

# Leeds Strategic Plan 2008

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Working in partnership through the Leeds Initiative

**LIST OF PARTNERS HERE**

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## Foreword - to include:

- Delighted to present the Leeds Strategic Plan for 2008-11;
- The Plan is a significant milestone in working together as partners across the city to agree the real changes we want to see in the lives of the people in Leeds and in the city by 2011 and how we will deliver these in partnership;
- Builds on a strong history of partnership working, co-ordinated through Leeds Initiative. This has brought together the Council, business, voluntary, community and faith groups and public bodies and produced a longer term strategy for the Leeds Community, the Vision for Leeds 2004-20;
- The Leeds Strategic Plan shows how these long term goals will be translated into practical action over the next three years - both in terms of what will be achieved and how it will be delivered;
- Key areas for improvement by 2011 have been informed by consultation both from Members and other stakeholders in different areas in the city and representatives of city wide networks who represent different 'interests' in the city. Also, analysis of the most up-to-date information about current conditions and prospects for Leeds and anticipated social and population changes;
- Leeds City Council has a key leadership role, with its partners, in both 'shaping' Leeds for now and future generations and in making sure that targets set are delivered.
- Recent government legislation reinforces this role, particularly enhancing the role of Councillors as leaders and shapers of local neighbourhoods and the city.
- The Council has recently been awarded the highest possible '4 star' grading in terms of its performance placing it in an excellent position to undertake this role in Leeds.

# **SECTION 1**

## **MAKING A DIFFERENCE**

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## **PROGRESS and CHALLENGES**

Leeds is recognised as one of Britain's most successful cities. It has transformed itself over the last 20 years from a mainly industrial city into a broad based commercial centre, the most important financial and legal and business service centre outside London. Leeds is the largest city in the Yorkshire and Humber region and is the biggest retail and employment centre.

Leeds is a quality place to live, work and raise families and has attracted the largest absolute increase in population in the country, 4.8% since 2001. This current population of over 750,000 embraces a rich diversity of over 130 different nationalities.

Economic, cultural and environmental factors have made major contributions to Leeds being a successful place. Over the past decade Leeds has benefited from continued and significant economic growth. Between 1996 and 2006 the City has seen Gross Value Added, a measure of wealth creation, increase by 36% and 59,000 new jobs created. Recent investment in the city has been impressive with £3.2bn invested in commercial property development and a further £7.2bn under construction or planned. The public sector has also invested significantly in new schools, health facilities and in new town and district centres. Investment in the planning service has assisted investors, developers and citizens in Leeds.

Culturally, Leeds continues to invest in its magnificent and growing collection of concert halls, theatres, galleries, museums, parks and sporting venues. There is lively participation in community festivals across the city and Leeds offers the widest range of free events in the country.

Environmentally, Leeds is a green city with two-thirds of its area green belt land. Improving local neighbourhoods is also a strong priority and real improvements have been made. Cleanliness has been improved in 28 of the 31 most deprived neighbourhoods as a result of partner agencies working together with local residents. There has also been considerable investment to bring all our homes in Leeds up to the national 'Decent Homes' standard and by 2010 this will be met.

People in Leeds are generally living longer and more safely. Life expectancy for both men and women has grown by over a year over the last 10 years. Crime has fallen by approximately 30% since 2003/4, the second highest fall in crime in the country.

More children are doing well at school than ever before with results at GCSE showing strong and sustained improvement. These changes are being achieved by an approach that engages children and young people and puts schools and childrens centres at the heart of the community. It is being supported by large scale investment in new and refurbished schools and childrens centres. Leeds is also a major centre of learning for further and higher education, with two leading universities and a student population of over 124,000.

However, despite these positive trends, many challenges still remain and recent developments such as a rising population and traffic present fresh challenges.

Too many children and young people still leave school with few or no qualifications, particularly from low income families, those with special educational needs, some black and minority ethnic groups and looked after children.

Health inequalities continue to exist. Children born into the most deprived neighbourhoods can expect to live almost 12 years less than those in areas that enjoy the best health. The

percentage of people over 60, currently 20% of the population, is forecast to grow raising issues of how older people's health, independence and contribution to the life of the community will be supported.

Some neighbourhoods and communities have not shared in the economic success enjoyed by much of the city. The numbers of people unable to work due to illness or injury remains a key issue for the city. Many local people are excluded from job opportunities or developing their careers due to a mismatch between their skills and aspirations and the skills now required. Only 50% of the Leeds workforce has level 2 skills (equivalent to five A\* to C GCSEs) against a national skills target of 90% by 2020.

A growing population and greater prosperity puts pressure on the housing market in Leeds. The impact of climate change can be clearly seen in Leeds and will be an increasingly important issue for the city. Parts of the city have been subject to flooding and are at high risk of further flooding in the future. There is an urgent need to reduce CO<sub>2</sub> and other greenhouse gas emissions to contribute to national and global targets. More people living and travelling to work in Leeds places greater strain on the transport system. Road traffic grew by 4.9% between 1996 and 2006 and further growth is predicted. Migration enriches our diversity but raises challenges for creating and sustaining a sense of belonging amongst all communities.

These are some of the key challenges facing the city and city region over the next three years and beyond. They are explained in fuller detail in section 2 of this Plan accompanied by an explanation of where we need to focus our efforts to overcome these challenges.

## **OUR AMBITION**

Leeds has an ambitious vision for the city and for the people who live, work and visit Leeds. This vision is captured in the Leeds' sustainable community strategy, the Vision for Leeds 2004 to 2020. This sets out our key ambitions of 'going up a league' both economically and in terms of quality of life and 'narrowing the gap' between the richer and poorer parts of the city.

The Council and its partners all share the desire 'to bring the benefits of a prosperous, vibrant and attractive city to all the people of Leeds'. Our ambitions for the next three years are to see:

- people happy, healthy, safe, successful and free from the effects of poverty;
- our young people equipped to contribute to their own and the city's future well being and prosperity;
- local people engaged in decisions about their neighbourhood and community and help shape local services;
- neighbourhoods that are inclusive, varied and vibrant offering housing options and quality facilities and free from harassment and crime;
- an environment that is clean, green, attractive and above all, sustainable; and
- a city-region that is prosperous, innovative and distinctive enabling individuals and businesses to achieve their economic potential.

## **REAL CHANGE**

The Vision for Leeds 2004 to 2020 sets out eight themes that provide a broad framework for our actions. These are Culture, Enterprise and Economy, Learning, Transport, Environment, Health and Wellbeing, Thriving Neighbourhoods and Harmonious Communities.

This plan sets out the outcomes - the real changes we want to see in the lives of people in Leeds and the city by 2011 in each of the Vision themes. It is based on a robust analysis of the strengths and weaknesses of the city and identifies the key areas where we want to focus our efforts to ensure we achieve results. These areas we describe as improvement priorities. Finally, it sets targets for what will be achieved and how we will measure progress over the three year journey.

## **VIEWS AND COMMITMENT**

The experiences and views of a wide range of people in the city have been taken into account in identifying the outcomes and improvement priorities in this plan. 71% of the population of Leeds were involved in establishing the themes and priorities of the Vision for Leeds during 2003 and 2004. As well as the consultation findings from that exercise we have updated our understanding of what the people of Leeds want by gathering fresh evidence. We consulted Councillors representing people of all communities in the City; we drew on the latest results of the Annual Citizen's Survey and we organised a series of focus groups representative of the gender, age, ethnic origin, disability and sexuality profile of the Leeds population.

We also consulted a wide range of city-wide networks and key partners who represent different interests in the city. These included black and ethnic minority communities, local businesses and voluntary sector networks and representatives and partners from education, health, community safety, culture, transport, economic and environmental sectors.

Our discussions have been informed by the latest information available on the changing context of Leeds in terms of social, economic, demographic and environmental data and progress in reaching established targets in areas such as education, crime, health and employment and the overall prosperity of the city. We have also considered the implications of national policies where relevant, such as the 'Every Child Matters' agenda, promoting the health and wellbeing of adults and economic, transport and housing policy developments.

We have a shared and inclusive vision of the changes we want to see over the next three years and with our partners we are committed to turning our long term vision into. We know too that there is a great commitment from those living, working, investing, volunteering and participating in organisations and communities that will also make a huge contribution to more positive changes in the city.

## **APPROACH**

Many people have raised the importance of how we approach what we need to do over the next three years. Below, are key areas that have been highlighted and will inform the spirit of implementation.

- **Interconnectivity and partnership working**

Getting to the root of many challenges in the city will require an awareness of the interconnection between our different outcomes and improvement priorities. For example, consistently raising achievement levels of young people in some of the most deprived areas of Leeds involves raising the quality of life for families living in those communities; finding solutions to, and engaging people in, employment opportunities; housing security and environmental and health issues.



Listening, sharing and learning from each other will help us identify where our efforts are best concentrated to achieve the best results. Such a partnership approach is something we are already proud of in the city and in many areas is mature and embedded as an approach to delivering services. It has contributed to some impressive results. For example, neighbourhoods in the city that are the most deprived according to recent results of a national measure of multiple deprivation have reduced from 31 to 22 neighbourhoods. However, it is important that we build on this strong basis and engage in more innovative thinking about how needs can be met and services improved, effectively and efficiently, through partnership working. A series of principles underpinning our approach to partnership working is outlined on page 32.

- **Equality, cohesion and integration**

We are committed to increasing equality for, and valuing the diversity of all communities in Leeds. We recognise that priorities and actions can affect some communities or groups of people who participate in the city differently. The plan has been reviewed in this respect and careful and thorough assessments of more detailed targets and actions in all areas will need to continue over its duration.

We also need to work more intensively to make sure that the implementation of our 'improvement priorities' supports and encourages a shared sense of belonging in all communities in the city and widely shared sense of the contribution of different individuals and groups to a future local vision. We recognise that people with different backgrounds should experience similar life opportunities and access to services and work to develop a strong sense of an individual's local rights and responsibilities.

- **Sustainability**

Finally, we need to ensure that any developments that meet the needs of the present do not compromise the ability of future generation to meet their own needs. The plan has been reviewed in terms of its impact on sustainable development, namely whether it promotes living within environmental limits; ensures a strong, healthy and just society; helps to achieve a sustainable economy; uses sound technology responsibly; and promotes good governance. The sustainability criteria used in the review are the same as those being used to review the city's other plans.

## **MAKING IT WORK**

The Council's lead role in helping to shape the future of Leeds has been strengthened by recent legislation - the Local Government and Public Involvement in Health Act 2007. The government has asked Council's to work with partners to ensure that they jointly agree the ambitions for their area over the next three years. Partners have also been asked to co-operate with Council's and other partners to agree and deliver targets that ensure the ambitions result in real change. These legal responsibilities are carried out in drawing up and implementing this Plan as it fulfills the statutory requirements for Leeds to have a local area agreement.

Leeds Initiative, the city's overarching partnership body in Leeds, is the forum effective partnership working, collectively monitoring and reviewing progress on the delivery of the priorities in the Leeds Strategic Plan. All target-setting and consequent financial, commissioning or contractual commitments agreed are put in place through Leeds City Council as the accountable body and principal partner and by partners through their own

strategic plans and decision making arrangements . These will be subject to the normal scrutiny by Councillors and openness to the public.

Leeds Initiative thematic partnerships contribute to the development of the supporting strategies and plans for the Vision for Leeds and for the Leeds Strategic Plan. Some of these strategies provide an in-depth and longer term expression of the objectives or aspects of a Vision theme, for example, Culture and Climate Change. Others are more specific, time limited thematic plans that contain more detail of what will be delivered and by whom during the lifespan of the Leeds Strategic Plan. Key strategies and plans are signposted in each theme in Section 2.

Section 3 outlines how the plan will be delivered in greater detail. It shows how the Leeds Strategic Plan fits into the overall framework of city-wide planning. It also sets out the partnership principles that will guide how partners will work together over the duration of the plan. Accountability is further clarified with an explanation of how performance will be reviewed and managed. Finally, it explains the arrangements for reviewing and revising the Plan as a whole.

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## **Section 2**

### **Priorities by Theme**

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## Culture

### Strategic Outcomes

#### What we want to see by 2011:

- Increased participation in cultural opportunities through engaging with all our communities.
- Enhanced cultural opportunities through encouraging investment and development of high quality facilities of national and international significance.

#### Context

Through culture in all its different forms, people can find enjoyment, enrich their lives, fulfil their potential and keep active. The benefits of culture are linked to improved health, wellbeing and educational attainment. A broad-based and diverse approach to culture can both help to regenerate communities and contribute to the standing and profile of a city. We seek to provide the widest range of opportunities for local people and visitors to experience and participate in.

Consultation on the priorities for this plan showed that Leeds people prioritise the participation by all groups and communities in cultural events. In the 2007 Annual Residents Survey, over a quarter of residents said those activities specifically for teenagers should be a priority for the council. Excellence, diversity and wider participation are also emphasised nationally and the run up to the 2012 London Olympics will focus attention particularly on participation in sport and broader cultural activities.

Leeds has a large and growing range of cultural events and facilities including, theatres, galleries and museums, sporting venues, parks and open spaces, an International Concert Season of more than 200 concerts per year, International Film Festivals, 53 Libraries and renowned opera and ballet companies. Leeds City Council also has a longstanding commitment to free events for local people such as Party and Opera in the Park and to community festivals such as Chapeltown Carnival.

Over the last three years, substantial investment in cultural facilities has resulted in the first phase of restoration of the Art Gallery and Central Library where we have seen an 85% increase in visitor figures, the opening of the Kirkstall Abbey visitor centre; refurbishment of the Grand Theatre, and opening of an Aquatics Centre at the John Charles Centre for Sport. Further opportunities will be created by the opening of Leeds' new museum in 2008, restoration of the City Varieties Music Hall; a major redevelopment of Garforth Library and two new leisure centres in Armley and Morley. Extensive consultation about parks and open spaces has resulted in an additional £4.5m of investment to improve community parks across the city.

However, there is still a great deal of progress to be made in ensuring that Leeds has the highest quality cultural facilities and activity that are accessible and inclusive of all its citizens. Some of Leeds' cultural facilities still do not match the quality of its events or fulfil their potential to help put Leeds on an international stage. A sustainable future also needs to be found for some of Leeds' most exciting cultural events, for them to thrive and grow.

We need to do more to increase people's access to cultural opportunities. We are working towards doubling visitor figures for Leeds' museums and galleries; creating initiatives to

bring more people to cultural buildings in the city centre and finding ways to better represent all sections of the community and consult people about what they want.

Leeds is working particularly hard to ensure that young people can enjoy the cultural opportunities on offer. The Breeze Card is an increasingly useful channel for children and young people to access cultural activities and facilities. Over 167,000 Breeze card holders participate in 100 holiday sports programmes while a further 15,500 attend Breeze on Tour activities across Leeds. We need to further develop ways of better coordinating opportunities for young people to engage in creative activity outside school, to ensure that no young people are left behind.

Our priorities listed below will enhance the cultural life of Leeds to reflect its status as a vibrant cosmopolitan city and enable everyone to participate in and enjoy what the city has to offer.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities.
- Facilitate the delivery of major cultural schemes of international significance.

#### **Supporting Strategies:**

##### Cultural Strategy\*

##### Informed by:

- Library Plan
- Renaissance in the Regions (Museums Strategy)
- Parks and Greenspace Plan
- Taking the Lead: A strategy for sport and active recreation in Leeds 2006 to 2012
- Physical Activity Strategy\*
- Children and Young People's Plan 2006-09

\*In development

## Enterprise and the Economy

### Strategic Outcomes

#### What we want to see by 2011:

- Increased entrepreneurship and innovation through effective support to achieve the full potential of people, business and the economy.
- Increased international competitiveness through marketing and investment in high quality infrastructure and physical assets, particularly in the city centre.

#### Context

The story of Leeds is an undeniable success and the renaissance of the Leeds economy underpins the city's success.

Between 1996 and 2006 the city has seen Gross Value Added increase by 36% and 59,000 new jobs, more than any city outside London. Recent investment in the city has been phenomenal with £3.2bn invested in commercial property development and a further £7.2bn under construction or in the pipeline. Major new developments such as the £800m Eastgate and Harewood Quarter, £300m Trinity Quarter, the regeneration of the Aire Valley and the completion of the East Leeds Link road (which will unlock 400 hectares of prime development land and a potential 30,000 jobs over the next 10-15 years) will build on the recent history of success.

However, we are not complacent about Leeds' future economic performance and significant challenges remain. Leeds has produced fewer new start up businesses than other cities and far fewer new businesses are set up in the poorest parts of the city. Similarly, consultation for this plan showed that spreading enterprise to the more deprived parts of the city and equipping the workforce with the skills to participate in the economy were key priorities. The business community also emphasised the need to make the most of private sector investment and enhance the city's reputation as a centre for knowledge and innovation.

The city council fulfils a pivotal role in guiding the city's renaissance and providing a supportive framework for investment and development including investing in the public realm – such as creating new public spaces like Millennium Square and redeveloping City Square. The council and its partners are supporting economic development and regeneration in neighbourhoods and local communities across the city in programmes such as the Town and District Centre Programme and Local Enterprise Growth Initiative which is specifically aimed at developing enterprise, creating new jobs and boosting prosperity in the city's most disadvantaged communities.

Leeds is also an engine of growth for the City Region and the region as a whole. In 2006, a Leeds City Region Development Plan was launched to accelerate the creation of new jobs in the area, particularly by enhancing transport links and the skills of the local workforce. A multi area agreement between Leeds, its neighbouring local authorities and government will help deliver the ambitious goals set out in the City Region Development Plan.

However, if Leeds is to achieve all it can for its residents and the wider region it must establish itself on the international stage and attract businesses and investment from further

afield. We are now developing a new Economic Development Strategy which will build on the current core aims and incorporate many recent changes. This includes the recognition of increasing globalisation and the growing consensus the significance and importance of climate change.

Our priorities listed below seek to support our aspiration to ensure Leeds' continued success and establish it as a leading European city which provides better outcomes for local people and narrows the gap between the most disadvantaged people and communities and the rest of the city.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Increase innovation and entrepreneurial activity across the city.
- Facilitate the delivery of major developments in the city centre to enhance the economy and support local employment.
- Increase international communications, marketing and business support activities to promote the city and attract investment.

#### **Supporting Strategies:**

Leeds Economic Development Strategy\*

Informed by:

- City Region Development Plan
- Regional Economic Strategy 2006-2015
- Leeds Renaissance Framework
- Regional Spatial Strategy to 2016 (Published December 2004)
- Local Development Framework, core strategy and other policies

\*in development

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## Learning

### Strategic Outcomes

#### What we want to see by 2011:

- An enhanced workforce that will meet future challenges through fulfilling individual and economic potential and investing in learning facilities.

### Context

Learning is central to achieving our aspirations for the city. A skilled and well-trained workforce is vital for the future prosperity of Leeds and for everyone to share in that success. In addition, learning and educational success helps to promote better wellbeing and health for individuals and communities and supports a culturally vibrant city. The foundations for this are laid in our schools but, increasingly, training to update and acquire new skills will be a lifelong activity for us all.

Leeds' schools and early year's providers have made great progress in recent years, strengthened by massive investment in award-winning new buildings and IT systems for schools and children's centres. Early year's provision is a strength of the city and the most recent results show strong improvements. Primary schools are good and results are in line with national averages and performance in similar areas. Secondary schools have improved strongly in recent years, particularly in those schools in the most challenging circumstances. Results for 14 year olds are now in line with national averages and similar authorities. Outcomes at GCSE have seen strong and sustained improvement so that results are now in line with similar areas, and are close to the national average. However, despite this progress significant challenges remain. Particular priorities include: increasing the progress made by learners throughout secondary school; raising attendance in secondary schools and reducing the number of students who are persistently absent; and lastly narrowing the gap in achievement for vulnerable groups of children and young people, especially those from low income families, those with special educational needs, some Black and Minority Ethnic groups and lastly, but importantly, Looked After Children and Young People.

Increasing participation and educational success for young people is a key priority. At present fewer young people continue in learning or employment after the age of 16 in Leeds than in similar areas or nationally. Vulnerable groups of young people are more likely to not be in learning and work. As such it is important that schools, colleges and partners continue to work together to develop better choice and better routes and pathways to learning so that all young people are engaged, successful and ready for adult life.

Around a fifth of the Leeds workforce were recorded as having no skills in 2005, and although a survey showed in 2005 that 63 per cent of respondents had undertaken some form of training in the previous year, more will have to be done if the workforce in Leeds is to meet the national targets set out in the government's review of skills needs published in 2006. This review set a target of 90% of the workforce having level 2 skills (equivalent to five good GCSEs) by 2020. The current figure for Leeds is around 50%.

Consultation on the priorities for this plan showed strong support among all groups for improving the results achieved by children and young people and raising the participation levels among our children and young people in education and training. The business community also emphasised the importance of the city's universities and colleges.



The priorities below address these issues and will measure the improvement achieved by our young people and across the workforce over the coming three years.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Enhance the skill level of the workforce to fulfil individual and economic potential.
- Improve learning outcomes for all 16 year olds, with a focus on narrowing the achievement gap.
- Improve learning outcomes and skill levels for 19 year olds.
- Increase the proportion of vulnerable groups engaged in education, training or employment.
- Improve participation and early learning outcomes for all children, with a focus on families in deprived areas.

#### **Supporting Strategies:**

Children and Young People's Plan 2006-2009  
People Centred Places\*

Informed by:

- Leeds 14-19 Strategy 2006-2010
- Education Leeds Strategic Plan 2004 – 2007
- HE/FE Plans

\*in development

## Transport

### Strategic Outcomes

#### What we want to see by 2011:

- Increased accessibility and connectivity through investment in a high quality transport system and through influencing others and changing behaviours.

#### Context

Whether a journey is in a car, on a bus or train, on two wheels, or on foot and whether it is to get to work, school or to the shops, quality of life is undoubtedly enhanced by being able to move around more easily. Similarly, moving people and goods within Leeds and beyond is key to the city being a good place to do business. Accessible, affordable, and convenient transport will make a big contribution to the city being a place where people want to live and work. Our aspirations are to deliver this goal and ensure that future growth is not constrained by transport difficulties.

Leeds has good transport links - the M1, M621 and A1 (M) provide good road links to other parts of the country; Leeds' railway station has the highest number of passengers of any station outside London with 90,000 passengers using the station every day and it has recently undergone refurbishment to meet this growing demand. Leeds also has an extensive bus network with about 90 million passenger journeys every year. Innovations like guided bus routes along converted central reservations have improved journey reliability and punctuality.

Transport is however, a major concern for local people. Consultation during the autumn of 2007 to identify priorities for this plan found that improving the quality, accessibility and use of public transport was a priority for all groups and improving access to job opportunities was a key issue for many. Similarly, the business community emphasised the need to improve international links and connectivity for the benefit of both local businesses and people. In 2007 residents said that road and pavement repairs were the most important issue in their local area and should also be a top priority for the council.

However, as more people live in and travel to work in Leeds, greater strain will be imposed on the transport system. Road traffic grew by 4.9% between 1996 and 2006 and further growth is predicted. In 2001 around 108,000 people commuted into Leeds daily for work and that number is estimated to have grown significantly in recent years; and in 2006 the total number of trips into the city averaged about 122,500 a day; consequently, further investment to boost the capacity of the transport system, particularly for buses and trains in Leeds will be needed to meet rising demand within the city and the surrounding area.

A proposal to upgrade the city's buses and develop a high grade transit system is under development and this could deliver a fast and convenient alternative to the car for many journeys, as well as reducing congestion and pollution. With our neighbouring local authorities and Metro, we are working together to improve rail and bus links within and around Leeds and have established an ambitious 25 year Transport Vision which will ensure that these improvements are City Region based rather than just within Leeds. We are also investing heavily in highways maintenance to significantly improve the network. Supplementing Central Government funding, we have made an extra £82m available to

complete hundreds of schemes across the city by 2012 which will significantly improve the condition of our streets.

The priorities below address these issues and also indicate how improving our streets and roads and public transport can contribute to reducing the number of people killed or seriously injured in traffic accidents as well as help to improve the city's environment.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Deliver and facilitate a range of transport proposals for an enhanced transport system, including cycling and walking.
- Improve the quality, use and accessibility of public transport services in Leeds.
- Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.
- Improve road safety for all our users, especially motor cyclists pedal cyclists and pedestrians.

#### **Supporting Strategies:**

West Yorkshire Local Transport Plan 2006-2011

Informed by:

- 25 year Leeds city-region Transport Vision
- Highways Asset Management Plan
- Traffic Management Action Plans
- Regional Transport Strategy as part of Regional Spatial Strategy

\* in development

## Environment

### Strategic Outcomes

#### What we want to see by 2011:

- Reduced ecological footprint through responding to environmental and climate change and influencing others.
- Cleaner, greener and more attractive city through effective environmental management and changed behaviours.

### Context

We are fully committed to being at the leading edge of responding to the challenge of climate change and so managing and adapting to this challenge is a key priority for Leeds. Fortunately, Leeds is well placed to meet this challenge. The council monitors its impact on the environment through the rigorous EMAS standard including issues relating to air quality and environmental noise, and with local partners working together to develop a Climate Change Strategy to mitigate the impact of climate change on the city.

Local residents also feel the environmental challenge is important. In 2007, 14% of local residents surveyed said that a clean neighbourhood (without litter or graffiti) was one of the five things most in need of improvement in their area. A third of residents said that rubbish and litter lying around was a local problem and over a quarter said that vandalism and graffiti were also local problems. Linked issues like the state of pavements and roads and access to parks and green space were also cited as issues of concern. A well maintained environment contributes to other important aspects of wellbeing like accessibility and opportunities for leisure and relaxation, and we are proud that two-thirds of Leeds' area is green space and a number of our parks have already achieved Green Flag status. Extensive consultation about parks and open spaces has resulted in an additional £4.5m of investment to improve community parks.

Waste and recycling is also important locally. Doorstep recycling collection and local recycling facilities have been used by virtually all local residents and there are generally high levels of satisfaction with the facilities provided in Leeds. However, Leeds' performance in terms of recycling and particularly waste going to landfill is average in comparison with other authorities and further progress will be needed to meet the ambitious targets we have set for recycling.

The environment is a key priority locally, nationally and globally. The UK Government is on track to reduce its CO<sub>2</sub> and other greenhouse gas emissions by 12.5 per cent (using 1990 levels as a baseline) as part of its commitment under the Kyoto Protocol. This has been achieved through greater energy efficiency; promoting less polluting and encouraging the use of renewable sources of energy; and also reducing the amount of pollution emitted from all energy sources. The current Climate Change Bill proposes a statutory framework for reducing greenhouse gas emissions and will set 'carbon budgets' to drive forward reductions in CO<sub>2</sub> emissions by households, businesses, local authorities and other public bodies.

We will all have an obligation to change our behaviour to mitigate the effects of climate change. The council, for example, is already reducing its impact on the environment by switching the majority of its electricity to 'green electricity', establishing schemes within its

buildings to involve staff in managing environmental impacts, and delivering and advising on energy efficiency in both privately owned and Housing Association homes. Through planning regulations, developers and partners are being encouraged to improve design quality and sustainability to reduce the environmental impact of their activities. For example, developers working in Holbeck Urban Village have produced a sustainability report to support planning applications which covers energy efficiency, waste management and the reduction of CO<sub>2</sub> emissions.

The impact of climate change can be clearly seen in Leeds and will be an increasingly critical issue for the city. Parts of the city were flooded, both in June 07 and January 08, and consequently we are working with our partners and actively participating in seeking to secure an effective flood defence system.

The priorities below set out where we are concentrating our efforts over the next three years to take on the challenge to improve the city's environment.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- Increase the amount of waste reused and recycled and reduce the amount of waste going to landfill.
- Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so.
- Undertake actions to improve our resilience to current and future climate change.
- Address neighbourhood problem sites; improve cleanliness and access to and quality of green spaces.
- Improve the quality and sustainability of the built and natural environment.

#### **Supporting Strategies:**

- Local Development Framework
- Regional Spatial Strategy to 2016
- Climate Change Strategy
- Integrated Waste Strategy 2006 - 2025
- Leeds Strategic Flood risk assessment
- West Yorkshire Local Transport Plan
- Energy and Water Management Plan
- Parks and Greenspace Strategy
- \*in development

## Health and Wellbeing

### Strategic Outcomes

#### What we want to see by 2011:

- Reduced health inequalities through the promotion of healthy life choices and improved access to services.
- Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect.
- Enhanced safety and support for vulnerable people through preventative and protective action to minimise risks and maximise wellbeing.

#### Context

People in Leeds are growing healthier and living longer. At birth men can expect to live for 76.2 years compared to 74.6 years in 1997. Life expectancy at birth for women has increased from 80.1 years to 81.2 in the same period.

A challenge for Leeds is that this increase is not evenly spread across the city. The gap between richer and poorer areas of Leeds can be counted in extra years of life and it is not narrowing. Despite the death rate falling in Leeds during the last ten years, the fall has been faster in the wealthier parts of the city. Children born today in the city's most disadvantaged neighbourhood can expect to live almost twelve years less than those in areas of Leeds which enjoy the best health.

As people live longer they should also enjoy more years of good health. Again this is more likely in the wealthier parts of the city. It is inevitable that longer life and the increasing number of older people will increase the need for additional services or support to maximise the capacity of elderly or vulnerable people to continue living independently.

Health is influenced by many different factors. Some of these will be improved by action undertaken within other themes, particularly culture through sport and physical activity and the environment through cleaner air and noise reduction. Our lifestyles and choices around issues like smoking, drinking or exercise have an impact not just on our health as individuals but also on the health needs of Leeds as a whole. People with poor diets or who do not take enough exercise are much more likely to become overweight or obese which brings with it a higher risk of diabetes, stroke or heart disease. Excessive drinking also contributes to ill health and increases the risk of injury or accidents. The rate of sexually transmitted diseases is rising among young people in Leeds.

Leeds is rising to the challenge to have active lifestyles that encourage improved health and well-being. In 2007, there were over four million visits to Leeds City Council leisure centres and 36,470 visits to 'Active Life' classes, for people aged over 50, across the city.

Through schemes such as Keeping House which has assisted over 2,000 older and disabled people in Leeds to find practical support and help in the home, the council and its partners are working hard to help adults and particularly older adults to live happy and independent lives. Adult care services in Leeds have recently been commended for achieving quality of life improvements for vulnerable adults and helping them to get better access to services.

By giving direct payments to more people we are working to give more choice to people so that they can choose for themselves the services they want. Take up of direct payments have more than doubled over the past 12 months resulting in over 300 more people having greater choice and control over the services they receive.

To meet the challenge of reducing health inequalities in Leeds, the Council working with our key partners in the health service we will work to increase the number who quit smoking, and increase their rate of physical activity across all age groups. In partnership the Council will also tackle drug and alcohol misuse co-ordinated action to reduce the number of teenage conceptions. We want to give greater independence to vulnerable people by supporting them to choose the services to improve their opportunity and quality of life. Direct payments and individual budgets will help to achieve this alongside improved access to mainstream services, such as training for a job or enjoying local community and recreational facilities.

There remains much more to do to reduce health inequalities for local people and improve their physical, mental and social wellbeing. Our new priorities set out below detail how we will meet these challenges in the coming years.

### **Improvement Priorities**

#### **By 2011:**

- Reduce premature mortality in the most deprived areas.
- Reduce the number of people who smoke.
- Reduce rate of increase in obesity and raise physical activity for all.
- Reduce teenage conception and improve sexual health.
- Improved assessment and care management for children, families and vulnerable adults.
- Improved psychological mental health and learning disabilities services for all who need it.
- Increase the number of vulnerable people helped to live at home.
- Increased proportion of people in receipt of community services enjoying choice and control over their daily lives.
- Improve safeguarding arrangements for vulnerable children and adults through better information, recognition and response to risk.

### **Supporting Strategies:**

Health and Wellbeing Plan\*

Children and Young People's Plan 2006-9

Informed by:

- Leeds Tobacco Control Strategy 2006-2010
- Food Matters: a food strategy for Leeds 2006-2010
- Leeds Childhood Obesity Strategy 2006-2016
- Leeds Alcohol Strategy 2007-2010
- Older Better Strategy 2006-2011
- Leeds Emotional Health Strategy 2008/11
- Leeds Mental Health Strategy 2006-2011
- Supporting People Strategy 2005-2010
- Physical Activity Strategy
- West Yorkshire Local Transport Plan

\*in development



## Thriving Neighbourhoods

### Strategic Outcomes

#### What we want to see by 2011:

- Improved quality of life through mixed neighbourhoods offering good housing options and better access to services and activities.
- Reduced crime and fear of crime through prevention, detection, offender management and changed behaviours.
- Increased economic activity through targeted support to reduce worklessness and poverty.

#### Context

The priorities in this theme are key concerns of local people. Low crime, low levels of anti-social behaviour and affordable, decent housing are the three most important things for making somewhere a good place to live according to Leeds residents in 2007. Tackling crime and anti-social behaviour were also cited as two of the top five priorities for the Council to tackle.

Stakeholders consulted on priorities for this plan echoed the views of residents: crime, housing and reducing worklessness were chosen as the top priorities in that exercise. Councillors in particular saw this theme as vital for 'narrowing the gap' in the city between areas with low crime, good housing and high employment and more deprived parts of Leeds.

Partnership work with West Yorkshire Police to reduce crime, anti-social behaviour and the fear of crime in those neighbourhoods with the highest crime levels has proved successful with crime falling by more than a quarter over the last three years, the second highest fall in crime in the country. However, there is more to do to reduce crime further by targeting persistent offenders and addressing anti-social behaviour and the problems that arise from alcohol and drug misuse.

The council has made significant progress in improving council housing to ensure that by 2010 it will meet the national 'Decent Homes' standard. Work with private sector landlords has resulted in over 2,300 empty homes being brought back into use in the last year and we have provided grants and advice to enable lower income households to heat their homes as cheaply and efficiently as possible. However, many households are finding it increasingly difficult to buy or rent a home in the city and higher fuel bills mean that an increasing number of residents find it difficult to heat their homes.

The Council will work with its partners to deliver more new housing at a level that is affordable to buy and rent to ensure that we can meet the housing needs for all residents and not just those on high incomes. Work is underway to improve existing homes and build new homes through our existing PFI scheme in Swarcliffe with further work planned for Little London and Beeston Hill. The East and South East Leeds Project (EASEL) will deliver over 5,000 new homes, along with community facilities and businesses over the next 15-20 years, helping to create strong and sustainable communities in those areas.

There are neighbourhoods where too many people do not have a job, households are dependent on benefits and children grow up in poverty. Many residents do not have a bank account or can not borrow or save money at reasonable rates. The Council will work with its partners to support residents to obtain the right skills to secure work and progress in existing and new jobs. We will extend our award winning programmes to give households greater control over their money and access to trustworthy and reliable savings and credit so that families can be financially secure.

The priorities below build on these successful programmes to create the conditions for thriving neighbourhoods over the next three years.

### Improvement Priorities

#### By 2011:

- Increase the number of “decent homes”.
- Increase the number of affordable homes.
- Reduction in the number of homeless people.
- Reduce the number of people who are not able to adequately heat their homes.
- Increased financial inclusion in deprived areas.
- Reduce crime and fear of crime.
- Reduce offending.
- Reduce the harm from drugs and alcohol to individuals and society.
- Reduce anti-social behaviour.
- Reduced bullying and harassment.
- Reduce worklessness across the city with a focus on deprived areas.
- Reduce the number of children in poverty.
- Develop extended services, using sites across the city, to improve support to children families and communities

### **Supporting Strategies:**

Leeds Housing Strategy 2005/06 – 2009/10

Regional Spatial Strategy

Local Development Framework

Children and Young People's Plan 2006-9

Safer Leeds Strategy 2005 -2008

Regional Spatial Strategy - 2016

Local Development Framework

Informed by:

- Leeds Affordable Warmth Strategy 2007-2016
- Leeds Domestic Violence Strategy 2004-2007
- Leeds Alcohol Strategy 2007-2010

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## Harmonious Communities

### Strategic Outcomes

#### What we want to see by 2011:

- More inclusive, varied and vibrant communities through empowering people to contribute to decision making and delivering local services.
- Improved community cohesion and integration through meaningful involvement and valuing equality and diversity.

#### Context

Local pride, a sense of belonging and neighbourliness are key ingredients for the sorts of places people want to live in. Leeds residents report high levels of belonging and satisfaction with where they live. In the 2007 Annual Residents Survey three quarters of respondents said they feel they belong to their neighbourhood and nearly half (46%) said they feel that local people work together to improve their neighbourhood. Two thirds of residents said that people of different backgrounds got on well together and three fifths of residents said that people respected ethnic difference where they lived. Overall 81% were satisfied with their neighbourhood as a place to live.

However, not all parts of the city share this sense of belonging and neighbourliness in equal measures. Residents in the south of the city were less likely to say they belonged to their neighbourhood or that people worked together to improve their neighbourhood. Young people were less likely than older people to say that people of different backgrounds got on well together where they lived or that people respected ethnic differences where they lived. Although a third of residents said they were satisfied with the way they could influence public services in their area, over a third said they would like more say in making decisions that affected their local area.

In parts of the city the Council has put in place Neighbourhood Managers to encourage local people to speak out and work with those delivering services to make the changes needed in their neighbourhood. Results show that people in these areas feel that they can make themselves heard and that they are listened to. Satisfaction with the way that problems like litter, graffiti or anti-social behaviour are dealt with has risen. Other services like the Police have also put in place neighbourhood teams so that they are closer to the local community they serve.

There are numerous groups and organisations in the city, known collectively as the Voluntary, Community and Faith sector, that support a wide range of activity and services needed in local communities. These organisations provide opportunities for local people to volunteer their time and skills to help others in their community and foster good relationships. Groups such as these are often community led and supported by grant funding and are vulnerable to changes in the way public services are delivered and grant funding is provided. The council is committed to working in partnership with this sector to ensure that it can continue to offer locally based services and opportunities for local citizens to take an active part in community life.

A growing and increasingly diverse population creates new challenges as well as opportunities for creating strong cohesive communities. Integrating new migrants from

Eastern Europe as well as long established communities will enrich the city over time but perceptions of disadvantage or unfairness need to be addressed immediately. Fostering more ways for people to engage in and shape the life of their communities will be a vital part of the process of creating strong, sustainable and harmonious communities.

The priorities and targets below will measure progress towards these goals over the next three years.

### **Improvement Priorities**

#### **What we want to deliver by 2011:**

- An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents.
- An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery.
- Enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services.
- An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.

#### **Supporting Strategies:**

Community Engagement Framework 2006

Community Cohesion Action Plan

Children and Young People's Plan 2006-9

**SECTION 3**  
**MAKING IT HAPPEN**

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## **STREAMLINING THE CITY'S PLANNING FRAMEWORK**

The Leeds Strategic Plan sets out the goals that Leeds City Council and its partners have agreed to achieve over the next three years to help achieve the longer term objectives contained in the Vision for Leeds 2004 to 2020. The Leeds Strategic Plan is effectively the delivery plan for the long term Vision for Leeds.

We have used the legal requirement to develop a new Local Area Agreement (LAA) for Leeds as an opportunity to make the planning process in the city simpler. The Leeds Strategic Plan replaces two plans, the Council's Corporate Plan, which contained the Council's priorities for the City (and itself as an organisation) and the Leeds Regeneration Plan which focused on 'narrowing the gap' between the poorest and wealthiest parts of Leeds.

Leeds City Council and its partners have also revised the structural arrangements of the Leeds Initiative to ensure that the partnership is fit for purpose to deliver the ambitions laid out in our Vision for Leeds and our outcomes and priorities in the Leeds Strategic Plan.

The council has produced its own Business Plan which will describe how the council will organise itself to deliver what it has agreed to do in the Leeds Strategic Plan. Other partners will also have their own business and action plans to deliver what is agreed in this plan and integrate their other goals.

City wide plans will be translated into action at an area level and for particular services. Area delivery plans (ADPs) will provide the local interpretation of the Leeds Strategic Plan reflecting and shaping the partnership activities for each area. The Area Delivery Plans are developed by each of the ten area committees. These committees are led by councillors representing local citizens embedding democratic accountability into partnership activities at an area level. Local councillors have extensive knowledge of local conditions and can articulate priorities from different perspectives.

On a different scale, it is increasingly an accepted fact that the Leeds economy works on a wider scale than the administrative boundaries of the city, and the success of Leeds also brings greater prosperity to neighbouring towns and cities. Therefore, to complement the targets in the Leeds Strategic Plan we have also agreed a Multi Area Agreement (MAA) for Leeds and its neighbouring authorities.

We have also taken into account other local and regional plans, including the Local Development Framework and the Regional Spatial Strategy and the Regional Economic Strategy.

## **EFFECTIVE DELIVERY THROUGH PARTNERSHIP WORKING**

Leeds has a good record of partnership working. Since 1990 Leeds Initiative has brought together public agencies, private businesses and voluntary, community and faith groups to develop a shared vision of a successful, prosperous and inclusive Leeds. Leeds Initiative has also developed a 'Compact for Leeds' to support the work of the city's voluntary, community and faith groups. This recognises the role and value and community activity. It encourages the effective use of resources and promotes equal partnerships through good communication, consultation and sharing of information.

Building on these foundations Leeds City Council and its partners have adopted a set of partnership principles to make sure that our joint efforts really do achieve our common ambition:

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

through:

- focusing on the partners' common purpose and community needs;
- having clear responsibilities and arrangements for accountability;
- good conduct and behaviour, treating all partners and stakeholders equally, fairly and respectfully;
- informed, transparent decision-making and managing risk;
- developing skills and capacity individually and as a partnership to deliver the outcomes and priorities in this plan; and
- engaging stakeholders in drawing up our outcomes, priorities and targets and keeping people informed on how well we are delivering.

The challenge for the Leeds Strategic Plan is to apply these principles to deliver real improvements for local people. This requires new ways of partnership working in Leeds, sharing information and pooling resources among partners where this brings benefits through greater effectiveness and efficiency. The Local Government and Public Involvement in Health Act 2007 creates a new duty for partners to cooperate in the delivery of targets in this Plan and this sets a context for us to deepen partnership working. Closer partnerships may be the right solution in many cases and the Council and its partners will explore the potential of extending joint service delivery and joint commissioning to deliver services more efficiently and effectively.

## **MEASURING AND MANAGING PERFORMANCE**

Delivering on our targets is essential if the Leeds Strategic Plan is to achieve our ambitions for Leeds and its residents. This will be a collective endeavour for all the partners to this agreement. Senior council officers will have lead accountability for each of themes, improvement priorities and targets in the Leeds Strategic Plan and will work with similar senior officers in partner organisations. Every partner will have regard to all the targets in the Plan when drawing up their own budgets and business plans. Partners will commit to leading or contributing to the achievement of specific targets in the Plan and will then be held to account for doing the things needed to meet those targets.

We have developed reliable measures for each target and have put in place robust processes for regularly reporting performance. These processes will measure progress against each target as well as the Plan's impact on wider objectives like equality, community cohesion and sustainability. For some targets, measures will be broken down by their impact on particular areas of the city and on the basis of gender, ethnic origin, age, disability, religion or belief and sexual orientation.



The Council is ultimately accountable for working with its partners to draw up and deliver the Plan. The Executive Board (of senior councillors) will receive regular reports on performance and recommend actions and changes to plans where performance is not on target. The council's Scrutiny Boards will also receive regular performance reports and have an opportunity to discuss issues of concern, call-in council officers and partners to account for their work to deliver targets in the plan and make recommendations to the council and its partners to improve performance.

The Leeds Strategic Plan is a partnership plan and the Council will, through the Leeds Initiative, agree its contents with and engage partners to monitor and manage the performance of the plan. The Leeds Strategy Group will bring together the Council and its partners to monitor performance against the targets in the plan, allocate resources, develop new ways of delivering more effectively for Leeds and regularly review the contents of the plan.

Other thematic groups in the Leeds Initiative will also be kept informed of progress in relevant areas and contribute to the delivery of the Leeds Strategic Plan through developing more in-depth strategies and action plans. Local business representatives and representatives from voluntary, community and faith groups are involved alongside public sector partners in the work of these groups.

The ten area committees across the city will also be reviewing progress towards achieving targets identified at an area level. They will be particularly vigilant in assessing improvements at a neighbourhood, as well as an area, level. The achievement of these targets will make a fundamental contribution to achieving the overall city wide targets and outcomes.

Local people will receive regular updates on performance through stories in About Leeds, the Council newspaper, on the Council and Leeds Initiative websites and elsewhere. For example, progress will be reported to the Leeds Youth Council. Everyone will have opportunities to give their views on how well the Leeds Strategic Plan is being delivered.

Up to 35 targets in this plan have been negotiated and agreed with Government Office and reflect shared priorities with national government. Progress against these targets must be reported annually to the government who must agree to any changes to these targets.

## **REVIEWING AND REVISING THE LEEDS STRATEGIC PLAN**

Leeds' priorities will inevitably change over time and the priorities and targets in the Leeds Strategic Plan will be regularly reviewed and updated to ensure this plan is still relevant and addresses the city's real needs.

The council and its partners will collect and use information on social, economic and environmental conditions and trends, including performance data against the targets in this plan, to change priorities and set new targets as necessary. Already, the council and the PCT are working jointly to assess current and future health needs in Leeds through a Joint Strategic Needs Assessment. The findings from this assessment will inform future health priorities in this plan.

Public opinion, gained through regular resident surveys will also feed into the setting of priorities and targets in future versions of this plan. The views of council Scrutiny Boards, Area Committees and other partners and stakeholders will also be taken into account before the council and its partners agree any changes to the contents of the Plan.

The Audit Commission will assess on an annual basis conditions and prospects for the city through a new Comprehensive Area Assessment process. Achievement of the targets in the Leeds strategic plan will form part of the Audit Commission's annual assessment of how well Leeds is improving. Further, more specific reviews on particular issues can be required where the Comprehensive Area Assessment suggests there is a risk of underperformance. Where the Audit Commission feels that performance in Leeds is unsatisfactory it will recommend new priorities for the Leeds Strategic Plan and the council and its partners will negotiate with the Government whether a target should be set to address that issue. Government Office will monitor performance and initiate discussions where performance is not on track and can intervene where performance is significantly below what is expected.

At every stage the Council will inform, consult and involve local people, representatives of geographical communities and communities of interest, partners and stakeholders in the city and beyond where relevant, and draw on expert analysis to ensure that the priorities and targets in the plan have been rigorously challenged, are truly robust and are relevant to the achievement of our ambitions for Leeds.

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