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## Report of the Assistant Chief Executive (Planning, Policy and Improvement)

### Overview and Scrutiny Committee

Date: 8<sup>th</sup> January 2008

Subject: Leeds Strategic Plan and Council Business Plan: Outcomes and Priorities

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#### Electoral Wards Affected:

Ward Members consulted  
(referred to in report)

#### Specific Implications For:

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

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### Executive Summary

1. The Leeds Strategic Plan and Council Business Plan outcomes and Improvement priorities together with the financial strategy set out the strategic approach of the Council that will underpin service delivery for the period 2008-11. The Budget and Policy Framework requires the initial proposals for such plans to be reviewed by Scrutiny so that they have the opportunity to shape policy and make recommendations for change.
2. This report along with the associated report "Developing the Financial Plan 2008-13" sets out these initial proposals, alongside the processes already undertaken for the development of these significant plans. It also clarifies the next stages for the full development of both plans in line with statutory and constitutional requirements.

## 1.0 Purpose Of This Report

- 1.1 The Leeds Strategic Plan and Council Business Plan outcomes and improvement priorities together with the five year financial strategy set out the strategic approach of the Council that will underpin delivery of services in the period 2008-11. This report outlines the progress to date in the development of the Leeds Strategic Plan and Council Business Plan.
- 1.2 The report updates Overview and Scrutiny Committee on the findings of the stakeholder consultation undertaken between September and November 2007 to determine the strategic outcomes and improvement priorities for the Leeds Strategic Plan 2008-11. The Committee is asked to receive and comment upon changes made based on feedback received,
- 1.3 The draft business outcomes and improvement priorities are presented to Scrutiny for the first time and feedback is sought on these to help shape and develop the Council's business transformation and development agenda which will support the delivery of the Leeds Strategic Plan. Initial proposals for a five year financial strategy to support the implementation of these plans are outlined in the associated report "Developing the Financial Plan 2008-13".

## 2.0 Background Information

- 2.1 Members of Executive Board approved a revised corporate planning framework for the city in July 2007. The strategic element of this framework includes two high level plans which set the strategic level outcomes and priorities for both the city and the organisation for a three year period. These are:
  - **Leeds Strategic Plan 2008-11** - sets out the strategic outcomes and improvement priorities that will guide delivery of what the Council needs to focus on across the city either on its own, or in partnership with others, during the period 2008-11. This plan includes the statutory requirements regarding Leeds' Local Area Agreement as detailed in the Local Government and Public Involvement in Health Act 2007.
  - **Council Business Plan 2008-11** - sets out what the council needs to do organisationally to achieve the outcomes and priorities in the Leeds Strategic Plan. This includes outlining the business development, organisational change, business transformation and financial planning activities that we plan to undertake over the next three years. The five year financial strategy was considered by members of Executive Board in December and will be integrated into the Council Business Plan.
- 2.2 The agreed framework specified that these strategic level plans not only set out the overarching priorities but also include the mechanisms for measuring success in achieving these priorities. The Budget and Policy framework specifies that the initial proposals contained in both of these plans are to be published at least two months in advance of adoption and that Scrutiny is allowed at least six weeks to respond to these initial proposals.
- 2.3 A three year planning timeframe has been adopted for both the Leeds Strategic Plan and Council Business Plan based on the fact that the Local Area Agreement, required by statute, spans three years and the Comprehensive Spending Review 2007 provides a three year funding settlement. However, we recognise that for some aspects of our work there is a need for a longer term view. The Vision for Leeds 2004-20 provides the longer term ambitions of the city for the three year Leeds Strategic Plan. We have also developed longer term visions for some of our Business Plan priorities and therefore it is our intention to reflect these within the Council Business Plan where appropriate eg inclusion of our five year financial strategy.

### **3.0 Leeds Strategic Plan**

#### **Feedback on Stakeholder Consultation**

3.1 During July and August 2007 a draft set of strategic outcomes and improvement priorities were compiled that described what the Council and, where relevant its partners, aim to focus attention on during the period 2008-11. The draft outcomes and priorities are organised around the eight themes of the long term vision for the city – the Vision for Leeds 2004-2020. Evidence of where we need to focus our efforts was drawn from:

- The Annual Citizens Survey;
- The council's and partners' performance management systems;
- Current demographic and economic trends of the city; and
- Local knowledge of Members, council officers and partners.

3.2 During September to November 2007 a wide range of stakeholders were consulted across the city to provide the opportunity to 'check' whether the right improvement priorities had been identified, highlight any gaps and explore views on how delivery can best be achieved over the next three years. The following stakeholders were consulted:

- All Elected Members (Executive Members ,Scrutiny Boards, Area Committees, Members Seminar)
- Statutory partners
- Voluntary, Community and Faith Sector
- Representatives of the business community
- Representatives of the Trade Unions
- Council Staff
- Equality Groups
- Citizen Focus Groups

3.3 The general messages to emerge from the consultation were as follows:

- General support for the strategic outcomes and improvement priorities as drafted. It was commonly felt that the appropriate themes had been identified, and the balance in terms of 'Going up a League' and 'Narrowing the Gap' was judged to be about right.
- Some concern that the priorities in the areas of 'Environment' and 'Transport' should be strengthened and a stronger emphasis be placed on Children and Young People and Older People.
- Generally felt that the themes and priorities were strongly interdependent and that this should be both strengthened in places and communicated throughout the planning framework.
- Whilst, the priorities were judged to have generally targeted the right areas, respondents often noted that their wording would benefit from the use of more positive, simple and clear language.

A full report summarising comments from the consultation is available for more detailed information.

#### **Changes to Strategic Outcomes and Improvement Priorities**

3.4 The feedback from the consultation has resulted in a series of changes and improvements to the draft strategic outcomes and improvement priorities. It is intended that the context to the Leeds Strategic Plan provides an explanation of the importance placed on:

- Children and Young People
- Older People ( with the recognition that we wish to rise to the challenges and opportunities presented by an ageing society)

➤ Interconnectivity between our strategic themes and priorities

Further proposed changes are:

<p><b>Our Ambition</b></p>	<p>Our Mission is to bring the benefits of a prosperous, vibrant and attractive city to <b>all</b> the people* of Leeds. We want:</p> <ul style="list-style-type: none"> <li>• people to be happy, healthy, safe, successful and free from the effects of poverty;</li> <li>• our young people to be equipped to contribute to their own and the city's future well being and prosperity;</li> <li>• local people to be engaged in decisions about their neighbourhood and community and help shape local services;</li> <li>• neighbourhoods to be inclusive, varied and vibrant offering housing options and quality facilities and free from harassment and crime, and;</li> <li>• a city-region that is prosperous, innovative, attractive and distinctive enabling people, business and the economy to realise their full potential.</li> </ul>
Strategic Outcomes	Improvement Priorities
<p><b>Culture</b></p> <p>Increased participation in cultural opportunities through engaging with all our communities.</p> <p>Enhanced cultural opportunities through encouraging investment and development of high quality facilities of national and international significance.</p>	<p>Enable more people to become involved in sport and culture by providing better quality and wider ranging activities and facilities</p> <p>Facilitate the delivery of major cultural schemes of international significance.</p>
<p><b>Skills and Economy</b></p> <p>Increased entrepreneurship and innovation through effective support to achieve the full potential of people, business and the economy.</p> <p>Increased international competitiveness through marketing and investment in high quality infrastructure and physical assets, particularly in the city centre.</p>	<p>Increase innovation and entrepreneurial activity across the city</p> <p>Facilitate the delivery of major developments in the city centre to enhance the economy and support local employment</p> <p>Enhance the skills of the workforce to fulfil individual and economic potential.</p> <p>Increase international communications, marketing and business support activities to promote the city and attract investment.</p>
<p><b>Learning</b></p> <p>Enhance the current and future workforce through fulfilling individual and economic potential and investing in learning facilities.</p>	<p>Enhance the skill level of the workforce to fulfil individual and economic potential</p> <p>Improve learning outcomes for all 16 year olds, with a focus on narrowing the achievement gap.</p> <p>Improve learning outcomes and skill levels for 19 year olds.</p> <p>Increase the proportion of vulnerable groups engaged in education, training or employment.</p> <p>Improve participation and early learning outcomes for all children, with a focus on families in deprived areas.</p>
<p><b>Transport</b></p> <p>Increased accessibility and connectivity through investment in a high quality transport system and through influencing others and changing behaviours</p>	<p>Deliver and facilitate a range of transport proposals for an enhanced transport system.</p> <p>Improve the quality, use and accessibility of public transport services in Leeds.</p> <p>Improve the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.</p> <p>Improve road safety for all our users, especially motor cyclists and pedal cyclists.</p>

<p><b>Environment</b></p> <p>Reduced ecological footprint through responding to environmental and climate change and influencing others.</p> <p>Cleaner, greener and more attractive city through effective environmental management and changed behaviours.</p>	<p>Reduce the amount of waste going to landfill.</p> <p>Reduce emissions from public sector buildings, operations and service delivery, and encourage others to do so.</p> <p>Undertake actions to improve our resilience to current and future climate change.</p> <p>Address neighbourhood problem sites; improve cleanliness and access to and quality of green spaces.</p>
<p><b>Health and Wellbeing</b></p> <p>Reduced health inequalities through the promotion of healthy life choices and improved access to services.</p> <p>Improved quality of life through maximising the potential of vulnerable people by promoting independence, dignity and respect.</p> <p>Enhanced safety and support for vulnerable people through preventative and protective action to minimise risks and wellbeing.</p>	<p>Reduce premature deaths from circulatory diseases.</p> <p>Reduce in the number of people who smoke.</p> <p>Reduce rate of increase in obesity and raise physical activity for all.</p> <p>Reduce teenage conception and improve sexual health.</p> <p>Improve the assessment and care management of children, families and vulnerable adults.</p> <p>Improve psychological and mental health services for children, young people and families.</p> <p>Increase the number of vulnerable people helped to live at home.</p> <p>Increase the proportion of people in receipt of community services enjoying choice and control over their daily lives.</p> <p>Embed a safeguarding culture for all.</p>
<p><b>Thriving Places</b></p> <p>Improved quality of life through mixed neighbourhoods offering good housing options and better access to services and activities.</p> <p>Reduced crime and fear of crime through prevention, detection, offender management and changed behaviours.</p> <p>Increased economic activity through targeted support to reduce worklessness and poverty.</p>	<p>Increase the number of “decent homes”.</p> <p>Increase the number of affordable homes.</p> <p>Reduce the number of homeless people.</p> <p>Reduce the number of people who are not able to adequately heat their homes.</p> <p>Increase financial inclusion in deprived areas.</p> <p>Reduce crime and fear of crime.</p> <p>Reduce offending.</p> <p>Reduce the harm from drugs and alcohol to individuals and society.</p> <p>Reduce anti-social behaviour.</p> <p>Reduce bullying and harassment.</p> <p>Reduce worklessness across the city with a focus on deprived areas.</p> <p>Reduce the number of children in poverty.</p> <p>Develop extended services, using sites across the city, to improve support to children, families and communities.</p>
<p><b>Stronger Communities</b></p> <p>More inclusive, varied and vibrant communities through empowering people to contribute to decision making and delivering local services.</p> <p>Improved community cohesion and integration through meaningful involvement and valuing equality and diversity.</p>	<p>An increased number of local people engaged in activities to meet community needs and improve the quality of life for local residents.</p> <p>An increase in the number of local people that are empowered to have a greater voice and influence over local decision making and a greater role in public service delivery.</p> <p>Enable a robust and vibrant voluntary, community and faith sector to facilitate community activity and directly deliver services.</p> <p>An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.</p>

#### 4.0 Measuring success in achieving Strategic Outcomes and Improvement Priorities

4.1 As part of the Government’s intention to reduce the performance management burden for local government, it has recently reduced the estimated 1,200 indicators for assessing performance to 198. This national indicator set of 198 measures will be the only measures

on which central government will performance manage outcomes delivered by local government working alone, or in partnership with others, from April 2008.

- 4.2 These measures will, where appropriate, be included in the final version of the Leeds Strategic Plan, matched against the relevant strategic outcomes and improvement priorities. In addition a number of local measures will also be required to adequately measure progress in areas not captured by the national indicator set.

## **5.0 Local Area Agreement requirements**

- 5.1 The Local Government and Public Involvement in Health Act 2007 formalised the Local Area Agreement (LAA) as a key statutory tool in exercising the place shaping responsibility of the local authority. The LAA will be the only place from April 2008 onwards where central government will agree targets with local authorities and their partners against the set of national indicators. Each LAA will include 'up to 35' targets developed from the national indicators, supplemented by 17 statutory targets on educational attainment and early years.
- 5.2 Our LAA proposals for negotiation with Government are being drawn from the improvement priorities that are agreed as part of the Leeds Strategic Plan. 'Up to 35' improvement priorities will be selected and aligned with the 'best fit' national indicators. Targets will then need to be developed for each improvement priority/indicator and negotiated and agreed with Government. The final sign off of the LAA requirements with Government will take place in June 2008.
- 5.3 The local authority has a statutory duty to consult with partners named in the Local Government and Public Involvement in Health Act 2007 in identifying improvement priorities and targets and partners have a statutory duty to co-operate in the delivery of the agreed targets.

## **6.0 Council Business Plan 2008-11**

### **Development of the Plan**

- 6.1 The purpose of the Council Business Plan 2008-11 is to set out the business outcomes and improvement priorities for the next three years. This is to ensure that the council is 'fit for purpose' and to support the delivery of the Leeds Strategic Plan. Therefore the process for the development of both plans has been closely linked.
- 6.2 The first phase of work to develop the Council Business Plan 2008-11 involved a series of meetings with senior officers to seek their views, with reference to the first draft of the strategic outcomes and improvement priorities, on what issues the business plan needed to address. From these meetings a wide range of potential improvement priority areas were identified and from these CLT identified four key outcome areas:
- Business intelligence
  - One council – cultural change
  - Service prioritisation
  - Democratic and community engagement
- 6.3 From these inputs, and with reference to projects already underway through the Smarter Working: Better Results change programme, an initial set of outcomes and improvement priorities were developed. These were then tested and challenged alongside the strategic outcomes and improvement priorities. This process ensured that the developing business outcomes were fully aligned to, and supported the delivery of, the Leeds Strategic Plan. The final element of this initial consultation process were two staff focus groups in December. .

### **Business Plan Outcomes and Improvement Priorities**

6.4 The resultant draft business plan outcomes and improvement priorities are shown below.

<b>Business Outcome 1 - We are an intelligent organisation, using good quality information to commission better outcomes</b>	
<b>Delivered through</b>	<b>Business Improvement Priorities</b>
Information and knowledge management	<ul style="list-style-type: none"> <li>• Improve our systems and processes to enable us to use our information effectively and efficiently</li> <li>• Use our information to shape service provision, provide constructive challenge and improve our decision making at all levels</li> <li>• Ensure we have the right intelligence to inform our strategic planning</li> <li>• Develop arrangements to protect and share information in line with legislative and regulatory requirements</li> </ul>
Customer involvement, choice and satisfaction	<ul style="list-style-type: none"> <li>• Improve our understanding of our customers</li> <li>• Increase the provision of choice</li> <li>• Improve our services based on customer feedback</li> <li>• Manage customer expectation and deliver on our promises</li> </ul>
<b>Business Outcome 2 - We are a values led organisation and our staff are motivated and empowered</b>	
<b>Delivered through</b>	<b>Business Improvement Priorities</b>
Looking after Leeds	<ul style="list-style-type: none"> <li>• Reduce the carbon emissions arising from our buildings, vehicles and operations</li> <li>• Increase the proportion of socially responsible goods and services that we procure</li> <li>• Promote our narrowing the gap agenda through our Corporate Social Responsibility programme</li> </ul>
Putting Customers First	<ul style="list-style-type: none"> <li>• Develop joined up and person centred services designed around the needs of our customers</li> <li>• Enhance the links between front and back office services to deliver excellent end-to-end services</li> </ul>
Treating People Fairly	<ul style="list-style-type: none"> <li>• Ensure colleagues reflect the diversity of our communities</li> <li>• Ensure fair access to all our services</li> </ul>
Valuing colleagues	<ul style="list-style-type: none"> <li>• Empower, support and develop our staff</li> <li>• Improve understanding and transparency of our decision-making and accountability processes</li> <li>• Ensure we have the right staff, in the right place with the right skills at the right time</li> </ul>
Leadership	<ul style="list-style-type: none"> <li>• Improve leadership at all levels including officers and elected members</li> <li>• Strengthen communication at all levels</li> <li>• Enhance our leadership of the city</li> </ul>

**Business Outcome 3 - Our resources are clearly prioritised to provide excellent services and value for money.**

Delivered through	Business Improvement Priorities
Resource Prioritisation	<ul style="list-style-type: none"> <li>• Increase the proportion of resources used to support our priorities by redirecting resources away from our non-priorities</li> <li>• Embed sustainability in our resource management processes</li> </ul>
Efficiency/Value for Money	<ul style="list-style-type: none"> <li>• Improve the efficiency of our services</li> <li>• Embed value for money at all levels</li> </ul>
Service Improvement	<ul style="list-style-type: none"> <li>• Enhance service improvement capacity to deliver excellent and sustainable services</li> </ul>
Partnerships	<ul style="list-style-type: none"> <li>• Develop sustainable and effective partnership governance framework</li> </ul>
Income generation	<ul style="list-style-type: none"> <li>• Maximise our income</li> </ul>
Commissioning	<ul style="list-style-type: none"> <li>• Improve service provision through an effective commissioning process</li> </ul>
Support services	<ul style="list-style-type: none"> <li>• Improve quality and efficiency of support services</li> </ul>

**Business Outcome 4 - Our citizens, businesses and communities are empowered and involved in decision making**

Delivered through	Business Improvement Priorities
Democratic engagement	<ul style="list-style-type: none"> <li>• Strengthen our democratic processes to improve governance and policy making</li> <li>• Increase member involvement in policy development decision making and accountability</li> </ul>
Stakeholder Engagement	<ul style="list-style-type: none"> <li>• Increase involvement, engagement and participation of all communities</li> <li>• Build trust with local communities to encourage greater engagement</li> </ul>

## 7.0 Next Steps

- 7.1 **Leeds Strategic Plan** – the next step is to align the national indicator set and develop relevant local indicators to ensure robust measures are in place for all our agreed strategic outcomes and improvement priorities. A series of negotiations, commencing in January 2008, will be undertaken with partners and with the Government Office of Yorkshire and Humber to agree the Local Area Agreement requirements outlined in 4.2.
- 7.2 **Council Business Plan** - the next step is for the draft business outcomes and improvement priorities to be revised based on Scrutiny feedback. At the same time work will also continue to develop performance indicators and targets to monitor our progress in delivering this plan. The new national indicator set contains very few relevant measures so these will need to be locally determined. The annual budget 2008/9 and five year financial plan is also presented to Scrutiny will then continue on for formal approval by Council in February in order to meet statutory deadlines. The five year financial plan will then be incorporated into the Council Business Plan for formal publication.
- 7.3 A format for both the Leeds Strategic Plan and Business Plan is being developed that will clearly link both these key strategy documents. An appropriate accountability framework will be outlined in both documents highlighting responsibilities of senior council officers, partners and Elected Members.

## 8.0 Implications for Council Policy and Governance



- 8.1 The Leeds Strategic Plan and Council Business Plan form part of the Council's Policy and Budget Framework as set out in the Constitution. This requires Scrutiny to have the opportunity to provide input on the initial proposals in order to shape the development of these key plans prior to endorsement to by Executive Board and approval by Full Council. It is proposed that this is undertaken in a staged approach as outlined below:

<b>Task</b>	<b>Date</b>
OSC commented on draft Strategic Outcomes and Improvement Priorities of the Leeds Strategic Plan	9th October 2007
OSC receives feedback on the revised Strategic Outcomes and Improvement Priorities of the Leeds Strategic Plan and receives draft Business Plan Outcomes and Improvement Priorities. OSC considers the overview of 5 year Financial Plan.	8 <sup>th</sup> January 2008
Executive Board considers annual budget 2008/9 and 5 year Financial Plan	8 <sup>th</sup> February 2008
Full Council considers annual budget 2008/9 and 5 year Financial Plan	20 <sup>th</sup> February 2008
Executive Board considers full draft Leeds Strategic Plan and Council Business Plan 2008-11	12 <sup>th</sup> March 2008
Full Council considers full draft Leeds Strategic Plan and Council Business Plan 2008-11	9 <sup>th</sup> April 2008

- 8.2 The targets linked to the LAA requirements of the Leeds Strategic Plan will continue to be negotiated with Government beyond the formal approval date identified above. It is proposed that authority is delegated to the Chief Executive to agree the final formulation of these targets and that the final agreed targets be reported retrospectively to members.

## **9.0 Legal And Resource Implications**

- 9.1 A key element of the Council Business Plan is the five year financial plan which underpins the delivery of the Strategic and Business Plans. In order comply with the legislative requirements for the annual budget it is proposed that an overview of the financial elements of the Business Plan will be approved alongside the budget for 2008-9 at Full Council on 11th March 2008 as outlined in the timetable in 9.0 above.

- 9.2 The resources to support the delivery of the Leeds Strategic Plan and Council Business Plan are addressed in the associated report 'Developing the Financial Plan 2008-13'.

## **10.0 Recommendations**

- 10.1 OSC are recommended to:
- i. endorse the strategic outcomes and improvement priorities for the Leeds Strategic Plan to enable negotiations on the LAA to commence;
  - ii. provide initial feedback on the draft business outcomes and improvement priorities; and
  - iii. refer the draft business outcomes and improvement priorities to Resources Scrutiny Board for more detailed examination to enable the further development of the Council Business Plan.