



Leicester  
City Council

## **MEETING OF THE CABINET**

**DATE: MONDAY, 9 NOVEMBER 2009**

**TIME: 1PM**

**PLACE: TEA ROOM, TOWN HALL, TOWN HALL SQUARE,  
LEICESTER**

### **Members of the Cabinet**

Councillor Willmott (Chair)

Councillor Dempster (Vice-Chair)

Councillors Connelly, Dawood, Kitterick, Osman, Palmer, Patel, Russell,  
and Westley

Members of the Cabinet are invited to attend the above meeting to  
consider the items of business listed overleaf.

for Director of Democratic Services

### **MEMBERS OF THE PUBLIC:**

**YOU ARE VERY WELCOME TO ATTEND TO OBSERVE THE PROCEEDINGS.  
HOWEVER, PLEASE NOTE THAT YOU ARE NOT ABLE TO PARTICIPATE IN  
THE MEETING.**

*Officer contact: Heather Kent/ Julie Harget  
Democratic Support,  
Leicester City Council  
Town Hall, Town Hall Square, Leicester LE1 9BG  
Tel: 0116 229 8816/8809 Fax: 0116 229 8819  
email: Heather.Kent@Leicester.gov.uk*

## **INFORMATION FOR MEMBERS OF THE PUBLIC**

### **ACCESS TO INFORMATION AND MEETINGS**

You have the right to attend Cabinet to hear decisions being made. You can also attend Committees, as well as meetings of the full Council.

There are procedures for you to ask questions and make representations to Scrutiny Committees, Community Meetings and Council. Please contact Democratic Support, as detailed below for further guidance on this.

You also have the right to see copies of agendas and minutes. Agendas and minutes are available on the Council's website at [www.cabinet.leicester.gov.uk](http://www.cabinet.leicester.gov.uk) or by contacting us as detailed below.

Dates of meetings are available at the Customer Service Centre, King Street, Town Hall Reception and on the Website.

There are certain occasions when the Council's meetings may need to discuss issues in private session. The reasons for dealing with matters in private session are set down in law.

### **WHEELCHAIR ACCESS**

Meetings are held at the Town Hall. The Meeting rooms are all accessible to wheelchair users. Wheelchair access to the Town Hall is from Horsefair Street (Take the lift to the ground floor and go straight ahead to main reception).

### **BRAILLE/AUDIO TAPE/TRANSLATION**

If there are any particular reports that you would like translating or providing on audio tape, the Democratic Support Officer can organise this for you (production times will depend upon equipment/facility availability).

### **INDUCTION LOOPS**

There are induction loop facilities in meeting rooms. Please speak to the Democratic Support Officer at the meeting if you wish to use this facility or contact them as detailed below.

**General Enquiries - if you have any queries about any of the above or the business to be discussed, please contact Heather Kent or Julie Harget, Democratic Support on (0116) 229 8816/8809 or email [heather.kent@leicester.gov.uk](mailto:heather.kent@leicester.gov.uk) or call in at the Town Hall.**

**Press Enquiries - please phone the Communications Unit on 252 6081**

## **PUBLIC SESSION**

### **AGENDA**

**1. APOLOGIES FOR ABSENCE**

**2. DECLARATIONS OF INTEREST**

Members are asked to declare any interests they may have in the business to be discussed and/or indicate that Section 106 of the Local Government Finance Act 1992 applies to them.

**3. LEADER'S ANNOUNCEMENTS**

**4. MINUTES OF PREVIOUS MEETING**

The minutes of the meeting held on 5 October 2009 have been circulated to Members and the Cabinet is asked to approve them as a correct record.

**5. MATTERS REFERRED FROM COMMITTEES**

**6. ANNUAL REPORT ON PRIVATE FOSTERING 2009** [Appendix A](#)

Councillor Dempster submits a report that informs Members of the work of Social Care & Safeguarding and other children's services, with children who are privately fostered. Cabinet is asked approve the recommendations set out in Paragraph 3 of the report.

**A minute extract from the meeting of the Children and Young People's Scrutiny Committee held on 3 November 2009, will be circulated as soon as it is available.**

**7. ANNUAL ADOPTION STATEMENT OF PURPOSE** [Appendix B](#)  
**2009**

Councillor Dempster submits a report that introduces Members to the updated Leicester City Council Adoption Agency Statement of Purpose and Annual report of activity during 2008-2009, contained within the Statement of Purpose at Appendix 1. Members are asked to note and formally approve the Statement of Purpose and the activity of the Adoption team (2008/2009).

**A minute extract from the meeting of the Children and Young People's Scrutiny Committee held on 3 November 2009, will be circulated as soon as it is available.**

**8. GAMBLING POLICY - RENEWAL** [Appendix C](#)

Councillor Russell submits a report that determines the Council's Gambling Policy for the coming three years, as required by the Gambling Act 2005.

Cabinet is asked to recommend that the Gambling Policy for 2010-2012 be approved by Council.

**9. DISABLED FACILITIES GRANTS - INTRODUCTION OF LEGAL CHARGES** [Appendix D](#)

Councillor Palmer submits a report that responds to a change in power that allows Councils to recover disabled facilities grants if the property is sold within 10 years of the grant being paid. The Council already has a policy to reclaim Home Improvement Grants. Cabinet is asked to approve the recommendations as set out in Paragraph 3 of the report.

**A minute extract from the meeting of the Overview and Scrutiny Management Board held on 5 November 2009, will be circulated as soon as it is available.**

**10. AFFORDABLE HOUSING STRATEGY AND DELIVERY PLAN 2008-2013** [Appendix E](#)

Councillor Westley submits a report that seeks Cabinet's adoption of the Affordable Housing Strategy and Delivery Plan 2008 – 2013. Cabinet is recommended to adopt the Affordable Housing Strategy and Delivery Plan 2008 – 2013.

**A minute extract from the meeting of the Overview and Scrutiny Management Board held on 5 November 2009, will be circulated as soon as it is available.**

**11. 13-19 INTEGRATED SERVICE HUBS (ISH) CAPITAL STRATEGY** [Appendix F](#)

Councillor Dempster submits a report that details the direction of travel for the capital strategy for the development of Integrated Services Hubs across each of the eight neighbourhoods within the City and lists the preferred locations of the hubs in each neighbourhood. Cabinet is asked to approve the recommendations set out in Paragraph 3 of the report.

**A minute extract from the meeting of the Children and Young People's Scrutiny Committee held on 3 November 2009, will be circulated as soon as it is available.**

**12. ANY OTHER URGENT BUSINESS**

**13. PRIVATE SESSION**

AGENDA

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MEMBERS OF THE PUBLIC TO NOTE

Cabinet deals with most business in public but is legally entitled to consider certain items in private. Members of the public and the press will be asked to leave the meeting when such items are discussed.

Cabinet is recommended to consider whether or not to deal with the following report in private on the grounds that it contains 'exempt' information as defined in the Local Government (Access to Information) Act 1985, as amended, and consequently that the Cabinet makes the following resolution:-

i. "that the press and public be excluded during consideration of the following reports in accordance with the provisions of Section 100A(4) of the Local Government Act 1972, as amended, because they involve the likely disclosure of 'exempt' information, as defined in the Paragraphs detailed below of Part 1 of Schedule 12A of the Act; **AND**

ii. taking all the circumstances into account, it is considered that the public interest in maintaining the information as exempt outweighs the public interest in disclosing the information.

#### DISPOSALS OF RESIDENTIAL LAND TO HOUSING ASSOCIATIONS

##### Paragraph 3

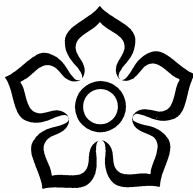
Information relating to the financial or business affairs of any particular person (including the Authority holding that information)".

#### **14. DISPOSAL OF RESIDENTIAL LAND TO HOUSING ASSOCIATIONS** **Appendix B1**

Councillor Westley submits a report.

**A minute extract from the meeting of the Overview and Scrutiny Management Board held on 5 November 2009, will be circulated as soon as it is available.**

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Leicester  
City Council

WARDS AFFECTED  
ALL

# Appendix A

## FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

CYP Scrutiny  
Cabinet

3<sup>rd</sup> November 2009  
9<sup>th</sup> November 2009

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### Annual Report on Private Fostering 2009

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#### Report of the Strategic Director, Children

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1. **Purpose of Report**

- 1.1 To update CYP Scrutiny and Cabinet on the work of Social Care & Safeguarding and other children's services with children who are privately fostered.

2. **Summary**

- 2.1 The report highlights the numbers of private fostering arrangements that are notified to the local authority and the response made to these statutory notifications.

3. **Recommendations**

- 3.1 That CYP Scrutiny and Cabinet acknowledge the contents of the report and its conclusions.
- 3.2 That CYP Scrutiny and Cabinet support further publicity within the coming year to continue to raise public awareness and awareness in schools of the need to notify all new, or proposed private fostering arrangements.

4. **Report**

4.1 Background

- 4.1.1. The Children (Private Arrangements for fostering) Regulations 2005, Guidance and Minimum Standards 2005 came into force in May 2006. The new regulations were intended to improve the performance of local authorities in responding to the needs of children who are fostered privately and to ensure that they are properly safeguarded.
- 4.1.2. There was a presumption that nationally there were far more children being cared for in private fostering situations than were being notified to the authorities. It was also considered that for many of these children they had little or no contact with their parents or others with parental responsibility and therefore were at risk of being poorly safeguarded.
- 4.1.3. In 2006 representatives of Leicester City, Leicestershire and Rutland county councils and partner agencies met to revise the publicity strategy concerning the then new private fostering regulations. Key information was also posted on the LSCB website. In August 2006 updated procedures were launched

within the Leicester City children and Young People's Service. Ofsted undertook a limited inspection of those procedures in the City in September of that year. Recommendations made by Ofsted were subsequently implemented. Between 2005/6 and 2006/7 there was a doubling of activity across the board in relation to private fostering and this was reported to the Leicester, Leicestershire and Rutland Local Safeguarding Children Board Core Business Group, in July 2007.

## 4.2 Notifications

4.2.1 The Department for Children Schools and Families (DCSF) require a return to be made at the end of May each year, detailing activity concerning private fostering in the preceding year up to 31<sup>st</sup> March. The following tables draw on information submitted this year.

4.2.2 A key factor giving rise to the new regulations that came into force three years ago was to increase the number of notifications made to local authorities concerning children living in, or about to live in private fostering arrangements.

Table one

	2005/6	2006/7	2007/8	2008/9
Number of new notifications during the year	15	36	23(2)	37
Number of new private fostering arrangements that began during the year	17	36	23(2*)	37
Number of notifications of private fostering arrangements ending in the year	11	26	26	13
At 31 <sup>st</sup> March – the number of private fostering arrangements	9	19	18	14

\*Figures in brackets relate to two placements that should have been included in the DCSF return for 2006/7 to make timely notifications.

4.2.3 This year has seen a significant increase in notifications compared with 2007/08. This increase could be attributed to the increase in awareness amongst professionals and the public and attributed to 'catching up' with previously un-notified placements.

4.2.4 Despite the fluctuation in notifications the number overall seems to have remained steady. Much of the activity therefore relates to new arrangements commencing, which subsequently end shortly after; very few arrangements last long enough to be considered by fostering panel. Therefore the majority of the private fostering arrangements in existence as at 31<sup>st</sup> March appear to be stable having been in place for some time.



#### 4.3 Visiting

- 4.3.1 Another key element within the children (Private Arrangements for fostering) Regulations 2005 is the need for a consistent response to the visiting of children in such arrangements to ensure that they are suitable to the needs of the child.

Table Two

	2005/6	2006/7	2007/8	2008/9
Number of initial visits made during the year	17	36	23 (2*)	37
Number of initial visits made within 7 days of the beginning of the arrangement	3 <sup>a</sup>	31	21(2*)	32
% of visits made less than 6 weekly to arrangements starting within a year	N/A	100%	100%	100%
% of visits made less than 12 weekly to arrangements starting before	N/A	100%	100%	100%

- 4.3.2 The number of initial visits matches the number of new private fostering arrangements being notified, however in five cases the initial visit occurred outside the 7 day requirement. This is likely to have been due to delays either in being notified of the arrangement, or difficulty in being able to arrange the visit itself. There is clearly a high level of compliance with the visiting requirements; this suggests that privately fostered children within Leicester City are adequately safeguarded through these contacts and likely to have their needs assessed and met.

<sup>a</sup> This figure is low because many notifications were received some time after the arrangement commenced. The higher figures in subsequent years are suggestive of higher compliance with the need to notify the Local Authority at an early stage.

#### 4.4 Country of Origin

- 4.4.1 Table three represents a condensed version of the table required by the DCSF detailing the country of birth of all notified privately fostered children during the year. To avoid the table becoming too complicated figures from the previous two years' returns are not indicated, but are referred to in the narrative below.

Table Three

Age at 31 March	All Children	UK	Africa
Under 1 year	0	0	0
1 – 4 years	2	1	1
5 – 9 years	1	0	1
10 – 15 years	19	17	2
16 years and over	1	0	1
All Children	23	18	5

4.4.2 There are some slight changes from previous years. This year there are 2 children in the 1 – 4 year category, whilst the vast majority of private fostering arrangements relate to teenagers. In addition to this historically, in Leicester, the majority of private fostering arrangements have been associated with UK born (predominantly white) young people.

#### 4.5 Conclusion

4.5.1 It is now just over four years since the implementation of the Children (Private Arrangements for Fostering Regulations 2005, Guidance and Minimum Standards 2005 came into force. Changes were made to the way information and publicity was made available at the same time. The city procedures were revised and updated and implemented just under two years ago. The above changes have now settled in and this is the second full year of reporting since the changes in regulations.

4.5.2 There has been a further reduction since last year in the overall number of notifications, although the number of private fostering arrangements remains stable. There continues to be, relative to the actual number of continuing arrangements, a high number of notifications of new private fostering arrangements with most of those ending within the year.

4.5.3 No specific publicity campaign has been run in the city within the last year to raise public awareness of the requirement to notify the local authority of private fostering arrangements. Despite this, the numbers of new notifications remains higher than before the new regulations come into force and awareness amongst professionals will have contributed to holding up these figures. Data indicates that privately fostered children are initially visited promptly and thereafter at regular intervals in accordance with the regulations.

4.5.4 We should consider a further public publicity event within the next year, to ensure that the levels of notification remain high and reflect an accurate position re Private Fostering in Leicester.

4.5.5 School staff in particular are well placed to know when children may have moved to live in a private fostering arrangement across all communities. Private Fostering Advice and information has been posted on Leicester City Council's schools' 'Extranet' to raise awareness and distribute guidance booklets along with the Safeguarding Procedures.

### 5. **Financial, Legal and other implications**

#### 5.1. **Financial Implications**

5.1.1 There are no material financial implications arising directly from this report. Colin Sharpe, Head of Finance and Efficiency CYPS ext 29 7750

#### 5.2 **Legal Implications**

5.2.1 When a local authority (LA) receives notification of a private fostering arrangement, under section 67 'Children Act 1989' (the Act) it has a duty to

satisfy itself as to the welfare of children who are, or in respect of whom it is proposed they be privately fostered in that authority's area. The 'Children (Private Arrangements for Fostering) Regulations 2005@ (the regulations) set out what the LA must do to discharge that duty, and the Act and regulations also set out the statutory notification scheme for those who enter into a private fostering arrangement or propose to do so.

5.2.2 The DCSF requires LA's to submit an annual return providing statistics as to the number of children under private fostering arrangements as a way of collecting information about such children. This report focuses on the authority's work and initiatives towards compliance with its statutory duties." Cathy Healey, team leader, Community Services Law x 6712

**6. Other Implications**

OTHER IMPLICATIONS	YES/NO	Paragraph With Supporting information	References
Equal Opportunities	N		
Policy	Y	4.1.3	
Sustainable and Environmental	N		
Crime and disorder	N		
Human Rights Act	N		
Elderly/People on low incomes			

**7. Background papers – Local Government Act 1972**

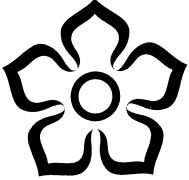
**8. Report Author**

Sonia Grant, Service Manager, Social Care & Safeguarding Division.  
 Peter McEntee, Head of Service, Social Care & Safeguarding Division.  
 Andy Smith, Divisional Director, Social Care & Safeguarding Division

<b>Key Decision</b>	No
<b>Reason</b>	N/A
<b>Appeared in Forward Plan</b>	N/A
<b>Executive or Council Decision</b>	Executive (Cabinet)

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# Appendix B



Leicester  
City Council

**WARDS AFFECTED**  
All Wards

## **FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**CYP Scrutiny  
Cabinet**

**3rd November 2009  
9<sup>th</sup> November 2009**

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### **Annual Adoption Statement of Purpose 2009**

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#### **Report of the Strategic Director, Children**

#### **1. Purpose of Report**

- 1.1** To introduce the cabinet to the updated Leicester City Council Adoption Agency Statement of Purpose and Annual report of activity during 2008-2009, contained within the Statement of Purpose at Appendix 1.

#### **2. Summary**

- 2.1** This report accompanies the revised Statement of Purpose for the Leicester City Council as an Adoption Agency. It provides key information on the volume and nature of the work of the adoption team.
- 2.2** Leicester City Council as an Adoption Agency discharges this function through the Adoption team, delivered through a joint arrangement with Leicestershire and Rutland County Councils.

#### **3. Recommendations (or OPTIONS)**

- 3.1** Cabinet note and formally approve the Statement of Purpose
- 3.2** Cabinet note and approve the activity of the Adoption team (2008/2009)

#### **4. Report**

- 4.1** Standard 1 of The Adoption National Minimum Standards requires that, "there is a clear written statement of the aims and objectives of the adoption agency and the adoption agency ensures that it meets those aims and objectives." The standard details what the Statement of Purpose should contain, including aims and objectives of the adoption agency and an accurate description of the facilities it provides.
- 4.2** The Statement of Purpose should be reviewed, updated and where necessary modified at least annually before approval by the Executive side of the council. After approval, the Statement of Purpose becomes a public document and this is published on the Leicester City Council website.

**5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

**5.1 Financial Implications**

There are no changes proposed that would have any significant financial implications. -  
Colin Sharpe, Head of Finance and Efficiency, CYPS, ext. 29 7750

**5.2 Legal Implications**

There are no Legal Implications.

Kamal Adatia – Barrister, Head of Community Services Law, Tel: 0116 252 7044

**6. Other Implications**

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	No		
Policy	No		
Sustainable and Environmental	No		
Crime and Disorder	No		
Human Rights Act	No		
Elderly/People on Low Income	No		

**7. Consultation**

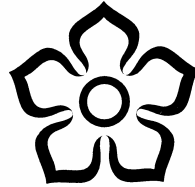
**8. Report Author**

Mark Tingley, Service Manager Placements, extn: 39-5876

Lorraine White, Head of Service, Social Care & Safeguarding, extn: 39-5213

Andy Smith, Interim Director, Social Care & Safeguarding extn: 29-8306

<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)



Leicester  
City Council

## **STATEMENT OF PURPOSE**

**Leicester City Council Adoption Agency joint  
arrangement with Leicestershire and Rutland  
County Councils.**

**Leicester, Leicestershire and Rutland  
Adoption Team  
2009**

**Eagle House  
11 Friar Lane  
LEICESTERSHIRE  
LE1 5RB**

**Telephone 0116 299 5899  
Fax 0116 299 5900**

**May 2009**

## **1. Introduction**

This Statement of Purpose explains the aims, objectives and services provided by the Adoption Team for The Children and Young People's Services of Leicester City, Leicestershire and Rutland. It is part of the responsibility in fulfilling the requirements of the Adoption Regulations and National Minimum Standards (2000).

The Statement of Purpose is made available to staff of the organisation, prospective adopters, children and young people, parents and other professionals.

The addresses of the three Local Authorities who constitute the joint arrangement are as follows:-

Leicestershire County Council  
Children and Young People's Service  
County Hall  
Glenfield  
Leicester, LE3 8RL

Leicester City Council  
Children and Young People's Service  
New Walk Centre  
Welford Place  
Leicester, LE1 6ZG

Rutland County Council  
Children and Young People's Service  
Catmose  
Oakham  
Rutland, LE15 6HP

## **2. Aim of the Adoption Service**

The primary aim of the Adoption Service is to ensure that children, who are referred for an adoptive placement, are placed as a matter of priority, within a loving and supportive family that can meet their needs during childhood and beyond.

Additionally, it is the aim of the service to:-

- Place children at the centre of the adoption process and act in their best interests at all times, ensuring the process is timely and avoids delay.
- Recruit high quality adoptive families to meet the needs of children referred for adoption, whilst recognising that family life can be achieved in families headed by married couples, single people and couples in same sex relationships. Adults with and without birth children can provide suitable placements



- Provide advice and training for Child Care Social Workers on matters related to applying for an adoptive placement.
- Provide a range of services and information to adoptive families, birth families and adoptive children.
- Provide a range of support services for families and children to ensure adoptive placements are successful.

### **3. Objectives of the Service**

To ensure children's needs have been fully assessed and that it is considered that adoption is the correct plan for a child before a matching process starts.

To ensure, that the views of children and young people have been listened to and have been given due consideration in any decisions that are taken about their future.

To regularly publicise adoption services to enable all members of the community to consider adoption as a positive option and to recruit carers from a wide variety of backgrounds to meet children's specific racial and cultural needs as well as any issues arising from disability or illness.

To recruit adopters who will respect a child's birth and family origins and who will bring an adopted child knowing and understanding their origins.

To recruit adopters who will respect the diverse cultures and life styles within society and who will bring up children who will also respect these differences. To recruit adopters who will respect a young person's choice in terms of sexuality and religion.

To recruit, train and retain highly skilled and appropriately qualified staff who have experience in the making and supporting of family placements, and in understanding the effects the adoption process can have on all parties. To ensure all the staff of the service are committed to ensuring children and families receive the support and advice required to maintain stable family life.

### **4. Principles**

The Adoption Service believes that:-

- Children are entitled to grow up as part of a loving family which can meet their needs during childhood and beyond.
- It is best for children where possible to be brought up by their own birth family.
- The child's welfare, safety and needs are at the centre of the adoption process.
- The child's wishes and feelings will be actively sought and fully taken into account at all stages of the adoption process.

- Delays in adoption can have a severe impact on the health and development of children and should be avoided wherever possible.
- Children and young people's ethnic origin, sexuality, religion and language should be fully recognised and positively valued and promoted when decisions are made about them.
- The particular needs of disabled children should be fully recognised and taken into account when decisions are made.
- The role of adoptive parents in offering a permanent family to a child who cannot live with their birth family should be valued and respected.
- Adoption has lifelong implications for all involved and requires lifelong commitment from many different organisations, professions and individuals who have to work together to meet the needs for services of those affected by adoption.
- Children have the right to grow up knowing they are adopted and should have access to information about their family of birth.
- Where appropriate children should continue to have contact, either directly or indirectly, with those family members who are significant to them.

## **5. Management Structure and Staff Group**

The Adoption Service is provided through a joint arrangement between Leicester City, Leicestershire and Rutland County Councils. Leicester City and Leicestershire provide managers who are responsible for the Adoption Team. Leicestershire County Council is the lead agency.

### **6.1 Leicestershire County Council**

Name of Manager: - Cath Sartoris

Address: - Children and Young People's Service  
Bassett Street  
South Wigston  
Leicester, LE18 4PE

The experience and qualifications of the manager are:-

Cath Sartoris has a degree in Social Studies and a CQSW from the University of Leicester obtained in 1974. Cath Sartoris also has a Diploma in Management from the University of Leicester obtained in 1996. She has worked extensively in Children's Services.

The registered provider is Leicestershire County Council Children and Young People's Service.

The Agency Decision Maker on behalf of the Local Authority is Keith Peers, Assistant Director.

## **6.2 Leicester City Council**

Name of Manager: - Mark Tingley

Address: - Eagle House  
11 Friar Lane  
Leicester, LE1 5RB

The experience and qualifications of the Manager are:-

Mark Tingley has a CQSW and BA (Hons) Social Science obtained in 1980. He has nearly thirty years experience as a social worker and social work manager, having worked both in London and Leicester in both fieldwork and children's resources resources.

The registered provider is Leicester City Council Children and Young People's Service.

The Agency Decision Maker on behalf of the Local Authority is Lorraine White, Head of Service, Children's Resources.

## **6.3 Rutland County Council**

Name of Manager: - Donna Gallagher

Address:- Children and Young People's Services  
Catmose  
Oakham, Rutland, LE15 6HP

Experience and qualifications of the manager are:-

Donna Gallagher has a CQSW from Trent Polytechnic in Nottingham obtained in 1984. Donna has an NVQ5 in Management obtained in 2005. She is also an accredited Practice Teacher. She has worked extensively in Children's Services and Mental Health Services.

The registered provider is Rutland County Council.

The Agency Decision-Maker on behalf of the Local Authority is Stephen Attwood.

## **7. The Adoption Team**

The Adoption Service employs a number of qualified and experienced staff as follows:-

- Two Team Manager posts: Sara Draycott works full-time for Leicester City Council and Bridget Puddepha works just under full time hours for Leicestershire County Council. The two managers are responsible for the day to day work of the Adoption Team. Both managers have social work qualifications and extensive experience of child care and adoption services over many years.

- Three full-time and seven part-time social workers, who are all qualified and experienced in adoption work.
- Four adoption support workers - two qualified in social work and two support workers who have relevant experience.
- Three part time qualified social workers for the provision of birth records counselling.
- Two administrative assistants and four clerks who provide administrative support to the team and reception support to the Eagle House building. There is also a part time clerk to assist in developing and maintaining the adoption team data systems.
- Two part-time receptionists

## 8. **The Work of the Adoption Team**

The Adoption Team is based at:-  
 Eagle House  
 11 Friar Lane  
 Leicester, LE1 5RB

This team provides the following services:-

- Recruitment of adoptive families; including publicity, information giving and regular information evenings.
- Assessment and preparation of prospective adoptive families, which includes visiting the home, undertaking a home study, references, checks, and preparation groups.
- Support for approved families awaiting placement.
- Advice, guidance and support to adoptive families during the matching process and post placement, this includes workshops and events for adoptive families.
- Running training and educational events and providing guidance for departmental staff who are preparing children, their parents and carers.
- Provision of adoption support services to adoptive families and birth relatives.
- The facilitation of direct and indirect contact arrangements.
- The provision of a specialist consultation and advice service.
- Counselling, information, and advice in relation to the following individual situations:-
  - Birth parents whose children might be adopted.
  - Prospective adopters.
  - Adults who have been adopted, including access to birth records counselling.
  - People who wish to adopt children from another country.
  - Non-agency adoptions including step-parents who wish to adopt their partner's children.

**9. Inter Country Adoption**

The service has always offered an Inter country service to prospective adopters who wish to adopt child from abroad. This has increasingly proved a complex and difficult area as each country has different adoption rules that change from time to time. In order to give a better service to this group of people a service level agreement has been agreed with The Yorkshire Adoption Agency (Limited). This adoption agency has developed a good level of expertise in this area of work. From October 2006 they have dealt with all enquiries and assessments for inter country adoption on behalf of the joint arrangement.

**10. Enquiries about Adopting a Child: (Recruitment of Prospective Adoptive Families)**

A range of leaflets are available to explain to people what adopting children is all about and the processes that prospective adopters will need to go through. The Adoption Service welcomes enquiries from people from all backgrounds, whether single, in a relationship, or married, and regardless of sexual orientation, race or religion. There is no upper age limit for a prospective adopter(s) but adopters need to be in good general health with lots of energy and love to give to a child.

The Adoption Service has a well-defined recruitment strategy whose aim is to prioritise the recruitment of adopters who can best meet the needs of local children requiring adoption. The time scale for the assessment process is shown in Appendix 1.

**11. Local Authority Adoption Panel and Decision-Making Responsibilities**

Each of the three Local Authorities has an Adoption Panel to consider cases arising from their area. The Panel has the responsibility to:-

- Consider the assessment of prospective adoptive parent(s) and recommend whether they should be approved.
- Decide whether adoption should be the plan for a child.
- Agree the matching of children to a particular family.
- Take an interest in the general running of the adoption service and to receive reports giving over view information about the general running of the team.

The attendance of prospective adopters and approved adopters who are to be matched with a child is now part of the established procedure for the panel

The Adoption Panel is governed by guidance and regulations. Panel members include qualified social work managers, a medical adviser, elected Members of the Council, lay people (who are not employed by the Service/Council and who may have personal experience of adoption). A legal adviser and a panel adviser also attend the panel. All the panels have an independent chair.

Following a recommendation of the Adoption Panel, the papers and minutes of the meeting are passed to the “Agency Decision Maker” who has responsibility for decision making on behalf of the Agency. The decisions are made following consultation with the panel adviser and access to the panel minutes. Decisions are always made within seven days of the panel meeting. The decision is then put in writing to the prospective adopter(s).

## **12. Monitoring the Quality of the Adoption Service**

The quality of the Adoption Service’s work and standards are regularly monitored:-

- The managers of the Service ensure that the staff are appropriately skilled, trained and supervised on a regular basis to ensure they can undertake the functions of their work.
- The work of the adoption team is governed by Adoption Standards, Guidance and Legislation. The three local authorities submit information on achievements against performance indicators.
- The work of the adoption team is monitored to ensure appropriate timescales are adhered to where ever possible.
- The Adoption Panel independently scrutinises all assessments and judgements made about children being considered for adoption and those of prospective adoptive parents. The Adoption Panel has a critical role to play in the provision of independent expert oversight.
- Adoption panel members are appraised annually and the performance of the panel reviewed to ensure that it carries out its role efficiently and effectively.
- Elected members of the Council have a duty to be accountable for the Adoption Service. In Leicester City, two Councillors are members of the adoption panel.
- The ADM also observes one panel each year and attends panel training days
- The Adoption Service is subject to a three yearly inspection by Ofsted.
- Feedback is gathered from a variety of service users through evaluation.

## **13. Complaints Procedure**

Each of the three Local Authorities has a complaints procedure. If a complaint is made, it will be considered by the relevant Authority and the complainant will be informed which of the relevant Authorities will be dealing with their complaint.

Copies of the procedure and complaints forms can be requested from the Adoption Team at Eagle House, 11 Friar Lane, Leicester, ☎Tel: 299 5899.

All complaints and matters of concern are treated with respect and are dealt with as promptly as possible and within specified timescales. The adoption service aims to resolve problems in the first instance by informal negotiation. A central record is kept of all complaints as part of the agency's quality management process; these records are open to inspection by Ofsted.

Children who are already placed in adoptive placements (i.e. children in care of the Local Authority) also have access to the Council's Children's Rights Officer in Leicestershire and Leicester City, who will assist any child in making a complaint if they wish, and support them throughout.

#### **14. The Recruitment of Prospective Adopters**

Adoption Team deals with a high number of enquiries, in 2008/09 the total number of referrals to the team was 1037, of which 310 were from people showing an interest in adopting a child. Of these 108 were from the City, 202 from the County and 5 from Rutland. 55 people expressing an interest in adopting came from other areas. The majority of enquiries are still from childless couples who want to adopt a baby or very small child. This image of adoption is however slowly changing and there has been some success in recruiting single and same sex couples. The team has been successful in recruiting appropriate numbers of Asian adopters according to the number of Asian children and babies available for adoption.

In 2008/09 seven information evenings were held, attended by 62 households, which were comprised of 48 White British couples, 1 Hindu Asian couple, 5 Asian Muslim couples, 2 Asian Sikh couples, 1 African Caribbean couple, 1 same sex male couple, 2 same sex single couples and 2 single female applicants. The evenings are run by social workers from the team with the help of adoptive parents.

In the same period four Preparation Groups were run for 33 applicants, comprising 26 White British couples, 1 African Caribbean couple, 1 Asian Sikh couple, 4 Asian Muslim couples and 1 single White British applicant. These groups have involved the input of birth parents, adopters and adult adoptees, as well as the CAMHS and post adoption workers.

The Team has continued to recruit a high number of appropriate adoptive families - 35 were presented to the adoption panels in the last year, all of whom were approved. There were 3 same sex couples, 2 single adopters, 2 inter-country adopters. Seven were of Asian origin, of these, 3 were Hindu, 2 Sikh and 1 Muslim, the remainder were White British couples.

In the City 67 children were referred for adoption in 2008/09, of whom 33 were presented to the adoption panel for consideration of a recommendation for a plan for adoption. In the same period 30 children were placed in adoptive families and 24 children were adopted.

#### **15. Adoption Support**

There are now 4 adoption support workers within the team and three part time workers dealing with birth records counselling work.

A leaflet for schools on adoption issues has been produced and distributed. There has been a very positive response to this.

The CAMHS Service has funding for two posts to increase the capacity of the Young People's Team to respond to the needs of adoptive families. The Educational Psychology Services from the city and the county contribute to post placement support.

Total number of referrals to the adoption support team in 2008/09 was 347. Of these, the majority continue to be from adopted adults (109) who were requesting a variety of services, but commonly are seeking access to their birth records and want help in tracing their birth relatives. Birth relative enquiries (57) seek similar services, often from people requesting contact with their adopted relatives.

Requests for help from adoptive families total 56. These are the lowest in number but are usually the most time consuming and complex. The needs of families are often urgent and sometimes traumatic cries for help from adoptive families who are trying to care for extremely troubled adopted children and young people.

The adoption support workers run various support groups and drop –in sessions for adoptive parents. These groups run at different times of the day and include "Play and Stay" sessions. Attendance is variable but feedback is positive. The team has organised several one day workshops for adopters run by 'Adoption UK'. These have covered topics including: education and the adopted child, dealing with teenagers, telling and life story-books. Take up by adopters has generally been low, but feedback has invariably been positive.

We are now able to keep in touch with adoptive families through a new quarterly newsletter called "Reaching Out". This provides details of organised activities and includes relevant articles about adoption.

The workers continue to organise day seminars by a well respected clinical psychologist on attachment issues and resolutions. They are run as a rolling programme, two or three times a year. These have been well attended by adoptive parents and have greatly enhanced their understanding of attachment issues as well as their skills to parent damaged children. Learning in the company of other adopters is experienced as supportive and sometimes useful ongoing contacts are established between them. Other professionals including school teachers, health visitors and social workers attend this training and helps build positive professional relationships which are supportive of adopted children.

Social events such as the annual adoption party for children and parents continue to provide opportunities for families to support each other. Summer events such as picnics have been organised by adopters. We also organise an activity day for children in the school summer holidays. Children's art therapy sessions are organised and this provides another means by which children can communicate their views and feelings in the context of adoption. Their work was on display in the adoption and fostering service reception area.

The Raising Achievement of Looked After Children Team (RALAC) are able to provide additional advice and support in school to assist their transition to a new school.



The City's Children and Families Support Team is able to intervene directly, to work with children and families and continues to be highly regarded as a beneficial resource by adoptive families.

**16. Services to Adopted People (Birth Records Counselling and Intermediary Services)**

Adults who have been adopted can approach the Registrar General when they are 18 and ask for details from their original birth certificate. Once they have obtained this information a request can be made to the team for a Birth Records Counselling service (BRC). This involves obtaining a file from either the local store or from another adoption agency. The amount in the file can vary considerably but has to be carefully considered in terms of sharing the contents with an adopted person. This work is provided on a statutory basis.

Once this information has been obtained many people then request assistance with tracing their birth relatives and with achieving a reunion. The waiting list for Birth Records Counselling work had previously been too long and steps have been taken to address this problem. However, one measure to reduce the wait for such counselling has been to suspend our assistance with tracing and reunion, which is not a statutory service, to focus efforts on reducing the waiting time for BRC. This decision will be subject to on-going review. A new part time post was established in November 2007 to help to deal with this problem and another part-time adoption social work post has been designated to work with birth records counselling cases resulting in the waiting time now significantly reducing.

**17. Services to Birth Families**

A requirement of National Adoption Standards is to offer independent counselling to birth parents during care proceedings. Previously the independent counselling was carried out by PICS (Parent Independent Counselling Service) which was subject to a Service Level Agreement. Take-up of this service had been low and the service level agreement has been allowed to lapse. Access to counsellors is still available, but no longer as part of a service level agreement. Within Leicester City, independent counselling will be available via the Children and Families Support Team.

**18. Contact Services**

Improved management of the Post Box (indirect contact) Scheme has been achieved. The workers who are responsible for this service have improved its quality and development. Separate files for direct contact arrangements have been established, as such arrangements have increased. There are now approximately 631 active cases.

An email facility is available and popular amongst adopters for the exchange of indirect contact material.

A leaflet on the Post Box Scheme is available.

A leaflet and letter is available for young people reaching their 18<sup>th</sup> birthday, when their post box arrangement would otherwise end. This advises both adoptees and their birth families, if they wish, how they could continue contact independently. There is additionally the facility to continue the post box facility up to the age of 25 years, where there is a need.


**19. Services to Children**

Indirectly, we have supported children through services to their parents and through the Contact Scheme. We have access to a supply of books, and tapes and videos for direct work with children. Counselling is possible with older children. Children participate in social events such as the annual party, summer picnic, "Play and Stay" and art therapy sessions.

**20. OFSTED**

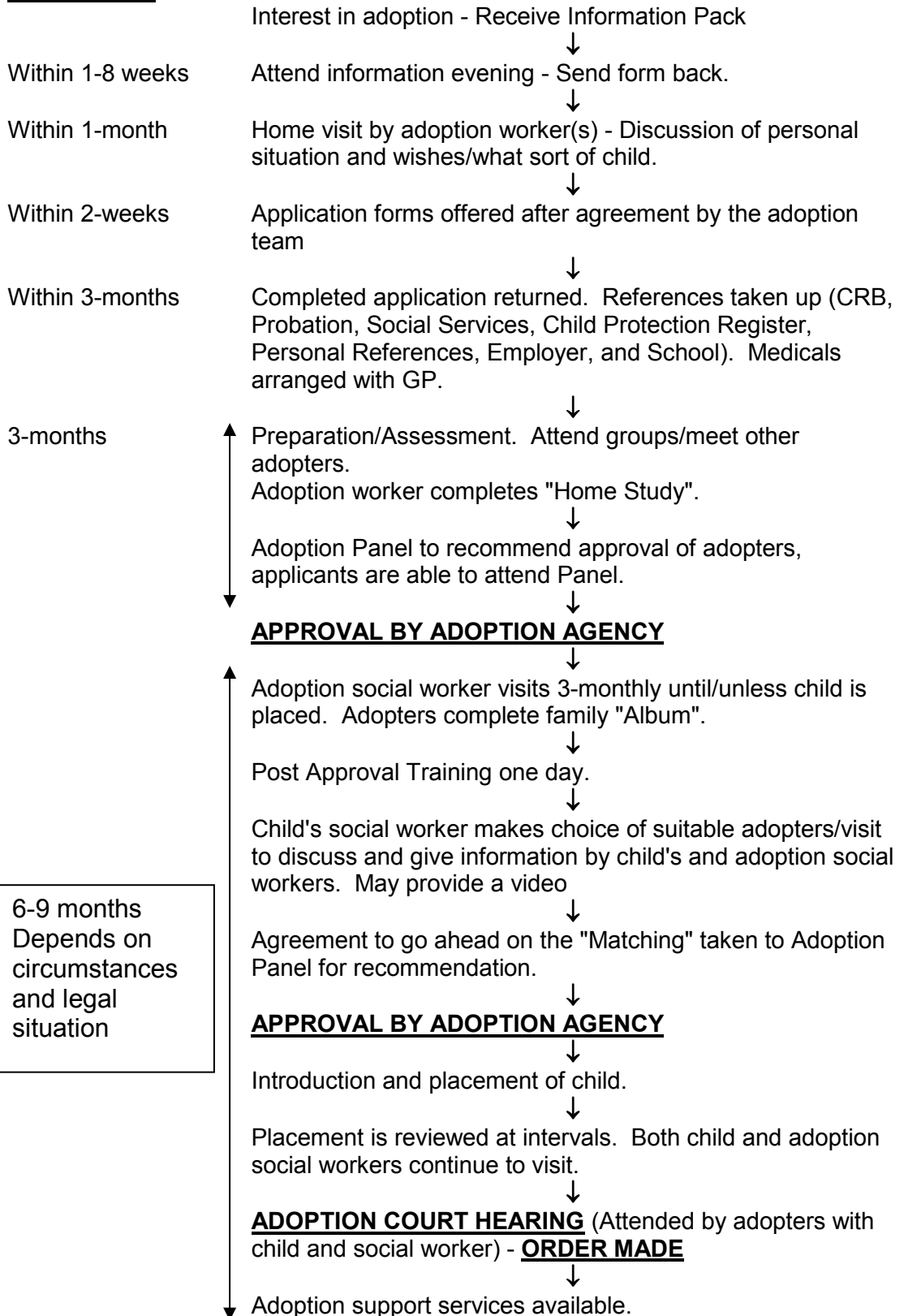
Ofsted is responsible for inspecting the Adoption Agency, usually on a three year cycle. The last inspection took place in September 2006. Ofsted will also receive and investigate any complaints about the Adoption Service. They are can be contacted at:-

National Business Unit  
3<sup>rd</sup> Floor, Royal Exchange Buildings  
St. Anne's Square  
Manchester  
M27 LA

	08456 40 40 40
Fax	08456 40 40 49
Email	<a href="mailto:enquiries@ofsted.gov.uk">enquiries@ofsted.gov.uk</a>

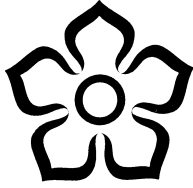
**Process for Assessment and Approval of Adopters**

**Target Times**



6-9 months  
Depends on  
circumstances  
and legal  
situation

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Leicester  
City Council

**WARDS AFFECTED: ALL**

**CABINET  
COUNCIL**

**9 November 2009  
26 November 2009**

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## **GAMBLING POLICY - RENEWAL**

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### **Report of the Director of Environmental Services**

#### **1. Purpose of Report**

- 1.1 The purpose of the report is to determine the Council's Gambling Policy for the coming three years, as required by the Gambling Act 2005.

#### **2. Summary**

- 2.1 The Gambling Act 2005 came into effect in 2007. As Licensing Authority, Leicester City Council is required to publish its Gambling Policy for 2010-2012 by 14 January 2010.
- 2.2 The current policy has not caused any problems since it came into effect in February 2007. There have been no significant developments since that date to require an update of the policy. In view of this, it is proposed to adopt the same policy for 2010-2012. The current policy is attached at Appendix A.

#### **3. Consultation**

- 3.1 In accordance with the Gambling Act, consultation has taken place with:
- The Chief Officer of Police
  - Representatives of the gambling trade
  - Representatives of people who may be affected by the Gambling Policy

The consultation has also been available on the council's website between 12 August and 9 October 2009.

- 3.2 At the time of writing the report, no responses had been received. A Licensing Committee meeting is scheduled for mid to late October 2009 and any replies received on or before 8 October will be reported to the Committee. Comments from the Licensing Committee will be reported verbally to Cabinet.

#### **4. 'No casino' policy**

- 4.1 Licensing Authorities may consider having a "no casino" policy, and if they do, this must be included in their Gambling Policy. A "no casino" policy has no effect on existing casinos, but prevents a licensing authority from issuing a new casino licence. The Gambling Act limits the number of new casinos nationally to one regional, eight large and eight small. The government has announced the locations of these new casinos, none of which are in Leicester.

#### **5. Recommendations**

- 5.1 Cabinet is asked to recommend the Gambling Policy for 2010-2012 to be approved by Council.
- 5.2 Council is asked to approve the Gambling Policy for 2010-2012 as recommended by Cabinet.

#### **6 Financial & Legal Implications**

##### **Financial Implications**

- 6.1 Premises licence fees are set in a series of bands with a prescribed maximum for each band. Licensing authorities are able to set licence fees within each band so as to ensure full cost recovery. It is anticipated that the fees will continue to cover all costs, thus there should be no additional costs on Leicester City Council.

*Martin Judson, Head of Finance*

##### **Legal Implications**

- 6.2 The Gambling Act 2005 requires Licensing Authorities to prepare and publish a licensing Policy Statement. The Licensing Policy Statement will last for a maximum of 3 years, but can be reviewed and revised by the authority at any time.
- 6.3 The statement must be produced following widespread consultation with
- 1) the chief officer of Police for the authority's area
  - 2) persons who appear to the authority to represent the interests of the persons carrying on gambling businesses within the area, and
  - 3) persons who appear to the authority to represent the interests of persons who are to be effected by the exercise of the authority's functions under the Act.
- 6.4 Regulations state the Licensing Authority must set out the principles, it proposes to apply in exercising its functions under the Act during the 3 year period to which the policy applies.
- 6.5 Regulations also state that the Licensing Authority Policy Statement is a shared responsibility of the full Council and the executive. Therefore it has to be considered by the Cabinet and approved by full Council before it is published.

*Jamie Guazzaroni, Legal Services*

**7 Background Papers – Local Government Act 1972**

Gambling Act 2005

**8 Consultations**

Licensing Committee – 21<sup>st</sup> July & October 2009

Chief Officer of Police, Leicestershire Constabulary

Gambling Businesses

Organisations representing people who may be affected by gambling

Head of Legal Services

Head of Finance

**9 Report Author**

Rachel Hall – Licensing Team Manager

252 6319

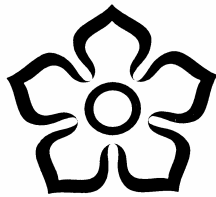
Rachel.hall@leicester.gov.uk

<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)

# **APPENDIX A**

## **LEICESTER CITY COUNCIL**

### **STATEMENT OF GAMBLING POLICY**



Leicester  
City Council

**APPROVED ON 30 NOVEMBER 2006 BY FULL COUNCIL**



# Leicester City Council

## Statement of Gambling Policy

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## **1. The Licensing Objectives**

In exercising their functions under the Gambling Act 2005 (the Act), the City Council must have regard to the licensing objectives as set out in Section 1 of the Act. The licensing objectives are:

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

The Act requires that the City Council should aim to permit the use of premises for gambling in so far as it thinks it is:

- in accordance with any relevant code of practice issued by the Gambling Commission
- in accordance with any relevant guidance issued by the Gambling Commission
- reasonably consistent with the licensing objectives, and
- in accordance with the authority's statement of licensing policy

## **2. Introduction**

Leicester City Council is a unitary authority situated in the County of Leicestershire. The Council area has a population of 280,000 (2001 Census), covering 73.09 square kilometres (28.22 square miles).



The City Council is required by the Gambling Act 2005 to publish a statement of the principles that it proposes to apply when exercising its functions. This statement must be published at least every three years. The statement must also be reviewed from “time to time” and any amended parts re-consulted upon. The statement must be then re-published.

Leicester City Council consulted widely upon this policy statement before finalising and publishing it. A list of the persons we consulted directly is provided below. It also enabled consultation via its website and sent out copies of the draft policy and questionnaire on request.

The Gambling Act requires that certain parties are consulted by Licensing Authorities. The City Council consulted the following:

- The police
- Existing providers of gambling facilities in Leicester:
  - Casinos
    - Stanley Casinos
    - Gala Leisure
  - Bingo halls
    - Gala Clubs
    - Top 10 Bingo
  - Bookmakers
    - Mecca
    - William Hill
    - Ladbrokes
    - Manny Bernstein
    - Tremayne Racing
  - Amusement arcades etc
    - Thomas’s Organisation Ltd
    - Hollands Park Amusements
    - Cascade
    - Lisa’s Entertainment Centre
- Leicester City Council’s Children’s Services Department
- Members of the People’s Panel, who form a representative sample of Leicester residents
- Other consultees:
  - Association of British Bookmakers
  - Lotteries Council
  - British Amusement Catering Trade Association
  - British Casino Association
  - Remote Gambling Association
  - Bingo Association
  - British Horseracing Board
  - British Greyhound Racing Board
  - Advertising Association

- Casino Operators Association
- Business in Sport & Leisure
- GAMCARE
- Responsibility in Gambling Trust
- Gamblers Anonymous
- Salvation Army

The policy was approved at a meeting of the Full Council on 30 November 2006 and was published via our website on 4<sup>th</sup> December 2006. Copies were placed in the public libraries of the area as well as being available in the Customer Services area of New Walk Centre.

Should you have any comments about this policy statement please send them via e-mail or letter to the following contact:

Name: Licensing Team Manager  
 Address: Regeneration & Culture, New Walk Centre, Welford Place, Leicester, LE1 6ZG  
 E-mail: [licensing@leicester.gov.uk](mailto:licensing@leicester.gov.uk)

It should be noted that this policy statement will not override the right of any person to make an application, make representations about an application, or apply for a review of a licence, as each will be considered on its own merits and according to the statutory requirements of the Gambling Act 2005.

### **3. Declaration**

In producing this licensing policy statement, the City Council declares that it has had regard to the licensing objectives of the Gambling Act 2005, the guidance issued by the Gambling Commission, and any responses from those consulted on the policy statement.

### **4. Responsible Authorities**

The City Council has designated the Local Safeguarding Children Board as the body it considers competent to advise the authority about the protection of children from harm. The principles applied by the City Council in making this designation are:

- the need for the body to be responsible for an area covering the whole of the licensing authority's area
- the need for the body to be answerable to democratically elected persons, rather than any particular vested interest group etc

The contact details of all the Responsible Bodies under the Gambling Act 2005 are:

- Leicester City Council Licensing Committee
- The Gambling Commission
- Leicestershire Constabulary
- Leicestershire Fire and Rescue Service
- Leicester City Council Development Control Team

- Leicester City Council Noise Control Team
- Leicester City Council Local Safeguarding Children Board
- HM Customs and Excise

Their contact details are available via the Council's website at: [www.leicester.gov.uk/licensing](http://www.leicester.gov.uk/licensing).

## 5. Interested parties

Interested parties can make representations about licence applications, or apply for an existing licence to be reviewed. Interested parties are defined in the Gambling Act 2005 as a person that

- 
- a) lives sufficiently close to the premises to be likely to be affected by the authorities activities,
- b) has business interests that might be affected by the authorised activities, or
- c) represents persons who satisfy paragraph (a) or (b).

The licensing authority is required to state the principles it will apply in determining whether a person is an interested party. The principles are:

- Each case will be decided upon its merits.
- The City Council will not apply a rigid rule to its decision making, and will consider the examples of considerations provided in the Gambling Commission's Guidance to local authorities (8.10-8.18)
- The City Council will also consider the Gambling Commission's Guidance that "has business interests" should be given the widest possible interpretation and include partnerships, charities, faith groups and medical practices.

Interested parties can be persons who are democratically elected such as Councillors and MP's. Other than these persons, the City Council will require written evidence that a person 'represents' someone who either lives sufficiently close to the premises to be likely to be affected by the authorised activities and/or business interests that might be affected by the authorised activities. A letter from one of those persons, requesting the representation is sufficient.

If individuals wish to approach Councillors to ask them to represent their views then care should be taken that the Councillors are not part of the Licensing Committee dealing with the licence application. If there are any doubts then please contact the Licensing Section:

- by telephone - (0116) 2528555
- by email - [licensing@leicester.gov.uk](mailto:licensing@leicester.gov.uk)
- by post - Licensing Section, Leicester City Council, New Walk Centre, Welford Place, Leicester, LE1 6ZG

## 6. Exchange of Information

Licensing authorities are required to include in their policy statement the principles to be applied by the authority with respect to the exchange of information with the Gambling Commission, and with those bodies listed in schedule 6 to the Act that

- have functions under the Act,
- are enforcement or regulatory bodies, or
- are sport governing bodies.

The principle that the City Council applies is that it will act in accordance with the provisions of the Gambling Act 2005 in its exchange of information. This includes the provision that the Data

Protection Act 1998 will not be contravened. The City Council will also have regard to any Guidance issued by the Gambling Commission to Local Authorities on this matter when it is published, as well as any relevant regulations issued by the Secretary of State under the powers provided in the Act 2005.

## 7. Enforcement

Licensing authorities are required to state the principles they will apply when inspecting premises, and taking criminal proceedings in respect of offences under the Act.

The City Council's principles are that it will endeavour to be:

- Proportionate: intervening only when necessary and ensuring remedies are appropriate to the risk posed, and costs identified and minimised;
- Accountable: being able to justify decisions, and be subject to public scrutiny;
- Consistent: ensuring rules and standards are joined up and implemented fairly;
- Avoiding duplication with other regulatory regimes as far as possible;
- Transparent: being open, and keeping requirements simple and user friendly; and
- Targeted: focusing on the problem, and minimising side effects.

The City Council's enforcement policy will be available upon request to the Licensing department when finalised. The Licensing department can be contacted:

- by telephone - (0116) 2528555
- by email - [licensing@leicester.gov.uk](mailto:licensing@leicester.gov.uk)
- by post - Licensing Section, Leicester City Council, New Walk Centre, Welford Place, Leicester, LE1 6ZG

Our risk methodology will also be available upon request once finalised.

## 8. Licensing Authority functions

Licensing Authorities are required to:

- Be responsible for the licensing of premises where gambling activities are to take place by issuing *Premises Licences*
- Issue *Provisional Statements*
- Regulate *members' clubs* and *miners' welfare institutes* which wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits
- Issue *Club Machine Permits* to *Commercial Clubs*
- Grant permits for the use of certain lower stake gaming machines at *unlicensed Family Entertainment Centres*
- Receive notifications from alcohol on-licensed premises (under the Licensing Act 2003) of the use of two or fewer gaming machines
- Grant *Licensed Premises Gaming Machine Permits* for alcohol on-licensed premises (under the Licensing Act 2003), where more than two machines are required
- Register *small society lotteries* below prescribed thresholds
- Issue *Prize Gaming Permits*
- Receive and Endorse *Temporary Use Notices*
- Receive *Occasional Use Notices*
- Provide information to the Gambling Commission regarding details of licences issued (see section above on 'information exchange')

- Maintain registers of the permits and licences that are issued under these functions

Licensing authorities will not be involved in licensing remote gambling. This will be the responsibility to the Gambling Commission via Operator Licences.

## PREMISES LICENCES

### 1. General principles

Premises Licences are subject to the permissions, restrictions and conditions set out in the Gambling Act 2005 and Regulations. Licensing authorities are able to exclude certain of these conditions and also attach others, where they consider this is appropriate.

### 2. Location

The demand for gambling premises cannot be considered with regard to the location of premises, but matters concerning the licensing objectives can be considered. The City Council will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as preventing crime and disorder.

In deciding whether a licence for a particular premises should be granted, each case will be decided on its merits. However, the City Council considers the general suitability of the following locations are as shown:

	<b>Suitable Locations</b>	<b>Unsuitable Locations</b>
<b>Casinos</b>	<ul style="list-style-type: none"> <li>• City Centre</li> </ul>	<ul style="list-style-type: none"> <li>• Local Shopping Centres</li> <li>• Residential Areas</li> <li>• Other Business/Commercial Areas</li> <li>• Near sensitive locations eg schools and places of worship</li> </ul>
<b>Bingo Premises</b>	<ul style="list-style-type: none"> <li>• City Centre</li> <li>• Local Shopping Centres</li> </ul>	<ul style="list-style-type: none"> <li>• Residential Areas</li> <li>• Near sensitive locations eg schools and places of worship</li> </ul>
<b>Pubs with Gaming Machines</b>	<ul style="list-style-type: none"> <li>• City Centre</li> <li>• Local Shopping Centres</li> </ul>	<ul style="list-style-type: none"> <li>• Residential Areas</li> <li>• Near sensitive locations eg schools and places of worship</li> </ul>
<b>Family Entertainment Centres</b>	<ul style="list-style-type: none"> <li>• City Centre</li> </ul>	<ul style="list-style-type: none"> <li>• Residential Areas</li> <li>• Other Business/Commercial Areas</li> <li>• Near sensitive locations eg schools and places of worship</li> </ul>
<b>Betting Offices</b>	<ul style="list-style-type: none"> <li>• City Centre</li> <li>• Local Shopping Centres</li> </ul>	<ul style="list-style-type: none"> <li>• Residential Areas</li> <li>• Near sensitive locations eg schools and places of worship</li> </ul>

### 3. Duplication with other regulatory regimes

The City Council will seek to avoid any duplication with other statutory / regulatory systems where possible, including planning. The City Council will not consider whether a licence application is likely to be awarded planning or building consent, in its consideration of it. The City Council will listen to, and consider carefully, any concerns about conditions that cannot be met by licensees due to planning restrictions, if such a situation arises.



#### **4. Conditions**

Any conditions attached to licences will be proportionate and will be:

- relevant to the need to make the proposed building suitable as a gambling facility
- directly related to the premises and the type of licence applied for;
- fairly and reasonably related to the scale and type of premises;
- reasonably consistent with the licensing objectives; and
- reasonable in all other respects.

Decisions about individual conditions will be made on a case-by-case basis. The City Council will expect applicants to offer their own measures to meet the licensing objectives. However, appropriate measures / licence conditions may cover issues such as:

- Proof of age schemes
- CCTV
- Door supervisors
- Supervision of entrances / machine areas
- Physical separation of areas
- Location of entry
- Notices / signage
- Specific opening hours
- Self-barring schemes
- Provision of information leaflets / helpline numbers for organisations such as GamCare.
- Measures / training for staff on how to deal with suspected truant school children on the premises.

This list is not mandatory, nor exhaustive, and merely gives examples of measures.

The City Council will also consider specific measures that may be required for buildings, which are subject to multiple premises licences. Such measures may include the supervision of entrances; segregation of gambling from non-gambling areas frequented by children; and the supervision of gaming machines in gambling premises that admit children, in order to pursue the licensing objectives.

It is noted that there are conditions that the licensing authority cannot attach to premises licences, which are:

- any condition on the premises licence which makes it impossible to comply with an operating licence condition
- conditions relating to gaming machine categories, numbers, or method of operation;
- conditions which provide that membership of a club or body be required (the Gambling Act 2005 specifically removes the membership requirement for casino and bingo clubs and this provision prevents it being reinstated) and
- conditions in relation to stakes, fees, winnings or prizes

## **5. Door Supervisors**

The City Council believes that adequate door supervision has an important role to play in promoting the licensing objectives, and will consider whether there is a need for door supervision on a case-by-case basis. Door supervision may provide benefits in terms of preventing children from entering adult only areas and preventing crime and disorder. In assessing the need for door supervision, the City Council will take into account the location of the premises, the likely clientele and the history of the premises.

**The Gambling Act 2005 has amended the Private Security Industry Act 2001 so that in-house door supervisors at casinos or bingo premises are exempt from the requirement to be licensed by the Security Industry Authority. However, the City Council considers that registration with the SIA brings benefits in terms of training and establishing that the door supervisor is a suitable person. This is in recognition of the nature of the work in terms of searching individuals, dealing with potentially aggressive persons, etc. It will therefore consider whether, in individual cases, it should apply a condition that door supervisors should be registered with the SIA. This decision will be influenced by the manner in which door supervision is undertaken and the likely clientele.**

## **6. Casinos**

### **Proposal for a casino**

The City Council has submitted a proposal for a premises licence for a small or large casino, to the Independent Casinos Advisory Panel. Details regarding this proposal can be found at [www.culture.gov.uk/cap/proposals](http://www.culture.gov.uk/cap/proposals) or are available via request to Andrew Thomas, Head of Regeneration Policy, New Walk Centre, Welford Place, Leicester, LE1 6ZG.

### *No Casinos resolution*

The City Council has not considered whether to pass a 'no casino' resolution. If it were to do so, this would not affect existing casinos licensed before the coming into force of the Act.

## **7. Responsibility in Gambling**

The City Council supports responsibility in gambling and envisages that any proposal for a new casino will embrace this aim.

## **PART C Permits**

### **1. Unlicensed Family Entertainment Centres**

Where a premises is not licensed, but the applicant wishes to provide gaming machines, they may apply to the licensing authority for an Unlicensed Family Entertainment Centre gaming machine permit.

It should be noted that a licensing authority cannot attach conditions to this type of permit.

The Gambling Act 2005 states that a licensing authority may prepare a *statement of principles* that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Gambling Commission.

#### *Statement of Principles*

The principles that Leicester City Council intends to adopt will require the applicant to show that there are policies and procedures in place to protect children from harm. Harm in this context is not limited to harm from gambling but includes wider child protection considerations. The efficiency of such policies and procedures will each be considered on their merits, however, they may include

- CRB checks for staff
- A policy on the suitability of staff, taking into account convictions for violence, dishonesty, sexual offences, certain motoring offences.
- appropriate measures / training for staff as regards suspected truant school children on the premises
- training for staff to ensure a full understanding of the maximum stakes and prizes.
- measures / training covering how staff would deal with unsupervised very young children being on the premises
- children causing perceived problems on / around the premises.

In addition to the above, the City Council will also expect that:

- applicants demonstrate a full understanding of the maximum stakes and prizes of the gambling that is permissible in unlicensed FECs; and
- the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act).

### **2. Alcohol Licensed premises gaming machine permits**

There is provision in the Act for premises licensed to sell alcohol for consumption on the premises to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the licensing authority. The licensing authority can remove the automatic authorisation in respect of any particular premises if:

- provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;

- gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with)
- the premises are mainly used for gaming; or
- an offence under the Gambling Act has been committed on the premises

If a premises wishes to have more than 2 machines, an application for a permit is needed. The City Council will decide each application on a case-by-case basis but will make its decision based on the licensing objectives and any other matters it considers relevant, which may include:

- the location and size of the premises
- expected clientele
- how the applicant intends to protect children and vulnerable persons from harm or being exploited by gambling
- the measures proposed by the applicant to ensure that anyone under 18 does not have access to the adult only gaming machines, which could include:
  - adult machines being in sight of the bar
  - arrangements for supervision by staff
  - notices and signage
- provision of information leaflets / helpline numbers for organisations such as GamCare.

### **3. Prize Gaming Permits**

It should be noted that a licensing authority cannot attach conditions to this type of permit.

The Gambling Act 2005 states that a licensing authority may prepare a *statement of principles* that they propose to consider in determining the suitability of an applicant for a permit and in preparing this statement, and/or considering applications, it need not (but may) have regard to the licensing objectives and shall have regard to any relevant guidance issued by the Gambling Commission.

The principles that Leicester City Council intends to adopt will require the applicant to show that:

- the applicant should set out the types of gaming that he or she is intending to offer
- the applicant should be able to demonstrate that:
  - they understand the limits to stakes and prizes that are set out in Regulations; and
  - the gaming offered is within the law
- the applicant has no relevant convictions (those that are set out in Schedule 7 of the Act).

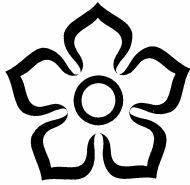
#### **4. Club Gaming and Club Machines Permits**

Members' clubs and miners' welfare institutes (but not commercial clubs) may apply for a club gaming permit. Members' clubs, miners' welfare institutes and commercial clubs may apply for a clubs machine permit. The club gaming permit will enable the premises to provide gaming machines (3 machines of categories B, C or D), equal chance gaming and games of chance as set out in forthcoming regulations. A Club Gaming machine permit will enable the premises to provide gaming machines (3 machines of categories B, C or D).

A licensing authority may only refuse to grant a club gaming or machine permit under certain circumstances specified in the Act. In deciding whether to grant a permit, the licensing authority must have regard to any guidance issued by the Gambling Commission and the licensing objectives. A licensing authority may not attach conditions to a permit.

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# Appendix D



Leicester  
City Council

WARDS AFFECTED - ALL

## FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:

CABINET

9 NOVEMBER 2009

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### DISABLED FACILITIES GRANTS: INTRODUCTION OF LEGAL CHARGES

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#### Report of the Director, Housing Strategy & Options

#### 1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to respond to a change in power that allow Councils to recover disabled facilities grants if the property is sold within ten years of the grant being paid. The Council already has a policy to reclaim Home Improvement Grants.

#### 2. SUMMARY

- 2.1 A general consent was issued in 2008 that allows local authorities the discretion to impose a limited charge on adapted owner occupied properties. As a result the council can demand repayment of part of the grant if the property is sold within ten years of the completion of grant-aided work. The maximum charge is for £10,000 which must be above a £5,000 threshold.
- 2.2 The disabled facilities grant budget is under considerable pressure. The recovery of at least some part of the grant paid will enable the council to assist additional disabled people if the funds recovered are recycled as further grants. There are limitations on how this repayment requirement is enforced.

#### 3. RECOMMENDATIONS

It is recommended that:

- 3.1 A local land charge is placed on all disabled facilities grants awarded to owner-occupiers where the amount paid towards works exceeds £5,000.
- 3.2 When considering the individual circumstances and merits of each case the Council must be satisfied that it is reasonable in all the circumstances to require repayment. Particular note will be taken of the recipient of the grant's ability to make repayment without suffering financial hardship.
- 3.3 Authority be delegated to the Head of Renewal & Grants Service to determine the amount of grant to be repaid, with the right of written appeal to the Director,

Housing Strategy & Options, in consultation with the Leader and Cabinet Lead for Housing.

**3.4** That the decision is based on that as currently used for considering the reclaim of Home Improvement Grants, namely that when considering whether to demand repayment, account be taken of the following:

- (i) the extent to which the recipient of the grant would suffer financial hardship if required to repay all or any of the grant;
- (ii) whether the disposal of the premises is to enable the recipient of the grant to take up employment, or to change the location of his employment;
- (iii) whether the disposal is made for reasons connected with the physical or mental health or well being of the recipient of the grant or of a disabled occupant of the premises; and
- (iv) whether the disposal is made to enable the recipient of the grant to live with, or near, any person who is disabled or infirm and in need of care, which the recipient of the grant is intending to provide, or who is intending to provide care of which the recipient of the grant is in need by reason of disability or infirmity

**3.5** All funds recovered through demanding repayment be deposited in the disabled facilities grant budget in order to be recycled as additional grants.

#### **4. REPORT**

**4.1** This general consent provides local authorities with the discretion to impose a limited charge on the property, and ask for partial repayment of the grant if it is sold within ten years, if the local authority feels it is appropriate. Charges can only be placed on properties where the cost of the DFG exceeds £5,000 and the maximum charge will be limited to £10,000. This means that if a grant, of say £8,000 is awarded then a charge of £3,000 can be applied. If a grant of £18,000 is awarded then a maximum charge of £10,000 can be applied.

**4.2** The council has a duty to provide mandatory disabled facilities grants (DFGs) towards the cost of specified works. Mandatory DFGs are limited to a maximum of £30,000, although Leicester's average grant is some £9,000. Financial support is provided by Central Government but only to a limited extent.

**4.3** These grants are means tested except when the adaptations are needed for a disabled child. The owner or the tenant of the property must make application, although the applicant may not be the disabled occupant. However the means test is applied to the disabled occupant.

**4.4** Grant application will generally be made following a community care assessment of needs. Mandatory DFGs must be paid where the works fall within the list specified in the legislation and are deemed to be 'necessary and appropriate' to meet the disabled occupant's needs. In addition the proposed works must be 'reasonable and practicable'.



- 4.5** Typically DFGs are provided towards the cost of stairlifts; accessible showers; widening doors; installing ramps; and in some cases extensions for bathrooms and/or bedrooms.
- 4.6** Some 35-40% of grants are below £5,000, so will be unaffected by this proposed policy change. Around 20% of grants would attract a maximum charge of £10,000.
- 4.7** Changes to DFG policy were announced as part of “Lifetime Homes, Lifetime Neighbourhoods – a National Strategy for Housing in an Ageing Society”.
- 4.8** This was launched in February 2008 along with a separate stand alone document setting out the response to the DFG consultation to improve programme delivery; the “Package of Changes to Modernise the Programme”. The changes were recommended by the independent study of the DFG programme.
- 4.9** As part of the consultation the Department for Communities and Local Government (CLG) looked to address the issue of how to raise additional funds to enable them to raise the capital limits progressively and expand the scheme. The vast majority of responses to the consultation were in favour of the introduction of some form of limited charges. Through the introduction of charges local authorities will be able to recycle some of these funds in the DFG programme, but only when the adapted property is sold. In time this will make the budget go further and meet more need. A number of options were considered by the CLG. The outcome of the consultation showed that the most popular option was the one the CLG have subsequently implemented, which is to place a charge for grants above £5,000, limited to a £10,000 maximum charge.

#### **4.10 Circumstances for Reclaim**

Estimating how much income will be achieved is not possible because we do not know how many people sell their homes after a DFG, or after what time period, because there was no requirement to let us know. Reclaiming Home Improvement Grants has brought in circa £50k pa, but the circumstances are not directly comparable. A common scenario would be where the person died and the inheritors repaid the grant from the sale. An equally common scenario, however, might be where an older person living with a family needs adaptations. They die, but the grant is not reclaimable then because the family continue to live in the house and it is not sold at that time. In a recent case the disabled person and their family are moving to a new home. They had a DFG not long ago. They are now applying for one on the new house. The recommendation in this report would allow the Council to reclaim up to £10K, *taking into account hardship*. So if there was equity in the first house, some could come to the Council, taking into account all the circumstances.

#### **4.11 Review of actions by other authorities**

Thirty other local authorities were contacted. Ten responded of whom six had already adopted such a policy (including Havant who adopted it in June 2008) and four others who are in the process of doing so. None had yet demanded any

repayments. Three had consulted directly with service users and found no resistance to the proposal.

In 2007-08 we completed 213 DFGs. 131 (62%) of them were above the £5k threshold. Charges totalling £287k could have been placed, representing 15% of the total spent.

#### **4.12 Conclusions**

- A minority of local authorities so far have adopted such a policy – given the low response rate
- Repayment levels are very difficult to estimate but are expected to be modest.
- Service users seem reasonably content with the situation – reassured by the requirement to consider cases individually
- Adoption of the policy would demonstrate to CLG our willingness to explore all available opportunities to close the gap in DFG funding

### **5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

#### **5.1. Financial Implications (Rod Pearson)**

It is difficult to estimate how much funding would be generated through the adoption of this policy. However, based on a programme of say £2m per annum, in ten years time it is likely that several hundred thousand pounds per annum additional funding may be available to the DFG programme. In the short term the amounts will be much smaller than this.

#### **5.2 Legal Implications (Zoe Ayris)**

The changes required to the Council's policy arise as a result of changes to legislation by Government. The changes do not materially alter the DFG programme or procedure and as such there are no particular legal implications.

However, when considering whether to exercise the Council's new discretion relating to repayment, the Council must act reasonably and within the specified conditions. However whether "financial hardship" would be caused is particularly subjective and therefore in order to protect itself and to show reasonableness, the Council should set clear and specific criteria for defining what it considers would be financial hardship. Without clear criteria or guidelines, the Council could be at risk of being accused of partiality possibly leading to complaints to the Ombudsman or, worst case, judicial review.

Grants over the value of £5,000 will be registrable as a local land charge, not registrable at the Land Registry. This will accord some protection to the Council as the charge will bind existing and subsequent owners of the property and will be repayable even if the property is sold without notification to the Council.

## 6. OTHER IMPLICATIONS

OTHER IMPLICATIONS	YES/NO	Paragraph References Within Supporting information
Equal Opportunities	Yes	An EIA has been completed and action plan agreed. The Plan focuses on communication.
Policy	Yes	
Sustainable and Environmental		
Crime and Disorder		
Human Rights Act		
Elderly/People on Low Income	Yes	

## 7. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972

- Housing Grants, Construction and Regeneration Act 1996
- The Housing Grants, Construction and Regeneration Act 1996: Disabled Facilities Grant (Conditions relating to approval or payment of Grant) General Consent 2008 - see <http://www.communities.gov.uk/publications/housing/generalconsent2008>
- “Package of Changes to Modernise the Programme” - see <http://www.communities.gov.uk/publications/housing/modernisationchangespackage>
- “Lifetime Homes, Lifetime Neighbourhoods – a National Strategy for Housing in an Ageing Society” - see <http://www.communities.gov.uk/publications/housing/lifetimehomesneighbourhoods>)

## 8. CONSULTATIONS

None direct

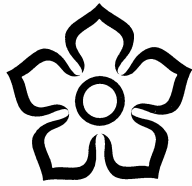
## 9. OFFICERS TO CONTACT ABOUT THIS REPORT

Ann Branson, Divisional Director of Housing Strategy & Options  
x296802 or 0116 252 6802 E-mail: [ann.branson@leicester.gov.uk](mailto:ann.branson@leicester.gov.uk)

Martin Bromley, Head of Renewal & Grants Service  
x394132 or 0116 229 4132 E-mail: [martin.bromley@leicester.gov.uk](mailto:martin.bromley@leicester.gov.uk)

<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)





Leicester  
City Council

**WARDS AFFECTED  
ALL**

## **FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**Cabinet**

**9 November 2009**

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### **AFFORDABLE HOUSING STRATEGY AND DELIVERY PLAN 2008-2013**

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#### **Report of the Director of Housing Strategy & Options**

#### **1. PURPOSE OF REPORT**

To seek Cabinet's adoption of the Affordable Housing Strategy and Delivery Plan 2008-2013.

#### **2. SUMMARY**

- 2.1 On the 30<sup>th</sup> March 2009, Cabinet Briefing agreed the release of the draft Affordable Housing Strategy and Delivery Plan for wider stakeholder consultation. The Strategy and Delivery Plan sets out how we will seek to achieve our One Leicester vision in terms of its affordable housing outcome.
- 2.2 The wider consultation and an Equality Impact Assessment of the Strategy and Delivery Plan have now been completed, considered and reflected within the latest version of the document. The amendments are largely updates, typing corrections and insertions of explanations. The amended final draft (version 10) is attached.
- 2.3 This report seeks Cabinet's adoption of the Strategy and Delivery Plan to confirm the direction and proposed actions for work towards the One Leicester affordable housing outcome.

#### **3. RECOMMENDATION**

- 3.1 That Cabinet adopt the Affordable Housing Strategy and Delivery Plan 2008-2013.

#### **4. SUMMARY OF THE CONSULTATION EXERCISE**

- 4.1 The wider consultation consisted of inviting comments on the draft document from the Leicester Partnership, the Leicester Social Housing in Partnership, Prospect Leicestershire, house builders and placing the draft on the Council's website and inviting people to comment on it. The Equality Impact Assessment was undertaken alongside this consultation.

A summary of comments received and resultant proposed changes to the document is available on the Council's website. There were no significant changes sought to the strategy but the consultation exercise has proved very useful in both refining the draft document and in highlighting areas for further consideration (for example, many comments received will be very relevant to the drafting of a Supplementary Planning Document to support the Core Strategy's policy on affordable housing and has been sent to the Director for Planning and Economic Development).

#### **5. SUMMARY OF THE STRATEGY AND DELIVERY PLAN**

##### **Summary of the Draft Strategy:**

**The need** for additional affordable housing:

- 5.1 Leicester has an annual shortfall of 790 affordable homes (evidenced by the Strategic Housing Market Assessment), yet, on average, we have achieved 205 new affordable homes each year. The subsidy required to deliver affordable housing means that it is not viable to seek a target amount of affordable housing as high as 790 a year.
- 5.2 In addition to number, the Strategy and Delivery Plan considers the issues of size, type and quality (including location, neighbourhood) of affordable homes needed. The Strategic Housing Market Assessment and other evidence will be used to inform the mix, size and type of affordable housing sought. For example, data used to inform the City's Extra Care Housing Strategy will be used to indicate the level of need for social rented affordable Extra Care housing provision for older people.

##### **The Vision – Setting the target:**

- 5.3 New affordable housing requires both a physical opportunity (a site or existing house), subsidy and a developer. The City Council does not have access to either sufficient land nor subsidy to enable it to have a target to fully meet the SHMA affordable housing shortfall of 790 homes a year. Such a needs-based

target would suggest that 55% of all new homes produced in the city should be for affordable housing. Experience shows this is unlikely to be economically viable: subsidy, from whatever sources, is unlikely to be available on this scale.

- 5.4 Targets for the amount of affordable housing to be provided in Leicester will be included in the city's planning documents (Local Development Documents). This target number will be arrived at through considering the city's housing needs, together with the city's Growth Infrastructure Assessment, an Economic Viability study into the provision of affordable housing and an assessment of the likely levels of finance available for affordable housing. The first of these Local Development Documents (the Core Strategy) is currently programmed for adoption in 2010. (These planning targets will be in line with government guidance – Planning Policy Statement 3).
- 5.5 For our Five Year One Leicester Outcome target (for up to 2013) a calculation was made of what amount of affordable housing is likely to be achieved using current planning powers and likely levels of subsidy plus an element of "stretch".
- 5.6 **Our One Leicester five-year outcome target is therefore to deliver 992 new affordable homes (social rented and intermediate affordable housing) by 2013.**

**Our 3 year LAA local target is to provide a total of 672 new social rented affordable homes.** (This local target is part of the National Indicator for affordable housing; NI 155: Number of affordable homes delivered (gross)).

### **The Delivery Plan**

- 6.0 **Our strategy to achieve this vision** is set out in the **Delivery Plan** which considers how best to address the 3 key issues of shortfall (number), mix and type and quality of affordable housing needed alongside the three major ways to increase the supply of new affordable homes:
- **Making best use of negotiation skills and planning powers** to seek to secure affordable housing on privately-owned sites for housing in the City. (About 80% of all identified opportunities for new build homes in the City are on privately owned sites).
  - **Optimise the affordable housing outcomes from Council-owned land and property disposals.** (Around 20% of all identified opportunities for new build homes are on Council-owned sites. These sites offer us the best opportunity to seek the mix and type and quality of affordable housing we seek).

- **Maximise the amount of subsidy for affordable housing**, eg funds from Homes and Communities Agency, New Growth Point, Private Finance Initiative, etc.

Reflecting the One Leicester theme of investing in skills and enterprise, our Delivery Plan seeks to maximise opportunities to develop skills and jobs in the city via investment in affordable housing.

## 7. FINANCIAL AND LEGAL AND OTHER IMPLICATIONS

### 7.1 Financial Implications – Ben Eruchie, ext 297427.

There are no immediate/direct financial implications arising from this report.

### 7.2 Legal Implications – John McIvor, ext 297035.

7.2.1 The Implications below are general only at this stage and Legal Services will continue to provide further advice as required.

7.2.2 Proposed revisions or amendments to issues of strategic importance are matters reserved to Cabinet under the Council's Constitution. Revisions to the Council's Affordable Housing Strategy as referred to in this Report are likely to come within the reservation to Cabinet.

7.2.3 When considering the formulation of the Strategy and Delivery Plan, officers will need to have regard to those policies on affordable housing that have previously been adopted by the Council and ensure that the Strategy and Delivery Plan accord with existing and established policies (including where relevant adopted planning policies).

## 8. OTHER IMPLICATIONS

OTHER IMPLICATIONS	YES/NO	Paragraph Within Supporting information	References
Equal Opportunities	YES	throughout	
Policy	YES	throughout	
Sustainable and Environmental	NO		
Crime and Disorder	NO		
Human Rights Act	NO		
Elderly/People on Low Income	YES	throughout	



**9. RISK ASSESSMENT MATRIX**

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/appropriate)

**10. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972**

Draft Affordable Housing Strategy and Delivery Plan 2008-2013 (Version12).

**11. CONSULTATIONS**

None on this report but Property (Neil Evans) and Planning (Neal Moore) have been involved in drafting the Strategy.

**12. Report Author**

Janet Callan – Head of Housing Development, Ext: (29) 8713.

<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)

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# **LEICESTER CITY COUNCIL**

# **AFFORDABLE HOUSING STRATEGY 2008-2013**

October 2009

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<b>5. Our strategy to achieve this vision</b>	<b>28-35</b>
<b>6. Delivery plan</b>	<b>36-38</b>

### **Appendices:**

1. Planning Policy Statement 3 (PPS3) Published 29 November, 2006 definition of Affordable Housing.
2. Supply and Demand of Council and Housing Association Homes in Leicester.
3. Lettings from the Housing Register 1997-2009.
4. Who produces affordable housing?
5. Policy HO9: Affordable Housing, extract from the Replacement City of Leicester Local Plan.
6. List of sites which can contribute to new affordable housing supply 2008-2013.

# **1. Introduction**

## 1. Introduction

1.1 The Affordable Housing Strategy 2008-2013 sets out how we will seek to achieve our One Leicester Vision to create thriving safe communities and plan for people not cars and, in particular, achieve the following outcomes:

- have more affordable housing, in the right places with a greater contribution made by the private sector

and

- subject to resources, have delivered 992 new affordable homes by 2013.

1.2 This Strategy sets out:

- what affordable housing is
- what amount and type of affordable housing is needed in Leicester
- what we are currently achieving
- the policies and the Delivery Programme we need to adopt to meet our targets.

1.3 The Strategy is produced in the context of the biggest housing market crisis we have seen. In July 2007 the Government announced a target of building 3 million new houses nationally by 2020. By December 2008, we learnt that housing construction nationally in 2008 was at its lowest since 1924 (excluding the second world war period). In Leicester, there has been 740 net additional homes completed between April to December 2008. It therefore looks as though our recent build average of about 1,100 net completions a year will not be maintained.

1.4 The approach to this situation proposed in the Strategy is two fold:

- firstly to ensure that all opportunities provided by government, housing associations and the private sector are considered and pursued where they will help us achieve our targets;
- secondly to ensure that appropriate planning policies and a project management approach are in place so that Leicester can respond to the upturn when it occurs.

1.5 The stakeholders involved in producing this strategy via the consultation process on its draft have included:

- Leicester Partnership delivery partnerships (Sustainable Economic Partnership, Stronger Communities Partnership, Safer Leicester Partnership & the Health and Wellbeing Partnership)
- Community Experts Panel (consisting of current and previous service users from Supporting People funded schemes)
- Supporting People Commissioning Body

- Supporting People Core Strategy Group
- Supporting People Providers' Forum
- Homes and Communities Agency
- Government Office for the East Midlands
- Leicester Social Housing in Partnership (a local umbrella group for Registered Social Landlords)
- Leicester and Leicestershire Economic Development Leadership Board and Economic Development Company
- Private Sector home developers
- Home Builders Federation
- De Montfort University's Centre for Comparative Housing Research
- Leicester Skills Council.

1.6 The consultation process was also used to inform our Equality Impact Assessment of this Strategy.

## **2. Executive Summary**



## **2. Executive Summary**

### **Context**

- 2.1 The provision of more affordable housing is one of Leicester City Council's key five year outcomes that it will deliver to contribute to 'One Leicester', the 25 year vision. Leicester's Affordable Housing Strategy sets out where we are (the need for more affordable housing), where we want to be (the 'One Leicester' Vision) and our delivery plan (strategic options to achieve this vision).

### **Overall Summary**

- 2.2 The Leicester and Leicestershire Strategic Housing Market Assessment 2007/08 (SHMA) shows that Leicester needs 790 new affordable homes each year for the next 7 years. On average, we have produced 205 new affordable homes each year in the 6 years up to March 2008.
- 2.3 New affordable housing requires both a physical opportunity (a site or existing house), subsidy and a developer. The City Council does not have access to either sufficient land nor subsidy to enable it to have a target to fully meet the SHMA affordable housing shortfall of 790 homes a year. Such a needs-based target would suggest that 55% of all new homes produced in the city should be for affordable housing. Experience shows this is unlikely to be economically viable: subsidy, from whatever sources, is unlikely to be available on this scale.
- 2.4 Our One Leicester Five Year Outcome target of delivering 992 new affordable homes by 2013 was set following an assessment of the likely maximum affordable housing completions to come from all known sites/opportunities. Since this assessment was completed, however, the economic downturn has continued to have a massive negative effect on building rates, including for affordable housing. The 2008/09 L.A.A. (Local Area Agreement) target has not been achieved despite RSLs (Registered Social Landlords) being funded to buy unsold market stock. For the next two years at least, the market downturn will undermine our predictions about affordable homes to be delivered from both Council and privately-owned sites. If there is market recovery in the next two years, it may still be possible to achieve the One Leicester Five Year Outcome by 2013. Our LAA targets will continue to be reviewed to reflect a more realistic target in this current economic climate. However, the government is funding a number of initiatives to bring forward development on public land and we will continue to explore all opportunities to secure additional affordable housing: Our strategy reflects the current economic downturn as well as having a long-term vision.
- 2.5 In addition to the issue of the number of affordable homes that the City needs, this Strategy also considers the issues of securing the right size and type and the right quality of affordable housing and its location and neighbourhood.

- 2.6 About 80% of all the identified opportunities for new-build homes are on privately-owned sites. Planning powers allow the Council to seek to negotiate a proportion of new homes built on any site above an agreed size-threshold to be for affordable housing subject to viability considerations. The successful use of this power is dependent upon having sound policies within our Local Development Framework and good working practices to follow them through. This work is therefore prioritised within our Affordable Housing Strategy Delivery Plan.
- 2.7 About 20% of all identified opportunities for new build homes are on Council-owned sites. In addition to its planning powers, the Council can explore using its disposal of such sites to achieve more affordable housing of the mix, type and quality that the City needs. Council land and property disposals therefore form an important element of our Delivery Plan.
- 2.8 Proposed housing schemes will only be delivered if they are economically viable. The injection of sufficient subsidy can ensure a scheme which includes affordable housing is viable and may help to deliver some of the relatively expensive types of affordable housing needed eg. large family homes, homes built to wheelchair access standard, etc. Maximising subsidy is therefore the third major part of our delivery Plan.
- 2.9 Registered Social Landlords have for many years been the main developers and managers of new affordable housing and usually acquire and manage the affordable housing developed by the private sector as part of S106 agreements (planning gain agreements). However, following the government's recent statement that it intends to remove the existing financial barriers to Councils building new stock, Leicester City Council has successfully bid for funding to enable it to build new Council homes in the city.
- 2.10 Reflecting the One Leicester theme of investing in skills and enterprise, our Delivery Plan seeks to maximise opportunities to develop skills and jobs in the city via investment in affordable housing.

**Where we are: the need for more affordable housing:**

- 2.11 Our Strategic Housing Market Assessment (SHMA) has concluded that Leicester needs 790 new affordable homes each year of which;
- 75% (591 homes) should be for social rent, 25% (199 homes) for Intermediate Affordable housing;
  - the greatest need (87% or a total of 691 homes) is for 2 & 3 bed roomed homes, predominately for families;
  - 7% (53 homes) should have four or more bedrooms;
  - 2% (16 homes) should have one bedroom;
  - 4% (30 homes) should be for meeting sheltered/supported housing needs.
- 2.12 In addition to what the SHMA tells us, the city has other evidence sources for the need for additional affordable housing. The policy response to the SHMA

and the other evidence, will form part of the Delivery Programme; other evidence of housing need includes:

- Our Housing Register: There are 8,305 households currently waiting for a social rented home (as of 12.01.09) and yet only 1,812 households could take a social rented tenancy last year (2008/09). Of those on the Housing Register, 93 households require a home to be built to full wheelchair standards (07/07/09); 29 such households were helped last year (2008/09). There are 7509 children within the households on our Housing Register (12/01/09). In 2007/08, 209 children were in households that became statutorily homeless;
- Data gathered for the Government's PSA 16 targets for socially excluded adults - "a home and a job" - (for whom the aim of the government is to secure both settled accommodation and employment, education or training);
- Leicester's current/emerging strategies on Housing for Older People, Supporting People and Homelessness;
- The needs analysis completed to inform 'An Extra Care Housing Strategy for Older People in Leicester, 2006-2010' noted that 480 of the 1000 units needed over the next ten years should be for social rented affordable homes;
- Work with partners, particularly the NHS, has clarified a need for a range of affordable housing to be provided across Leicester City, Leicestershire and Rutland to meet the needs of 78 people with severe learning disabilities coming out of NHS campus accommodation by 2010;
- the City's Government Pilot status for tackling overcrowding: using the Government's bedroom standard, 1,596 households in the City are living in overcrowded homes of which 299 are severely overcrowded (1.4.08);
- the Gypsies and Travellers Accommodation Needs Assessment (2006-2016).

2.13 We have to ensure we secure the best mix of affordable housing in terms of tenure, dwelling size/type and location so that no particular group(s) of people/households are disadvantaged by the new supply of affordable housing. To date, it has often proved harder to secure new affordable family homes, in spite of the evidence of great need for this type of housing, and relatively easier to secure one bedroom homes for which the volume of need (for new supply) is much less.

#### **From needs to target setting**

2.14 Our SHMA demonstrates that Leicester needs 790 new affordable homes each year, for the next seven years. Because affordable housing requires subsidy, it is not economically viable to meet all the City's affordable housing need, and therefore the target cannot be set to directly match need.

2.15 Targets for the amount of affordable housing to be provided in Leicester will be included in the city's planning documents (Local Development Documents). This target number will be arrived at through considering the city's housing needs, together with the city's Growth Infrastructure

Assessment, an Economic Viability study into the provision of affordable housing and an assessment of the likely levels of finance available for affordable housing. The first of these Local Development Documents (the Core Strategy) is currently programmed for adoption in 2010. (These planning targets will be in line with government guidance – Planning Policy Statement 3).

- 2.16 For our Five Year One Leicester Outcome target (for up to 2013) a calculation was made of what amount of affordable housing is likely to be achieved using current planning powers and likely levels of subsidy plus an element of stretch.

**Where we want to be: the ‘One Leicester’ vision**

- 2.17 Leicester’s Sustainable Community Strategy ‘One Leicester’ has a vision for Leicester which includes “a real choice of housing for everyone, with an increased supply of affordable homes” and “enough high quality ‘extra-care’ homes for individuals and families who need care and support through age or disability, reducing the need to move home at times of crisis and change.”
- 2.18 The targets for both the social rented homes only (156 in 08/09, 101 in 09/10 and 415 in 10/11) and for all affordable housing (social rented and intermediate: 992 new affordable homes by 2013) reflect an assessment of projected supply from all known sites/opportunities plus an element of stretch. The assessment of sites/opportunities will continue to be reviewed to best reflect the housing market and this might lead to a revision of our targets.
- 2.19 Our One Leicester and Local Area Agreement targets are:

Year	Net additional homes provided	Number of affordable homes delivered (gross)	
	Planning for People not cars	Creating Safer and Stronger Communities and Planning for People not Cars	
	L.A.A. Target: NI 154 Net additional homes provided	L.A.A. Local Target: NI 155i Number of Social Rented Affordable homes delivered (gross)	One Leicester 5 Year Target: NI 155 Number of Affordable homes delivered (gross)
2008/09	940	156	186
2009/10	470	101	111
2010/11	940	415	435
2011/12			130

2012/13			130
<b>Total</b>			<b>992</b>

2.20 The Affordable Housing Strategy forms part of the Strategic Programme for Planning for People Not Cars. It supports a number of other One Leicester 5 year outcomes:

- more people living in decent homes
- overcrowding reduced
- accommodation strategy for better use of housing
- more older people living independently in the community of their choice
- increase the percentage of people satisfied with their area
- support the Putting People First agenda
- provide sustainable employment
- reduce reoffending and offending (a home and a job)
- narrowing the wellbeing gap for children
- reduce CO2 emissions

**Our Delivery Plan – Strategic Options to achieve the vision**

2.21 Our Delivery Plan concentrates on three major ways of increasing the supply of affordable housing and ensuring that any opportunities whether resulting from market opportunities or from new government initiatives, are strategically explored. The three major ways are:

- A. Working with partners to make best use of negotiation skills and planning powers;
- B. Optimising affordable housing outcomes from LCC land and property disposals;
- C. Maximising the amount of capital funding (subsidy) for affordable housing.

2.22 We will use a range of approaches to achieve our outcomes: We will:

- Adapt our approach to take into account the housing market crisis;
- Maximise support and subsidy received from the new Homes and Communities Agency (HCA);
- Identify and pursue new sources of subsidy for the City for example, responding to the Government’s Housing Pledge which included new Council house building and ‘Kick Start’ funding for stalled market housing sites which may include an element of affordable housing;
- Adopt new ways of working with the private sector (project management, early contact between developer and housing associations);
- Strategically assess the new options that Government is developing for Council’s own land (Local Housing Companies, National Affordable Housing Programme grant becoming available to Councils);

- Ensure Leicester makes best use of the range of new “products” from the Homes and Communities Agency, which will subsidise home purchase for low income families;
- Ensure that we seek to gain the size and type of affordable housing (plus any required support) that the City requires;
- Reassess the contribution of the private rented sector in meeting affordable housing need, in particular the impact of the new Local Housing Allowances;
- Continue to explore cross boundary working to achieve our target outcomes through the newly formed Housing, Planning and Infrastructure Group, which is a Strategy and Performance Group supporting the Leicester and Leicestershire Economic Development Leadership Board;
- Review the need for major works on our own stock once Decent Homes Standards have been achieved (by 2010);
- Liaise with the Homes and Communities Agency and the Leicester Skills Council to maximize opportunities to develop skills and jobs in the city via investment in affordable housing.

2.23 We have set up an Affordable Housing Programme Board to oversee this work and ensure that the affordable housing that the City Council enables meets the evidenced needs in the City. The Board reports to the Planning for People Not Cars Partnership on progress in meeting the LAA target and the One Leicester Target and to other LAA Delivery Groups, as required, on meeting the needs of those groups in the city that need affordable housing.

2.24 Our detailed Delivery Plan is set out in Section 6 and the accompanying document.

### **3. Where are we now?**

### **3. Where are we now?**

#### **What is affordable housing?**

3.1 Affordable Housing is homes for people whose needs are not met by the market. Affordable Housing includes:

- social rented housing – homes for rent which have rents determined through the national rent regime or equivalent arrangements (this includes council houses and homes owned and/or managed by Registered Social Landlords for rent);
- Intermediate affordable housing – homes at prices and rents above those of social rent but below market price or rents (this includes shared equity products like Homebuy, other low cost homes for sale and intermediate rent, like HomeCome properties).

(The Government's full definition of Affordable Housing is given at Appendix 1).

3.2 The fact that affordable housing is rented or sold at a price below the market level means that subsidy is needed to create it. This issue is explored in Section 5.

#### **What's Leicester's current situation with Affordable Housing?**

##### **The Existing Supply:**

3.3 Social Rented Housing

3.4 Leicester currently has a total supply of just under 33,000 social rented homes (Source: H.I.P. returns 2007/08) – that's about 26% of the City's total dwelling stock. Council houses account for about 22,446 of these homes and the remainder are owned and managed by Registered Social Landlords (RSLs).

3.5 Practically all of the City's social rented homes have already got households living in them. Whenever one of these households indicate that they wish to leave their social rented home, every effort is made to ensure that the next household is moved in quickly to minimise the amount of time that any of the City's social rented homes is left empty. A household can only be offered a social rented home if one becomes empty or a new one is built or bought. This supply of homes for 'letting/re-letting' has significantly decreased due to both Right to Buy (removing homes permanently from the social rented housing supply) and the positive stabilisation of many communities (so households choose to stay in their homes). The prompt re-letting of social rented homes and timely nomination of households to any newly completed homes enabled 1,812 households to move into homes last year (2008/09). Whilst this is 71 more households than in 2007/08, it is less than half of the 4737 households rehoused in 1998/99! (See Appendix 3: Lettings from the Housing Register 1997-2009).



- 3.6 Intermediate affordable housing
- 3.7 HomeCome manage and rent out a total of 144 homes to households from the city's Housing Register (132 of these homes are owned by HomeCome the rest are leased by HomeCome from the private sector). HomeCome rent out these properties at or below Local Housing Allowance level. The city also has a supply of homes in shared-ownership, partly owned by the occupants with the remaining part owned by one of a number of Registered Social Landlords (RSLs).
- 3.8 We do not have a figure for the city's total supply of Intermediate Affordable Housing.
- 3.9 Most new affordable housing is provided by Housing Associations. In Leicester, the Council set up HomeCome to add to the City's supply of affordable homes via the purchase of existing satisfactory homes.

**The Existing Demand:**

- 3.10 There are 8,305 households waiting for a social rented home in Leicester (Source: Council's Housing Register, 12.01.09).
- 3.11 These households can only be offered a social rented home when one becomes available either as a 'relet' (when an existing social rented home becomes empty) or as 'new supply' (eg a newly-built or newly-purchased home for social rent). Last year there were 1,849 relet and new affordable homes for rent (1,812 for social rent and 37 for intermediate rent via HomeCome).
- 3.12 All households on the Housing Register are awarded 'points' to reflect their current housing situation and distress, ranging from the immediate crisis of homelessness and harassment through to overcrowding, health issues related to the home, sharing facilities with other households or living at a distance from much needed family or friends support.
- 3.13 An analysis of the Housing Register and the recent supply of social rented homes (see Appendix 2: Supply and Demand of Council and Housing Association Homes in Leicester, published 29.4.09) shows that:
- the situation is worst for people needing large family homes (with at least four bedrooms). These are the least likely to be rehoused because of the number of households in a similar situation for every available large family home;
  - even households with more than 250 points have a poor chance of being rehoused if they need 5 or more bedrooms (because of the number of households in a similar situation for every available larger family home);
  - Households needing homes with 2 bedrooms have a good chance of being rehoused within 12 months if they have 195 points or more but those

with less points than that will struggle to get rehoused into a two bedroom home;

- Households needing a one-bedroom home fare the best. Those with 150 points or more have a good chance of being rehoused in a year however those with less than 149 points still have a 1 in 5 chance of being rehoused within a year;
- 26% of households on the Housing Register have 150 or more points and 74% have less than 150 points (as of 30/7/09).

3.14 Leicester does not currently have a register of demand for intermediate affordable housing for rent and/or sale or shared-ownership. Some households in need of affordable housing will also have additional requirements, for example:

- 93 households on the Housing Register require a home built to full wheelchair accessible standards (as of 07/07/09);
- Leicester has a significant number of people who require supported/staffed accommodation.

#### **Future Demand:**

3.15 Our Strategic Housing Market Assessment's Final Report (December 2008) has concluded that Leicester needs 790 new affordable homes each year of which;

- 75% (591 homes) should be for social rent, 25% (199 homes) for Intermediate Affordable housing;
- the greatest need (87% or a total of 691 homes) is for 2 & 3 bedroomed homes, predominately for families;
- 7% (53 homes) should have four or more bedrooms;
- 2% (16 homes) should have one bedroom;
- 4% (30 homes) should be for meeting sheltered/supported housing needs.

Note that this analysis will be considered against other evidence bases, particularly for supported housing.

3.16 The following table summarises what the SHMA concludes is the type and size of affordable housing required to meet the City's needs:

#### **SHMA's affordable housing annual type/size profile for the next 7 years for Leicester:**

<b>Social Rent</b>			
1 bed	12	2%	General needs
2 bed	295	37%	4 (1%) upsizing general needs flats 67 (9%) downsizing flats/bungalows

			145 (18%) general needs houses 79 (10%) older households
3 bed	222	28%	23 (3%) general needs flats 199 (25%) general needs houses
4+ bed	32	4%	General needs
Sheltered/Supported	30	4%	Sheltered/supported
Total	591	75%	
<b>Intermediate</b>			
1 bed	4	1%	General needs
2 bed	97	12%	General needs
3 bed	77	10%	General needs
4+ bed	21	3%	General needs
Total	199	25%	
<b>Overall total</b>	<b>790</b>	<b>100%</b>	

3.17 In addition to what the SHMA tells us, the city has other evidence sources for the need for additional affordable housing. The policy response to the SHMA and the other evidence, will form part of the Delivery Programme; other evidence of housing need includes:

- The needs analysis completed to inform ‘An **Extra Care Housing** Strategy for Older People in Leicester, 2006-2010’ noted that 480 of the 1000 units needed over the next ten years should be for social rented affordable homes;
- Work with partners, particularly the NHS, has clarified a need for a range of affordable housing to be provided across Leicester City, Leicestershire and Rutland to meet the needs of 78 **people with severe learning disabilities** coming out of NHS campus accommodation by 2010;
- **Our Housing Register:** There are 8,305 households currently waiting for a social rented home (as of 12.01.09) and yet only 1,812 households could take a social rented tenancy last year (2008/09). Of those on the Housing Register, 93 households require a home to be built to full wheelchair standards (07/07/09). 29 households were helped last year (2008/09). There are 7509 children within the households on our Housing Register (12/01/09). Last year (2007/08), 209 children were in households that became statutorily homeless;
- Data gathered for the Government’s Public Service Delivery Agreement - **PSA 16 targets for socially excluded adults** - “a home and a job” - (for whom the aim of the government is to secure both settled accommodation and employment, education or training);
- Leicester’s **current/emerging strategies on Housing for Older People, Supporting People and Homelessness**. For example, the review of our Supporting People Strategy is identifying where there are gaps in housing provision for vulnerable people and the draft Homelessness Strategy 2008-2013 demonstrates a continuing need for more affordable housing (independent, semi-independent and supported housing) as part of a range of measures to address the homelessness faced by families, single people and couples in the City;

- the **City's Government Pilot status for tackling overcrowding**: using the Government's bedroom standard, 1,596 households in the City are living in overcrowded homes of which 299 are severely overcrowded (1.4.08);
- the **Gypsies and Travellers Accommodation Needs Assessment (2006-2016)**: Leicester needs 20 transit pitches and 24 residential pitches by 2011 with an additional 15 pitches needed by 2016. The East Midlands Regional Spatial Strategy 2009 includes requirements for local authorities to identify land for additional pitch provision to meet identified need. The requirement for inclusion in Leicester's Local Development Framework is 24 additional residential pitches, plus 10 transit pitches and 3 additional plots for show people by 2012;
- the **increasing number of low-income households living in the private rented sector**: because of the shortage of affordable housing, people who come to the Council's Housing Options Centre are increasingly being encouraged to use the private rented sector. Housing Benefit data shows that there are 5,517 low-income households already living in private rented homes.

3.18 The Leicester and Leicestershire Strategic Housing Market Assessment considered the housing needs of different groups of people, including BME communities, people with disabilities, Older people, etc. Its Final Report and other evidence will be used to inform our Local Development Framework about Leicester's future demand for all housing, including affordable housing (for example, the number, type, tenure and size of homes needed) in order to meet the City's needs.

3.19 The SHMA and other evidence will be considered alongside both an assessment of the likely economic viability of housing land in the city and an assessment of the likely levels of finance that will be available for affordable housing (eg public subsidy, contributions from the developer - 'developer contributions') to arrive at targets for affordable housing via planning gain.

3.20 The SHMA has also identified certain trends/issues to inform work towards policy in Leicester:

- falling house prices in the current market do not necessarily mean that the need for affordable housing will fall because of the current difficulty in obtaining (and maintaining) mortgages, including the requirement for a deposit payment;
- the demand for Intermediate Housing in the medium term could struggle because of the difficulties in securing a mortgage;
- the city has a significant proportion of older 'empty nesters' underoccupying family-sized housing. These households often have greater market power and more choice than younger households. If it were possible to identify and secure housing options that are attractive and suitable for older people, particularly those who want to downsize, then this will bring benefits to the wider community by increasing the supply of available larger housing to meet the needs of new younger families;

- the supply of private rented accommodation has increased and rents have been falling - the promotion of Housing Benefit Local Housing Allowance should therefore continue;
- the city shows signs of a mature market for student housing where the large supply of purpose built student housing plus Buy-to-Let city flats and older terraces in the private rental sector are competing for tenants. In some areas of the city, the less desirable stock, once deserted by students, has become homes for young migrants. However, with many migrants choosing to return home, there is a risk that some of these older terrace housing areas will experience an increase in empty homes and may be at risk of falling into low demand;
- there could be a decline in the private rented sector and the empty city flats and older housing stock could become a problem.

**Securing the right type of affordable housing (mix of house sizes/types and quality):**

- 3.21 We have to seek to secure the right mix of types of affordable housing to meet Leicester's current and future housing needs and to strive towards ensuring that no particular group(s) of people/households are disadvantaged by the new supply of affordable housing.
- 3.22 To date some house types have been easier to secure for affordable housing than others, for example, flats have been easier to secure than family homes (suitable for households with children). Generally, this has been because smaller cheaper homes like flats are easier to secure than larger ones and home-ownership affordable housing products (Intermediate Affordable Housing) have been easier to secure than social rented because they cost the developer less to produce than larger homes and rented homes. Yet our Strategic Housing Market Assessment suggests that Leicester only needs an additional 16 one bedroomed flats for affordable housing each year for the next 7 years – 12 for social rent and 4 for intermediate affordable housing.
- 3.23 Securing large family homes (those with four or more bedrooms) always proves very challenging. Our Housing Register (02/10/08) has a total of 649 households who need a home with at least 4 bedrooms. It is these households that experience the least chance of being rehoused within 12 months because of the number of households waiting for each available let of this size of home. Our Strategic Housing Market Assessment indicates that 7% of the city's annual affordable housing shortfall of 790 is for homes with 4 or more bedrooms – that's 53 large family homes each year. Yet, even with our previously high target for large family homes (61% based on our former Housing Needs Survey) influencing our negotiations for planning gain sites, HomeCome acquisitions, etc., we have still achieved, on average, less than 37 new large family homes a year in the 4 years up to March 2008.
- 3.24 Building densities in the city have increased dramatically both in recognition of the need to make best use of scarce land and in order to aid the financial viability of a scheme. The main resulting product in Leicester has been small flats, many of which have little or no play/amenity space within individual flats,

the development itself nor its immediate vicinity. This means that many of the city's new flatted developments are not suitable for many (if any) households with children to live in. Most City Centre developments are 1 and 2 bedroom apartments. We know that, in terms of future demand for market housing, 41% of households will include a child/children and that the greatest need for affordable housing is for families (SHMA). An analysis of the Housing Register shows that, of a total of 2,900 households who require a two bedroom home:

- over 70% (2,044 households) have children living with them;
- a further 6% (186 households) have regular parental/guardian access right to children;
- 23% (670 households) do not have children.

3.25 We therefore need to explore how best to influence future housing development proposals to secure both a sustainable density and living environments that are suitable and welcoming for children.

**New affordable housing as part of the supply of all new housing and the current housing market:**

3.26 The supply of new affordable housing, especially as an element of new mixed communities, is significantly affected by the supply of new housing in general.

3.27 Leicester is one of the Government's New Growth Points for producing more new homes. The East Midlands Regional Plan identifies that 25,600 new homes should be provided in Leicester City over the period 2006 – 2026.

3.28 Sufficient land has to be identified to accommodate these 25,600 proposed new homes. Existing completions (since 2006), permissions and allocations allow for about 23,300 and work is underway to identify how the remaining 2,300 new homes will be accommodated.

3.29 From the sites identified to date, it appears that at least 50% of the homes will be provided within the Strategic Regeneration Area on private land, which is either currently cleared brownfield site, or buildings awaiting conversion or demolition.

3.30 A further 20% of the homes will be provided on Council owned land, the majority at the proposed edge of town new settlement of Ashton Green (3,500 homes) plus Hamilton East (550 homes), Saffron Velodrome (250 homes) and Hamilton Manor Farm (150 homes). Former allotment land and school sites make up most of the remaining Council owned sites – there is only a small amount of vacant Housing Revenue Account sites.

3.31 The land for the remaining 30% of proposed new homes is on private sites throughout the City, including completion of the edge of town settlement of Hamilton.

- 3.32 There would need to be 1,280 new homes completed each year to meet the 25,600 new homes target by 2026. This is a much higher build rate than the City has achieved for almost 30 years and will require a 40% increase over past completion rates during 2001-2007. The target is made all the more challenging by the current downturn in the housing market.
- 3.33 Leicester's target for 25,600 new homes will be extremely challenging because of its heavy reliance on City Centre apartments which are most severely affected by the current housing market downturn.
- 3.34 Our SHMA suggests that the profile of household types requiring market housing will consist of 41% families with children, 33% single person, 20% couples and 6% other household types.
- 3.35 The Local Government Association and Homes and Communities Agency advise that whilst property prices have fallen, current economic conditions have limited availability of mortgage credit, and in the medium term may make it more likely that people will require housing support and access to affordable housing.

**Our current strategy and predicted outcomes:**

- 3.36 Our current strategy is based on:
- Maximising the Homes and Communities Agency's (HCA) investment in the City by providing good evidence of need and working closely with the HCA, Housing Associations and developers;
  - Working with developers who submit major planning applications;
  - Having a planned programme of developing our own sites;
  - Investing commuted sums collected from developers;
  - Investing Growth Point money for infrastructure;
  - Redevelopment of our housing stock, using HRA (Housing Revenue Account) revenue, capital and other subsidy sources.
- 3.37 Our current strategy has produced an average total of 205 homes a year for the last 6 years.
- 3.38 Planning negotiations with private developers secured 23% (187 out of 827) of Leicester's total affordable housing completions for the period 1.4.04 to 31.3.08. Our Affordable Housing Planning Policy has secured the completion of 964 affordable homes in the City in the past 10 years (up to 31.03.08). 180 of these affordable homes are within the Strategic Regeneration Area, 168 of which are in RSL-led schemes.

- 3.39 The economic downturn has witnessed a slowdown in build out of Section 106/planning gain sites, a reduction in cross-subsidy from sale to rent as shared ownership products become more difficult to sell and a reduction in the ability of RSLs to borrow at the rates that were available before the credit crunch. All these factors affect housing development capacity and are likely to lead to reduced housing completions, both in this year and for the next few years, for market and affordable housing.

**Summary Conclusion of Leicester's current situation with affordable housing:**

- 3.40 The City already has just under 33,000 social rented homes that are managed to make efficient use of them. This supply is simply not enough to meet the City's demands: over 8,000 households are currently waiting for a social rented home, and many of these, especially households needing a large family home, are very unlikely to be rehoused within the next year because of the number of households in a similar situation for every large home that becomes available. Our Strategic Housing Market Assessment concludes that the city needs an additional 790 affordable homes each year to meet needs.
- 3.41 A proportion of our new supply of affordable homes must be built to wheelchair standards to ensure the households requiring wheelchair accessible homes do not have an unequitable wait for a suitable home.
- 3.42 Leicester needs more affordable homes, particularly for rent and especially family homes with three, two and four bedrooms. The City also needs additional supported housing to ensure its most vulnerable citizens' housing needs are also addressed. To date, we have managed to secure an average of 205 affordable homes each year, much less than our shortfall (need) and yet the current economic downturn, especially in the housing market, will make it even harder to secure new affordable housing.



## **4. Leicester's vision for affordable housing**

#### **4. Leicester's vision for Affordable Housing**

- 4.1 Leicester's sustainable community strategy 'One Leicester' is supported by all of the major public, private and voluntary sector organisations across the City. Its vision for Leicester includes "a real choice of housing for everyone, with an increased supply of affordable homes" and "enough high quality 'extra-care' homes for individuals and families who need care and support through age or disability, reducing the need to move home at times of crisis and change".
- 4.2 "One Leicester"'s priorities for action include a commitment "to ensuring there is sufficient housing in the City that everyone can afford". "To do this we will look at how we can make more affordable social housing available to people on lower incomes. This could include support for mutual housing schemes and increased funding for housing associations".
- 4.3 The delivery of new affordable homes is one of Leicester's priority 5 year Outcomes and forms part of the Strategic Programmes for achieving our Vision's themes of 'Planning for People not cars' and 'Creating Thriving Safe Communities'.
- 4.4 Reflecting the One Leicester theme of investing in skills and enterprise, our Delivery Plan seeks to maximise opportunities to develop skills and jobs in the city via investment in affordable housing.
- 4.5 The Affordable Housing Strategy supports a number of One Leicester and LAA targets in particular:

NI 155: Number of social rented affordable homes delivered (gross).

NI 155i: Number of social rented affordable homes delivered (gross) (Local LAA target).

NI 154: Net additional homes provided.

NI 142: Number of vulnerable people who are supported to maintain independent living.

NI 143: Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence.

NI 50: Emotional health of children.

NI 54: Services for disabled children.

NI 188: Planning to adapt to climate change.

Plus the following One Leicester five year outcomes to be achieved by 2013:

- more people living in decent homes
- overcrowding reduced

- accommodation strategy for better use of housing
- more older people living independently in the community of their choice
- increase the percentage of people satisfied with their area
- support the Putting People First agenda
- provide sustainable employment
- reduce reoffending and offending (a home and a job)
- narrowing the wellbeing gap for children
- reduce CO2 emissions.

4.6 In addition to supporting these L.A.A. and One Leicester targets, the Affordable Housing Strategy supports the Supporting People Strategy (supported accommodation), the Homelessness Strategy (preventing homelessness) and the Public Service Delivery Agreement 16 (October 2007) which aims to “increase the proportion of socially excluded adults in settled accommodation and employment, education or training”, focusing on the following four client groups:

- Care leavers;
- Adult offenders under probation supervision;
- Adults in contact with secondary mental health services, and
- Adults with moderate to severe learning disabilities.

4.7 The Affordable Housing Strategy also supports both the Regional Housing Strategy and the Regional Plan.

**Setting targets for affordable housing to achieve our vision:**

4.8 It would not be viable to have targets for new affordable housing which aim to eradicate all need. For example, our SHMA report states that, to meet all of our affordable housing shortfall, 55% of all planned new housing supply in Leicester should be for affordable housing. The report goes on to acknowledge that this is not viable. It is very unlikely that there could be enough subsidy available from all possible sources to match this level of need: subsidy, from one source or another, is required to produce affordable housing.

4.9 Targets for the amount of affordable housing to be provided in Leicester will be included in the city’s planning documents (Local Development Documents). This target number will be arrived at through considering the city’s housing needs, together with the city’s Growth Infrastructure Assessment, an Economic Viability study into the provision of affordable housing and an assessment of the likely levels of finance available for affordable housing. The first of these Local Developments Documents (the Core Strategy) is currently programmed for adoption in 2010. (These planning targets will be in line with government guidance – Planning Policy Statement 3).

4.10 The affordable housing targets for both the L.A.A. and the One Leicester five year outcome (for up to 2013) reflect an assessment of projected supply from

all known sites/opportunities (see appendix 6) plus an element of stretch. (This 'stretch' simply means to increasing the target beyond actual projected supply to achieve a slightly more ambitious target). The assessment of sites/opportunities is being reviewed to better reflect the downturn in the housing market and this might lead to a revision of our targets. (This approach of basing affordable housing LAA targets predominantly on projected supply is also taken at Derby and is supported by the Housing Corporation/Homes and Communities Agency and by the Government Office for the East Midlands.)

- 4.11 The National Indicator for affordable housing is N.I. 155: Number of affordable homes delivered (gross). We have a local target to increase the number of social rented affordable homes delivered (gross). It is this local target which appears in Leicester's Local Area Agreement: 2008-11. The following table shows the LAA's targets for all new homes and for the number of social rented affordable homes delivered. Our One Leicester five year outcome target is to deliver 922 affordable homes (social rented and intermediate affordable housing) by 2013. These targets may need revision in light of the current downturn in the housing market.

**Leicester's Local Area Agreement: 2008-11 targets for all new homes and social rented affordable homes delivered and One Leicester 5 year outcome:**

Year	Net additional homes provided	Number of affordable homes delivered (gross)	
	Planning for People not cars	Creating Safer and Stronger Communities and Planning for People not Cars	
	L.A.A. Target: NI 154 Net additional homes provided	L.A.A. Local Target: NI 155i Number of Social Rented Affordable homes delivered (gross)	One Leicester 5 Year Target: NI 155 Number of Affordable homes delivered (gross)
2008/09	940	156	186
2009/10	470	101	111
2010/11	940	415	435
2011/12			130
2012/13			130
<b>Total</b>			<b>992</b>

- 4.12 (Not all affordable housing completions will also contribute to 'NI 154: Net Additional Homes provided', only those which result in additional housing

stock. Where existing market homes have been secured for affordable housing, these will contribute to NI 155 but not to NI 154).

## **5. Our Strategy to achieve this vision**

## 5. Our Strategy to achieve this vision

### How can new affordable housing be secured?

- 5.1 Two elements are essential to any developer or enabler seeking to secure affordable housing. First is the physical opportunity – either a site or an existing home/building. Second is the subsidy, to ensure the housing is affordable.

### To build or acquire? The physical opportunity to secure affordable housing:

- 5.2 We can work towards our affordable housing targets by using either or both of the following routes:

- through the building of new affordable homes on available sites;
- through the purchase of newly built homes (“off the shelf” purchases) and suitable empty homes (either as “existing satisfactory” or as “street rehabs” depending on the need for major repairs).

(Appendix 6 lists all known site opportunities for achieving new build affordable housing and the projected amount of affordable housing that could be secured. Whilst this list does not include for the purchase of existing homes, the City Council recognises the important role that ‘street rehabs’ and bringing empty homes back into use have, in addressing both the need for additional affordable homes, especially within existing communities, and in sustaining existing communities. As part of ‘One Leicester’ the Council has an active Empty Homes Strategy and a Private Sector Renewal Strategy).

### Sources of subsidy

- 5.3 Because affordable housing is rented or sold at below the market level **subsidy** is needed to create it.

- 5.4 The current sources of subsidy are:

- National Affordable Housing Programme funding from the Government via the Homes and Communities Agency and paid to Housing Associations (Registered Social Landlords) and approved private developers. (The Housing Minister has indicated that the Government is considering paying it to Councils next year);
- Reserves of Housing Associations;
- The Council selling land and/or property at less than market value.
- Developers contributing part of the profit to be made from a residential development (this is ‘captured’ through the planning system as ‘planning gain’);

- Other Government funds eg. New Growth Points funding. (New Growth Point funding can be used towards both infrastructure and direct intervention to deliver affordable housing.);
- Private Finance Initiatives (PFI) funding to combinations of the above;
- Council paying 'affordable rent grant' (eg to HomeCome).

5.5 Note that the Planning Gain form of subsidy is critical because through it, affordable housing developers gain access to residential land (i.e. the 'physical opportunity' as well as subsidy). This is increasingly important because 80% of the 25,600 plots left in the City are in private ownership. Even where the likely profit on a privately owned site is insufficient to allow for a developer contribution towards affordable housing, the planning process may still secure affordable housing via subsidy from another source eg Homes and Communities Agency, New Growth Points, etc.

### **Our strategy for boosting the supply of affordable housing**

5.6 Our strategy seeks to optimise our access to both the physical opportunities (land and/or properties) and subsidy required to secure affordable housing. We will focus on the three major ways of increasing supply:

- Working with partners to make best use of negotiation skills and planning powers;
- Optimising affordable housing outcomes from LCC land and property disposals;
- Maximising the amount of capital funding (subsidy) for affordable housing.

5.7 (The importance of each of these three activities in securing affordable homes to date can be demonstrated by the table in appendix 4: Who produces affordable housing?)

5.8 We are also considering how best to use each/all of these three major ways given the current significant economic downturn and its impact on the housing market.

5.9 Our strategy is to bring together landowners (public and private) with developers (who build) and, usually, housing associations to subsequently let and manage the homes. Within the Council this enabling role involves close working between the Housing Development Team, Planners, Property Services and Legal Services.

5.10 **Working with partners to make best use of negotiation skills and planning powers:**

5.11 **Making best use of existing planning powers and procedures:** Our Local Plan Affordable Housing Policy is set out in Appendix 5. We are currently achieving at approval stage an average of 15% affordable housing on sites



above the Planning policy threshold, compared to the policy target of 30%. We can aim to improve on or at least maintain this by continuing to:

- Work in partnership with developers/applicants to ensure that all applicants are advised about the need to design in affordable housing at the earliest stage of contact with the Council;
- Ensure that there is early contact between the developer/applicant and the Homes and Communities Agency;
- Ensure that land values considered in financial viability assessments reflect all planning requirements, including affordable housing;
- Ensure that all potential sources of funding towards any of a scheme's required planning contributions are explored before a reduction or removal of the affordable housing contribution is considered. The main current sources of funding are the Homes and Communities Agency, Growth Points Funding and RSLs' own resources;
- Use a project management approach on large sites/applications;
- Use the evidence within the Strategic Housing Market Assessment to back the Local Plan policy on Housing Mix and Type to better enable us to secure the kind of affordable housing (mix, type, tenure, size) we require on site (rather than having to seek a commuted sum).

**5.12 Making sure the proposed new policies in the Local Development Framework (LDF) maximise the Council's ability to secure additional affordable housing:**

5.13 The pre-submission Core Strategy was approved by Council in September 2009. Our ability to best negotiate the amount and type of affordable housing secured in the future will be affected by the robustness of the policies in the Core Strategy (and any relevant supporting L.D.F. documents). This work is being led by Planning Policy Officers.

5.14 We will continue to ensure that:

- required evidence bases are robust (eg Strategic Housing Land Availability Assessment, Strategic Housing Market Assessment, Growth Infrastructure Assessment);
- all required background information is in place (eg assessment of the likely economic viability of land for housing within the area, informed assessments of the likely levels of finance available for affordable housing, updated commuted sum figure, etc);
- lessons learnt from implementing the current affordable housing policy are reflected (eg need to have policy for dealing with applications which seek to avoid the threshold by either artificially splitting the site (sequential development) and/or reducing the amount of dwellings proposed to just under the threshold).

**5.15 Optimising affordable housing outcomes in Leicester City Council land and property disposals:**

### **Disposal of Corporately owned land and property:**

- 5.16 Corporately owned land will provide 20% of new housing plots available in the City until 2026.
- 5.17 The sale of corporately-owned land and property plays a key role in delivering the 'One Leicester' Vision for the city by financing the council's Capital Programme. It could be possible to improve the amount and mix/type of affordable housing secured via the disposal of corporately-owned land and property but this is likely to be at the expense of capital receipts and consequently the council's capital programme. (This is because any restrictions/requirements the Council makes on what can be done with land it sells usually results in the lowering of the land's value.)
- 5.18 The Government is proposing a number of initiatives to encourage Councils to use their own land for affordable housing but all involve either reduced, deferred or nil receipts. These initiatives have or are being explored and are:
- Local Housing Companies (deferred receipts);
  - PFI Credits (discounted value);
  - Disposals with enhanced affordable housing (30% plus) during current housing market crisis;
  - Bringing forward the disposal of sites to enable the development of affordable housing.

### **Disposal of vacant/unused Housing Revenue Account sites.**

- 5.19 The council will continue to assess the suitability of any vacant/unused sites held in the Housing Revenue Account in terms of their suitability and viability for yielding new housing, including affordable housing.
- 5.20 **Our current programme** of such works includes seven small sites, batched together for marketing and disposal purposes, referred to as 'Batch 1 sites'. Following our tender exercise, the East Midlands Housing Association was selected as our partner association and has since secured both planning approval and £743,000 of Homes and Communities Agency funds to put together with the £560,000 grant and land sales discounted to £1 each from the Council to produce a total of 43 new affordable homes.
- 5.21 We are now working on sites in Conduit Street.
- 5.22 **Our proposed future programme** includes a 'Batch 3' of sites, all in the Braunstone area.
- 5.23 We will continue to consider how best to parcel/group any other small potential development sites to continue this programme.

### **Demolition and redevelopment of existing but unsuitable affordable homes.**

- 5.24 The Council will continue its programme of considering the redevelopment of existing but unsuitable affordable homes.
- 5.25 **Our past successes** include the redevelopment of sites cleared of defective Boot houses at Saffron and Braunstone and also the redevelopment of the sites cleared of unpopular and expensive-to-maintain tower blocks at Rowlatts Hill and St Matthews and new uses for three sheltered schemes.
- 5.26 **Our current programme** includes the seven sites the Council sold at Beaumont Leys to Lovell Partnership for the creation of over 100 new homes, 40 of which will be affordable homes.
- 5.27 We are now working on the proposed redevelopment of The Exchange.
- 5.28 **Our future programme** will include a major assessment of all our bungalow stock and continued monitoring of demand for existing sheltered housing schemes. We will also seek the redevelopment of the now cleared site at Godstow Walk and consider options for Goscote House. As we near to achieving full Decent Homes Standards on all our council housing stock, we will continue to strategically assess our stock holding to ensure it is fit for purpose and will remain a quality response to local housing needs, exploring remodelling or redevelopment options as and when appropriate.
- 5.29 **Maximising the amount of capital funding (subsidy) for affordable housing:**
- 5.30 **Continue to seek to maximise Homes and Communities Agency funding in the City:** An initial allocation of £8.9m Housing Corporation funding for schemes in Leicester for 2008-2011 was announced in early 2008. A significant amount of the funding available for 2008-2011 has yet to be allocated. Officers will continue to work closely with RSLs and developers to ensure that any sound potential bids are brought to the Homes and Communities Agency's Continuous Bidding Clinics and then progressed as strong bids for funding from the Homes and Communities Agency. (Bids for Homes and Communities Agency grant are more likely to gain funding if they are seen as 'value for money'. RSLs, therefore, will invest their own resources and any available 'recycled grant' to reduce the amount of new funding each bid seeks from the Homes and Communities Agency. For this reason, too, Local Authorities are encouraged by the Homes and Communities Agency to put in land at less than market value and/or local authority grant towards bids for Homes and Communities Agency funding. The Council has, in the past, invested in such schemes and may consider to do so again albeit at a cost to its capital programme.) By the end of November 2008, a further £1,284,175m had been confirmed for Leicester from the 2008-2011 funding available from the Homes and Communities Agency.
- 5.3.1 The Government has released significant additional monies via the Homes and Communities Agency as part of its response to the current credit crunch and housing market failure. Officers have been working closely with developers, Housing Associations and the Homes and Communities Agency

to explore any opportunities for built but unsold houses/flats to be sold “off the shelf” to Housing Associations as affordable housing. Between 1<sup>st</sup> April 2008 and 31<sup>st</sup> May 2009 , a total of 30 such “off the shelf” homes have already been bought by Housing Associations, subsidised by Homes and Communities Agency funding and are already meeting affordable housing needs in the City. Further opportunities for more “off the shelf” purchases are being explored. In more detail, the Housing Development Team has been:

- encouraging developers to work with housing associations (RSLs) to provide small sites (for up to 20 homes) for social rented housing. (RSLs are currently reluctant to invest in shared ownership homes due to lack of sales in existing shared ownership schemes, reflecting the mortgage market. The Homes and Communities Agency want to invest in mixed tenure schemes but will consider investment in such small fully social rented schemes.) The Team talk to developers about how RSL finance and approved funding can give them guaranteed and prompt sales which help the developer’s cash flow;
- encouraging RSLs to use this market opportunity to buy sites from developers. The RSLs may seek new planning permissions, if necessary, to provide an appropriate mix of housing;
- encouraging developers of Section 106/planning gain sites to sell homes that were for market sale to RSLs for affordable housing;
- asking the Homes and Communities Agency to consider funding the refurbishment of existing private housing. An example of this is a proposal to convert a house in multiple occupation into a large family affordable home in an area with a very high demand for large family homes;
- supporting RSLs’ interest in offering ‘Try before you buy’ options to prospective shared ownership purchasers. This allows the prospective purchaser to rent the property at an intermediate rent (about 80% of the market rent) for a number of years before deciding whether to buy it in the future when the availability of mortgages has improved. The sale price would be discounted to reflect the rent already paid on the property. (The Homes and Communities Agency has recently introduced this measure and call it ‘Rent to Buy’).

5.32 The Homes and Communities Agency’s response to the current market also includes a flexible approach on switching to intermediate rent, introducing HomeBuy Direct, working with the Government Office (CLG) to develop Mortgage Rescue and changing its bidding system to allow for continuous market engagement. And, for the first time, direct Homes and Communities Agency funding will be available to local authorities with existing stock, who will be able to qualify as development partners under its National Affordable Housing Programme. Other initiatives being considered by the Homes and Communities Agency include:

- revisiting the possibility of equity stakes;

- public sector purchase of land;
- different approaches to sharing risks.

5.33 **Continue to ensure all commuted sums received for affordable housing are invested:** In line with our Local Plan policy, the council has accepted financial payment in lieu of the on-site provision of affordable homes in exceptional circumstances. Up to 31.3.09, Leicester City Council had agreed a total of £5.97m of such 'commuted sums' for affordable housing provision. The due date for such payments is triggered by specified stages in the development of the site they are linked to. We have a very good track record of securing and spending all affordable housing commuted sums once owed to and received by the council. To date, we have received payments for a total of £2.8m worth of commuted sums for affordable housing and this has all been spent to secure additional affordable homes in the city. At present, the council is owed £158,600 worth of commuted sums for affordable housing and is currently seeking its payment. The remaining £3.002m worth of agreed commuted sums for affordable housing is not yet due for payment and will only become due for payment once specified stages (triggers) have been reached on the development sites they are linked to.

**Respond to new subsidy opportunities:**

5.34 In addition to the monies released for 'off the shelf' purchases, the Government has recently launched several other initiatives which officers have and are strategically exploring to establish what the benefits could be for Leicester, including for affordable housing. These initiatives include:

- ~ Local Housing Companies;
- ~ PFI credits;
- ~ Eco-towns;
- ~ Homes and Communities Agency grant becoming directly available to Councils.

5.35 We were unsuccessful in our recent 'Expression of Interest' PFI bid for 600 new affordable homes including two Extra Care schemes.

5.36 Officers had been liaising with the proposers (The Co-op) of the 'Pennbury' Eco Town in the Harborough district, which was unsuccessful in the Government's recently announced shortlist, to establish what impact this proposed new development would have had on Leicester City and its regeneration and had explored the Co-op's proposed 'pledge' for Leicester and what it might have meant for affordable housing supply in the City (for example, a possible off-site affordable housing contribution).

5.37 In September 2009, the Government announced that Leicester's bid to build 90 new Council homes has been approved and will be supported from round one of the Government's funding competition for Council house building. Officers are working up an additional submission for round two, to be submitted by 31<sup>st</sup> October 2009.

## **6. Delivery Plan**

## 6. Our Delivery Plan

6.1 Whilst concentrating on the three major ways to increase our affordable housing supply as set out above (Working with partners to make best use of negotiation skills and planning powers, Optimising affordable housing outcomes from LCC land and property disposals and Maximising the amount of capital funding/subsidy for affordable housing), our approach, generally, will also seek to:

- Adapt our approach to take into account the Housing Market Crisis;
- Maximise support and subsidy received from the New Homes and Communities Agency (HCA);
- Identify and pursue new sources of subsidy for the City for example 'Kick Start' funding, for stalled market sites which may include an element of affordable housing. ;
- Adopt new ways of working with the private sector (project management, early contact between developer and housing associations);
- Strategically assess the new options that Government is developing for Council's own land (Local Housing Companies, Housing Corporation grant becoming available to Councils);
- Ensure Leicester makes best use of the range of new "products" from the Homes and Communities Agency, which will subsidise home purchase for low income families;
- Ensure that we seek to gain the size and type of affordable housing (plus any required support) that the City requires;
- Reassess the contribution of the private rented sector in meeting affordable housing need, in particular the impact of the new Local Housing Allowances;
- Continue to explore cross boundary working to achieve our target outcomes through the newly formed Housing, Planning and Infrastructure Group, which is a Strategy and Performance Group supporting the Leicester and Leicestershire Economic Development Leadership Board;
- Review the need for major works on our own stock once Decent Homes Standards have been achieved (by 2010);
- Liaise with the Homes and Communities Agency and the Leicester Skills Council to maximise opportunities to develop skills and jobs in the city via investment in affordable housing.

- 6.2 We have set up an Affordable Housing Programme Board to oversee this work and ensure that the affordable housing that the City Council enables meets the evidenced needs in the City. The Board reports to the Planning for People Not Cars Partnership, on progress in meeting the LAA target and to other Delivery Groups, as required, on meeting the needs of the groups in the city in need of affordable housing.
- 6.3 Our Delivery plan to achieve more affordable housing in Leicester is set out within the accompanying document.



# **APPENDICES**

## Planning Policy Statement 3 (PPS3) Published 29 November, 2006.

### Affordable housing

**Affordable housing** is:

‘Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision’.

**Social rented housing** is:

‘Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. The proposals set out in the Three Year Review of Rent Restructuring (July 2004) were implemented as policy in April 2006. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.’

**Intermediate affordable housing** is:

‘Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (eg HomeBuy), other low cost homes for sale and intermediate rent.’

These definitions replace guidance given in *Planning Policy Guidance Note 3: Housing (PPG3)* and *DETR Circular 6/98 Planning and Affordable Housing*.

The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet the definition above, they may be considered, for planning purposes, as affordable housing. Whereas, those homes that do not meet the definition, for example, ‘low cost market’ housing, may not be considered, for planning purposes, as affordable housing.

There is further guidance on eligibility for affordable housing, recycling of subsidy, specific features of social rented and intermediate affordable housing and the application of the affordable housing definition, in particular with regard to the extent to which non-grant funded and private sector low cost housing products meet the definition in the Affordable Housing Policy Statement.

## Annex B: Definitions

26 PLANNING POLICY STATEMENT 3 | Annex B

The terms ‘affordability’ and ‘affordable housing’ have different meanings. ‘Affordability’ is a measure of whether housing may be afforded by certain groups of households. ‘Affordable housing’ refers to particular products outside the main housing market.

**Supply and Demand of Council and Housing Association Homes in Leicester**

A Comparison of Current Housing Demand 1st April 2009 with Council Lettings and Nominations to Housing Associations in the period April 2008 to March 2009

**Publication date 29th April 2009**

**Likelihood of renting a Council or Housing Association home via the Housing Register**

**Key**



- Good **G** *In the last 12 months as many (or more) households were rehoused as there are now in your points band & with your bed eligibility*
- Possible 2-4 *You have a '1 in 2' to '1 in 4' likelihood of rehousing if supply is the same as in the last 12 months*
- Unlikely 5-14 *You only have a '1 in 5' to '1 in 14' likelihood of rehousing if supply is the same as in the last 12 months*
- Most Unlikely 15+ *There were very few lettings to people with your requirements in the last 12 months*
- No Lettings **NL** *There were no lettings to people in your situation in the last 12 months*

Your Points on the Housing Register	Bedrooms						
	1	2	3	4	5	6	7+
<b>29-149</b>	5	36	147	34	NL	NL	NL
<b>150-194</b>	G	63	2	4	NL	NL	NL
<b>195-249</b>	G	G	G	6	14	NL	NL
<b>250-499</b>	G	G	G	2	10	8	NL
<b>500 +</b>	2	G	G	G	G	3	NL

**What Does This Mean?**

If you have, for example, a 1 in 4 likelihood of rehousing this means there are 3 other applicants in a similar situation for every available letting. *It does not mean that if you wait for four years you are bound to get an offer.*

Offers are always made to the eligible person on the list with the most points when the property becomes available.

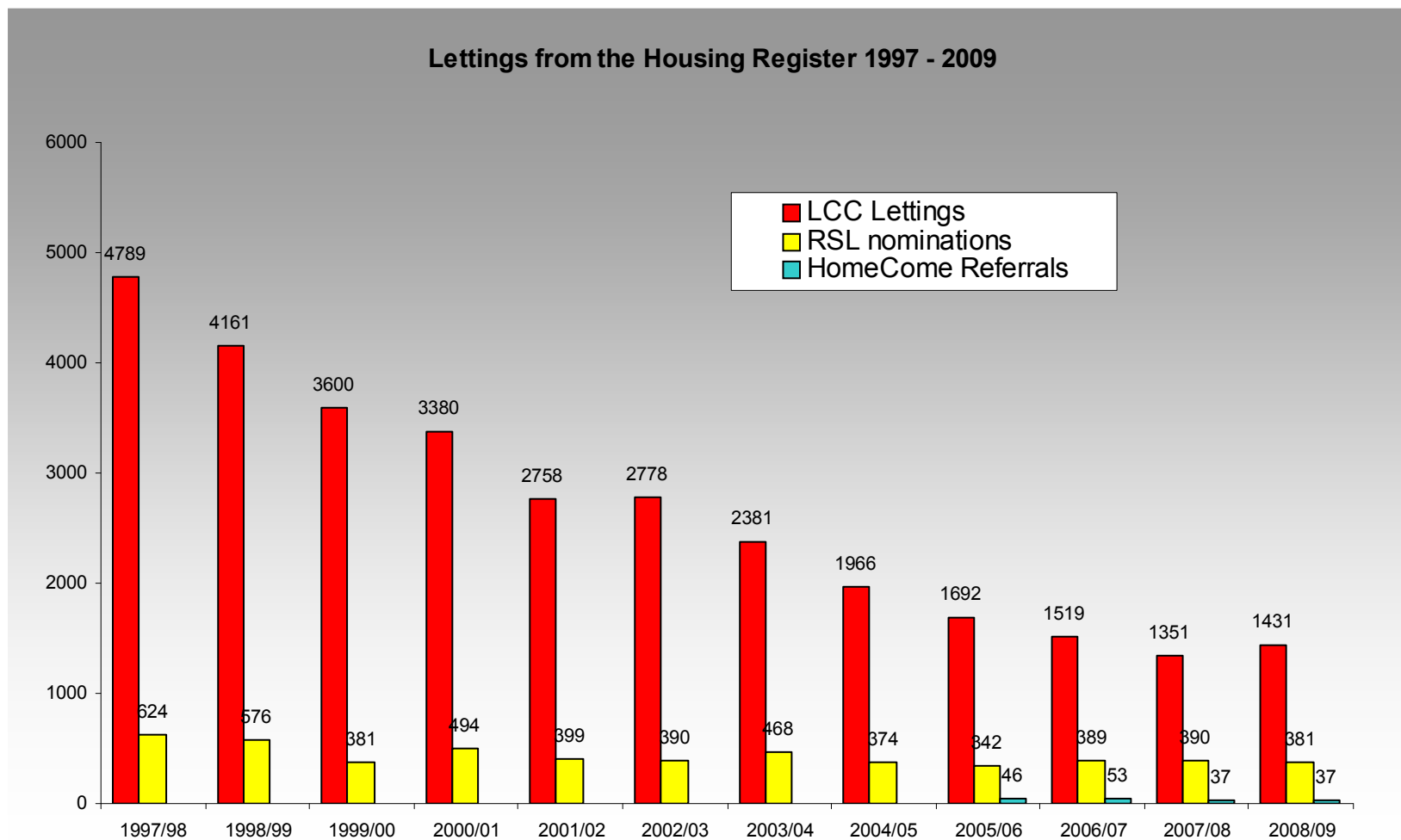
**What Can I Do?**

- Select the maximum number of areas of the City that you can.
- Select as many property types (e.g. Flat, House, Maisonette) as you can, and agree to be nominated to Housing Association properties, as well as asking for offers of a Council home.
- Read the Accommodation Guide to see where we have the properties of the type you need.
- Consider if you can accept one less bedroom, particularly if you require a larger property.

If you want to add areas to your application call in at the Housing Options Centre at Phoenix House, or telephone us:

**Housing Options Centre, Phoenix House, 1 King Street, Leicester LE1 6RN telephone 0116 252 8707**





### Who produces affordable housing?

Affordable housing is currently provided by HomeCome and through partnership working between Housing Associations, the Council, the Housing Corporation, landowners and private developers. Table 1 shows the achievements over the last 4 years.

The table is categorised to show the 'initial catalyst'. In reality, schemes will come about because stakeholders are working together. The Housing Corporation paid grant on nearly all schemes apart from HomeCome and Braunstone 6 Streets schemes.

For this purpose a Housing Association is shown as the 'catalyst' if they bought the land privately (e.g. Sanvey Gate). The 'planning system' is shown as the catalyst where the initial proposal came from a private proposal e.g. Marconi site, Blackbird Road. If the Adults & Housing Department or other department sold the land this is shown as the initial catalyst. HomeCome is a Council funded initiative which raises private finance towards its activities.

**Table 1: Affordable Housing Completions 04/08 by Lead Catalyst**

Lead Catalyst	Affordable Housing Completions							
	04/05		05/06		06/07		07/08	
	ALL	LFHs*	ALL	LFHs*	ALL	LFHs*	ALL	LFHs*
Housing Association led	53	3	67	5	146	1	74	16
Planning system/private developer led	42	9	34	17	50	8	61	20
HomeCome	15	1	39	22	39	26	25	16
Sale of Housing Department owned land	4	2	0	0	0	0	0	0
Sale of Council houses	6	0	12	2	8	4	0	0
Sale of other Council assets	0	0	0	0	0	0	59	0
Braunstone 6 Streets	93	4	0	0	0	0	0	0
<b>Totals</b>	<b>213</b>	<b>19</b>	<b>152</b>	<b>46</b>	<b>243</b>	<b>39</b>	<b>219</b>	<b>52</b>

\* LFHs = large family homes (i.e. those having at least four bedrooms)

Sources: Housing Development Records.

Produced by:

Julia Keeling  
Housing Development Team  
December 2008

### **H09. AFFORDABLE HOUSING**

**Affordable Housing in this Plan is as defined in paragraphs 6.37 and 6.38.**

**The City Council will seek at least 30% affordable housing on developments of 25 or more dwellings, or at least 1 hectare or more outside the Strategic Regeneration Area.**

**The Council will seek to achieve an overall target of 30% of new dwellings to be affordable within the Strategic Regeneration Area, which is recognised as a priority investment area.**

**The onus will be on the housing developer to demonstrate, to the satisfaction of the local planning authority, why any targets may not be met – the presumption will be that the affordable housing created in the development of a site will be provided on-site.**

**In exceptional circumstances the City Council may approve an element of affordable housing to be provided elsewhere than on the application site. The basis of calculating the commuted sum to represent this 'off site' provision is the amount of public subsidy which a Registered Social Landlord would require to provide the affordable housing. This sum will be reviewed annually in line with RSL grant rates.**

#### **Affordable Housing**

6.36. The Government's Circular 6/98 and PPG3 state that a community's need for affordable housing is a material planning consideration which may properly be taken into account in formulating development plan policies and deciding planning applications. Leicester's 2002 Housing Needs Survey concluded that there is a requirement to provide an additional 635 affordable dwellings per annum if all housing needs are to be met. The survey suggests that current low-cost market housing cannot meet any affordable housing need whilst shared ownership might be able to help some of the households in need - for the remainder, only social rented housing will be of any use. In terms of house size, the survey demonstrates that the greatest need is for affordable dwellings for rent with four or more bedrooms and two-bedroom affordable rented homes. An update of the survey was undertaken during 2003 which indicates an annual need for 546 affordable homes.

6.37. Affordable housing will consist of:

- a) Social housing provided by a Registered Social Landlord or local authority – allocating accommodation on the basis of need. While such dwellings will normally be made available for rent, they may also include subsidised low-cost home ownership, where a RSL or local authority retains a continuing interest.
- b) Low-cost market housing (usually, though not exclusively, through a private house builder), providing that:
  - i) such housing requires weekly outgoings at levels appreciably below the minimum cost of local market housing, and, linked to earnings in the City area: (levels/details to be determined by updated Housing Needs survey data currently available), and
  - ii) such housing should be available, both initially and for subsequent occupancy, only to those with a demonstrable housing need or restriction in their ability to acquire property at open market values.

6.38. In terms of affordability, Leicester's Housing Needs Survey implies that for rent to be affordable it should not take up more than 30% of a household's net income and for a mortgage to be affordable, a household's gross income should be more than one third of its mortgage requirement.

6.39. Based on identified local housing needs, the City Council considers that at least 30% of new housing provision in the Plan area should comprise affordable homes. Therefore, the Council expects at least 30% affordable housing on sites with a minimum size threshold of 1.0 hectare or 25 dwellings. Applicants cannot expect the City Council to depart from this policy unless they can demonstrate that the particular physical and environmental constraints of a site, or other plan requirements, would make the provision of affordable housing unviable. The mix of tenure and property type of the affordable housing requirement will be informed by the 2003 update of the Housing Needs Survey. It is envisaged that a future supplementary planning document on Affordable Housing will keep the requirement timely and appropriate, based on updates to the Needs Survey. The current required tenure mix of the affordable housing element is 91% rent and 9% shared-ownership, and there is a longstanding need for large family homes (i.e. those with at least 4 bedrooms). The 2003 Housing Needs Survey update indicates that 61% of the affordable housing requirement is for large family homes.

6.40. In October 2003 the City Council approved Guidelines for housing developers on the provision of affordable housing in the Leicester Regeneration Company Area. Within the Strategic Regeneration Area these Guidelines set an overall target of 30% of new homes to be affordable as defined in the Local Plan. The Guidelines outline the proposed partnership arrangements with RSLs regarding the delivery of affordable housing. They also refer to the Council's support towards future bids to the Housing Corporation

for funding half of any affordable housing requirement. Developers should therefore provide for the first 15% of the affordable housing requirement. Further detailed planning guidance on the location and distribution of proposed housing will be prepared.

6.41. The total Structure Plan housing requirement for Leicester for the period 1996 to 2016 is 19,000 dwellings. Applying the 30% target figure would therefore require about 5,700 affordable homes during the Plan period. About 54% (10,223) of the 19,000 target has already been committed (completions and permissions). Analysis of these existing commitments indicates that only about 14% of the dwellings built or approved at March 2004 are affordable housing units. Analysis of the housing allocations and additional urban capacity during the remaining Local Plan period suggests that at best only about 20% of the dwellings to be provided might be affordable homes. Further details are provided in Table 6.3 below.

Table 6.3: Affordable Housing Requirements & Supply: 1996 – 2016

	<b>Total housing supply:</b>	<b>Total affordable housing:</b>
i. all completions 1996-2004	5,170	838 (16%)
ii. permissions (large sites) 3/04	5,053	619 (12%)
<i>Sub-total: i &amp; ii</i>	<i>10,223</i>	<i>1,457 (14%)</i>
iii. housing allocations	3,570	1,020 (29%)
iv. additional urban capacity	4,000	600 (15%)
<i>Sub-total iii, &amp; iv</i>	<i>7,570</i>	<i>1,620 (21%)</i>
<b>TOTAL</b>	<b>17,793</b>	<b>3,077 (17%)</b>

6.42. Overall provision of affordable homes during the remaining Plan period could provide approximately 2,240 affordable homes or 200 per annum for the next 12 years. This falls drastically short of the annual requirement for an additional 546 affordable homes demonstrated by the 2003 update of the Housing Needs Survey. It is therefore imperative that each residential development proposal, which meets the site size threshold in policy H09, optimises its contribution towards the increasing shortfall in the City's affordable housing supply. The presumption will be that each development is able to meet the 30% target. Indicative affordable housing targets for allocated housing sites are set out in Table 6.4. Any future proposals for residential or mixed development on windfall sites that meet the site size threshold will be assessed against this policy.

6.43. The Council's policy is to make applicants aware of the affordable housing policy requirements at the earliest possible stage. At an outline planning application stage at least 30% affordable housing will be sought. The number and type of affordable housing units sought within any particular development will be negotiated at or immediately prior to the full or reserved matters planning application stage in order to agree a suitable housing mix in line with the needs of the City. Such detail will include the number, house type, mix, required Lifetime Homes/wheelchair standards, other minimum build standards (e.g. Housing Corporation's Scheme Development Standards), location, delivery/phasing of supply, etc. The affordable housing sought will reflect the Council's assessment of how each site can best contribute to meeting Leicester's affordable housing need through its analysis of the Housing Needs Survey, the Council's Adapted Housing Database, the Council's Accommodation Guides and the nature/characteristics of the site and its locality.

6.44. All affordable housing provision should remain as affordable housing in perpetuity. The City Council will seek to secure the provision through planning conditions and/or Section 106 Agreements. The City Council will be pleased to advise on suitable RSL partner(s) and expect to jointly select RSL partner(s) with the developer/land-owner. There will continue to be a presumption against supporting any bids by RSLs for Affordable Housing Grant on sites where affordable housing is a planning requirement, unless the Local Authority has approved the targeting of public subsidy to certain sites to achieve strategic housing priorities. In terms of appearance, design and quality the affordable housing dwellings should be indistinguishable from the market sale dwellings/non-'affordable housing'. In order to encourage a better social mix, the affordable element should be distributed throughout the entire development, ideally still located within easy walking-distance of proposed bus-routes, shops and other facilities. The details of proposed housing mix and type will be negotiated and agreed with developers at the detailed planning application stage to take account of site suitability and individual scheme viability. The nature of this distribution in the Strategic Regeneration Area, whether of individual units throughout a scheme, or of floors or blocks within a scheme, will be determined in the light of the physical and housing management circumstances in each case.



Table 6.4: Affordable Housing Targets for Residential Developments (allocations and outline permissions at March 2004)

Site Location	Total Units (estimate)	Affordable Housing Target
Ashton Green*	1,500	450
North Hamilton**	900	226
Quakesick Valley Hamilton	300	90
East Hamilton	550	165
Manor Farm Hamilton	140	42
Towers Hospital	260	78
Lanesborough Road	80	24
Former St. Mary's allotments	100	30
Whittier Road allotments	120	36
Wycombe Road allotments	80	24
Blackbird Road Playing Fields	320	96
Bede Island South Phases 4 & 5	300	90
Bestway Site, Loughborough Road	140	42
Former Stadium, Filbert Street**	300	43
<b>Total</b>	<b>5,090</b>	<b>1,436</b>

\* Ashton Green development is phased beyond Plan period (see policy H02)

\*\* Affordable housing already agreed via planning conditions/S106 agreements.

Note: These affordable housing targets exclude provision already agreed on sites with detailed planning permission and any potential contribution from future windfall sites. Table 6.1 indicates that at least 4,000 dwellings are to be provided through additional urban capacity and an element of affordable housing will be negotiated on appropriate sites in accordance with policy H09.

6.45. Where the local planning authority considers that certain sites are suitable for inclusion of an element of affordable housing and an applicant does not make such provision as part of the proposed development, such a failure could justify the refusal of planning permission.

Appendix 6

List of sites which can contribute to new affordable housing supply 2008-2013 (as at 23.09.09). Target 992 by 2013.

Site Name/Address	Ward	2008-2009 Rent D	2008-2009 Inter D	2009-2010 Rent D	2009-2010 Rent C	2009-2010 Rent P	2009-2010 Inter D	2009-2010 Inter C	2009-2010 Inter P	2010-2011 Rent C	2010-2011 Rent P	2010-2011 Inter C	2010-2011 Inter P	2011-2012 Rent C	2011-2012 Rent P	2011-2012 Inter C	2011-2012 Inter P	2012-2013 Rent C	2012-2013 Rent P	2012-2013 Inter C	2012-2013 Inter P
<b>Leicester City Council Sites</b>																					
<b>HRA Sites:</b>																					
Strasbourg Drive/Bishopdale Rd	BL				16			24													
Braunstone Batch 3	BR&R														8		2		24		6
Future Batches	HRA CW														15		5		15		5
Heather Road LA NB 1	FR									10											
Godstow Walk LA NB 1	CO									35											
Hamelin Road LANB 2	BR&R														10						
Saffron Depot LA NB 2	FR														9						
Humberstone HIL	HH														18						
Batch 1 HRA Sites	CW				43																
<b>Non-HRA Site:</b>																					
Blackbird Road Playing Fields	BL																		15		5
Whittier Road Allotments	FM										27		9						11		4
Laburnum Road LA NB 2	HH														30						
Queensmead School	BF														9		3		9		3
Bendbow Rise	BF										17		6								
Tilling Rd LA NB 2	BL														22						
Mundella School LA NB 1	CW									48											
Bonney Road LA NB 2	NP														23						
Saffron Velodrome Site	FM										23		7								
Ashton Green	BL														22		8		33		12
Manor Farm Hamilton	HH										34		11								
East Hamilton	HH														11		4		11		4

Site Name/Address	Ward	2008-2009 Rent D	2008-2009 Inter D	2009-2010 Rent D	2009-2010 Rent C	2009-2010 Rent P	2009-2010 Inter D	2009-2010 Inter C	2009-2010 Inter P	2010-2011 Rent C	2010-2011 Rent P	2010-2011 Inter C	2010-2011 Inter P	2011-2012 Rent C	2011-2012 Rent P	2011-2012 Inter C	2011-2012 Inter P	2012-2013 Rent C	2012-2013 Rent P	2012-2013 Inter C	2012-2013 Inter P
Conduit Street	CA																		60		
Knighton Fields Road West	CA									10											
Advance (HOLD)	CW							16													
Health Homes	CW														16						
<b>Private Sites:</b>																					
Aylestone Road Sports Ground	CA														14		3		14		3
College Hall	KN																		7		
Parker Drive/Menzies Road	AB														9		1		7		
Heyford Road adjacent 48	BF												10								
Bestway, Loughborough Rd	RM														16				10		2
211-213 Humberstone Lane	RM										17		2								5
Gipsy Lane, Towers Hospital	HH				10			4													
<b>Hamilton:</b>																					
North Hamilton Phases 7 & 8	HH				7																
North Hamilton Phases 7 & 8 (Bloor Homes)	HH				2	7				5		3									
<b>Private Sites - Leicester Regeneration Area</b>																					
<b>Abbey Meadows:</b>																					
Wolsey Island (remainder)	AB														11		4		11		4
39 Abbey Park Road (S106) (Morris Homes)	AB																		13		1
Abbey Meadows BUSM site	LA									43		17		44		15					
<b>Waterside:</b>																					
<b>St George's New Community:</b>																					
4 Wheat Street	CA																		1		
40 Wharf Street South	CA							5													

Site Name/Address	Ward	2008-2009 Rent D	2008-2009 Inter D	2009-2010 Rent D	2009-2010 Rent C	2009-2010 Rent P	2009-2010 Inter D	2009-2010 Inter C	2009-2010 Inter P	2010-2011 Rent C	2010-2011 Rent P	2010-2011 Inter C	2010-2011 Inter P	2011-2012 Rent C	2011-2012 Rent P	2011-2012 Inter C	2011-2012 Inter P	2012-2013 Rent C	2012-2013 Rent P	2012-2013 Inter C	2012-2013 Inter P	
<b>St George's South Cultural Quarter:</b>																						
Midland Street, Morledge St, Burton St	CA				2			3														
Queen Street Spa Building	CA														2							
Shires West	CA					24																
<b>Rest of LRC Area:</b>																						
46 Western Road	WC																					
Bede Island South (Phase 4)	WC																					
Former Filbert Street Stadium	CA																			12		7
Canning Place, Leeson Building	AB																					
Abbey Park Street, Sangra & Shonki Building	LA									62		5		35								
Site Name/address Delivered acquisitions of market homes																						
<b>Total Sites</b>		56	76	8	80	31	21	52	0	213	118	25	45	79	245	15	30	0	253	0	61	

**Key:**  
 CW = City Wide  
 D = Delivered homes completed  
 C = Committed - a scheme with funding secured for affordable housing and/or on site.  
 P = Proposed  
 Inter = Intermediate

**Summary of delivered, committed and proposed affordable housing units projected from 2008-2013, against the Target 992, as at 23.09.09**

Delivered	161
Committed	464
Proposed	783
<b>TOTAL</b>	<b>1,408</b>

**AFFORDABLE HOUSING DEVELOPMENT STRATEGY –  
DELIVERY PLAN FOR NEW AFFORDABLE HOUSING**

**One Leicester Strategic Themes:** Improving Health and Wellbeing, Planning for People not Cars, Creating Thriving Communities, Reducing our Carbon Footprint

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
1. Shortfall of affordable housing to meet the city's needs.	To address the housing needs of the city;  To achieve sound documents within the LDF* and effective planning policies.	More affordable housing.  Have more affordable housing in the right places with a greater contribution made by the private sector.  Delivered 992 new affordable homes by 2013.	A. <b>Working with partners to make best use of negotiation skills &amp; planning powers:</b>  i) by ensuring that the Local Development Framework provides an appropriate policy framework for this strategy.  (The LDF comprises a number of documents, a Core Strategy, a Site Allocations Development Plan Document and Supplementary Planning Documents.)    ii) <u>by revisiting the Officers and Developers guidelines on:</u>  - publicity on planning requirements for housing proposals to encourage land values to reflect likely developer contributions to be sought, including affordable housing; - pre-planning application advice; - planning application submission checklist; - procedure for financial viability cases; - early contact with HC & RSL(s); - Project Team approach for all large applications; - assessment of planning applications; - working in partnership with developers, landowners, RSLs, etc;  iii) <u>by assessing staff skills requirements and addressing any gaps</u> , eg taking up HCA's offer to raise skills.  iv) ensure our LAA NI154 and NI155 targets are ambitious	Diana Chapman                    Mike Richardson              Andrew Smith/Ann Branson Andrew	The pre-submission Core Strategy approved by Council in September 2009.  The Affordable Housing Supplementary Planning Document is scheduled for drafting by Summer 2010. A Housing SPD will follow.  Work on the Sites Allocations and Development Control Policies Development Plan Document is due to start in Summer 2010.  Completed.                       Ongoing.  Next refresh scheduled for winter 09/10,

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
	To maximise opportunities to develop skills and jobs in the city via investment in affordable housing.		<p><u>and realistic reflecting current economic downturn</u></p> <p>v) by liaising with the Homes and Communities Agency and the Leicester and Leicestershire Employment and Skills Board to maximise opportunities to develop skills and jobs in the city via investment in affordable housing.</p> <p><b>B. Optimising affordable housing outcomes from LCC land and property disposals:</b></p> <p>i) Consider what proportion of affordable housing should be sought at Ashton Green;</p> <p>ii) prepare options paper for Cabinet briefing to cover:</p> <ul style="list-style-type: none"> <li>- Consider requiring more than the plan target amount of affordable housing on some or all LCC disposals, also taking account of other reasonable planning requirements;</li> <li>- Consider marketing sites below the affordable housing threshold with a requirement that a proportion of the homes should be for social rented affordable housing;</li> <li>- Consider disposals at less than market value (either as simple direct subsidy or as part of funding package eg with HCA or PFI);</li> <li>- Consider Council building affordable homes;</li> <li>- Consider funding infrastructure through Growth Point funding;</li> <li>- Consider LCC applying directly for Social Housing Grant.</li> </ul> <p>(such consideration to also take account of marketability,</p>	<p>Smith/Ann Branson</p> <p>Mike Dalzell</p> <p>Geoff Mee</p> <p>Ann Branson/ Andrew Smith/Neil Gamble</p>	<p>for sign-off by Leicester Partnership Executive and Cabinet by mid-Feb 2010.</p> <p>Ongoing.</p> <p>Completed: pre-submission Core Strategy approved by Council in September 2009 includes for 30% affordable housing (policy 7).</p> <p>Completed. Strategy for responding to Government housing investment initiatives agreed by Cabinet Lead members in August 2009.</p>

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
			<p>development land value implications and other priorities of the Council).</p> <p>iii) Continue programme of releasing HRA (backland) sites;</p> <p>iv) Continue with programme of HRA stock assessment to identify any issues which could be addressed through remodeling or redevelopment;</p> <p>v) Consider Local Housing Company.</p> <p><b>C. Maximising the amount of capital funding (subsidy) for affordable housing</b></p> <p>i) by revisiting LCC's priorities for developer contributions, including on-site affordable housing;</p> <p>ii) by revisiting our commuted sums investment programme;</p> <p>iii) by working with HCA in respect of both expert help and funding options;</p> <p>iv) by responding positively to the range of new products for intermediate housing, promoting these products via Housing Options;</p> <p>v) by reassessing the contribution the private rented sector may be able to make in meeting affordable housing need, in particular, the impact of the new Local Housing Allowances;</p> <p>vi) by ensuring that the Growth Infrastructure Assessment reflects all possible sources of funding for required infrastructure;</p> <p>vii) by continuing to target NGP funds at enabling affordable</p>	<p>Julia Keeling</p> <p>Dave Pate</p> <p>Ann Branson</p> <p>Andrew Smith</p> <p>Janet Callan/Julia Keeling</p> <p>Janet Callan/Julia Keeling</p> <p>Vijay Desor</p> <p>Ann Branson</p> <p>Diana Chapman</p> <p>Andrew Smith</p>	<p>Ongoing.</p> <p>Ongoing.</p> <p>Completed. Not being pursued.</p> <p>On hold awaiting further Government guidance on proposed Community Infrastructure Levy and its impact on other developer contributions.</p> <p>Completed. All received commuted sums have been and are targeted at opportunities to reflect strategic priorities.</p> <p>Ongoing.</p> <p>Housing Options staff to have been briefed on new products by March 2010.</p> <p>To be completed by December 2009.</p> <p>Completed.</p> <p>Completed. Eg. NGP funds at BUSM</p>

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
			<p>housing as well as for infrastructure;</p> <p>viii) by encouraging RSLs to use some of their own resources to make their bids for funding more competitive (&amp; hopefully, therefore, more likely to succeed);</p> <p>ix) Consider funding LCC Affordable Rent Grant each year as part of Housing Capital Programme:</p> <p>x) Consider LCC applying directly for Social Housing grant;</p> <p>xi) Continue to identify and explore all funding opportunities.</p> <p>xii) Continue to explore the new ways of liaising with partners.</p>	<p>Janet Callan/Julia Keeling</p> <p>Ann Branson</p> <p>Ann Branson</p> <p>Janet Callan/Julia Keeling</p> <p>Janet Callan/Julia Keeling</p>	<p>and Shonki/Sangra sites.</p> <p>Ongoing.</p> <p>Consider annually in capital programme.</p> <p>Completed. Council successful in its phase 1 bid for 93 homes. Phase 2 bid to be submitted by end October 2009.</p> <p>Ongoing.</p> <p>New Affordable Housing Programme Board set up in Spring 2009, involving stakeholders.</p>
<p><b>2. Getting the right mix of affordable housing to best meet housing needs.</b></p>	<p>To ensure that no group of people/ households are disadvantaged by the supply of new housing.</p> <p>To achieve sound documents within the LDF* and effective planning policies.</p>	<p>More people living in decent homes and overcrowding reduced. Have an accommodation strategy for better use of housing. Will have robust processes in place to ensure engagement of clients contributing to strategies/ Service developments.</p> <p>More older people will live independently in the community of their choice. More</p>	<p><b>A. Working with partners to make best use of negotiation skills and planning powers:</b></p> <p>i) by ensuring that the Local Development Framework provides an appropriate policy framework for this strategy.</p> <p>(The LDF comprises a number of documents, a Core Strategy, a Site Allocations Development Plan Document and Supplementary Planning Documents.)</p> <p>i) <u>By ensuring that supported housing requirements are considered</u> when advising on what mix of affordable housing should be sought on sites, including those identified within the Supporting People Strategy, the Vision for Extra Care &amp; PSA 16;</p>	<p>Diana Chapman</p> <p>Janet Callan/Julia Keeling</p>	<p>The pre-submission Core Strategy approved by Council in September 2009.</p> <p>The Affordable Housing Supplementary Planning Document is scheduled for drafting by Summer 2010. A Housing SPD will follow.</p> <p>Work on the Sites Allocations and Development Control Policies Development Plan Document is due to start in Summer 2010.</p> <p>Ongoing.</p>

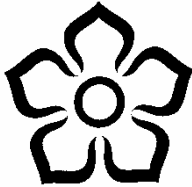


Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
		<p>people with long term conditions will live independently in the community of their choice.</p> <p>Have regular engagement with clients contributing to strategies &amp; service delivery.</p>	<p>ii) <u>By developing an Overcrowding Strategy</u> based on findings of current pilot;</p> <p>iii) <u>Ensure that the SHMA findings/key elements are monitored and updated;</u></p> <p>iv) <u>Cross-boundary working;</u></p> <p>v) <u>seeking HCA funding to change the tenure of some existing private housing</u> to meet affordable housing needs, particularly to achieve independent living for vulnerable groups and use empty housing, helping to create mixed communities;</p> <p>vi) <u>Ensure involvement of tenants and communities;</u> when sites are developed.</p> <p>vii) <u>by revisiting the Officers and Developers guidelines on:</u></p> <ul style="list-style-type: none"> <li>- publicity on planning requirements for housing proposals to encourage land values to reflect likely developer contributions to be sought, including affordable housing;</li> <li>- pre-planning application advice;</li> <li>- planning application submission checklist;</li> <li>- procedure for financial viability cases;</li> <li>- early contact with HC &amp; RSL(s);</li> <li>- Project Team approach for all large applications;</li> <li>- assessment of planning applications;</li> <li>- working in partnership with developers, landowners, RSLs, etc;</li> </ul> <p><b>B. Optimising affordable housing outcomes from LCC land and property disposals:</b></p> <p>i) Ensure vision for Ashton Green and marketing details, etc seek best mix of housing to reflect housing needs, including supported housing, taking into account</p>	<p>Juliet Howells</p> <p>Russell Taylor</p> <p>Andrew Smith</p> <p>Ann Branson</p> <p>Janet Callan/Julia Keeling</p> <p>Mike Richardson</p> <p>Geoff Mee</p>	<p>Pilot now in second year. Strategy due April 2010.</p> <p>Ongoing.</p> <p>HPIG (Housing, Planning and Infrastructure Group) now in place, reporting to the Co-ordination Group, which reports to the Leadership Group.</p> <p>A small number of private sector empty properties are currently being considered for this initiative.</p> <p>Ongoing.</p> <p>Completed.</p> <p>Pre-public consultation master-planning reflects housing needs. Due for public consultation in Autumn 2009.</p>

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
			<p>marketability of land;</p> <p>ii) Redevelop existing council housing stock where this will best meet needs;</p> <p>iii) For ALL council-owned residential site disposal proposals, consider including a brief summary statement of the kind of residential development (mix, size, type of housing) including affordable housing which will be acceptable to the council within the tender brief for sites/properties being tendered;</p> <p>iv) Consider whether any priority supported housing needs could be met at sites/properties proposed for disposal.</p> <p><b>C. Maximising the amount of capital funding (subsidy) for affordable housing</b></p> <p>Engage with funders esp HCA to ensure that funders' VFM assessments reflect the city's housing needs and priorities.</p>	<p>Janet Callan/Julia Keeling</p> <p>Neil Evans</p> <p>Neil Evans</p> <p>Janet Callan/Julia Keeling</p>	<p>Work to assess the potential for redevelopment of some bungalows scheduled for 2013.</p> <p>This approach is being used for the proposed disposals to RSLs in 2009/10.</p> <p>Priority supported housing provision is being considered for inclusion within two sites proposed for disposal to RSLs in 2009/10.</p> <p>Ongoing.</p>
<p><b>3. Achieving good quality affordable housing that will meet current and future housing needs.</b></p>	<p>Have fit for purpose homes that reflect the range of households they are intended for.</p> <p>All new family homes to be suitably designed and delivered for families and children.</p>	<p>Reduce CO2 emissions in Leicester to 1.6 million tones.</p> <p>Neighbours will interact more with each other.</p> <p>Increased the % of people satisfied with their area from 65% to 77% (proxy for pride).</p>	<p><b>A. Working with partners to make best use of negotiation skills and planning powers:</b></p> <p>i) by ensuring that the Local Development Framework provides an appropriate policy framework for this strategy.</p> <p>(The LDF comprises a number of documents, a Core Strategy, a Site Allocations Development Plan Document and Supplementary Planning Documents.)</p>	<p>Diana Chapman</p>	<p>The pre-submission Core Strategy approved by Council in September 2009.</p> <p>The Affordable Housing Supplementary Planning Document is scheduled for drafting by Summer 2010. A Housing SPD will follow.</p> <p>Work on the Sites Allocations and Development Control Policies Development Plan Document is due to start in Summer 2010.</p>

Issue	Objective	LAA 5 year Outcome/2013 Top Ten target	Achieved How?	Delivery Plan Lead	Status as of 12.10.09
	<p>To reduce crime and ASB.</p> <p>To reduce fear of crime and encourage sense of community.</p> <p>To achieve sound documents within the LDF* and effective planning policies.</p>		<p>ii) <u>by revisiting our officers and developers guidelines on:</u></p> <ul style="list-style-type: none"> <li>- publicity on planning requirements for housing proposals to encourage land values to reflect likely developer contributions to be sought, including affordable housing;</li> <li>- pre-planning application advice;</li> <li>- planning application submission checklist;</li> <li>- procedure for financial viability cases;</li> <li>- early contact with HCA &amp; RSL(s);</li> <li>- Project Team approach for all large applications;</li> <li>- assessment of planning applications;</li> <li>- working in partnership with developers, landowners, RSLs, etc;</li> </ul> <p>iii) To ensure clarity on ownership, responsibility &amp; charges in terms of issues ranging from communal areas to graffiti/ASB.</p> <p><b>B. Optimising affordable housing outcomes from LCC land and property disposals:</b></p> <p>i) Ensure Ashton Green proposals seek quality homes;</p> <p><b>C. Maximising the amount of capital funding (subsidy) for affordable housing</b></p> <p>Engage with funders esp HCA to ensure that funders' VFM assessments reflect the city's quality and sustainability aspirations.</p>	<p>Mike Richardson</p> <p>Janet Callan</p> <p>Geoff Mee</p> <p>Janet Callan/Julia Keeling</p>	<p>Completed.</p> <p>Work to assess how best to address these issues whenever the Council is selling residential land and/or considering residential planning applications currently programmed for Winter 2010.</p> <p>Pre-consultation masterplanning includes for quality standards. Public consultation due in Autumn 2009.</p> <p>Ongoing.</p>

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Leicester  
City Council

**WARDS AFFECTED**  
All Wards

## **FORWARD TIMETABLE OF CONSULTATION AND MEETINGS:**

**CYPS scrutiny**  
**Cabinet**

**3 November 2009**  
**9 November 2009**

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### **13-19 Integrated Service Hubs (ISH) Capital Strategy**

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#### **Report of the Strategic Director, Children**

#### **1. PURPOSE OF REPORT**

- 1.1 This report details the direction of travel for the capital strategy for the development of Integrated Services Hubs across each of the eight neighbourhoods within the City and lists the preferred locations of the hubs in each neighbourhood.
- 1.2 The establishment of the Integrated Services Hubs (ISH), and the ongoing development of extended services, will make a significant contribution towards the One Leicester commitment to investing in our Children and Young People by improving the availability of services provided directly by the Council and those partner agencies to work in a co-ordinated way to meet the needs of young people. Our priority is to narrow the wellbeing gap and remove barriers to raising educational attainment by improving our ability to allocate, coordinate and manage resources in response to local need.
- 1.3 The report seeks approval for the utilisation of the following funding streams to secure the development of the 13-19 Integrated Service Hubs across the city:
- the acceptance of successful bid to the Government's co-location fund of £3,210,000
  - the allocation of £1,265,000 from the extended services capital grant
  - The allocation of £685,000 from the BSF capital fund.
- 1.4 A report is being brought at this early stage, prior to the completion of detailed costings and feasibility studies to support the proposed sites, in order to fit with the current BSF timescales which will allow the alignment of the three funding streams outlined above and increase the overall capital spend available, and therefore allow for early planning, noting that the Co-Location Fund has to be used by 31<sup>st</sup> August 2011 to avoid any repayment.

- 1.5 The report also seeks the early release of £100,000 out of the £1,265,000 Extended Services Capital Grant to enable the development of Mayfield as an interim hub for the central area to proceed in line with Phase 3 Children's Centre development agreed by Cabinet on 03/08/09 to enable the scheme to progress.
- 1.6 The Revenue strategy for the hubs will be developed on a site-by-site basis with partners in schools and youth centres. A further report will be brought back in January 2010 outlining the detailed Revenue Strategy to support the Capital strategy and further details of the costing exercises in relation to each proposed site.

## 2. SUMMARY

- 2.1 The Children Act 2004 requires Local Authorities and their partners to improve outcomes for children and young people. It asks Authorities to review services and how they are provided, including considering the mechanism of greater integration of services as a means of achieving:

- improved outcomes
- improved service user experience
- greater organisational efficiency
- alignment with national policy

- 2.2 Guidance on Children's Trust arrangements requires local authorities to bring together everyone who work with families and children including, for example, Health services, the police, Connexions, schools, colleges and housing organisation, depending on the circumstances of the local community.

- 2.3 The vision for Leicester is:

**“To develop an entitlement offer to all children and young people that provides integrated neighbourhood services that are accessible, inclusive, sustainable, evidence-based where funding follows need and results in measurable improvement of outcomes.”<sup>1</sup>**

- 2.4 Nationally, Local Authorities have found that successful delivery of prevention and early intervention level services requires staff from a range of services and agencies to be based together.

- 2.5 In June 2008, Cabinet received and approved a report that set out proposals for the establishment of Integrated Services Hubs across the 8 areas in the City.

- 2.6 The Hubs for 0-12 year olds are part of the Children's Centres strategy (a total of 23 being developed across the city by 2011) with one main hub in each locality. Phase 3 Children's Centre proposals were approved by Cabinet on 3<sup>rd</sup> August 2009.

- 2.7 The vision for the 13-19 development is to establish facilities in each neighbourhood that can deliver activities for young people (the Local Youth Offer), including Targeted Youth Support, co-location of the integrated team and be a focus for local co-ordination and participation alongside other service

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<sup>1</sup> Cabinet, June 2008

delivery points across the neighbourhood. We are, striving for a single hub in each locality, where staff are located together, with services being provide in a number of additional places within the same locality in line with the hub and spoke model that Children's Centres operate to.

2.8 A standard Accommodation model has been developed for the 13-19 Integrated Service Hubs to include:

- Reception area
- Flexible multi-agency room large enough to hold multi-agency meetings and deliver activities for young people
- 2 Smaller flexible rooms
- Open plan office for up to 10 workstations
- 2 Confidential interview/contact rooms
- Toilets
- Storage
- 

2.9 The delivery of integrated services is via a **hub and spoke model**, based on the children's centre model of delivery, which has proven to be successful in improving outcomes for children. The hubs will be sites for the co-location of staff from a range of services and agencies supporting children, young people and their families within each locality. This model ensures that all staff working in neighbourhoods share a common responsibility for local children and young people, enabling them to work with communities to identify local need and work together to improve outcomes for children, young people and families. Staff based in the same building or hub, will carry out joint assessments (e.g. Common Assessment Framework {CAF}), share information and become more effective and efficient in the delivery of services, sharing space, support services and management arrangements.

2.10 For parents/young people this means that they can access services and professionals close to home, explain their difficulties once only to one professional, who can arrange assessments, organise a meeting and make sure that an action plan is produced with the right services put in place to meet the young person's needs in a timely manner. For example, issues relating to behaviour and attendance, early involvement in offending, or parenting difficulties which will impact upon the young person's educational attainments, help reduce risk of NEET (not in education, employment or training) or early involvement with the Youth Justice system, etc.

2.11 It is not anticipated that the hubs are the only point for the co-location of staff and delivery of services across the locality, but this will be spread across a range of buildings in each locality. We would want to also develop spokes to be strategically placed in communities to maximise the access for the young people and their families.

2.12 There is no specified capital funding available for the development of 13-19 hubs. However. a successful bid has been made to the Government's co-location fund and a sum of £3,210,000 has been secured. The funding is conditional upon:

- the Council putting forward a sum of £1,950,000 into the co-location pot; and.
- the funding being fully spent by the 31<sup>st</sup> March 2011.

2.13 A sum of £685,000 has been made available through the BSF programme and a further sum of £1,265,000 has been identified through the Extended Services Capital Grant. The total contribution to be made by the Council is £1,950,000 and this meets the co-location funding requirements. It is proposed to deliver the 13-19 ISH programme alongside the main BSF Programme. This allows us to take an innovative approach to all our available capital funding to ensure that our BSF schools are well equipped to use their space to improve outcomes for children and young people, by basing appropriate professionals on school sites, accessible to school staff, parents and young people.

2.14 The Extended Services Capital Grant of £1,504,000 is detailed within block C of the Capital Programme, which requires Cabinet approval for spend. This report deals with seeking approval for £1,265,000 expenditure from this grant. Spending proposals for the balance of the Extended Services Capital Grant (£235,000) will be subject to a separate report.

2.15 Cabinet on the 3<sup>rd</sup> August approved the development of a Children's Centre on the site of the former Mayfield Family centre. There is sufficient capacity within the building to accommodate the 13-19 integrated services hub. The proposal is to locate the 13-19 ISH hub here initially while work is undertaken at the main hub site within the central area with a view to changing it's use to a 13-19 satellite hub. This will also allow the opportunity to pilot a 0-19 hub arrangement. Approval is being sought for the early release of the sum of £100,000 out of the £1,265,000 extended services capital fund towards the cost of the refurbishment required at Mayfield to incorporate the ISH requirements to enable the scheme to be progressed.

### 3. RECOMMENDATIONS

3.1 In view of the time constraints placed on the authority by the conditions of the co-location fund, Cabinet is recommended to:

3.2 Agree the preferred options for each locality listed below, and allow further detailed feasibility study and costing work to be undertaken and receive a further report outlining this work and a detailed revenue strategy to support the capital developments in early 2010:

- **Central**               **Hub:**                       Moat Community College  
**Interim hub/Spoke:** Mayfield Family Centre
- **East**                   **Hub:**                       Crown Hills
- **North**                 **Hub/Spokes:**          St Marks Youth Centre  
Rushey Mead
- **North East**         **Hub:**                       Hamilton Community College  
**Spokes:**               Northfields Youth Centre/



#### Armadale Youth Centre

- **North West**     **Hub:** Babington Community College  
                            **Spoke:** sites to be determined
  
- **South**            Options appraisal to be completed – 3 sites being considered  
                            as hub and spoke sites:  
  Samworth  
  Kingfisher  
  Magpie Youth centres
  
- **South West**    **Hub:** Fullhurst  
                            **Spoke:** Braunstone Grove  
  & Watershed youth centre
  
- **West**             **Hub:** New Parks Youth Centre on New  
  College site  
  **Spoke:** Fosse Neighbourhood Centre/  
  Woodgate Adventure playground  
  currently being explored.

3.3 Confirm the urgent action of the Director –Learning Environment, taken in consultation with the Cabinet Member for Children and Schools, to accept the offer of £3,210,000 co-location grant funding;

3.4 Approve the use of the £1,265,000 Extended Services Capital Funding as included in Block C of the CYPs Capital Programme approved by Council on the 26<sup>th</sup> March 2009 and £685,000 BSF capital to co-fund the 13-19 ISH programme.

3.5 To approve the principle that the allocation of funding across each of the neighbourhoods will be based upon the development needs of the ISH in each neighbourhood, (the combined funding streams will provide a total sum of £5,160,000 this provides an average of £645,000 per neighbourhood. However, it is likely that the distribution of funding will be based upon the level of development required across all the neighbourhoods. Once the locations of the hubs have been agreed, costings will need to be obtained and allocations from the total funds available made accordingly).

3.6 Approve the early release of £100,000 out of the £1,265,000 extended services capital funding towards the cost of developing an ISH within the Children’s Centre at Mayfield to enable the scheme to be progressed.

## 4. REPORT

### Background

4.1 Cabinet received a report on the roll-out of integrated service hubs at its meeting on 8<sup>th</sup> June 2008. The report proposed a model of integrated services, based on the collocation and collaboration of staff working together for children (0-12) and young people (13-19). Each locality will have up to three children’s centres, around a cluster of primary provision and with at least one secondary school. Within each locality, it was also proposed that there would be at least two co-located teams making up the ISH; one based around a children’s centre for

children 0-12 and one based in or around a secondary school (depending on the views of the community and availability of suitable accommodation), serving the needs of those 13-19.

4.2 Among the resolutions made by Cabinet on 8 June 2008, was that Cabinet approves that a capital strategy be developed that gives consideration of the best location for 0-12 and 13-19+ phases and that this is included in plans for future phases of BSF.

4.3 Cabinet on 3 August 2009 approved the Phase 3 Children Centre Capital Report, which included the proposals for a children centre to be built on the Mayfield site.

### **The ISH Capital Strategy**

4.4 The 0-12 Hubs are now in Phase 3 of implementation, with a total of 23 children's centres being developed across the city by 2011. Funding for these hubs has been secured through Sure Start capital funding streams.

4.5 The development of the 13-19 capital strategy allows us to also consider the use of existing youth provision across the city and maximise the capital spend available to increase the capacity and infrastructure of some of the proposed main youth (or Magnet) centres as part of this capital strategy proposal.

4.6 In developing a model for ISH's, the following principles were established:

- to develop a hub on the site of a National Challenge school where possible - *to help support raising the attainment of local pupils, recognising that our most challenging pupils will be in these schools.*
- integrate a range of services within a geographical area - *responding to local need for services to be delivered locally.*
- support collaboration between schools and other services providers in meeting the needs of all children and young people by locating hubs in schools where practical – *evidence from our local sure start programmes supports this model of service delivery to deliver on Every child Matters and putting schools at the heart of communities.*
- encourage community participation in the planning and delivery of services - *to ensure shared ownership of issues affecting the community, particularly outcomes for children and young people, are shared between service users and providers.*
- enable commissioning to be informed by local needs - *ensuring that all schools and service providers collaborate to deliver services together and thus reduce unnecessary competition and duplication.*
- provide a seamless service across universal, targeted and specialist services - *to ensure that children, young people and their families receive coordinated early intervention and prevention services.*

- enable deployment of resources based on neighbourhood need - *this will maximise the use of limited resources and ensure the resources are focused where needed.*

4.7 Alongside the ISH developments, the Council has also been successful in making a bid through MyPlace funding to develop a city centre youth hub as a meeting place for young people, a multi purpose facility for a full range of integrated youth focused services and activities and will be the centrepiece of a city wide approach to Targeted and Integrated Youth Support, promoting cohesion, cross communities working. It will operate on a hub and spoke basis with local youth centres across the neighbourhoods and will provide a link into the ISH hub.

### Options Appraisal

4.8 In order to make an assessment against options for the location of the ISH hubs, the following criteria were developed with stakeholders, including young people. Site Options that met either all or a significant proportion of the criteria were selected, subject to approval by cabinet and further detailed feasibility study and costing exercise:

Criteria	Considerations
<b>Accessibility</b>	<ul style="list-style-type: none"> <li>• physical access both of the building and the office itself to service users</li> <li>• bus routes, near major routes</li> <li>• disabled access provision e.g. room to manoeuvre wheelchairs etc</li> <li>• A place where young people would want to go</li> <li>• Ability to “zone” the ISH</li> </ul>
<b>Community Cohesion</b>	<ul style="list-style-type: none"> <li>• a place that communities have indicated they will trust</li> <li>• no communities feel alienated</li> <li>• no perceived polarisation between communities</li> </ul>
<b>Visibility</b>	<ul style="list-style-type: none"> <li>• High degree of visibility to secure community engagement/access/ownership</li> </ul>
<b>Capacity</b>	<ul style="list-style-type: none"> <li>• Capable of operating as a full ISH or a Hub and spoke model</li> <li>• Sufficient capacity to accommodate the core team (3) and other partners /agencies to promote integrated working</li> </ul>
<b>ICT infrastructure</b>	<ul style="list-style-type: none"> <li>• High level of ICT capability to facilitate integrated working practices</li> <li>• Able to put ICT infrastructure in place at minimum cost</li> </ul>
<b>Cost</b>	<ul style="list-style-type: none"> <li>• Locations are cost effective to establish AND maintain</li> <li>• Longer term operating costs to be subsumed within the main provision</li> </ul>
<b>Links to integrated youth provision/ community access</b>	<ul style="list-style-type: none"> <li>• Ability to link hub to youth provision / community access and co-location that involves schools staff</li> </ul>
<b>Value for money</b>	<ul style="list-style-type: none"> <li>• Link to other developments e.g. BSF/MAC/Main Youth (Magnet) centres</li> </ul>

An exercise was undertaken to identify possible options for the location of ISHs within each of the eight neighbourhoods in the city. Discussion has been held with key internal Council partners and city-wide partners to ensure that this capital development is aligned with other capital programmes. This includes

Head of Community Services and Property and Asset Management, to maximise the use of existing Council facilities including schools.

A shortlist of preferred options has been drawn up using the criteria detailed above, and taking into account the principles to identify the viability of sites across each locality.

- 4.9 There is an assumption made that there will be a mixed model of provision to provide good access, with full co-located hubs in areas where appropriate facilities exist/can be developed and hub and spoke/satellite arrangements where this cannot be achieved.
- 4.10 It is recognised that once approval is given that further detailed costings will need to be undertaken.
- 4.11 **Co-Location Funding**
- 4.12 The DCSF announced in February of this year that a £200m fund was to be made available for local authorities and primary care trusts to bid for co-located facilities: services to be delivered by more than one agency from a front line service delivery point, e.g. school, health centre, etc.
- 4.13 The BSF contribution of £0.685 million is based on the area allowance previously agreed with Partnerships for Schools in the May 2005 Strategic Business Case. The Council is currently finalising its Strategy for Change which will be the basis for the revised funding envelope for the BSF Programme. PfS has not given the Council any indication that the previously agreed, modest allocation of 3 no. youth hubs within the secondary estate might be withdrawn. Each had an allowance of 60 sq.m
- 4.14 The DCSF have made extended services capital funding of £1,504,000 available through the Single Capital Pot as part of the Government's school building programme, to support primary schools only, since secondary schools benefit from the effect of the wider Schools Capital programme - in particular, Building Schools for the Future (BSF).
- 4.15 Councils Primary Capital Programme will secure investment for a significant number of primary schools across the city and the capital works will incorporate provision for delivery of extended services. A sum of £ 235,000 from the Extended Services capital pot has been set aside for any capital developments required within the primary sector.
- 4.16 It is proposed to utilise the balance of £1,265,000 for ISH developments with the requirement to seek to secure delivery space for extended services within each on the neighbourhoods that will be capable of being used across the 0-19 age range, thereby meeting the objectives of both extended and integrated service provision.
- 4.17 The bidding guidance stated that projects must be deliverable during the financial years 2009-10 and 2010-and co-located services should be in place by September 2011. It is likely that these constraints will be embodied in the conditions of grant. Some ISHs may be in Phase 2a of BSF, some in later

phases and some outside of BSF, if non secondary school locations are chosen. The programme implications are summarised below.

- 4.18 Projects in BSF Phase 2a. This comprises Crown Hills Community College and Rushey Mead School. These projects are due to commence on site in May 2010 and be completed September / October 2010, depending on Phasing.
- 4.19 Projects in later BSF Phases. The current proposal is that all remaining projects, with the possible exception of some new schools. These are due to commence on site around April 2011. The co-location fund requirements could be met by completing the work on ISH during the first six months, or by constructing stand alone ISH on school sites, using separate, early contracts.
- 4.20 Projects outside of BSF. Provided that locations are confirmed by the end of September 2009, design work could be completed by March 2010 and the centres complete by July 2011.
- 4.21 While the programme requirements are demanding, they will be possible to achieve with careful planning. The most difficult solutions are likely to be those in the schools in later phases of BSF but these could be free-standing centres close to the school.
- 4.22 It is proposed to deliver the 13-19 ISH programme alongside the main BSF Programme.
- 4.23 The combined funding streams will provide a total sum of £5,160,000. This provides an average of £645,000 per neighbourhood. However, it is likely that the distribution of funding will be based upon the level of development required across all the neighbourhoods. Once the locations of the hubs have been agreed, costings will need to be obtained and allocations from the total funds available made accordingly.
- 4.25 Members have agreed to proceed with the development of a children's centre on the site of the former Mayfield Family centre. There is sufficient capacity within the building to accommodate the 13-19 integrated services hub as well. The proposal is to locate the 13-19 ISH hub here initially while work is undertaken at the main hub site within the central area with a view to changing it's use to a 13-19 satellite hub. This will also allow the opportunity to pilot a 0-19 hub arrangement. Moat as the long term hub is in the early stages of development and subject to BSF timescales. It is therefore unlikely to be completed before Spring 2011 at the earliest. The schools Strategy for Change document needs to be submitted to Partnership for Schools in February 2010, this will confirm details. It is anticipated that the hub will be fully operational on the Moat site from Autumn 2012. Approval is being sought to release a sum of £100,000 to enable the development of Mayfield as described in section 1.5
- 4.26 In South locality, further work is to be completed on the options appraisal of these sites: Samworth Academy, Magpie Youth Centre and Kingfisher Youth Centre. On the basis of the principles and criteria established on deciding on appropriate sites for an Integrated Service Hub (ISH), specifically that funding follows need, Samworth Academy represents the preferred option for a hub in theory. In the event that this is not the most appropriate site on completion of the

options appraisal, a hub will be located at either Magpie or Kingfisher Youth Centres.

## **Conclusions**

- 4.27 The development of the ISH capital strategy has presented the Council with a significant challenge. In order to use the Co-location fund and align this with other capital funds and maximise the funds available to the authority means that a decision to move forward with the strategy needs to be made by Cabinet at a number of stages, with proposals being seen within the wider context of 0-19 capital provision for children and young people which supports the delivery of the city-wide Integrated Services Strategy to improve outcomes for children and young people.
- 4.28 As the details of the costs and partners' contributions will vary from site to site, it is not possible to be specific about the revenue strategy until the sites are agreed and funding arrangements are discussed. However, the on-going financial viability will be established on a site-by-site basis before any capital works commence.

## **5. FINANCIAL, LEGAL AND OTHER IMPLICATIONS**

### **Financial Implications**

- 5.1 This report proposes capital expenditure of £5.16m on establishing Integrated Service Hubs across the City, and seeks Cabinet approval to the principles involved. This would be funded by the Government's Co-location funding of £3.21m; BSF funding of £0.685m; and £1.265m from Extended Schools [Extended Services] Grant 2008-11 within the Single Capital Pot.
- 5.2 It is proposed that £100,000 of the Extended Services grant be released immediately, to enable the provision of an ISH as part of the development of a new Children's Centre at the former Mayfield Children and Family Centre.
- 5.3 It should be noted that this programme was taking place under challenging financial situation.
- 5.4 There are a number of risks to which attention should be drawn. Firstly, the Co-location funds have to be spent by 31st August 2011, which is likely to present some challenges in the context of the BSF programme for secondary schools; secondly, the BSF funding is dependent upon BSF proceeding as planned and that if for any reason BSF does not proceed at any school with an ISH development, then the funding would have to be found from elsewhere as it would not be recovered from BSF funds; and thirdly that the Government's allocation of Extended Schools Grant is made to support primary schools only, although as part of the Single Capital Pot it may be spent at the Council's discretion (but recognising that the Council may be called upon to justify any alternate use).
- 5.5 Finally, it should be noted that once built, the hubs will be expected to operate within existing revenue budgets. As the details of the costs and partners' contributions will vary from site to site, it is not possible to be specific until the sites are agreed and funding arrangements are discussed. However, the on-

going financial viability should be established on a site-by-site basis before any capital works commence.

Colin Sharpe, Head of Finance and Efficiency, CYPS, ext. 29 7750.

### **Legal Implications**

5.5 This report concerns the acceptance of and allocation of capital funding. The funding streams are as follows:-

Co-location Grant Funding	£3,210,000
Extended Services Capital Funding	£1,265,000 (of which early release of £100,000 is required towards refurbishment cost for the ISH at the Children's Centre at Mayfield)
BSF Capital Funding	£685,000

5.6 It is strongly recommended that a "business case" approach is adopted so that, in particular, operating and lifecycle costs can be assessed for viability.

5.7 Care needs to be taken to ensure that the conditions of funding, including any conditions precedent and any approvals are obtained and that, in particular, the BSF monies can be applied in this way.

5.8 The proposals on consultation are supported. The usual public law requirements on the consideration of representations received will apply. It is also recommended that an EIA be undertaken as the underlying model is a different form of service delivery.

5.9 The headline legal implications are otherwise related to the implementation of the project and can be summarised as follows and need to be planned into the projects:-

5.10 Land – a check needs to be undertaken before any commitments are entered into into the availability of the proposed sites, any site constraints any third party rights and any land or interests that may need to be acquired.

5.11 Alignment with other projects, such as BSF, Primary Capital Programme, Children's Centres where contracts may already be in place, contractors entitled to possession of the site or even where procurement is underway.

5.12 Procurement. The most appropriate procurement route needs to be determined and planned into the project plan. In particular construction to work and ICT installation need to align and the interface needs to be understood and responsibility allocated accordingly.

5.13 Governance and (possibly) school change and playing field issues where school sites are involved.

5.14 Possible workforce matters (the report does not indicate that staff transfer may take place) although there is a possibility that job particulars (e.g. place of

work) may change. I note that there is a possibility of collaborative working with other organisations. At this stage I have not interpreted this as involving any secondment type arrangements.

Joanna Bunting, Head of Commercial and Property Law

## 6. OTHER IMPLICATIONS

OTHER IMPLICATIONS	YES/NO	Paragraph References within Supporting information
Equal Opportunities	No	
Policy	No	
Sustainable and Environmental	No	
Crime and Disorder	No	
Human Rights Act	No	
Elderly/People on Low Income	No	

## 7. RISK ASSESSMENT MATRIX

Risk	Likelihood L/M/H	Severity Impact L/M/H	Control Actions (if necessary/appropriate)
Failure to agree locations in time to meet co-location bid criteria	M	H	Project implementation plan developed
Failure to gain approval for use of extended services & BSF monies	M	H	Project cannot proceed without these additional funds being made available

## 8. BACKGROUND PAPERS – LOCAL GOVERNMENT ACT 1972

## 9. CONSULTATIONS

- 9.1 A range of consultations have already been undertaken with the local communities, partner agencies and young people through some of the ISH Stakeholder Events held in schools. There has been specific work with young people through direct work in schools and through the WOT BOX group to help children and young people understand about what integrated services will mean for them and to seek their views on where a hub should be located and which services should be delivered in this way. A youth consultation resource has also been developed - IN2GR8 Leicester - further details are contained in the Leicester Integrated Youth Support Strategy report being presented to Cabinet on 5.10.09.



9.2 Further discussions are planned with key stakeholders to discuss the locations of the hubs and the services to be delivered from the hubs as part of the IYSS consultations from September 2009 onwards.

9.3 Ward member consultation is planned for October 2009.

## 10. REPORT AUTHORS

Vicky Wibberley  
Head of Service Change for Children  
Extn 39 4332

John Garratt  
11-19 TLE Programme Manager, Extn 39 1654

Penny Hajek,  
Divisional Director (Access, Inclusion & Participation)  
Ext 29 7704

<b>Key Decision</b>	Yes
<b>Reason</b>	Is significant in terms of its effect on communities living or working in an area comprising more than one ward
<b>Appeared in Forward Plan</b>	Yes
<b>Executive or Council Decision</b>	Executive (Cabinet)

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