



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

Corporate Governance and Audit Committee

Date: 24th January 2011

Subject: Proposed changes to the Leeds Initiative Partnership and the City Planning Framework

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

EXECUTIVE SUMMARY

This report sets out the changes to the partnership framework of the Leeds Initiative and the planning framework for the city. The Corporate Governance and Audit Committee are asked to consider the governance implications of these proposals.

1.0 Purpose Of This Report

- 1.1 This report sets out changes to partnership structures and planning arrangements operating at a strategic level in the city. Specifically, the report sets out revisions to the Leeds Initiative Partnership framework with the aim of creating a simpler and more legible framework. It also seeks to provide for closer integration with the planning and performance management arrangements, with a focus on effective partnership delivery of priorities. The framework also creates a context for wider partnership working.
- 1.2 Significantly the evolution of these arrangements impinges upon the Council's Budget and Policy Framework (contained in Article 4 of the Constitution). This report explains some of these implications and seeks the Committee's views in advance of consideration of amendments to Article 4 by the General Purposes Committee and Full Council.
- 1.3 These proposals have already been to Executive Board in December 2010 and they were broadly endorsed.

2.0 Background Information

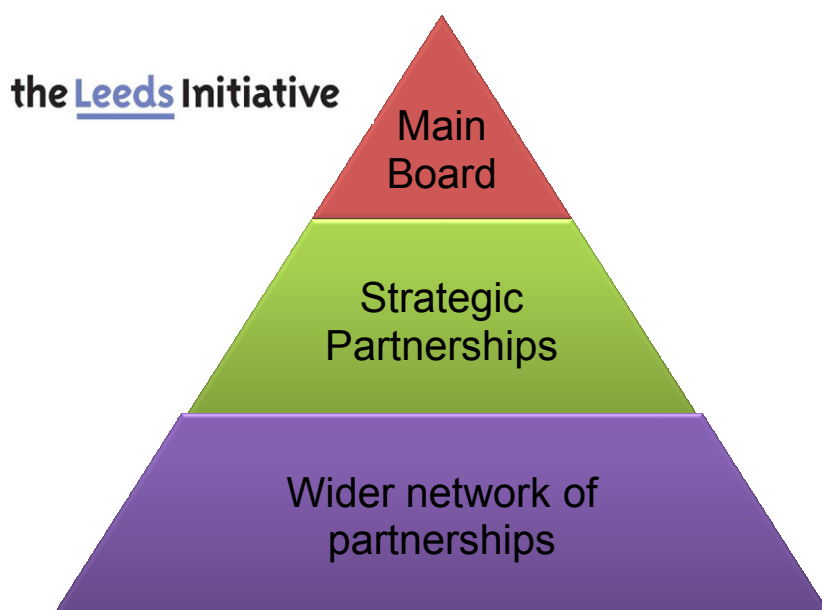
- 2.1 Leeds has a strong track record of partnership working through the Leeds Initiative. The Leeds Initiative was first introduced into the city in 1990 and has developed over the course of the last 20 years. The Vision for Leeds, originally published in 1999, and subsequently revised in 2004, has provided an effective process for setting out the city's longer term priorities and aspirations. Our partnership arrangements have been recognised as being among the most effective in the country, most recently by the awarding of Beacon Status in 2008.
- 2.2 Nevertheless, our current strategic planning arrangements are shaped around a combination of the priorities of the Vision for Leeds 2004 and the requirements of previous national performance frameworks such as Local Area Agreements and the Comprehensive Area Assessment.
- 2.3 The programme of the new Government, who took office in May 2010, has significantly changed the landscape. Central government has removed many of its requirements and has delegated more flexibility to local areas. There are also changes affecting our partners, most significantly at the regional level with the decision to abolish Regional Development Agencies, and the closure of all Government Offices for the regions. Changes to local partner arrangements are also being progressed by Government, including the reforms to the NHS through the health white paper 'Equity and excellence – liberating the NHS'. Finally, the Comprehensive Spending Review has set challenging public service funding reductions for all aspects of government. For Leeds City Council alone this means a reduction estimated to be £150m over the four year period 2011 - 2015.
- 2.4 The work to update the Vision for Leeds, Leeds Strategic Plan and Council Business Plan provides an opportunity, alongside key changes in the financial and policy context for local government, to look again at how priorities are identified, resourced and performance managed across the city. A number of changes and improvements are proposed within this report that enables a better alignment between the partnership structures, strategic plans and our supporting performance management arrangements. Allied to this is a need for our strategic plans to focus on a smaller number of priorities to provide a more focussed approach to delivering our long-term ambitions for the city.
- 2.5 The draft Vision for Leeds proposes that Leeds should aim to be internationally recognised as the "best city in Britain". The Council is in the process of setting out its ambition, in its draft Business Plan, to be the "best city council in the UK". It is important that we set out clearly what this means in order to be able to judge our progress and ultimately our success.

3.0 Reviewing the Partnerships

3.1 To prepare these proposals officers have engaged with all of the key stakeholders, including members and officers of the council, as well as Leeds Initiative partners. These discussions have considered the effectiveness of current arrangements and how they could be improved. Respondents were supportive of what had been achieved to date, although there is a feeling that the structure, particularly at the corporate level, has become too complex as it reflects the priorities of the Vision for Leeds 2004 and those necessitated by the Local Area Agreement and Comprehensive Area Assessment. With the city reviewing its long-term aspirations with the current consultation on the Vision for Leeds, and the requirements of central government removed, the aspirations for a new partnership structure are that it should be:

- simple – a structure with fewer boards, that can be easily understood;
- strategic – uniting the key partners on the key issues which face the city;
- focussed – on the delivery of a small number of key outcomes;
- inclusive – but not so inclusive that they become ineffective; and
- powerful and decisive – able to take forward the priorities of the city.

3.2 **The partnership framework**, drawn from these aspirations is shown in the diagram below. It consists of a new Leeds Initiative Main Board, five Strategic Partnerships and a wider network of supporting partnerships and independent partnership activity to deliver the aims of what will be our new Vision for Leeds.

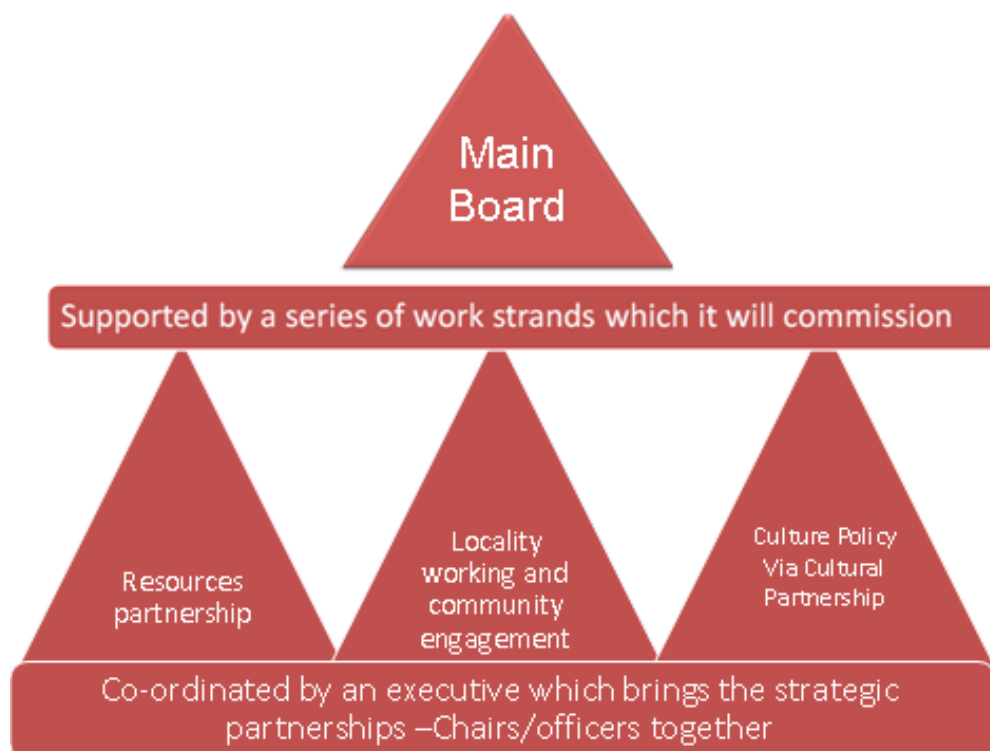


3.3 **The Leeds Initiative Main Board** will be the leadership body for the partnership, chaired by the Leader of Council, and involving other senior politicians, the Chief Executive of Council and the leaders of the key organisations in the city. This will include Higher and Further Education, Police, Health Service, the private and third sector. Its membership will be restricted to a maximum of 15.

3.3.1 **Supporting the board**

3.3.2 To recognise the linkages between the five Boards, there will be a need for some form of co-ordination across the Boards. Further work is necessary to determine the form of such co-ordination, but it is likely to be either a new form of Leeds Initiative Executive, comprising the chairs of the five strategic partnerships, or alternatively a Chairs Co-ordination Group or similar.

3.3.3 It is further proposed that certain cross-cutting responsibilities be led by the main-board through agreed sub-groups (or existing partnerships), established on either a standing or time-limited basis. Initially, three are proposed to cover locality working and community involvement, public sector resources and a third covering the cultural life of the city, to be led by the Cultural Partnership.



3.4 **The strategic partnerships**

3.4.1 It is proposed that five new strategic partnerships are created, with the lead role for developing policy and strategy across each theme, with a primary purpose of owning and driving the delivery of the City Priority Plans described below. The five boards are as follows:



- 3.4.2 Whilst further work is required to finalise the specific responsibilities of the five strategic partnerships, appendix 1 outlines the proposed areas of responsibility.
- 3.4.3 It is envisaged that from the Council's perspectives, each board would have representation from both administration and opposition elected members. They would be supported by a lead officer from the Corporate Leadership Team who would take lead responsibility for each partnership and the successful delivery of its associated city priority plan.
- 3.4.4 Elected member appointments will be made through the normal member appointment process overseen by the Member Management Committee.
- 3.4.5 Relevant public, private and third sector partners will be invited to nominate their representative(s).
- 3.5 **The wider network of partnerships** aims to be a flexible framework of organisations and activity which promotes partnership working. These bodies will determine their own governance arrangements. It is expected to include:
- long standing partnership activity associated with the Leeds Initiative, such as Financial Leeds, Sport Leeds etc;

- partnership bodies created to support the work of the Main Board and strategic partnerships, such as the culture and climate change partnerships; and
 - independent bodies whose remit clearly links them to the collective effort to deliver the Vision for Leeds, such as Leeds Community Foundation, Leeds Ahead, Leeds City Credit Union.
- 3.5.1 These partnerships will be formally recognised as part of the Leeds Initiative family and will have the power to escalate issues where senior decision making support is needed to the Main Board.
- 3.5.2 The proposal for the cultural partnership to provide policy support to the main board, set out at 3.3.3 above, demonstrates the advantage of a flexible approach. The Culture partnership as part of the network can give policy support to the main board – whilst continuing to progress its broader agenda in support of the long term aims of the Vision for Leeds
- 4.0 The new city planning framework** is shown in appendix 2.
- 4.1 The proposed role and function of each of these plans are detailed below:
- 4.1.1 **Vision for Leeds 2011 to 2030** - is the Leeds Sustainable Community Strategy which sets-out the long term ambition and aspirations for the city. It is being developed by the Leeds Initiative in conjunction with all local partners, including the public, private, and third sectors. The draft Vision is currently the subject of an extensive consultation with the public and stakeholders through the 'What if Leeds' campaign.
- 4.1.2 **City Priority Plans 2011 to 2015** – these are new city-wide partnership plans which aim to identify the key outcomes and priorities to be delivered by the council and its partners over the next 4 years. They replace the Leeds Strategic Plan and may also be able to replace some of the previous thematic plans and are aligned to the proposed Strategic Partnerships as detailed above. These partnerships will own the plans and be responsible for ensuring the delivery of the agreed priorities. These plans will be restricted to a small set of outcomes and agreed priorities so that they are the absolute must do's for each of the partnerships to move forward in delivering our long term vision for Leeds. For each priority, the plan will also include a list of the high level actions and these will be monitored through partnership performance management processes as well as being subject to the Council's Scrutiny process.
- 4.1.3 **Council Business Plan 2011 to 2015** – this is the single plan for the council that brings together all the priorities for the council alongside the medium term financial plan. It will have two main elements. A small number of cross council priorities and a set of directorate priorities. There will be a limited number of cross council priorities which will be clearly aligned to the council's values. These will be supported by an action plan and key performance indicators. The directorate element of the plan will outline their own priorities, both for service transformation and service delivery, including the directorate's contribution to the relevant City Priority Plans. This will

include the most significant 'must do' priorities which will have the biggest impact on the individual directorate and council-wide priorities. Each priority will have a small number of clearly defined milestones and/or targets which can be used to monitor progress. It is envisaged that the business and financial plans of our key partners will similarly support the delivery of the City Priority Plans.

4.1.4 **Locality Working, Community Engagement and Cultural Life in the City** – these are cross cutting themes which will need to be reflected in a consistent way across all of the plans.

4.1.5 **Area/Locality Planning** - an update on the locality working was provided to Executive Board in Dec 2010 and work is on-going to develop the approach in this area. As the approach becomes clearer further work will be undertaken to ensure that area based planning links to, and dovetails with, the strategic arrangements set out in this report.

4.1.6 **Service/Team Plans** - these plans will remain much as they are now although work is being progressed to streamline the content. The key outcomes and priorities set out in the Council Business Plan will be distilled into a work programme for delivery by services and teams across the council. Service plans will continue to be developed to a consistent template, with supporting guidance issued to assist managers in this process and to ensure all cross-cutting issues are included. Managers then use these plans to set objectives for individuals in their teams as part of their annual appraisal.

4.1.7 **Other key changes include:**

- The move from a three to a four year planning cycle which aligns better to our financial planning cycles. However, plans will be updated after two years to ensure that they remain current and still reflect the key priorities for the council and the city. Service Plans will move to a two year cycle to align with this but will be subject to an annual refresh.
- Generally, plans will not be produced in hard copy format in order to reduce costs and make updating easier and quicker.
- Revised performance management arrangements to support the delivery of these plans are currently being developed. The challenge will be to ensure that these are proportionate and any issues with the overlap of priorities between the City Priority Plans and the Council Business Plan are resolved.

5.0 **Implications For Council Policy And Governance**

5.1 The planning framework links closely to the Council's Budget and Policy Framework which sets out the key plans and strategies for the council and ensures that these are subject to the right level of member involvement and scrutiny. It is proposed that the following plans would form part of the Budget and Policy Framework:

- Vision for Leeds (Sustainable Community Strategy)
- The five City Priority Plans
- Council Business Plan – including the Medium Term Financial Plan

5.2 In this way Members can be assured that they are involved in setting the priorities for the city. However, a number of changes to Article 4 of the Constitution are required in order to reflect these changes. It is intended that the City Priority Plans directly replace a number of other partnership plans which are currently in the Budget and Policy Framework e.g. Crime and Disorder Reduction Strategy, Children and Young People's Plan and Health and Wellbeing Plan. However, there is still some uncertainty about the statutory basis for some of these plans going forward and, therefore, further work is being progressed on this matter. Firm proposals will be made clear within the report to General Purposes Committee in March 2011 which will then go onto Council in April 2011.

5.3 Where possible the draft City Priority Plans and Council Business Plan are scheduled to go to Scrutiny in March; Executive Board in May; and for approval by Council in July 2011. However Members should note that the Budget and Medium Term Financial Plan are scrutinised and then approved through a separate process as they need to be in place before the beginning of the new financial year. The City Priority Plans on Regeneration and Sustainable Economy and Culture may have to follow a different timetable as the relevant Strategic Boards do not currently exist and need to be constituted first.

6.0 Legal And Resource Implications

6.1 As outlined above it is currently unclear which partnerships and partnership plans will continue to be statutory. Those requirements that already exist, or are likely to be implemented, are reflected in the proposals and arrangements set out above. However, the Government is tending to remove rather than add to the statutory requirements so there is likely to be more, rather than less, flexibility in the future.

6.2 In the current financial climate it is important to be able to identify our key priorities and align our resources to support these. This revised partnership and planning framework ensures that the council is very clear about its own priorities, as well as those that are shared with partners. In particular, the new plans seek to reduce the number of these in order to provide real focus for the organisation and the city.

7.0 Conclusions

7.1 The proposals in this report will enable effective partnership, planning and performance management arrangements to be put into place. This should mean the partnership is more effective at achieving the aims of the Vision for Leeds in an effective and efficient manner.

7.2 Further detailed work will be undertaken to produce agreed terms of reference, membership and working arrangements, and to ensure that the partnerships interrelate effectively. A detailed work programme will also be developed.

7.3 It is recognised that changes in government policy and partner views will need to be taken into account in finalising the arrangements and prior to a report being prepared for Members of Full Council in regard to the constitutional changes that are necessary.

8.0 Recommendations

8.1 It is recommended that the Committee considers the governance implications of the revised structures of the Leeds Initiative and the planning framework for the city.

9.0 Background Papers

- Article 4 of the Constitution
- Executive Board Report on Planning and Partnership Arrangements 15 Dec 2010
- Executive Board Report Towards Integrated Locality Working 15 Dec 2010

Appendix 1

Draft Key themes for the different boards and structures – subject to further change

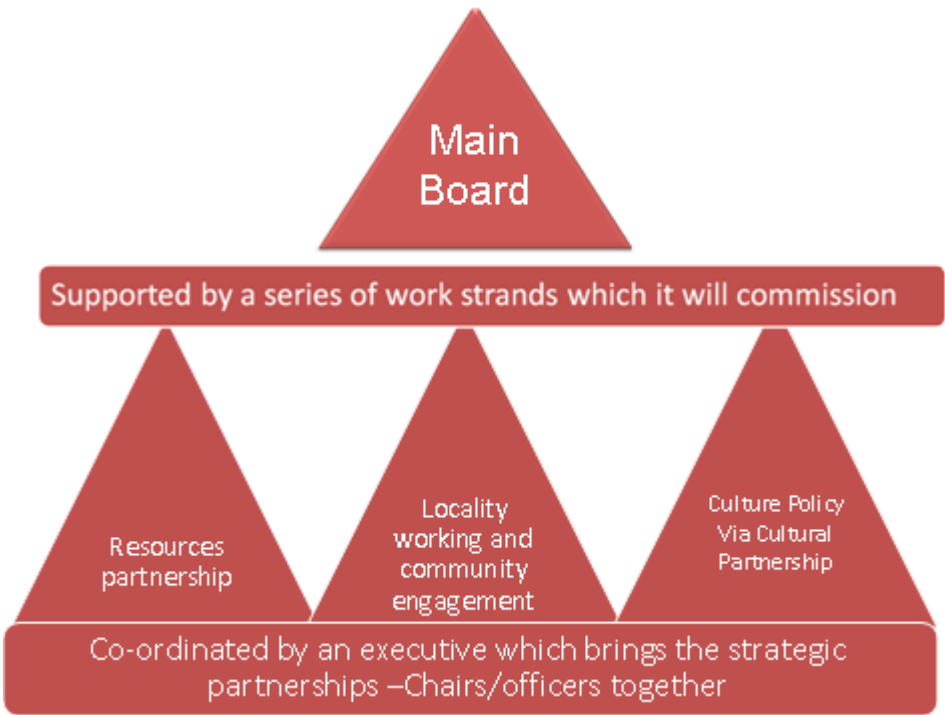
Board	Key roles/themes
Main Board	<p>Overall leadership of the city</p> <ul style="list-style-type: none"> • Ownership of the Vision for Leeds and the City Priority Plan • Sustainability of the city socially, economically, and environmentally • Overall responsibility for monitoring performance • Dealing with city wide policy and issues escalated by the wider Leeds Initiative network <p>Sub-groups/themes:</p> <p>Public sector resources - To support the main board by co-ordinating the deployment of resources to improve outcomes across all partnership activity joining up the work of all the boards.</p> <p>Locality and community engagement - To support the main board by developing a city-wide approach to locality working and engaging communities, joining up the work of all the boards.</p> <p>Cultural life in the city - In addition to its role as a network partnership, the Cultural Partnership will specifically support the main board by developing a city-wide approach to culture joining up the work of all the boards.</p>
Children and families board	<p>Delivery of the Children and families City Priority Plan</p> <ul style="list-style-type: none"> • Healthy Lifestyle • Safe from Harm • Active citizens • Have fun growing up • Do well at school or college – ready for work
Health and wellbeing board	<p>Delivery of the Health and wellbeing City Priority Plan</p> <ul style="list-style-type: none"> • Joint Strategic Needs Assessment • Co-ordinating Commissioning NHS social care and health improvement services • Transforming health and social care services

<p>Safer and stronger communities board</p>	<p>Delivery of the Safer and stronger communities City Priority Plan</p> <ul style="list-style-type: none"> • Tackling Anti Social Behaviour and crime • Reduce re-offending • Protect vulnerable people • Creating opportunities for people to live independently in quality affordable homes • Maximise job opportunities and support people into work • Enhancing sustainable and cohesive mixed communities in attractive neighbourhoods
<p>Sustainable economy and culture board</p>	<p>Delivery of the Sustainable economy and culture City Priority Plan</p> <ul style="list-style-type: none"> • Recovery from recession – encouraging investment, enterprise and jobs • Tackling climate change • Quality of Life across the city • Cultural life of the city
<p>Regeneration board</p>	<p>Delivery of the Regeneration City Priority Plan</p> <ul style="list-style-type: none"> • Oversight of key regeneration programmes • Ensuring local people benefit from regeneration investment • Effective engagement of all partners in transformational regeneration programmes • Maximising the impact of those plans on the ground

Appendix 2:-Proposed structure

the Leeds Initiative

Legible framework



Appendix 3

The proposed new city planning framework

