

Leeds Joint Strategic Assessment 2024

Date: 18 September 2024

Report of: Director of Strategy & Resources

Report to: Executive Board

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief summary

Leeds City Council (LCC) and the West Yorkshire Integrated Care Board (WYICB) have an equal and joint statutory responsibility to produce a Joint Strategic (Needs) Assessment (JSA) – working together through the Health and Wellbeing Board. The purpose of the JSA is to assess current and future health and social care needs in Leeds to inform the Health and Wellbeing Strategy, specifically to shape priorities, inform commissioners and guide the use of resources as part of commissioning strategies and plans for the city.

In Leeds, we continue to take a broad interpretation and approach to this analysis, as we have for the last decade, capturing the wider determinants of health and wellbeing into our JSA. The last JSA was produced in 2021. The JSA 2024 follows a similar structure to that in 2021, following a life-course approach through the lens of Starting Well, Living Well, Working Well, Ageing Well and Dying Well.

The JSA 2024 was presented to the Health and Wellbeing Board, and the recommendations approved, in July 2024, with the details of the meeting available [here](#). The Health and Wellbeing Board will continue to consider the implications of the JSA analysis and how best to respond- this may include further 'deep dive' research or analysis of key topics over the next 3-year JSA period.

Recommendations

Executive Board is asked to:

- a) Note the JSA report attached as Appendix 1, including the policy implications drawn from the analysis.
- b) Agree the areas for further exploration and integration into future JSAs set out in paragraph 9.
- c) Consider any broader implications from the analysis which might inform future work.

What is this report about?

- 1 This report aims to inform the Executive Board of the production of the Joint Strategic Assessment 2024 report, found at Appendix 1, which was presented to the Leeds Health and Wellbeing Board on 23rd July 2024.
- 2 The production of a JSA on a 3-yearly cycle is a joint statutory responsibility between Leeds City Council and the West Yorkshire Integrated Care Board. The JSA is intended to inform the Leeds Health and Wellbeing Strategy and wider strategic planning, shaping priorities and guiding the use of resources as part of commissioning strategies and plans for the city, by understanding the core drivers of health and wellbeing.
- 3 The last JSA was produced in 2021. The JSA 2024 follows a similar structure to that in 2021, following a life-course approach through the lens of Starting Well, Living Well, Working Well, Ageing Well and Dying Well. In Leeds, we continue to take a broad interpretation and approach to analysis, as we have for the last decade, capturing the wider determinants of health and wellbeing into our JSA.
- 4 Following Health and Wellbeing Board's receipt of and discussion about the JSA analysis in July 2024, the focus of the team which has undertaken the analysis will now shift to developing a stronger online intelligence platform, adopting the new JSA structure, and providing further opportunities for engagement with detailed quantitative and qualitative insights. The nature of this online content needs further exploration but may look to improve access to and communication of existing materials rather than production of new content.
- 5 It is not possible in the JSA report itself to unpack all of the potential lines of enquiry or policy implications identified. Therefore, a range of issues are highlighted throughout around which the Health and Wellbeing Board may wish to commission further 'deep dive' research or analysis over the next 3-year JSA period.
- 6 The JSA builds upon a number of core strategies from across the city, aligning with priorities in the Leeds Health and Wellbeing Strategy and Healthy Leeds Plan. Through the life-course approach structure of the analysis, there is a continued and strengthened coverage across the three pillars of the Leeds Best City Ambition (Health and Wellbeing, Inclusive Growth and Zero Carbon). Moreover, the JSA re-emphasises the importance of the Marmot approach being taken across the city, highlighting Marmot indicators and priorities throughout.
- 7 Tackling poverty and inequality remains at the heart of the JSA 2024. Building on recent Marmot City work, through this JSA attempts have been made to introduce additional disaggregation of data to bring the inequalities we see in the city to the fore. Given the size of the report, there are limitations to how far this can go in this format – but it is a prominent part of the analysis in the Starting Well and Living Well (Health and Wellbeing) sections. With further work, improvements in data quality and identification of additional indicators this is an approach which we hope to grow in future iterations of the JSA, potentially assisted by a more digital approach.
- 8 The structure of the JSA 2024 is as follows:
 - Section 1: Leeds Population
 - Section 2: Starting Well – Child Friendly Leeds
 - Section 3a: Living Well – Health and Wellbeing

- Section 3b: Living Well – Thriving Communities
- Section 3c: Living Well – Zero Carbon
- Section 4: Working Well – Inclusive Growth
- Section 5: Ageing Well – Age-Friendly Leeds
- Section 6: Dying Well – End of Life
- Conclusions

- 9 Each section of the JSA begins with a set of headline findings and concludes with the key policy implications. Both of these go into significant detail so have not been replicated in this cover report, but are quick to access on the first page of each main section in the report at Appendix 1. To conclude the report, some of the key emerging cross-cutting trends have been summarised, which we suggest should be picked up as threads in future JSAs and wider analysis work and inform future priorities. These include population trends, health and housing, economic opportunities, and communities which shape us. This is not an exhaustive list of the overarching themes or trends which can be taken from the analysis but does capture some of the factors which most affect life chances in Leeds and connect to the key priorities set out in the Best City Ambition.
- 10 There has been continued engagement with a wide range of partners throughout the development of the JSA 2024. This has included a Sounding Board made up of cross-sector colleagues including representatives from health organisations, third sector partners, academics, Leeds Office of Data Analytics and a broad range of LCC representation (including Health Partnerships, Public Health, Economic Policy, Children and Families and Adult Social Care).
- 11 A wide range of data and intelligence has been drawn upon to produce the JSA 2024. It is acknowledged that the role of the JSA is to provide a broad range of reliable analysis that considers wider determinants of health and wellbeing across the city, rather than in-depth analysis of each topic area. Throughout, there are signposts to further information and suggestions of where more detailed research or evidence is required.

What impact will this proposal have?

- 12 Following input and approval at Health and Wellbeing Board in July 2024, work has been taking place to refine and finalise any amendments to the JSA 2024 report. Recognising the length and weight of the report, a short slide deck highlighting headlines and signposting to further analysis – including a range of existing dashboard and online data tools – will be developed to support communication of the key findings.
- 13 Health and Wellbeing Board highlighted some key opportunities for further analysis which we will take away and develop further. These included:
- Expand upon the community safety section, particularly surrounding violence against women and girls to support the development of a clear strategic approach to tackling this challenge.
 - Further analysis of the demographic information regarding the gender pay gap to unearth any intersectional challenges.

- Begin reporting on the disability and ethnicity pay gaps, to get ahead of national requirements. This will require further exploration to determine whether it is yet possible.
- Include more details regarding how the data would be used to shape future decisions, and to report more headline data and analysis for women and children and compounded factors.

- 14 Analytical focus will then shift to further strengthening the Leeds Observatory as a ‘front door’ for accessing the range of data analysis, being undertaken by colleagues across the Leeds system, which underpins the JSA. Some of these opportunities are noted in the report at Appendix 1. Exploration is needed in how to best include qualitative data and lived experience stories into this landscape – recognising wider work ongoing such as the Insight Library being developed by Leeds Health and Care Partnership.
- 15 The Sounding Board which formed to oversee development of the 2024 JSA will continue as an informal group to contribute to further work. Members of the group have also agreed to volunteer their expertise to efforts to co-design a more mature and connected research strategy / research agenda for Leeds, informed by the JSA and underpinning the Leeds Best City Ambition.
- 16 Moreover, the policy implications of each section of the JSA, alongside the cross-cutting themes highlighted within the concluding section of the report, can be further developed through the Health and Wellbeing board, utilising these to shape priorities and suggest focus of workstreams going forward.
- 17 An Equality, Diversity, Cohesion and Integration (EDCI) screening document for the 2024 JSA is included as Appendix 2.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing Inclusive Growth Zero Carbon

- 18 As the JSA considers the social determinants of health and wellbeing across a whole life-course approach, all three pillars of the Best City Ambition are impacted. It includes sections that specifically relate to all three pillars, with poverty and inequality across the city explored throughout, and will continue to act as an important evidence base underpinning the priorities set out in the Ambition, and as part of the progress monitoring framework moving forward. The approach to undertaking this JSA has drawn on the strengths of Team Leeds – with specialist expertise from a wide range of people, organisations and background contributing to the analysis overall.

What consultation and engagement has taken place?

Wards affected: All

Have ward members been consulted? Yes No

- 19 The JSA has been produced with support and contributions from a range of partners as part of a Sounding Board. In addition to this, a large number of one-to-one and small group discussions have taken place with partners from across NHS, council, academic and third

sector organisations focused on specific sections or aspects of the analysis and report. In addition to contribution to the overall scoping and development of the approach to the 2024 JSA, partners have also had the opportunity to comment on and amend the draft report itself at multiple stages.

- 20 The draft JSA 2024 was published ahead of being considered by the Leeds Health and Wellbeing Board, which took place on 23rd July 2024. The Health and Wellbeing Board is a public meeting chaired by the Executive Member for Equality, Health and Wellbeing, in which the contents of the JSA were discussed with board members alongside an accompanying presentation to draw out headline findings.
- 21 Strategy and Resources Scrutiny Board will be receiving a presentation on the headline findings from the JSA on 16 September – chairs from the other scrutiny boards have also been invited to attend to ensure broad engagement with the analysis. Further bespoke sessions with scrutiny board members will be arranged as requested, as part of the ongoing offer to all elected members of access and support to use analysis about the city as a whole, their ward, or particular populations.

What are the resource implications?

- 22 The analysis contained within the JSA 2024 will support strategy and policy development in Leeds, contributing valuable local intelligence to underpin effective commissioning decisions and therefore maximise the impact of resources available across partner organisations.
- 23 The work to produce the JSA 2024 was undertaken “in-house” across Leeds partnerships, with council colleagues undertaking most of the work to produce the analysis – all within existing staff resources.
- 24 The implications of the analysis and any future actions agreed will be overseen by the Leeds Health and Wellbeing board, at which point it will consider resource implications.

What are the key risks and how are they being managed?

- 25 There are no direct risk implications arising from this report. Any future action taken on the basis, in full or in part, of analysis and insight contained within the JSA 2024 will be subject to their own risk assessments as required.

What are the legal implications?

- 26 The JSA is prepared pursuant to the Council’s statutory duty set out in s. 116 Local Government and Public Involvement in Health Act 2007. Aside from this, there are no access to information or legal implications arising from this report.

Options, timescales and measuring success

What other options were considered?

- 27 The production of a Joint Strategic (Needs) Assessment (JSA) on a 3-yearly cycle is a joint statutory responsibility between Leeds City Council (LCC) and the West Yorkshire Integrated Care Board (WY ICB). Given the last JSA was produced in 2021, an updated form of analysis was due. The development of the JSA was overseen through the cross-

sector Sounding Board, including decisions about content and approaches to take to the analysis.

How will success be measured?

- 28 At Health and Wellbeing Board in July 2024, the board recommended that work undertaken to address the policy implications of the JSA is captured, particularly acknowledging of successful work that has taken place with partners across the city, to support in measuring progress. Since the JSA 2021, a variety of work has been taking place across the city to address the policy implications of the JSA 2021 and work towards meeting the Best City Ambition.
- 29 Given the breadth of the JSA and wider determinants of health approach, there are many programmes of work that have aimed to address policy implications identified in the JSA 2021. Some examples of successes of these are:
- **Starting well:** [The Child Friendly Leeds 12 wishes](#) have been co-produced with children and young people, including wishes around mental health and wellbeing, poverty and learning and skills opportunities. The Child Friendly Leeds mission has seen Leeds become the only Core City with Outstanding OFSTED rating.
 - **Housing delivery:** Leeds has seen outstanding performance on housing delivery, delivering 1.5% of all new homes in England. A total of 4,441 homes were built in the city during the 12 months to the end of March 2024, of which 650 were affordable.
 - **Health and housing:** Recognising the impact of health and housing in the JSA 2021, a number of projects have also been assigned under a new Health and Housing group including a focus on childhood asthma, housing support in hospital setting and selective licensing programme development.
 - **Mental health:** Synergi-Leeds partnership is an innovative programme of work focused on promoting racial equity within Leeds' mental health services.
 - **Ageing well:** The 34 Neighbourhood Networks across the city have continued to be successful, with their positive impact being recognised in research conducted by Sheffield Hallam University in 2022. This has resulted in the approach becoming a nationally recognised model.
 - **Inclusive growth:** Leeds has become the first local authority to receive and Outstanding rating for adult education and skills service.
 - **Climate change:** The Leeds PIPES network provides affordable, reliable and low carbon heat to around 2000 residential public and commercial buildings, using recovered heat from a nearby Recycling and Energy Recovery Facility. Not only has it brought stability to customers' rising energy bills and created local green jobs, it is also responsible for reducing 6000 tonnes of carbon.
 - **Tackling wider determinants of health:** The council are working alongside the University of College London Institute of Health Equity to deliver Fairer, Healthier Leeds (Marmot City) over a two-year project, focussed on tackling health inequalities. Key policy objectives include giving every child the best start in life and creating health and sustainable communities with good quality housing.

- **Stronger integration of strategies and interventions:** The HomeFirst programme has been recognised nationally as an example of innovative working across partners to support intermediate care outcomes for residents whilst also alleviating system and financial pressures.
- **Research and innovation:** Stronger collaborations have been embedded with academic partners. For examples, Leeds Academic Health Partnership (LAHP) supported embedded researchers in the council and NHS to ensure evidence led decisions and to maximise of research funding opportunities. Research partnerships have been strengthened through LAHP and a joint collaboration meeting between the University of Leeds and the council.

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There has also been a range of strategies and initiatives across that have been developed or updated since the JSA 2021, all of which contribute towards meeting the aims of our Best City Ambition, with tackling poverty and inequality at the heart of what we do.

Examples of these (but not an exhaustive list) include:

- A refreshed [Best City Ambition](#), with a continued focus on priorities within the 3 pillars of Health and Wellbeing, Inclusive Growth, and Zero Carbon. The Team Leeds approach has delivered a range of positive outcomes across the city, all of which have contributed to the policy implications of the JSA 2021.
- [The Director of Public Health Annual Report 2022 In Our Shoes](#) explores children and young people's health in Leeds, including the impact of COVID-19.
- [The Director of Public Health Annual Report 2023 Ageing Well: Our Lives in Leeds](#) responds to 2021 analysis around the ageing population, further exploring the impact of this and broadening understanding of outcomes.
- [The Leeds Health and Wellbeing Strategy](#) refresh for 2023 to 2030, with priorities being shaped by JSA 2021 analysis and work programmes all feeding into these. The strategy sets the key priorities to improving health and wellbeing outcomes of people in Leeds with a refreshed focus on health and housing, support for carers and employment and health.
- [The Healthy Leeds Plan](#) for 2023 to 2030 sets out how the Leeds Health and Care Partnership will contribute to key elements of the Health and Wellbeing Strategy and JSA policy implications, delivering against two goals- to reduce preventable unplanned care utilisation across health settings and to increase early identification and intervention.
- [The Leeds Housing Strategy](#) 2022 to 2027 acknowledging the of housing as a wider determinant of health, with a key role in the Integrated Care System and having a key impact on factors such as employment, educational attainment, health, wellbeing, opportunity, safety and fuel poverty.
- The Leeds [Inclusive Growth Strategy](#) has also been refreshed, with work alongside key anchor institutions continuing to tackle inequality, support all sections into society into better jobs, improving skills opportunities and encouraging investment into the city. [The Social Progress Index](#) tool has been developed to provide accessible data to better understand wellbeing and outcomes at a ward level.
- The recognition of the third sector as a key anchor in supporting interventions and community cohesion has continued to be strengthened, being recognised through the

Best City Ambition. The [Third Sector Strategy](#) sets out the sectors ambitions as a key partner.

- 31 The JSA should be seen as a tool for measuring the success of the city and key initiatives being implemented to tackle health inequality – it plays a key role in informing actions and influencing strategic planning. Whilst the JSA therefore does not have an associated performance framework of its own, a range of channels are used to capture progress against headline findings, policy implications and cross-cutting themes. Examples of progress and reports that have been measured so far include:
- [Annual Corporate Performance Report](#)
 - [Thriving: The Child Poverty Strategy for Leeds update report](#)
 - [Leeds Inclusive Growth Strategy](#)
 - [Climate Emergency Annual Report](#)
 - [Cost of Living update](#)
 - [Locality Working within our Priority Wards annual update](#)
- 32 With a continued focus on the wider determinants of health, and consideration of the broader context of poverty and inequality within our strategic frameworks, the quarterly and annual performance reports will provide a good avenue for monitoring progress. This will capture outcomes across each of the five directorates against some of the strategic priorities as set out in the Best City Ambition. In addition, the key performance indicators of relevant supporting strategies and plans, including the three pillars will be monitored to provide insights regarding the success of the JSA.
- 33 The JSA has signposted to a network of targeted Health Needs Assessments that provide significant depth to some of the key issues outlined in this report. The findings of these assessments should be considered as an additional tool contributing to the overall monitoring of health outcomes in Leeds.
- 34 Outside of formal reporting, significant amounts of data used throughout the JSA is, and will continue to be updated on the Council's various platforms including the Leeds Observatory, Leeds Social Progress Index, and Cost of Living dashboard.
- 35 Overall, there has been significant progress in responding to the policy implications identified within the JSA 2021. Work will continue across the city to respond to the JSA 2024, and to overall meet the aims of our Best City Ambition, tackling poverty and inequality, which will continued to be captured through a number of different workstreams.

What is the timetable and who will be responsible for implementation?

- 36 The JSA is produced on a 3 yearly cycle, with the next version due in 2027.
- 37 We will continue to develop our approach to producing the JSA, working with colleagues across the Council and wider Health and Care system.
- 38 The Leeds Health and Wellbeing Board will oversee the implications of the analysis and any future actions that arise as a result of the JSA 2024 through this next three-year cycle.

Appendices

Appendix 1 – Leeds Joint Strategic Assessment 2024 Report

Appendix 2 – EDCI Screening for Joint Strategic Assessment 2024

Background papers

None