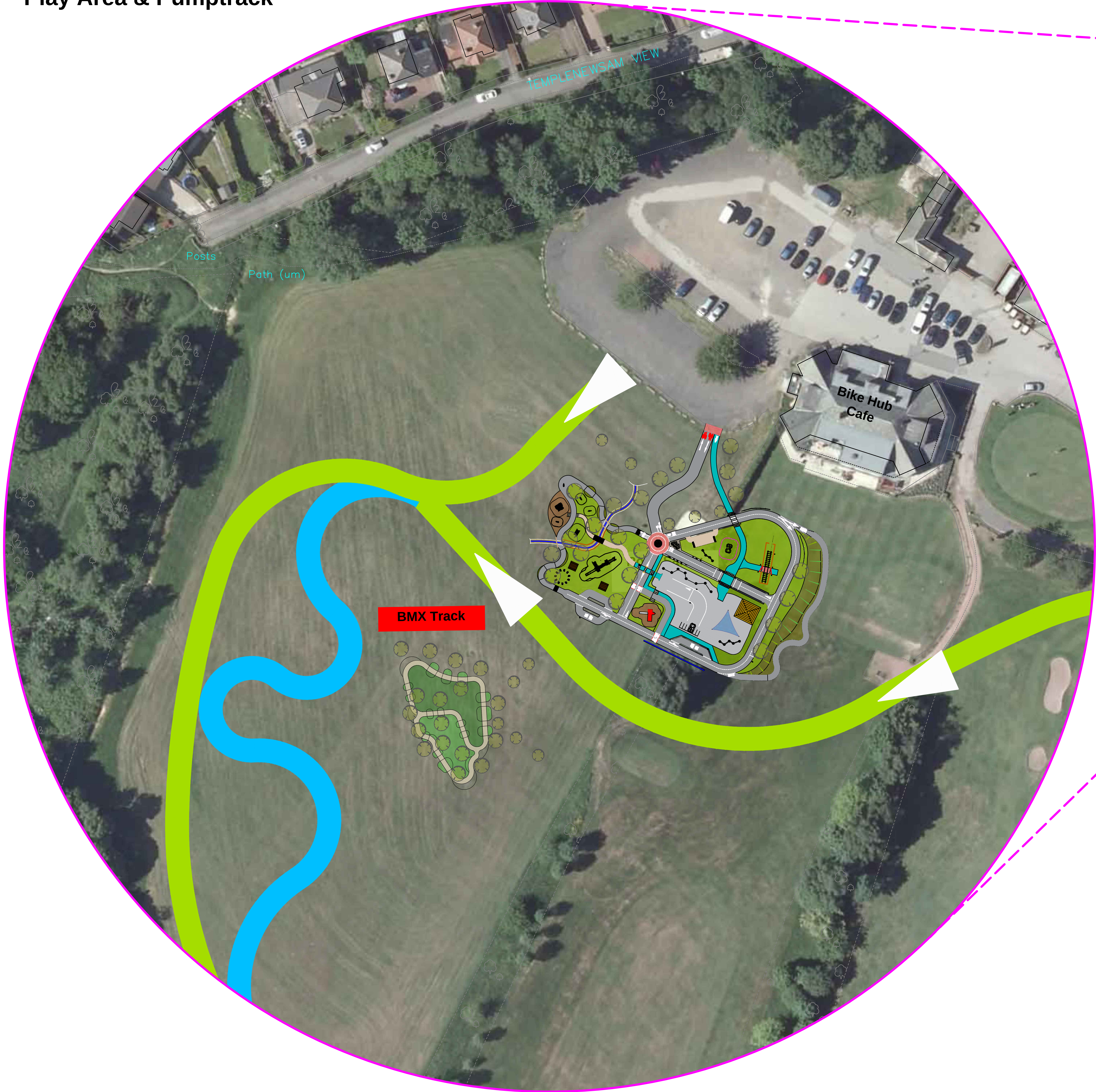
- 7.1 None

8. Appendices

- 8.1 Draft proposed cycle trails, road-safety park and pump track plan – appendix 1
- 8.2 Draft proposed road-safety park plan – appendix 2
- 8.3 Temple Newsam Trailway leaflet – appendix 3

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Proposed Cycle Hub, Road Safety
Play Area & Pumptrack



Family Cycle Routes

Road Safety Play Area

BMX Track

Art Installations



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Temple Newsam Park
Proposed Cycle Hub & Cycle Trails

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DRAFT

KEY

- Family Loop
- Intermediate Opt ins
- Existing City Centre & PROW Links

- Direction of Travel
- Existing Trailway Shared Path



Proposed Templenewsam Golf
Course Masterplan
DRAFT

Revision number	Date	Description
02	06.06.19	Trailway & Prow added as per Emma Trickett Request
03	06.06.19	RLB removed - text amended
03	27.06.19	D3 Park removed - line / background colours amended as per E.T. email. CG added for clarity
04	03.07.19	Amendments made as per SP request

Communities and Environment Parks & Countryside 7th Floor West Merrion House 110 Merrion Centre Leeds LS2 8DT			
Project Temple Newsam Park			
Title Cycle & Road Safety Proposals			
Drawn KO	Scale As shown	Date 21.05.19	Checked
Drawing Number LD.673.03			Revision 05

ROAD SAFETY SCHOOL

A multi-use space at the heart of the Urban side of the playground, designed for the to be the road safety hub including facilities for;

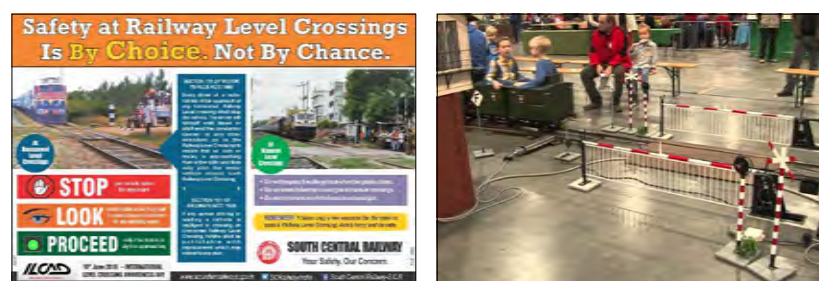
- road safety, cycling proficiency training confidence building
- educational play including interactive signs, lights & street furniture
- Opportunity of utilising digital means such as QR scanners for links to interactive theory tests etc.
- Themed play equipment including, learner car, bike, bicycle & play panels
- canopy covered tuition area
- Potential cycle hire facilities
- Potential sponsorship opportunity from sports, road safety charities & commercial partners
- Area can be open or enclosed with fencing



RAILWAY CROSSING

One of the big known issues in relation to road safety is level crossing points. As part of the 'This is Leeds : Road Safety' concept I think it is important to provide a facility for a level crossing educational space.

The concept would entail a bespoke miniature level crossing including realistic lights and interactive features.



HILL CLIMB

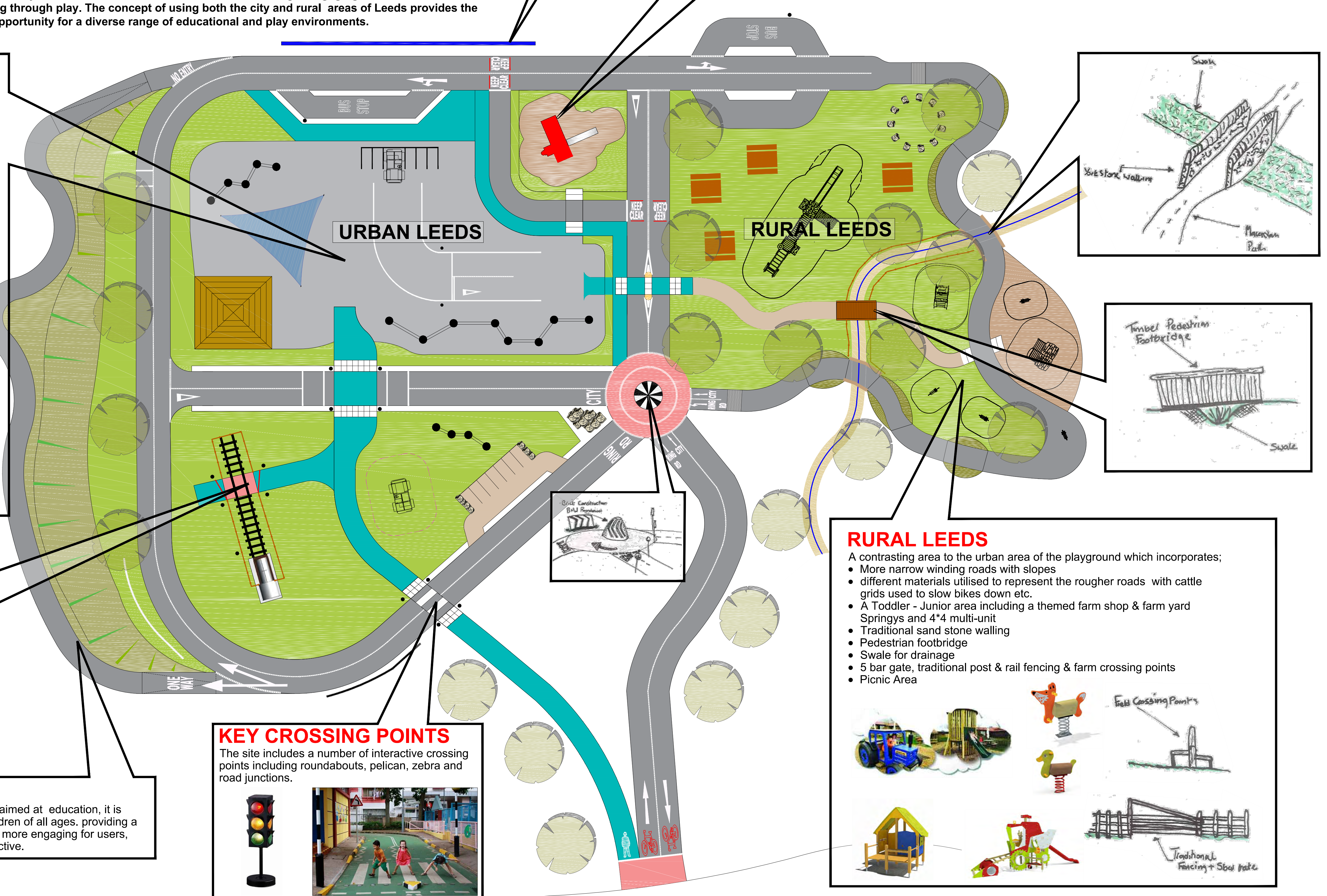
Whilst the facility is primarily aimed at education, it is important to engage with children of all ages. providing a more hilly' topography will be more engaging for users, but also help keep children active.

LEEDS CITY MURAL

A community engagement opportunity in the form of a printed, painted or graffiti mural of Leeds city sky line including signs from around the city.

FIRESTATION THEME PLAY

Possibility of theming a multiunit in to a fire engine, fire station or ambulance to fit in with the Cityscape theme.



RURAL LEADS

A contrasting area to the urban area of the playground which incorporates;

- More narrow winding roads with slopes
- different materials utilised to represent the rougher roads with cattle grids used to slow bikes down etc.
- A Toddler - Junior area including a themed farm shop & farm yard Springys and 4*4 multi-unit
- Traditional sand stone walling
- Pedestrian footbridge
- Swale for drainage
- 5 bar gate, traditional post & rail fencing & farm crossing points
- Picnic Area





Temple Newsam Trailway



- 1 Temple Newsam House
- 2 Stable Courtyard

- 3 Home Farm
- 4 Golf Club House
- 5 Sports Arena
- 6 Children's playground
- 7 Walled Garden
- 8 Little Temple



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As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being or has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Environment & Communities	Service area: Parks and Countryside
Lead person: Emma Trickett	Contact number: 0113 3786002

1. Title: Proposal for road-safety park, family cycle trails and new event space at Temple Newsam

Is this a:

☐

Strategy / Policy

☒

Service / Function

☐

Other

If other, please specify

2. Please provide a brief description of what you are screening

- Temple Newsam golf course covers 104 hectares of the well-known estate in East Leeds.
- Reflecting a national decline in the number of people playing golf, user and income figures for golf at Temple Newsam have steadily declined over the last decade. As a consequence, managing the golf course is now costing the council over £200k a year.
- To increase the popularity of the area for estate visitors and reduce costs, it is proposed that the section of Temple Newsam estate currently used for golf is transformed into a family cycling centre including road-safety park, family cycle trails and small BMX pump track that is managed and operated by the Temple Newsam estate team.

- It is also proposed that the potential to create an events space in the area is explored with the aim of increasing income from commercial events, whilst reducing the impact that some events can have on the estate visitor hub and local residents.
- And lastly it's proposed that, where suitable, the area is landscaped to reflect its original, historic design (by famous landscape architect, Capability Brown) to complement the rest of the heritage estate and benefit local wildlife.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		x
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?	x	
Could the proposal affect our workforce or employment practices?	x	
Does the proposal involve or will it have an impact on • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations	x	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**
(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

- **Key findings**
(**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

- **Actions**
(**think about** how you will promote positive impact and remove/ reduce negative impact)

5. If you are *not* already considering the impact on equality, diversity, cohesion and integration you *will need to carry out an impact assessment*.

Date to scope and plan your impact assessment:	November 2019
Date to complete your impact assessment	End November 2019
Lead person for your impact assessment (Include name and job title)	Emma Trickett

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Sean Flesher	Chief Officer	17 Sept 2019
Date screening completed		17 Sept 2019

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

Appendix 2: Correspondence sent on 6 November to Cllrs Anderson and Carter by Dean Hardy – Treasurer of Temple Newsam Golf Course

We at Temple Newsam Golf Club would like to draw your attention to our deep misgivings about the 'Proposal for road-safety park, family cycle trails and new event space at Temple Newsam' which was approved by the Executive Board on 16 October.

We believe that the proposal that was presented to the Executive Board was flawed and was expected to be approved as a fait-accompli. We base this assertion on several factors:

- The TNGC board was advised of the proposal on 30 September and told by a council official that 'the course would be closed by Christmas'
- The proposal was for the Chief Officer, Parks and Countryside to make the final decision on the matter, without further recourse to the Executive Board, even though his department was responsible for the idea and he was possibly the architect of the proposal.
- Even before the Executive Board considered the proposal, on 1st October council staff at Temple Newsam golf course were told that they would be either redeployed or offered the 'early leaving initiative'.
- In early October all but essential spending at the golf course was stopped.
- We have identified many misrepresentations and inaccuracies in the proposal which we have recently brought to the attention of the Director of Communities and Environment. We have not yet had a reply but attach the copy email below, and the attachment, for your further information.

We would be grateful if your Scrutiny Board would look at the way that this proposal was produced and presented and furthermore to ensure that the consultation to be undertaken is properly conducted and fair.

In support, we have looked at the documentation provided when Middleton Park golf course was the subject of a proposal to close 3 years ago and it presented a biased view which was very much in favour of closure. It also promised to "create Leeds' first park arboretum with a 42 hectares site containing interesting and diverse tree species" which never transpired and it is now the site of cycling facilities.

It is also noteworthy that the Middleton proposal contained very much more detailed financial information than in the Temple Newsam proposal.

One of our members has made a Freedom of Information request for further details, over 4 weeks ago, which has only been partly released at this stage and it is proving difficult to obtain necessary information.

We understand that your time is precious but we would appreciate your attention to this matter.

Kind Regards
Dean Hardy, Treasurer

pp C Brown, Chairman
Temple Newsam Golf Club Ltd
Dear Mr Rogers

Email Attachment 1: Concerns outlined in correspondence with the Director of Communities & Environment

We at Temple Newsam Golf Club (TNGC) have serious concerns that the Proposal for road-safety park, family cycle trails and new event space at Temple Newsam presented to Executive Board on 16 October was littered with misrepresentations and inaccuracies.

We were recently advised by our ward councillors that we should highlight these concerns to you and these are presented in red, below the appropriate section of the proposal as follows:

Summary

1. Main issues

☐ Reflecting a national decline in the number of people playing golf, user and income figures for golf at the Temple Newsam golf courses has steadily declined over the last decade. As a consequence, managing the golf course is now costing the council over £200k a year.

What evidence or research does the author have? There is no national decline in the number of people playing golf.

From the response to a Freedom of Information request we now consider that the figures quoted for financials are potentially inaccurate and misleading on at least two points:

- **It is apparent that the bulk of the expenditure, £239,100 on Horticultural Management, is an ‘estimate and apportionment’ without further support. It is also uncertain that this refers solely to costs of Temple Newsam golf.**
- **The figure for cost of staff at point of sale and management in the last Financial Year at Temple Newsam is over twice as much as that at Roundhay Park golf course despite having the same staffing requirements. Is this because all the management cost is being loaded onto Temple Newsam rather than being apportioned 50% to Roundhay.**

☐ To increase the popularity of the area for estate visitors and reduce costs, it is proposed that the section of Temple Newsam estate currently used for golf is transformed into a family cycling centre including road-safety park, family cycle trails and small BMX pump track that is managed and operated by the Temple Newsam estate team.

If some team members are being redeployed to this area then their costs should be taken into account in the financial impact statements

☐ It is also proposed that the potential to create an events space in the area is explored with the aim of increasing income from commercial events, whilst reducing the impact that some events can have on the estate visitor hub and local residents.

We would not disagree with this aim, however it should be stressed that this proposal does not explore the potential fully and nor does it cost the provision in any way.

☐ And lastly it's proposed that, where suitable, the area is landscaped to reflect its original, historic design (by famous landscape architect, Capability Brown) to complement the rest of the heritage estate and benefit local wildlife and the environment with significantly increased tree planting.

The great majority of the land now occupied by the golf course now was not part of Capability Brown's design, it was previously farmland and a deer park.

In fact the golf course itself has great heritage in the world of sport which could easily have been provided by TNGC

2. Best Council Plan Implications

☐ The proposals in this report will support the Best Council Plan, particularly the following priorities: Health and Wellbeing; Child Friendly City; Sustainable Infrastructure and Culture.

The Health and Wellbeing of the older members of society are being totally ignored in this proposal.

3. Resource Implications

☐ The net cost to the council of Temple Newsam golf course was £220k in the financial year 2018-19.

This is disputed, as detailed at point 1, Main Issues, above.

☐ The capital cost of the project described below which includes cycle trails, BMX pump-track, road-safety park, café, heritage landscape restoration and event space, is estimated at £1.35 million.

£1,350,000 is a great deal of money in the current financial climate

☐ Capital funding of £350k has already been set aside for the creation of a road safety park.

☐ It is proposed that the rest of the project is funded by prudential borrowing, offset against the savings made from the closure of the golf course.

No details are provided to support this proposal

☐ Once the scheme is in place, it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

There is no detail provided anywhere in the proposal to support this figure, so where does it come from?

3. Main issues

3.3 The lease of the club house provides a modest rent to the Council of £12.5k per annum. The club house also has a residential steward who currently lives in a flat in the club house. The original lease term expired on 24th January 2014 but the lease has the benefit of a statutory right to a renewal lease; discussions have previously taken place to grant a renewal lease but have not been resolved.

Over at least 5 years TNGC have been discussing with Council to renew the lease but Council have never signed off to complete the process. Maybe this proposal shows that there was an ulterior motive in not completing the lease renewal?

3.4 The figures below demonstrate the decline in use of the golf courses at Temple Newsam in recent years, despite increased efforts to promote them. This decline reflects a national reduction in the number of people playing golf.

There has been little effort made by council to promote golf at Temple Newsam. Again erroneous reference is made to declining participation in golf nationally.

3.6 When income is set against costs, the net cost of Temple Newsam golf to the council was just over £220k in the 2018/19 period (which is representative of the costs for previous years).

The data is misrepresentative of the current position as it covers 8 years, during which time there have been many changes in municipal golf in Leeds including the loss of 2 golf courses, use of which was included in the season ticket, so that season tickets are less attractive to golfers.

If the last 3 years are considered there has been a 19% increase in income and a 26% increase in Net Position at Temple Newsam. For comparison Roundhay Park shows only 5% increase and 6% decrease in the same period.

It is also distorted because it excludes rental income paid by TNGC

3.8 With regards the impact of closing the course on golfers at Temple Newsam, there are over 30 other golf courses in the Leeds metropolitan district, many of which offer pay and play and/or season tickets comparable with those available at Temple Newsam.

There are only around 20 golf courses with LS postcodes.

Apart from the municipal course at Roundhay Park, NONE offer season tickets and their only alternative is a much more expensive membership package.

Pay and Play similar to Temple Newsam is only available, at restricted times and at a higher cost, at only 3 courses. None of these would be feasible using public transport

3.11 It is likely that developing such a scheme will result in a dramatic increase in the use of the historic landscape there, as well as providing a new visitor attraction for the local and wider community.

This is purely rhetoric, and a personal opinion, with no substantiation.

3.12 A similar transformation at the former Middleton Park golf course went from 6,873 pay and play golf sessions (+42 season tickets) in 2013/14 financial year to an estimated 300,000 rides on the cycle trails and 100,000 café customers (previously there wasn't a café at that location) in their first year of operating (2018). Additionally, the new bike hub at Middleton has proved to have many other benefits to the local community such as provision of healthy activities, a chance for children to learn how to cycle in safe environment, job opportunities and things for young people to do in their spare time.

These are estimates only, with no supporting facts and figures.

Even if this is true, there is very little comparison between the proposed facilities here and those at Middleton

Would like to see precise figures from Middleton???

3.13 Family cycle trails

3.14 The vision for Temple Newsam is slightly different to Middleton Bike Hub. The idea is to create cycling facilities for families and younger children to use, developing around 8km of trails (which will also be accessible for walkers), a bit like those you can find at Forestry Commission or CentreParks sites (see appendix 1 for a draft plan, and picture below), to take advantage of the large and beautiful landscape there. These trails would be in addition to (an linked to) the current 'Temple Trailway' which circumnavigates the whole 600 hectare estate.

It is not 'slightly' different it is completely different

3.22 Other visitor facilities

3.23 The facilities currently located at the site provide the perfect opportunity to develop the scheme - the clubhouse could be turned into a café with fantastic views, the shop could be used for bike hire and other buildings for storage of bikes, and perhaps even a classroom/workshop space. Toilets and car parking facilities are already available on site.

The idea of developing a café with fantastic views is welcomed. TNGC have been wanting this for some years, but without anything forthcoming from council.

3.24 It is proposed that the Road Safety Park is placed near the building in the picture overleaf which could be used as a community café.

The picture is of TNGC clubhouse and if developed the vision of a community café funded and run by 'existing in-house estate team' would be welcomed.

We know that catering facilities would increase the number of pay and play rounds as almost all visiting parties require catering before and after playing golf.

3.36 It is proposed that this area is landscaped to reflect the form designed by famous landscape designer Capability Brown in the late 18th century, and which includes meadows, woodland with rides, and views across the estate. This will add interest and educational value, make it more distinctive and complement the other fantastic heritage on the estate.

The great majority of the area used for the current golf course cannot be viewed from the House, and that land which is required could be handed back whilst still retaining the majority of the existing golf course

3.39 Restoring the heritage landscape, and making it more accessible to visitors, is consistent with the work of the Resilient Heritage project which has recently launched at Temple Newsam to help safeguard the historic aspects of the site for the long term. It will also boost a potential funding bid to the Heritage Lottery Community Fund for over £5 million to help restore and protect various aspects of the historic estate.

The disclosure of this funding bid is 'hidden' in the body of the proposal without any detail.

Is there an ulterior motive here? Is Parks department merely using finances as a cover up excuse to completely close the golf courses?

3.41 There is also an intention to ensure the landscape is made better for the environment as part of this scheme - providing a variety of habitats for wildlife, and opportunities for mitigating the impacts of climate change through significantly increased tree cover and more diverse vegetation such as grassland meadows and heathland.

Loss of trees and grass threatens the habitat of wildlife, including birds and deer which have recently been seen near the clubhouse where trees and grass would be lost.

3.42 The impact of the plans for the site will be a significant net increase in the number of trees there through a comprehensive tree planting scheme.

No detail is provided of how many mature trees would be removed. Unnecessary removal of mature trees and replacing with small saplings cannot be seen as a benefit to the environment

3.46 Financial considerations

3.47 The cost of proposed developments is estimated to be £1.35 million.

Description	Cost	£'000
BMX pump track		125
Road-safety park		350
Cycle Trails		300
Other landscape related costs	75	
Fees / project development		100
Building costs		400
Total		1,350

3.48 Capital funding of £350k has already been set aside for the creation of a road-safety park.

3.49 The 'spend to save' business plan for the project suggests that the remaining £1 million can effectively be funded by prudential borrowing, offset against the savings made by the closure of the golf course, and income from the café, retail, bike hire and commercial events. The facility will be managed and operated by the in-house (Leeds City Council) estate team.

This suggests that all the current costs of running the golf course will be saved. We believe that a substantial part of the costs referred to are, in fact, general management within Council which inflate the apparent savings that could be made and which would not be saved.

We have actual figures for golf course maintenance from private golf clubs and they are far less than the costs provided in this proposal supporting the view that there is bias and spin in the proposal presented to Executive Board.

3.51 Once the scheme is in place it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

This is anticipation by the author, again with no substance or detail of how the net contribution will be achieved.

4.2.3 The proposed scheme will make the site more physically accessible – it will all be open to the general public (rather than golfers only) and involves the installation of new, wide cycling and walking routes for use by people of all abilities. Facilities will be available for children, teenagers and adults.

**This is misleading, as the golf course is already widely used by the general public. and these proposals make no mention of increasing physical accessibility.
Also it notable excludes any mention of benefits for older people.**

4.2.6 It is very likely that the changes will result in more people visiting the site, simply because the number of people using the golf course is currently so low, and golf is in decline locally and nationally. By contrast, off-road cycling and family visitor attractions have proved very popular in Leeds in recent years.

This is personal opinion of the author and rhetoric.

It is also biased and misleading as statements from England Golf (the relevant national authority on amateur golf) say that participation in golf is on the increase and support the fact that actually playing golf is an increasing pastime.

4.3 Council policies and the Best Council Plan

4.3.1 The proposals in this document can make a contribution to the following Best Council Plan priorities:

4.3.2 Health and wellbeing through supporting healthy, physically active lifestyles through cycling and walking.

Older members of the local community need the golf course and golf club to maintain their physically active lifestyles. The health and wellbeing of these older people are being drastically reduced by this plan

4.3.8 Age friendly Leeds through making public spaces and buildings safe, clean and welcoming, and promoting opportunities for older people to be healthy, active and included.

This proposal is the opposite of Age Friendly.

This is an area that is being ignored. The safe, clean and welcoming facilities and the health opportunities for older people are actually being reduced.

4.4.2 By closing the golf course, it is estimated that a saving of £67k per annum can be made on maintaining the site less intensively.

Even if the figures are to be believed, is the ongoing cost included in all the figures quoted for future financials?

4.4.7 Once the scheme is in place it is anticipated that the financial outcome will be a net contribution to the medium term financial plan of £60k per annum.

Why are there no detailed financial figures to support this and similar assertions?

4.5.1 There is no legal obligation for the Council to provide municipal golf provision.

This is highlighted as fact, but it is biased as there would be no legal obligation to provide these type of cycling facilities.

5. Conclusions

Detailed comments are in the main body above, but brief conclusions are below.

5.1 Use of the golf course at Temple Newsam has been decreasing for several years reflecting a national decline in golf. As a consequence the golf course there is operating at a significant cost to the council.

There is no national decline in playing golf.

Over the last 3 years, pay and play rounds at Temple Newsam have increased by 50% and golf income has increased by 19%

Many leisure facilities provided by the Council will be operating at a 'loss' - some probably more significant than this golf course.

Whilst understanding the general need to be financially prudent, the golf course is funded by council tax payers and should be seen as a valuable local amenity rather than a money-making proposition.

5.3 Subject to the necessary planning approvals, developing a shop, café, bike hire and new events space as part of the scheme will generate an income to contribute to site maintenance costs

A community café will increase visitors to the golf course and will therefore generate an increased income from pay and play rounds

5.4 Restoring the landscape to reflect the original design will complement the rest of the heritage estate, improve the visitor experience and make the area better for the environment.

This conveniently ignores the fact that the great majority of the existing course was not included in the 'original designs'

6. Recommendations

6.2 (Subject to the outcomes of the consultation) For Executive Board to delegate the decision to close Temple Newsam golf course and develop the area for recreation, conservation and education as described to the Chief Officer, Parks and Countryside.

It was disappointing that this very important part of the proposal was well hidden in the proposal. Fortunately Executive Board agreed to override this recommendation but it highlights the subterfuge and misrepresentation throughout the proposal.

We would welcome any thoughts that you or your staff have on the above, before public consultation is undertaken.

Kind Regards

Dean Hardy
Treasurer, Temple Newsam Golf Club

Report of Head of Democratic Services

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 3 December 2019

Subject: Referral to the Scrutiny Board (Disposal of Green Spaces in the Context of the Declared Climate Emergency)

Are specific electoral wards affected?	☐ Yes	☒ No
If yes, name(s) of ward(s):		
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1 The purpose of this report is to present details of a referral that falls within the remit of the Scrutiny Board (Environment, Housing and Communities).

2. Background information

- 2.1 In accordance with the Council's Scrutiny Board Procedure Rules, any member of a Scrutiny Board may request that the Scrutiny Board of which they are a member considers a matter relevant to that Board's functions. Such requests are generally considered as part of a Scrutiny Board's standard agenda item to review its work programme.
- 2.2 Any referrals that arise from outside of the relevant Scrutiny Board membership are to be dealt with in accordance with sections G and H of the Scrutiny Board Procedure Rules ([Link to SBPR](#)).

3. Main issues

- 3.1 A referral has been made to the Board by Cllr Campbell regarding the sale of green spaces in the context of the declared Climate Emergency. Following a discussion with Cllr Truswell (Chair, Infrastructure, Investment and Inclusive Growth Scrutiny Board) it was agreed that the referral should in the first instance be considered by

the Environment, Housing and Communities Scrutiny Board. Further information can be found at appendix 1.

- 3.2 In accordance with the Scrutiny Board Procedure Rules, an invitation to today's meeting has been extended to Cllr Campbell as the main 'Referrer' to make representations as to why it would be appropriate for the Board to exercise its functions in relation to the matter. The Scrutiny Board Chair will decide how much time will be given for the person to address the Scrutiny Board.
- 3.3 The Scrutiny Board shall consider whether to exercise its power to review or scrutinise the matter referred and may have regard to:-
- Any relevant information provided by or representations made by the Referrer as to why it would be appropriate for the Scrutiny Board to exercise any of its powers in relation to the matter;
 - The principles set out within the 'Vision for Leeds at Scrutiny' document as part of Article 6.
- 3.4 The Scrutiny Board may also wish to consider:
- If further information is required before considering whether further scrutiny should be undertaken;
 - If the matters links in with the scope of any current / planned scrutiny inquiries;
 - If a similar or related issue is already being examined by Scrutiny or has been considered by Scrutiny recently;
 - If the matter raised is of sufficient significance and has the potential for scrutiny to produce realistic recommendations that could be implemented and lead to tangible improvements;
 - The impact on the Board's current workload;
 - The time available to undertake further scrutiny;
 - The level of resources required to carry out further scrutiny.

4. Consultation and engagement

- 4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources prior to agreeing items of work.
- 4.1.2 An invitation has been extended to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for any work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

- 4.3.1 Any requests for Scrutiny are dealt with in accordance with the Council's Scrutiny Board Procedure Rules as well as the principles set out within the 'Vision for Leeds at Scrutiny' document.
- 4.3.2 The terms of reference of the Scrutiny Boards also promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.3 Following the Council's Climate Emergency declaration, importance is also placed upon the need to consider the potential climate and sustainability impacts associated with any matters being considered by Scrutiny.

4.4 Resources, procurement and value for money

- 4.4.1 As set out in paragraph 3.4, the Scrutiny Board is advised to consider any potential impact on its current workload in taking forward requests for Scrutiny, including the level of resources required to carry out further scrutiny.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1.1 A referral to this Scrutiny Board has been made by Cllr Campbell. An invitation has therefore been extended to Cllr Campbell as the Referrer of this request and also to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request. The Board will then be asked to determine what, if any, further scrutiny activity is required.

6. Recommendations

- 6.1 The Scrutiny Board (Environment, Housing and Communities) is asked to determine what - if any - further scrutiny activity is required in relation to the matter referred.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Referral from Cllr Campbell

It may seem small scale but we have recently have had a planning application to run an access drive across a section of public open space and incorporate this into a garden. This seems to be Asset Managements view:

Following discussions with Leeds City Council Asset Management and Regeneration, a proposal was made and agreed that we would buy a strip of land from the council for use as a drive, fully tarmaced and drained with a proper vehicular crossing. One of the conditions placed by the council was that the drive should be fenced and gated, which is why this was include on the planning application. Following the previous refusal a discussion with the Asset Management agreed the fencing could be reduced or removed entirely.

I was wondering if either of your committees might like to have a conversation about the selling of green space given the declared climate emergency.

Clarification of the enquiry

Cllr Campbell has confirmed he would like to consider the processes linked to the sale by the Council of all green spaces – including those smaller strips of ground and verges, as well as larger pieces of land that may form part of major projects.

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Report of Head of Democratic Services

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 3 December 2019

Subject: Referral to the Scrutiny Board (Impact of anti-social use of fireworks on Leeds' Communities)

Are specific electoral wards affected?	☐ Yes	☒ No
If yes, name(s) of ward(s):		
Has consultation been carried out?	☐ Yes	☒ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	☒ No
Will the decision be open for call-in?	☐ Yes	☒ No
Does the report contain confidential or exempt information?	☐ Yes	☒ No
If relevant, access to information procedure rule number:		
Appendix number:		

1. Purpose of this report

- 1.1 The purpose of this report is to present details of a referral that falls within the remit of the Scrutiny Board (Environment, Housing and Communities).

2. Background information

- 2.1 In accordance with the Council's Scrutiny Board Procedure Rules, any member of a Scrutiny Board may request that the Scrutiny Board of which they are a member considers a matter relevant to that Board's functions. Such requests are generally considered as part of a Scrutiny Board's standard agenda item to review its work programme.
- 2.2 Any referrals that arise from outside of the relevant Scrutiny Board membership are to be dealt with in accordance with sections G and H of the Scrutiny Board Procedure Rules ([Link to SBPR](#)).

3. Main issues

- 3.1 A referral has been made to the Board by Cllrs Andrew Carter and Matthew Robinson. Details of the referral can be found at Appendix 1.
- 3.2 In accordance with the Scrutiny Board Procedure Rules, an invitation to today's meeting has been extended to Cllr Robinson as the main 'Referrer' to make

representations as to why it would be appropriate for the Board to exercise its functions in relation to the matter. The Scrutiny Board Chair will decide how much time will be given for the person to address the Scrutiny Board.

3.3 The Scrutiny Board shall consider whether to exercise its power to review or scrutinise the matter referred and may have regard to:-

- Any relevant information provided by or representations made by the Referrer as to why it would be appropriate for the Scrutiny Board to exercise any of its powers in relation to the matter;
- The principles set out within the 'Vision for Leeds at Scrutiny' document as part of Article 6.

3.4 The Scrutiny Board may also wish to consider:

- If further information is required before considering whether further scrutiny should be undertaken;
- If the matters links in with the scope of any current / planned scrutiny inquiries;
- If a similar or related issue is already being examined by Scrutiny or has been considered by Scrutiny recently;
- If the matter raised is of sufficient significance and has the potential for scrutiny to produce realistic recommendations that could be implemented and lead to tangible improvements;
- The impact on the Board's current workload;
- The time available to undertake further scrutiny;
- The level of resources required to carry out further scrutiny.

4. Consultation and engagement

4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.

4.1.2 An invitation has been extended to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request.

4.2 Equality and diversity / cohesion and integration

4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for any work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

4.3.1 Any requests for Scrutiny are dealt with in accordance with the Council's Scrutiny Board Procedure Rules as well as the principles set out within the 'Vision for Leeds at Scrutiny' document.

- 4.3.2 The terms of reference of the Scrutiny Boards also promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.3 Following the Council's Climate Emergency declaration, importance is also placed upon the need to consider the potential climate and sustainability impacts associated with any matters being considered by Scrutiny.

4.4 Resources, procurement and value for money

- 4.4.1 As set out in paragraph 3.4, the Scrutiny Board is advised to consider any potential impact on its current workload in taking forward requests for Scrutiny, including the level of resources required to carry out further scrutiny.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1.1 A referral to this Scrutiny Board has been made by Cllrs Carter and Robinson. An invitation has been extended to Cllr Robinson as the main Referrer of this request and also to the relevant Director and Executive Board Member to contribute to the Board's initial discussion surrounding the matter raised as part of this request. The Board will then be asked to determine what, if any, further scrutiny activity is required.

6. Recommendations

- 6.1 The Scrutiny Board (Environment, Housing and Communities) is asked to determine what - if any - further scrutiny activity is required in relation to the matter referred.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Councillor Matthew Robinson
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8 November 2019

Cllr Barry Anderson
Chair, Scrutiny Board (Environment,
Housing and Communities)
Civic Hall
Leeds
LS1 1UR
(Via Email)

Dear Cllr Anderson,

Request for Scrutiny – Anti-Social Use of Fireworks

We are writing on behalf of the Conservative Group of Councillors to request that the Scrutiny Board (Environment, Housing and Communities) undertakes an inquiry into the anti-social use of fireworks in Leeds.

Fireworks play an important part in celebrations when used and enjoyed responsibly. However, you will be aware that a growing number of local residents have expressed concerns about large firework displays that now appear to be taking place all year round, often in the early hours of the morning, with the noise causing disturbance to people's sleep, and having a harmful impact on pets. There are also reports of fireworks being used anti-socially in a way that poses a considerable risk to the safety of the emergency services and the general public. You will be aware of the disruption in Harehills this week which whilst isolated serves to highlight the seriousness of this issue.

We believe that the time is now right to investigate in detail the use of fireworks in our communities, focusing on low level criminality, anti-social behaviour, and noise nuisance, in order to develop a better multi-agency approach for 2020.

We would ask that the Scrutiny Board considers launching an inquiry into this matter as part of its forthcoming work programme.

Yours sincerely



Councillor Andrew Carter CBE
Leader of the Conservative Group
Calverley and Farsley Ward



Councillor Matthew Robinson
Leader's Lead Member
Harewood Ward

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Report of Head of Democratic Services

Report to Scrutiny Board (Environment, Housing and Communities)

Date: 3 December 2019

Subject: Work Schedule

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

1. Purpose of this report

- 1.1 The purpose of this report is to consider the Scrutiny Board's work schedule for the remainder of the current municipal year.

2. Background information

- 2.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. In doing so, the work schedule should not be considered a fixed and rigid schedule, it should be recognised as a document that can be adapted and changed to reflect any new and emerging issues throughout the year; and also reflect any timetable issues that might occur from time to time.

3. Main issues

- 3.1 The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.
- 3.2 Executive Board minutes from the meeting held on 16 October 2019 are also attached as Appendix 2. The Scrutiny Board is asked to consider and note the Executive Board minutes, insofar as they relate to the remit of the Scrutiny Board; and identify any matter where specific scrutiny activity may be warranted, and therefore subsequently incorporated into the work schedule.

Developing the work schedule

- 3.3 When considering any developments and/or modifications to the work schedule, effort should be undertaken to:
- Avoid unnecessary duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue.
 - Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
 - Avoid pure “information items” except where that information is being received as part of a policy/scrutiny review.
 - Seek advice about available resources and relevant timings, taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place.
 - Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year.
- 3.4 In addition, in order to deliver the work schedule, the Board may need to take a flexible approach and undertake activities outside the formal schedule of meetings – such as working groups and site visits, where necessary and appropriate. This flexible approach may also require additional formal meetings of the Scrutiny Board.

Developments since the previous Scrutiny Board meeting

Referrals to Scrutiny

- 3.5 The Board has received three referrals to scrutiny, which have been included on the agenda for initial consideration by the Board at its meeting on 3 December 2019 in line with Scrutiny Procedure Rules:
- **Cllr Firth** : Proposal for road-safety park, family cycle trails and new event space at Temple Newsam
 - **Cllr Campbell**: Disposal of green spaces in the context of the climate emergency
 - **Cllr Robinson**: Impact of the anti-social use of fireworks on Leeds’ communities
- 3.6 If required, the Board is asked to amend its work programme in order to reflect its response to the referrals to the Scrutiny Board.

4. Consultation and engagement

- 4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for work undertaken by Scrutiny Boards will include ‘to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council’s Equality and Diversity Scheme’.

4.3 Council policies and the Best Council Plan

- 4.3.1 The terms of reference of the Scrutiny Boards promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.2 When considering areas of work, the Board is reminded that influencing climate change and sustainability should be a key area of focus.

4.4 Resources, procurement and value for money

- 4.4.1 Experience has shown that the Scrutiny process is more effective and adds greater value if the Board seeks to minimise the number of substantial inquiries running at one time and focus its resources on one key issue at a time.
- 4.4.2 The Vision for Scrutiny, agreed by full Council also recognises that like all other Council functions, resources to support the Scrutiny function are under considerable pressure and that requests from Scrutiny Boards cannot always be met.

Consequently, when establishing their work programmes Scrutiny Boards should:

- Seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources;
- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue;
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.

6. Recommendations

- 6.1 Members are asked to consider the matters outlined in this report and agree (or amend) the overall work schedule (as presented at Appendix 1) as the basis for the Board's work for the remainder of 2019/20.

- 6.2 As part of that consideration members are asked to specifically confirm their response to the three referrals to scrutiny presented to the Board at its meeting on 3 December.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.



Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2019/2020 Municipal Year

June	July	August
Meeting Agenda for 13 June 2019	Meeting Agenda for 11 July 2019	No Scrutiny Board meeting scheduled.
Scrutiny Board Terms of Reference and Sources of Work (DB) Performance Update (PM) Credit Union (Exec Board referral) (PSR)	Formal Response – Waste Inquiry Report (RT) Draft Waste Strategy for Consultation (PDS) Finance - Out-turn Report 2018/19 (PM) LASBT Review Update (PSR) –EXB on 26 June.	
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response



Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2019/2020 Municipal Year

September	October	November
Meeting Agenda for 12 September 2019	Meeting Agenda for 17 October 2019	Meeting Agenda for 14 November 2019
Climate Emergency Advisory Committee – Priorities and Work Programme (PSR) Parks and Greenspace Strategy – Early Consultation (PDS) Car Parking – current strategic position, how this supports climate change, implementation and enforcement of TRO's (x ref waste inquiry) (PSR)	Inquiry into Leeds' response to Grenfell - (RT) Standards in Private Rented Sector – Monitoring and Regulation (including energy efficiency) (PSR) Housing Responsive Repairs & Voids Services (PSR) Consider request for scrutiny (Cllr Wadsworth)	**MOVED TO DECEMBER**
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response



Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2019/2020 Municipal Year

December	January	February
3 December	Meeting Agenda for 09 January 2020	
Inquiry into Kerbside Collection and Recycling (RT) & Response to Cllr Wadsworth's referral for scrutiny Referral to scrutiny (Cllr Campbell): Sale of green spaces in the context of the climate emergency Referral to Scrutiny (Cllr Firth): Proposals for Temple Newsam Referral to scrutiny (Cllrs Carter/Robinson): Impact of the anti-social use of fireworks on Leeds Communities	Performance report (PM) Financial Health Monitoring (PSR) and 2020/21 Initial Budget Proposals (PDS) Best Council Plan Refresh (PDS) Reducing Poverty and improving Financial Inclusion – Current position, challenges and response, including impact of Universal Credit. (PSR) Priority Neighbourhoods update – impact and outcomes (PSR) Referral to scrutiny (Cllrs Lamb/Harrington): cleanliness of the River Wharfe	Climate Change – Energy efficiency in Council House Stock (PSR) Fuel Poverty
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response



Scrutiny Board (Environment, Housing and Communities) Work Schedule for 2019/2020 Municipal Year

March	April	May
Meeting Agenda for 05 March 2020	Meeting Agenda for 16 April 2020	No Scrutiny Board meeting scheduled.
Housing Repairs – Response Management, contractual arrangements and performance Progress update following working group 26 Sept 18. (PSR) Reducing Repeat Customer Contacts (RT) Development of Community Hubs – Update position (PSR)	Clean Air Zone – post implementation (January) review (PSR) Council House Growth Programme – progress report (PSR) Agree Scrutiny Inquiry Report(s) (if any)	
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

- Further progress on P&C Strategy required early 2020, to be considered in September.

EXECUTIVE BOARD

WEDNESDAY, 16TH OCTOBER, 2019

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, R Charlwood,
D Coupar, S Golton, J Lewis, L Mulherin,
J Pryor, M Rafique and F Venner

82 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt from publication 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) That Appendix 1 to the report entitled, 'Redevelopment of 6-32 George Street', referred to in Minute No. 92 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within Appendix 1 to this report relates to the financial or business affairs of a particular person and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and charities. It is considered that since this information was provided to enable the Council to consider the commercial viability and funding option for the redevelopment of the George Street shops, then it is not in the public interest to disclose this information at this point in time. Also, the release of such information would, or would be likely to prejudice the Council's commercial interests in relation to the OJEU procurement exercise. It is considered that whilst there may be a public interest in disclosure, much of this information will be available from the Land Registry following completion of the development structure and consequently the public interest in maintaining the exemption outweighs the public interest in disclosing this information at this point in time;
- (b) That Appendix 1 to the report entitled, 'Financial Health Monitoring 2019/20 – Month 5', referred to in Minute No. 94 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within Appendix 1 to this report relates to the financial or business affairs of any particular person (including the authority holding that information), in this case Leeds City Council and other relevant parties. It is considered that since this information

Draft minutes to be approved at the meeting
to be held on Monday, 25th November, 2019

concerns negotiations with other parties to effect the realisation of capital receipts then it is not in the public interest to disclose this information at this point in time as this could affect the integrity of those negotiations. It is considered that the public interest in maintaining the content of the appendix as being exempt from publication outweighs the public interest in disclosing the information, as doing so would prejudice the Council's commercial position and that of relevant third parties should it be disclosed at this stage.

83 Late Items

With the agreement of the Chair, a late item of business was admitted to the agenda entitled, 'Update on Leeds City Council's Preparations for the UK's exit the European Union'.

The report was submitted to Executive Board as a late item of business due to the fast-developing nature of this issue at a national level, which impacts upon how preparations are made locally. The report details the Council's preparation for the UK's exit from the European Union including for a 'no deal' scenario, based on the most recent information available at the time of the publication of this report. As such, in order to provide Members with the most up to date information, it was not possible to include the report within the agenda, as published on 8th October 2019. The Government's planned exit date from the EU is 31st October 2019. Given that this meeting is the last scheduled Executive Board prior to this date, it was deemed necessary by the Chair that this matter be considered as a late item of business at the 16th October 2019 Board meeting. (Minute No. 89 refers).

Also, although not formal late items of business, prior to the meeting, Board Members were provided with the following which had been omitted from some the paper agenda packs. To ensure that all Board Members were in possession of all relevant information, these documents were provided/re-provided to Board Members ahead of the meeting so that they could be incorporated into their agenda packs and could be taken into consideration when the Board discussed those items at the meeting:

- Appendices 1-2 of Item 10 (Better Lives for People with Care & Support Needs in Leeds: The 2018-19 Annual Adult Social Care Local Account) (pages 119-122 of the agenda pack refer) (Minute No. 90 refers); and
- Appended illustrations to Item 12 (Redevelopment of 6-32 George Street) (pages 155-160 of the agenda pack refer) (Minute No. 92 refers).

84 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting.

85 Minutes

RESOLVED – That the minutes of the previous meeting held on 18th September 2019 be approved as a correct record.

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ENVIRONMENT AND ACTIVE LIFESTYLES

86 Proposal for road-safety park, family cycle trails and new event space at Temple Newsam

The Director of Communities and Environment submitted a report regarding proposals for the potential development of a family cycling scheme, events space and new approach to landscape management at the current location of Temple Newsam golf course. Specifically, the submitted report sought the Board's view on whether to progress with a public consultation exercise on such matters.

It was highlighted that Board Members had been in receipt of correspondence regarding the proposals in the run up to the meeting, with it being undertaken that all of the submissions which had been received would be taken into consideration as part of the proposed consultation exercise.

In considering the submitted report, the Board received an overview of what the proposed consultation exercise would entail, with assurance being provided that any consultation undertaken would be genuine.

Having raised concerns regarding the proposals detailed within the report, a Member requested that the submitted report be withdrawn from consideration at today's meeting to enable further work to be undertaken on the options which could potentially be considered at Temple Newsam including introducing new facilities alongside golf provision. The Member also requested that the matter be referred to the relevant Scrutiny Board with all relevant information and proposals then being brought back to Executive Board for determination.

Following this, a Member requested that officers ensure that any proposals which were brought forward for consideration and determination took into consideration the community's needs and wishes.

To conclude the discussion, it was further proposed that following the conclusion of the consultation exercise, the outcomes from that consultation together with any proposals regarding the future of Temple Newsam golf course be brought back to Executive Board for the Board's consideration and determination, with it being highlighted that should the relevant Scrutiny Board wish to consider such matters, then it would be free to do so.

RESOLVED –

- (a) That, in taking into consideration the comments made during the discussion on the submitted report, the Board's consent be provided for the Parks and Countryside service to commence a public consultation exercise on the proposed closure of the golf course and the proposed developments, as outlined within the submitted report;
- (b) That following the conclusion of the consultation exercise (as detailed in resolution (a) above), the outcomes from such consultation together with any proposals regarding the future of Temple Newsam golf course

be submitted to Executive Board for consideration and determination, with it being noted that the relevant Scrutiny Board could consider such matters, should it wish to do so.

(Under the provisions of Council Procedure Rule 16.5, both Councillor A Carter and Councillor S Golton required it to be recorded that they respectively abstained from voting on the decisions referred to within this minute)

COMMUNITIES

87 Procurement of Housing Responsive Repairs and Voids Services for the West of Leeds

The Director of Resources and Housing submitted a report which sought approval of the proposed strategy to deliver Housing Responsive Repairs, Voids and Cyclical Maintenance services to the city's housing stock from 2021, specifically including a proposal to internally deliver provision through Leeds Building Services (LBS) in the South and East of the city, with a proposal that a procurement exercise be undertaken for an external contractor to deliver such services in the West.

The following options were detailed in the submitted report, with option 4 being the recommended option:

- 1: External contractors to deliver the service citywide;
- 2: Maintain current arrangements, LBS to deliver for the East only;
- 3: LBS and external contractors each deliver to about half of the city;
- 4: LBS delivers for the East and South, and an external contractor delivers for the West;
- 5: LBS delivers the service citywide.

Members welcomed the mixed economy approach which was being proposed.

In terms of a Member's comments regarding the recruitment and retention of staff as part of the proposed approach, a request was made that the Member in question received a briefing on such matters, as and when appropriate. In addition, the Board was provided with information on the actions which would be taken to minimise any risk in this area, whilst the need for LBS to be viewed as an attractive employer was emphasised, with the associated apprenticeship schemes being highlighted as a current successful example.

Members also received further information on the proposed contract period of 5 years, with it being highlighted that following consultation with the private sector, this was seen as the minimum period in which to attract competitive interest in this area, however it was emphasised that there was no intention to go beyond a 5 year contractual period.

Responding to a Member's enquiry, the Board was provided with further information on the actions which would be taken to monitor and promote sustained performance by both the internal and external provider.

RESOLVED –

- (a) That approval be given for LBS to deliver housing responsive repairs and voids services for the East and South of the city, and that an external contractor deliver such services for the West (in line with option 4 above / detailed in the submitted report), with it being noted that the new arrangements are planned to start from autumn 2021;
- (b) That it be noted that this proposal involves changing existing service delivery boundaries in order to align with Leeds electoral Wards;
- (c) That it be noted that the feedback received from the proposed consultation exercises will be considered and taken into account by the Director of Resources and Housing in implementing the proposals;
- (d) That the Board's agreement be given that a procurement exercise should be undertaken for housing responsive repairs, voids & cyclical maintenance services in the West of the city, using a restricted procedure in accordance with the Public Contracts Regulations 2015, in order to establish a contract;
- (e) That agreement be given that the procured contract should be for a period of 5 years, with an estimated total value of £72m, given an estimated annual value of £14.35m;
- (f) That it be noted that LBS' housing responsive repairs and voids service delivery will expand from the current provision of 33% of the city (circa 17,000 of a total of circa 51,000 properties), to 61% of the city (circa 31,000 properties), with it also being noted that this represents an 83% increase;
- (g) That approval be given to delegate the responsibility for implementing these proposals to the Director of Resources and Housing.

INCLUSIVE GROWTH AND CULTURE

88 Revenue Budget Update for 2020/21 – 2024/25 including Proposed Saving Proposals

Further to Minute No. 34, 24th July 2019, the Chief Officer (Financial Services) submitted a report providing an update on any changes to assumptions contained in the Medium Term Financial Strategy, as reported to the Board in July 2019; which detailed the announcement by the Chancellor on the 4th September 2019 regarding a one year settlement for 2020/21; presented a budget saving proposal which had been identified since the July Board meeting for 2020/21 and which set out the implications of such changes upon the estimated budget gaps that have previously been reported.

Members commented upon a number of issues including the current position of the Minimum Revenue Provision and the ongoing exercise of re-financing the Council's debt. In response to an enquiry, the Board received further detail

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on the current position regarding that re-financing exercise, and also in respect of the Government's recent decision to increase the interest rate of the Public Works Loan Board (PWLb). Regarding the interest rate rise of the PWLB, the Board noted that representations had been made to Civil Servants about the timing of the rise together with the lack of consultation which had taken place.

RESOLVED –

- (a) That the revisions to the Council's Forecast Budget Gap for 2020/21 to 2024/25, as summarised in Table 2 and as referenced in paragraph 4.4 of the submitted report, be agreed;
- (b) That agreement be given for a consultation process to be commenced in respect of the planning charges budget saving proposal, as contained within the submitted report.

89 Update on Leeds City Council's Preparations for the UK's Exit from the European Union

Further to Minute No. 57, 4th September 2019, the Chief Executive submitted a report which provided the Board with a further update on the preparations being made by the Local Authority regarding the UK's exit from the European Union.

With the agreement of the Chair, the submitted report had been circulated to Board Members as a late item of business prior to the meeting for the reasons as set out in sections 4.5.2-4.5.3 of the submitted report, and as detailed in Minute No. 83.

A Member raised a concern regarding the late submission of this report, with a suggestion that in terms of future update reports, those reports be provided as part of the regular Board agenda and include the information available at the time, with an update and briefings for Members being provided as appropriate.

Responding to a Member's request, officers undertook to include a section regarding the agricultural sector in future reports. In addition, the Board received further information on the actions being taken in this area, with it being noted that the Chief Executive had met with the National Farmers' Union on such matters.

In conclusion, it was noted that such reports were produced with the aim of keeping Members as up to date as possible with all related matters.

RESOLVED –

- (a) That the ongoing work being undertaken to prepare the Council and the city for the UK's exit from the European Union, together with the latest assessment of preparedness and the ongoing concerns which exist around the lack of clarity about the nature of EU exit, be noted;

- (b) That the contents of the Strategic Response Plan, as attached to the submitted report at Appendix A, together with the updates provided in the submitted report, be noted, with it being recognised that assumptions and planning will continue to develop as new information becomes available;
- (c) That it be requested that further updates be provided to Executive Board, Scrutiny Board and Members, as appropriate.

HEALTH, WELLBEING AND ADULTS

90 Better Lives for People with Care and Support Needs in Leeds: The 2018-19 Annual Adult Social Care Local Account

Further to Minute No. 64, 19th September 2018, the Director of Adults and Health submitted a report which presented the 2018/19 Local Account of Adult Social Care Services for Leeds citizens, together with related data from the 2018-19 Leeds Adult Social Care Outcomes Framework (ASCOF) and 'Better Lives' Strategy measures.

Prior to the meeting, Board Members were provided/re-provided with appendices 1 and 2 to this report, as following the publication and distribution of the agenda it had come to light that these appendices had been omitted from some of the paper agenda packs.

Responding to a Member's comments, the Board received further information on the 'person centred' and 'strength based' approaches being taken to encourage individuals to remain independent and stay in their own homes for as long as possible.

A Member highlighted the level of support being provided to individuals with learning disabilities across the city to help them live independent lives. Also, the 'community catalyst' work being undertaken in the city was emphasised and the need to ensure that wherever possible, regardless of where an individual lived, the level of services available to them remained consistent.

RESOLVED –

- (a) That the contents of the submitted report, together with the appended Local Account: 'Creating Better Lives for People with Care and Support Needs in Leeds', and the appended Adult Social Care Outcomes Framework (ASCOF) and the 'Better Lives' measures, be noted;
- (b) That agreement be given that a published version of the Local Account is produced and made available to the public and partners, which will include being placed on the Leeds City Council website following this consideration by Executive Board.

CHILDREN AND FAMILIES

91 Family, Drug, Alcohol and Problem Solving Court

The Director of Children and Families submitted a report providing an update on the successful work of the Leeds Family Drug and Alcohol Court (FDAC) and which set how the Children and Families directorate aimed to work with Government and local partners in order to secure and expand this valuable service.

Responding to a Member's enquiry, the Board was informed that Leeds had been successful with the submission of an FDAC funding bid to Government, however, it was highlighted that as two bids of differing levels had been submitted, it was not yet known what level of funding would be received. In response to an enquiry, it was noted that both bids did include provision to tackle domestic violence and substance abuse, although the scale of the provision between the two bids was different. Finally, it was requested that Executive Members be notified when the Government provided confirmation of which bid had been successful.

Responding to a Member's enquiry, the Board received further detail on the extent to which this programme could help to inform the public health approaches being taken to address issues regarding the misuse of drugs and alcohol, with it being highlighted that although there was a multi-agency approach being taken in such areas, it was acknowledged that the preventative measures for drug and alcohol misuse were wide ranging and needed to be implemented at the earliest opportunity.

In response to a Member's enquiry, officers undertook to provide the Member in question with the information regarding the age ranges of the parents involved in this initiative.

RESOLVED –

- (a) That the contents of the submitted report, together with the success of Leeds' FDAC, be noted;
- (b) That it be noted that the Director of Children and Families will lead future work with national and local partners with the aim of securing investment for an expanded FDAC service in Leeds.

LEARNING, SKILLS AND EMPLOYMENT

92 Redevelopment of 6 - 32 George Street

Further to Minute No. 113, 13th December 2017, the Director of City Development submitted a report providing an update on the ongoing associated redevelopment works regarding Kirkgate Market's George Street frontage and which sought further approvals from the Board, including for an injection into the Capital Programme and related 'authority to spend' for the purposes of acquiring a fifty percent share of the completed development, as detailed within the submitted report.

Prior to the meeting, Board Members were provided/re-provided with the appended illustrations to this report, as following the publication and distribution of the agenda it had come to light that this appendix had been omitted from some of the paper agenda packs.

Responding to a specific enquiry, it was noted that the proposed additional cost to the Council would not adversely affect the Capital Programme, as it was highlighted the additional cost would be financed by the value generated in the scheme.

Following the consideration of Appendix 1 to the submitted report, designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the contents of the submitted report, including the current position of the scheme, be noted;
- (b) That the injection into the Capital Programme and the 'Authority to Spend' of an additional £917,000, as detailed within the exempt Appendix 1 to the submitted report, be approved, for the purpose of acquiring a fifty percent share of the completed development, whilst approval also be provided for the Council's payments to acquire its interest in the completed development to be made on a phased basis through the construction period against approved architect's certificates;
- (c) That the scheme, as detailed within the submitted report, together with the previous recommendation, as approved by Executive Board at its meeting on 13th December 2017, be endorsed, namely that the Council should grant a 250 year ground lease of the development site to a Limited Liability Partnership (LLP) to be formed between the Council and Town Centre Securities and that the LLP will appoint Town Centre Securities to undertake the development on behalf of the LLP;
- (d) That the necessary authority be delegated to the Director of City Development to enable the Director to make all subsequent decisions that may be necessary to deliver this scheme, with the concurrence of the Executive Member for Learning, Skills and Employment;
- (e) That the Chief Officer, Financial Services and the Director of City Development, in liaison with the Executive Member for Resources and the Executive Member for Learning, Skills and Employment, be authorised to investigate further the opportunity for further financial savings, if the Council was to forward fund the entire scheme. If it is considered to be financially beneficial to the Council to proceed on this basis, then the necessary authority be delegated to the Chief Officer, Financial Services and the Director of City Development in order to enable the Director and Chief Officer to take all further decisions in

respect of this proposal, including the delegation of appropriate financial approvals.

93 Improving Employment Outcomes for People with Learning Disabilities

The Director of Children and Families, the Director of City Development and the Director of Adults and Health submitted a joint report which provided an update on the work being undertaken to improve the employment outcomes for people with learning disabilities in Leeds in line with the resolution of Full Council at its meeting on 10th July 2019. (Minute No. 32 refers).

In welcoming the submitted report, a Member highlighted the need for work to continue around the co-ordination of provision in this area, and also to complement the vital role played by third sector organisations.

In order to ensure that progress continued to be made in this area, it was requested that a further update report be submitted to the Board in a year's time.

RESOLVED –

- (a) That the work undertaken to date and the progress achieved against the priorities in the employment strand of 'Being Connected' in the 'Being Me' Strategy, as detailed within the submitted report, be noted;
- (b) That the Board's support be provided for engagement to continue with a broad range of stakeholders to improve employment outcomes for people with learning disabilities; and that the opportunities presented through the ongoing work to develop a Hub for the city and also on the provision of additional targeted employment support for adults with learning disabilities, be noted;
- (c) That it be noted that the Chief Officer, Employment and Skills will work with the Chief Officer, Human Resources, the Deputy Director, Adults and Health and the Deputy Director, Learning, Children and Families in order to support the continuing work to improve employment outcomes for people with learning disabilities;
- (d) That a further update report be submitted to the Board in a year's time.

RESOURCES

94 Financial Health Monitoring 2019/20 – Month 5

The Chief Officer (Financial Services) submitted a report which presented the Council's projected financial health position for 2019/20 as at Month 5 of the financial year.

Responding to a Member's enquiry regarding the transport budget for children and young people with special educational needs and disability and the independence of the panel which considered appeals against an application decision, the Board received a range of information on the related application process and also on the current budgetary position for the service. However,

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in response to the specific enquiry raised, the Chief Executive undertook to respond to the Member in question together with the Director of Children and Families.

In response to an enquiry regarding the budgetary pressure in the Children and Families directorate arising from external residential and Independent Fostering Agency placements for children and young people, the Board received an update on the actions being taken in this area.

Following the consideration of Appendix 1 to the submitted report, designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the projected financial position of the authority, as at Month 5 (August 2019) of the financial year, be noted;
- (b) That the requirement for the Director of Children and Families' proposals to identify further budget savings to address the projected overspend in the directorate, be noted;
- (c) That the risk that the budgeted level of Capital receipts, as detailed in exempt appendix 1 to the submitted report, may not be receivable in 2019/20, be noted.

95 Proposed Suitability (Convictions) Policy for Taxi and Private Hire

The Director of Communities and Environment submitted a report that proposed arrangements for the implementation and review of a new Suitability Policy for applicants and licensees of drivers of taxis and private hire vehicles.

In response to a Member's enquiries, it was confirmed to the Board that all the other Licensing Authorities in West Yorkshire together with the City of York had signed up to the this policy. Members also received an update on the work being undertaken with the aim of ensuring that a consistency of approach was taken towards the enforcement of the policy by the relevant Licensing Authorities.

Responding to an enquiry, it was confirmed that Councillors and MPs were not permitted to act as referees for those applying for taxi or private hire licenses in Leeds. With regard to the other Licensing Authorities in West Yorkshire and the City of York, officers undertook to provide the Member in question with further information on the approach taken by those Authorities.

In conclusion, it was acknowledged that Leeds' approach in this area was more robust than some Authorities and given the cross-boundary nature of the issue, the importance of consistency across neighbouring authorities was highlighted. Finally, it was noted that representations would continue to be made to Government regarding the concerns which existed in terms of the national policy in this area.

RESOLVED –

- (a) That the contents of the submitted report, be noted;
- (b) That the Suitability Policy, as appended to the submitted report, be approved, which is to be implemented by Taxi and Private Hire Licensing within two months of this Executive Board meeting.

CLIMATE CHANGE, TRANSPORT AND SUSTAINABLE DEVELOPMENT

96 Bridgewater Place Wind Monitoring

Further to Minute No. 131, 10th February 2016, the Director of City Development submitted a report providing an update on the wind amelioration scheme undertaken subsequent to the consideration of the matter by the Board in 2016 and which sought a decision by the Board on the recommendation that the high winds protocol be lifted, following receipt of peer reviewed independent expert advice. The report also provided an update on the agreement reached in relation to the further works required to ameliorate the wind hot spots in the private land to the south of Bridgewater Place.

As part of the introduction to the submitted report, the Board's attention was drawn to the expert analysis on the wind conditions following the establishment of the wind mitigation measures. It was noted that the analysis had been carried out on behalf of the Building Owners and had been peer reviewed and validated by an independent wind analyst expert retained to act on behalf of the Council.

On the basis of the expert advice which had been received, the submitted report recommended that the high wind protocol was no longer necessary. However, notwithstanding this recommendation, the Board noted that precautionary safeguarding measures, as detailed in the report, were recommended to be retained, together with further recommendations, again as detailed in the report, regarding the residual hotspot areas.

A Member raised concern regarding the reliance upon expert advice in respect of the recommendation to stop the high wind protocol and suggested that the matter be deferred until the further testing had been carried out on the hot spot area at Back Row. In response, it was highlighted that the Coroner had recommended in 2013 that a road closure protocol be established under specified conditions, until a mitigation scheme had been established and which had been shown to be effective. It was noted that such recommendations had been followed and it was highlighted that the expert advice, which had been peer reviewed and validated, had confirmed that the high wind protocol was no longer needed, with it being acknowledged that although residual hot spots did exist, they did not impact upon the road closure protocol. As such, in determining this matter, the Board was asked to consider the expert advice as detailed within the submitted report, and should they not be minded to agree to the lifting of the protocol, what additional evidence would they require before doing so.

Responding to Members' comments, the Board received further detail on the 3 hot spots which remained, and the actions being taken in these areas.

Also in response to a Member's enquiry, it was confirmed to the Board that on the basis of the peer reviewed expert advice received, there were no longer any safety failure points to the north of the building which failed the Lawson Safety Criteria, which according to the experts was the only measure available to the development industry to assess wind conditions, and on that basis the experts had advised that the area was safe and no different to any other city centre environment. In addition to this, the Director of City Development confirmed that he supported the recommendation in the report to lift the road closure protocol, based upon the peer reviewed expert advice received.

Members considered the options available to them, and in response to comments, officers undertook to ensure that the monitoring of the wind conditions in the affected area would continue, and that Executive Members would be kept informed as appropriate on the outcomes of such monitoring, and also on the actions which were being taken in respect of the hot spot areas, to provide assurance to Members that the mitigation measures continued to be effective.

RESOLVED –

- (a) That the updated information in relation to the installation and efficacy of the Wind Amelioration Scheme since this matter was last reported upon, as detailed within the submitted report, be noted;
- (b) That the results of the post-installation wind monitoring exercise undertaken and of the expert advice received thereon, as detailed within the submitted report, be noted;
- (c) That on the basis of the expert advice which has been received, the Board confirms its agreement that the implementation of the high winds protocol can be stopped, on the expiry of the related Call In period;
- (d) That the agreement reached with the owners of Bridgewater Place to seek planning permission and implement the additional structures to ameliorate the wind conditions at the hot spot sites on privately owned land to the south of Bridgewater Place as soon as possible, be noted and supported;
- (e) That the minor safety exceedance within the highway at Back Row, as detailed in the submitted report, be noted, with it also being noted that further investigations will be carried out at this location and that if this minor safety exceedance remains unmitigated the Council will seek that the Building Owner takes appropriate remedial action;
- (f) That in noting that the monitoring of the wind conditions in the affected area would continue, Executive Members be kept informed, as

appropriate, on the outcomes of such monitoring, and also on the actions which were being taken in respect of the hot spot areas, to provide assurance to Members that the mitigation measures continued to be effective.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he abstained from voting on the decisions referred to within this minute)

DATE OF PUBLICATION: FRIDAY, 18TH OCTOBER 2019

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** FRIDAY, 25TH OCTOBER 2019