

Report of the Director of Resources and Housing

Report to Executive Board

Date: 19 December 2018

Subject: Best Council Plan Refresh 2019/20 – 2020/21

Are specific electoral wards affected?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If yes, name(s) of ward(s):		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:		
Appendix number:		

Summary of main issues

1. The Best Council Plan is the council's strategic plan, setting out the authority's ambitions and priorities for both the city (working in partnership) and the organisation, underpinned by the values that encompass what we do and how we work. The current 2018/19 – 2020/21 Best Council Plan was adopted by Council in February 2018.
2. This paper sets out an approach to refresh the current Best Council Plan for the period 2019/20 – 2020/21 based on ongoing organisational development and improvement activity, the latest Best Council Plan annual performance report and socio-economic insight gained from the recently updated Joint Strategic Assessment.
3. It is proposed that much of the current Best Council Plan is retained, notably the 'Best City' ambition, outcomes and priorities, with the city's Inclusive Growth and Health & Wellbeing Strategies as key drivers in tackling poverty and reducing inequalities (please also refer to the report, 'Tackling poverty and inequality' being considered today). Also that the 'Best Council' ambition is kept but with further refinement and more detailed explanation of how the authority will enact this in support of the Best City ambition. The Best Council Plan key performance indicators will be reviewed and updated as needed.
4. This approach underpins the Medium-Term Financial Strategy 2019/20 – 2021/22 approved by the Executive Board in July 2018 and the Initial Budget Proposals for 2019/20 on today's agenda.

Recommendations

Executive Board is asked to approve:

1. Engagement with Scrutiny Boards on the emerging Best Council Plan in accordance with the Budget & Policy Framework Procedure Rules.
2. The approach set out in the report to refresh the Best Council Plan for 2019/20 – 2020/21.
3. That the Director of Resources and Housing will be responsible for developing the Best Council Plan for its consideration by this Board and Full Council in February 2019 alongside the supporting 2019/20 Budget.

1. Purpose of this report

- 1.1 This paper sets out proposals to update the Best Council Plan for the period 2019/20 – 2020/21. Subject to Executive Board's approval, the proposals will then be considered in consultation with all Scrutiny Boards alongside the 2019/20 initial budget proposals. Following this, a final draft of the updated Best Council Plan will be brought to February's Executive Board with the final budget proposals, recommending its adoption by Full Council later that month.

2. Background information

- 2.1 In February 2018, Council adopted the Best Council Plan 2018/19 to 2020/21 (available [here](#)) an update to the previous Best Council Plan 2017/18. The Best Council Plan is Leeds City Council's strategic plan, bringing together the headline aspirations from a range of supporting council and partnership plans to set out the authority's overall ambitions, policy direction and priorities for both city and organisation, underpinned by the authority's values. It informs the council's budget-setting and financial strategies, helps our staff understand how the work they do makes a real difference to the people of Leeds and shows our partners how we contribute to city-wide issues.
- 2.2 The updated Plan maintains the clear, strategic message expressed in recent years around Best City meaning a strong economy in a compassionate city, tackling poverty and inequalities; the Best Council ambition of being an efficient and enterprising organisation supporting this. Whilst the Best City outcomes and the council's underpinning values did not change as part of the update, the opportunity was taken to further refine the Best City priorities and to centre these around the, at the time, draft Leeds Inclusive Growth Strategy 2017-23 and Leeds Health & Wellbeing Strategy 2016-21. The Plan's key performance indicators were also refreshed and expanded.
- 2.3 Whilst the current Best Council Plan was written as a three-year document, the intention was that, as with the council's medium-term financial plan, it should be reviewed and refined annually as needed. This paper therefore sets out proposals to update the Best Council Plan for the period 2019/20 – 2020/21, taking into account progress in delivering the Plan's priorities (as considered by the Executive Board in September 2018 through the Annual Performance Report available [here](#)) and latest insight from the Joint Strategic Assessment.

3. Main issues

- 3.1 A Joint Strategic Needs Assessment (JSNA) analyses the health needs of populations to inform and guide commissioning of health, wellbeing and social care services within a local authority area. In Leeds, we have over the last decade adopted a wider approach to the JSNA, extending the analysis to cover the wider determinants of health, not only to ensure we gain a deeper insights into the relationship between health, wider-wellbeing, the economy and environment, but also to inform the Best City strategic framework. The findings from the 2015 JSNA – which incorporated socio-economic and health data - informed the 2016 updates to the Best Council Plan as well as key 'city' plans, notably the Health & Wellbeing Strategy.
- 3.2 The JSNA has recently been updated for 2018 based around the Best Council Plan 'Best City' priorities. In 2018 we have adopted a wider approach to this work, focusing not only on need but also the key assets of our communities: as such, we are terming this as a 'Joint Strategic Assessment' (JSA).

- 3.3 The emerging findings from the JSA 2018 corroborate the rationale for Health and Wellbeing and Inclusive Growth as the primary strategies in achieve our Best City ambition. Headlines from the draft working document are attached at Annexe 1. The analysis highlights socio-economic diversity and an intensification of inequalities. It confirms our broadly strong economy with some genuine areas of excellence and competitiveness, but also identifies some challenges in terms of productivity, linked in part to growth in 'lower productivity' sectors such as consumer-services.
- 3.4 In terms of service provision, the JSA also confirms the very dynamic and multi-faceted challenges often in our most deprived communities and the requirement for the council and our partners to respond more collaboratively – particularly at either end of the age-spectrum.
- 3.5 With the insight from the Annual Performance Report and the JSA validating that the overall strategic direction set out in the current Best Council Plan remains highly relevant, we therefore propose that a relatively light-touch update is carried out, resulting in a refreshed Best Council Plan for the period 2019/20 – 2020/21 incorporating the following:
- Retention of the Best City ambition and priorities, with Health and Wellbeing and Inclusive Growth being at the head of the hierarchy of supporting and inter-related strategies. (Over time, we intend to move to a position of having fewer such supporting strategies.) This supports the strategic approach to tackling poverty Executive Board is asked to endorse within the report on today's agenda, 'Tackling poverty and inequality' whereby inclusive growth and the health and wellbeing of citizens is at its centre. That report also explains how the seven city priorities within the Best Council Plan contribute to this shared vision on tackling poverty.
 - Review of the key performance indicators to ensure they remain up to date and focused on the overarching vision to tackle poverty and inequalities.
 - A more detailed review of the Best Council ambition. How we progress our journey of improvement against a backdrop of changing patterns of service demand and continuing financial constraints requires a stronger emphasis. Potential areas for greater prioritisation include: workforce planning and development; organisational development and culture; digital at the heart of improving services; a focus on the best use of our assets; trading; simplification of processes; and shared services.
 - Expanding the Best Council 'efficient and enterprising' strapline to incorporate 'healthy', encompassing a focus on health across the council's workforce, operations and finances. The updated Best Council ambition would then become, 'An Efficient, Enterprising and Healthy Organisation'.
 - No change to the Values that underpin what we do and how we work.
 - An updated Foreword from the council's Leader and Chief Executive.
- 3.6 Should these proposals be agreed, a final draft updated Best Council Plan will be presented to Executive Board and Full Council in February 2019 for approval.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The Best Council Plan 2018/19 to 2020/21 was developed through engagement with a range of stakeholders, notably with the Executive Board, all Scrutiny Boards, Community Committee Chairs, the Corporate Leadership Team and other senior

officers. It also draws on priorities set out in existing council and partnership plans and strategies which themselves have been subject to extensive consultation and engagement.

- 4.1.2 The proposed update to the Best Council Plan 2019/20 - 2021/22 will also be developed in consultation with members and staff and will draw on insights from the council's annual staff survey and annual budget public consultation.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 A strategic equality impact assessment (EIA) will be carried out in the coming weeks and presented to Executive Board in February with the final Best Council Plan 2019/20 – 2020/21 proposals. As in previous years, this will be a joint EIA covering both the Best Council Plan and Budget proposals. Additional EIAs have been carried out on key supporting plans and strategies.

4.3 Council policies and Best Council Plan

- 4.3.1 This report presents initial proposals for refreshing the Best Council Plan for 2019/20 – 2020/21, continuing to provide a framework for the council's approach to responding to the inequality challenges in Leeds through growing the economy while being a compassionate city.
- 4.3.2 The emerging Best Council Plan will be discussed with Scrutiny Boards in the coming weeks, prior to the final Best Council Plan and budget proposals being presented to Executive Board and Full Council in February. This process is in accordance with the council's Budget and Policy Framework (Article 4 of the council's Constitution) and the Budget and Policy Framework Procedure Rules (Part 4 Rules of Procedure).
- 4.3.3 Detailed delivery plans and key performance indicators are in place for the range of supporting plans and strategies that sit beneath the Best Council Plan. Accountability for monitoring and managing these falls within existing governance arrangements – for example, with partnership boards and project boards and additional scrutiny via Scrutiny Boards – with escalation processes as required to members and the Corporate Leadership Team. Annual assurance reports on the robustness of the council's performance management arrangements are considered by the council's Corporate Governance and Audit Committee, providing one of the sources of evidence for the authority's Annual Governance Statement. The most recent assurance report was received by the Committee in June 2018 (available [here](#)) with no issues identified.

4.4 Resources and value for money

- 4.4.1 The refreshed Best Council Plan 2019/20 – 2020/21 will set out the council's priorities aligned with the medium-term financial strategy and annual budget. Developing and then implementing the Best Council Plan will continue to inform, and be informed by, the council's funding envelope and staffing and other resources.

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

- 4.5.1 There are no significant legal issues relating to this report and all information within this report is publicly available. This report has been produced in compliance with the Council's Budget and Policy Framework. In accordance with this framework, the initial Best Council Plan proposals, once approved by the Board will be submitted to

Scrutiny for their review and consideration. The outcome of their review will be reported to the February 2019 meeting of this Board at which proposals for the 2019/20 – 2020/21 Best Council Plan will be considered prior to submission to full Council on 27 February 2019. As such, this report is not eligible for call-in in line with Executive & Decision Making Procedure Rule 5.1.2 which states that ‘the power to Call In decisions does not extend to decisions made in accordance with the Budget & Policy Framework Procedure Rules’.

4.6 Risk management

- 4.6.1 The council’s corporate and directorate risk registers will continue to be reviewed in light of any amendments to the Best Council Plan to ensure that the key risks that could impact upon new and evolving strategic objectives and priorities are appropriately identified, assessed and managed.
- 4.6.2 A full risk assessment will also be undertaken of the council’s financial plans - which support the delivery of the Best Council Plan - as part of the normal budget process with some of the most significant potential risks to the council’s budget and medium-term financial strategy outlined in today’s ‘Initial Budget Proposals’ paper. These arrangements comply with the council’s Risk Management Policy.

5 Conclusions

- 5.1 Executive Board has received a range of reports in recent years on the progress being made towards our Best City vision and ambition of Leeds having a strong economy and being a compassionate city, but also the ongoing challenges of persistent and significant inequalities. Most recently, the Best Council Plan Annual Performance Report and emerging findings from the Joint Strategic Assessment 2018 confirm this mixed picture. As the council’s strategic plan that brings together a range of supporting council and partnership plans and strategies, it is therefore proposed that the updated Best Council Plan maintains its focus on addressing these challenges whilst retaining our ambitious programme to support economic growth.
- 5.2 At a time of continued financial pressures, it is also important that the council continues to play its part through ongoing improvement and prioritisation, using its resources to support the Best City vision. It is therefore further proposed that the updated Plan retains the ‘Best Council’ ambition but with greater detail provided on how the authority will enact this, with a particular focus on organisational / workforce development, digitalisation / data analytics and more effective use of intelligence in resource allocation.
- 5.3 This approach provides the framework for the Initial Budget Proposals for 2019/20 being considered today. Alongside the emerging budget, the 2019/20 – 2020/21 Best Council Plan will be developed further in the coming weeks through consultation with members and officers with final detailed proposals coming back to Executive Board in February recommending its adoption by Council.

6 Recommendations

- 6.1 Executive Board is asked to approve:
 - 1. Engagement with Scrutiny Boards on the emerging Best Council Plan in accordance with the Budget & Policy Framework Procedure Rules.
 - 2. The approach set out in the report to refresh the Best Council Plan for 2019/20 – 2020/21.

3. That the Director of Resources and Housing will be responsible for developing the Best Council Plan for its consideration by this Board and Full Council in February 2019 alongside the supporting 2019/20 Budget.

7 Background documents¹

- 7.1 There are no background documents.

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

Annexe 1: Headlines from the Leeds Joint Strategic Assessment 2018

Overall

- The Leeds economy continues to grow and there are genuine strengths in our overall levels of employment. There is continued growth in high quality jobs in digital, health, social care, professional and managerial roles.
- Our comparative position on most health and social care indicators with other Core Cities is strong, although like all Core Cities, stubborn challenges and inequalities remain.
- There is evidence of an intensification of inequalities, confirming the very dynamic and multi-faceted challenges often in our most deprived communities and the requirement for us and partners to respond more collaboratively – particularly at either end of the age-spectrum.
- The assets we have in communities and our growing city centre reflect a confident and ambitious city.
- The analysis in this Joint Strategic Assessment supports the priorities and ambitions outlined in our Health and Wellbeing and Inclusive Growth strategies.
- Our ambition to improve the health of the poorest the fastest and drive compassionate, inclusive economic growth is supported by the evidence from the JSA.
- In particular, commissioners and policy makers need to better understand the actions they can take in relation to the interplay between population growth in deprived areas, low skills, low-waged employment, poor quality private rented accommodation and lifetime health.
- Social capital in communities is a protective factor that mitigates the worst impacts of these social determinants. So, how partners can better work together to focus on creating the conditions for people to reshape the bonds of modern communities and build community assets will be a central factor in successfully responding to these challenges.

Population

- Since 2011 there has been a disparity between ONS population estimates and data based on GP registrations. The greatest variance in population numbers is found primarily in our most deprived communities, particularly for the male population of these areas.
- International immigration remains an important factor behind the city's growth, with the population continuing to become more ethnically diverse since the 2011 Census. EU countries such as Romania, Poland, Italy and Spain make up a significant proportion of new arrivals, as do more well-established countries from south-east Asia and Africa.
- The wider trend of the city's ageing population continues, as the baby-boomer generation grows older there will be a range of implications for service provision, not least as a result of a far more ethnically diverse older population, with a greater concentration in the city's inner areas
- The child population is growing at a faster rate than the population of the city as a whole, this is particularly acute in our deprived communities. Data from the city's schools, shows there are more children and young people of black and minority ethnic heritage, particularly Black African and White Eastern European.

Inclusive Growth

- 450,000 people work in Leeds, with three quarters in the private sector, putting the city in the top five nationally for private sector employment. Very strong private sector growth since 2010 has maintained the city's employment rate, with 77% of the economically active in employment, above regional and national averages.
- Leeds continues to be the main driver of economic growth for the city-region, and has key strengths in financial and business services, advanced manufacturing, health and creative

and digital industries, with a strong knowledge-rich employment base. These strengths linked to the city's universities and teaching hospitals are major innovation assets for Leeds. Leeds also performs well in terms of business start-ups, with strong growth in digital and medical technologies, telecoms and creative industries.

- An area for concern is the 'hollowing-out' of skilled and semi-skilled occupations increasing across a wider range of sectors. Recently this has been accompanied with growth in high skilled/high valued jobs in the knowledge-based sectors, together with growth in lower skilled/lower income jobs often in consumer-services, which combined with flexible employment and perhaps the early impact of welfare reforms has seen a growth of in-work poverty.
- Despite our high levels of employment, our economic output growth has only been mid-table in relation to core cities in recent years (despite doing relatively well in terms of productivity per worker - reflecting our significant knowledge-base). This could be a hangover from the 'great recession', where key sectors particularly in financial and business services have faced prolonged challenges or due to recent employment and output growth been in 'lower productivity' sectors - e.g. consumer-services.

Health and Wellbeing

- Realising our ambition for Leeds to be the best city for health and wellbeing requires improvements in all the factors that support healthy lives: the social determinants - particularly employment and skills; the living conditions - such as housing, air quality, access to green space; and lifestyle choices - such as physical activity levels, food choices, alcohol intake and smoking.
- Over 170,000 people in Leeds live in areas ranked amongst the most deprived 10% nationally. One in five children in Leeds live in poverty. Childhood poverty has lifelong implications for health and wellbeing.
- At the heart of our Health and Wellbeing Strategy is to improve the health of the poorest, fastest. Analysis of key indicators confirms that, in line with wider national trends, people living in deprived neighbourhoods continue to have poorer health outcomes. Whilst there has been some improvement (smoking continues to reduce, more people are surviving for longer with long term conditions) in some cases progress has slowed and the gaps have widened.
- A particular concern is the stalling of improvements in life expectancy for people living in deprived areas.
- The 2017/18 Annual Report from the Director of Public Health in Leeds identifies a number of areas of concern: infant mortality, multiple morbidities, life expectancy, deaths in men from drug overdose, deaths in women from alcoholic liver disease, a rise in male suicides, a rise in women who self-harm.

Child-Friendly City

- More children in Leeds are now safe and secure in their families; children and young people have greater voice and influence; and an increasing number are achieving good outcomes. However, this is an ongoing journey: we need to maintain this progress, staying focused on keeping children safe and working collectively to ensure that families get the support they need.
- Since 2011, the number of children looked after has seen a 12% reduction in Leeds compared to an 11% rise over that period across England. More recently numbers have risen slightly over 2017/18 from 1,253 (76.6 per 10,000 children and young people) to 1,275 (77.4 per 10,000), broadly tracking the general increase in the under-18 population in the city.

- Educational attainment, particularly of more disadvantaged children, is still a significant challenge. Performance at Foundation and Key Stage Two is below regional and national averages, particularly amongst disadvantaged children, with the gap in attainment towards the bottom of the rankings. This performance recovers somewhat by Key Stage 4, where the city's performance (for non-disadvantaged children) is close to the national average.

Safe, Strong Communities

- The analysis suggests some intensification of inequalities across the city and reaffirms the very dynamic and multi-faceted challenges often in our most deprived communities and the requirement for us and partners to respond more collaboratively – particularly at either end of the age-spectrum.
- Child poverty is at the root of many poor outcomes for children and young people and their families. In 2015 almost 20% of children (under 16s, 28,000 children) were estimated to live in poverty in Leeds, compared to 17% nationally.
- National estimates of 'relative poverty after housing costs' when applied to Leeds equate to almost 172,000 people living in relative poverty.
- More recently we have seen growth of in-work poverty, with an estimated 70,000+ working age adults across the city are from working households and in poverty
- After sustained periods of crime reductions both nationally and locally, crime levels have started to increase. In Leeds, we have seen total recorded crime rise in the last three years. In 2017, there were 95,011 crimes, an increase of 11.7% on the previous year. The reasons for these increases are not straight forward. Although there have been changes in how crimes are, the nature and type of crime has also changed; cyber related crime has become more prevalent and there are a multitude of platforms that are now used to facilitate, exploit and groom vulnerable people.

Housing

- The overarching challenge is to provide enough quality and accessible homes to meet the city's growing population, whilst protecting the quality of the environment and respecting community identity. Within this overall context the need for affordable housing and affordable warmth are key issues. Good quality housing is a pre-requisite for good health. People who live in clean, warm, safe and affordable homes are less likely to experience housing-related ill health.
- The mix of housing tenure has changed significantly of the two decades. The significant growth of the private rented sector is a key trend which brings with it associated challenges, particularly at the low cost end of the market where housing conditions can be poor. The only reliable city-wide data is the 2011 Census, which confirms growth in the private rented sector, which almost doubled between 2001 and 2010, to 18%. It is likely that this rate of change has continued if not accelerated.
- Research highlights the change in composition of our most deprived neighbourhoods influenced by the growth of the private rented sector, with an expansion of 'disconnected' neighbourhoods. It is notable that some of our neighbouring authorities, most notably Wakefield have far more positive housing markets in their relatively deprived areas. The extent to which these localities provide affordable 'starter housing' for a wider geography should be considered.