

OVERVIEW AND SCRUTINY COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY 16 NOVEMBER 2018
IN COMMITTEE ROOM A, WELLINGTON HOUSE, 40-50 WELLINGTON
STREET, LEEDS**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING HELD ON 14 SEPTEMBER 2018**
(Pages 1 - 10)
- 5. GOVERNANCE ARRANGEMENTS**
(Pages 11 - 12)
- 6. CHAIR'S UPDATE**
- 7. SCRUTINY WORK PROGRAMME**
(Pages 13 - 20)
- 8. FLOOD REVIEW**
(Pages 21 - 50)
- 9. THE COMBINED AUTHORITY'S ENGAGEMENT WITH THE PUBLIC**
(Pages 51 - 64)
- 10. DEVOLUTION**
(Pages 65 - 98)
- 11. DATE OF THE NEXT MEETING - 18 JANUARY 2018**

Signed:

A handwritten signature in black ink, consisting of the letters 'BGM' in a stylized, cursive font, followed by a horizontal line that extends to the right.

**Managing Director
West Yorkshire Combined Authority**

**MINUTES OF THE MEETING OF THE OVERVIEW AND SCRUTINY COMMITTEE
HELD ON FRIDAY 14 SEPTEMBER 2018 AT COMMITTEE ROOM A,
WELLINGTON HOUSE, LEEDS**

Present:

Councillor Robert Light (Chair)	Kirklees Council
Councillor Stephen Baines MBE	Calderdale Council
Councillor Jenny Brooks	City of York Council
Councillor Glenn Burton	Wakefield Council
Councillor Ashley Evans (substitute)	City of York Council
Councillor Dot Foster	Calderdale Council
Councillor Richard Forster (substitute)	Wakefield Council
Councillor Tina Funnell	City of York Council
Councillor Faith Heptinstall (substitute)	Wakefield Council
Councillor David Jenkins	Leeds City Council
Councillor Paul Kane	Kirklees Council
Councillor Sarfraz Nazir	Bradford Council
Councillor Marielle O'Neill	Kirklees Council
Councillor Mike Pollard	Bradford Council
Councillor Denise Ragan	Leeds City Council
Councillor Ann Reid (substitute)	City of York Council
Councillor Rosie Watson	Bradford Council

In attendance:

Steve Barnbrook (minute 19)	Calderdale Council
Councillor Jenny Lynn (minute 19)	Calderdale Council
Khaled Berroum	West Yorkshire Combined Authority
Sue Cooke (until minute 17)	West Yorkshire Combined Authority
Henry Rigg (until minute 17)	West Yorkshire Combined Authority
Angela Taylor	West Yorkshire Combined Authority

10. Apologies for absence

Apologies for absence were received from Councillors James Baker, Ian Cuthbertson, Graham Isherwood and Betty Rhodes.

11. Declarations of Disclosable Pecuniary Interests

No interests were declared.

12. Possible exclusion of the press and public

There were no items requiring the exclusion of the press and public.

13. Minutes of the meeting held on 24 January 2018

Resolved: That the minutes of the meeting held on 13 July 2018 be approved.

14. Governance arrangements

The Committee was provided with confirmation of substitute members appointed since the last meeting. It was reported that other outstanding substitute nominations were currently going through the formal nomination process.

Resolved: That the confirmation of substitute members appointed since the last meeting be noted.

15. Scrutiny Work Programme

The Committee considered the Scrutiny Work Programme for the 2018/19 municipal year.

The Committee was informed that the Ministry of Housing, Communities and Local Government and Centre for Public Scrutiny are aiming to collate feedback regarding new scrutiny guidance by the end of September 2018. Members were asked to complete the questionnaires circulated to them and return them to the Scrutiny Officer.

Members suggested that the Transport Working Group consider the Joseph Rowntree Foundation's recently published report entitled 'Tackling transport-related barriers to employment in low-income neighbourhoods'.

It was clarified that external bodies and non-members can be invited to participate in working group meetings and the scope and operating procedure of working groups was currently under review.

Resolved:

- i) That the agenda for the 2018/19 municipal year's meetings as outlined in Appendix 1 be approved.
- ii) That workshops involving members and substitutes be arranged to discuss and consider the review of scrutiny arrangements.
- iii) That the issue of productivity be considered further in detail in a workshop setting as a standalone item.
- iv) That the Transport Working Group consider the Joseph Rowntree Foundation's report 'Tackling transport-related barriers to employment in low-income neighbourhoods' at a future meeting.

16. Ministerial review of Local Enterprise Partnerships (LEPs) – Leeds City Region response

The Committee considered a report outlining the background, findings and implications of the recent ministerial review of Local Enterprise Partnerships (LEPs) and received a further verbal update on the latest progress relating to the Leeds City Region position and response.

After questions and discussion, the Committee learned that:

- Early discussions between the Leeds City Region and York, North Yorkshire & East Riding LEPs had been positive, recognising the economic case for a LEP covering West Yorkshire, York and North Yorkshire.
- Details around operational, corporate and governance arrangements were still under discussion and would be progressed as final proposals are agreed. The two LEPs currently have different operating and governance arrangements in place.
- Further clarity on North Yorkshire and York's position was expected after the York, North Yorkshire & East Riding LEP Board met that same morning on 14 September 2018.

The Committee noted the government's position that they will 'encourage areas to move towards coterminous LEP and mayoral combined authority boundaries' and their recognition that 'this will not be possible in all cases'.

After further discussion, the Committee agreed that:

- Any geographical outcome arising from discussions should not become a long term obstacle to devolution.
- Although, there were legitimate economic and strategic reasons for the current geographical overlap between the LEPs, the government's position seeking to eliminate overlaps going forward was supported.
- Resolving the existing overlap between Leeds City Region and North Yorkshire and bringing together two separate organisations with different cultures and operating models is a challenge that must be carefully approached in a unifying, cooperative manner.
- The use of unifying, cooperative language is equally important in gaining the support of the business community, the public and elected members.
- It is important that there is fair representation for all member councils in any governance arrangements and assurance processes.
- The review's requirement that LEP Boards be a maximum of 20 persons (with 5 additional sectoral co-optees) and comprise of two-thirds private

sector members presents an additional challenge to ensuring all member councils are fairly represented.

- If fair representation was not possible at a LEP Board level, it is increasingly important to ensure there is fair representation on panels and committees reporting to the LEP Board.
- A newly constituted LEP review scrutiny working group could help to resolve any differences between the concerned parties and that North Yorkshire and York members should be invited to participate in the working group if possible.
- The LEP should consider frequently engaging more directly with all district councils, members, and scrutiny committees within their LEP area in future – not just the accountable body – to ensure all councils can contribute to developing the LEP's policies and programmes.

The Committee **concluded** that:

- The current preference to unite the Leeds City Region, York & North Yorkshire LEP areas, with the West Yorkshire Combined Authority as the accountable body, be supported.
- A West Yorkshire LEP, geographically coterminous with the West Yorkshire Combined Authority as accountable body, be recommended for consideration as the alternative option.

Resolved:

- i) That the findings of the ministerial review of LEPs and the current Leeds City Region position be noted.
- ii) That the current preference to unite the Leeds City Region, York & North Yorkshire LEP areas, with the West Yorkshire Combined Authority as the accountable body, be supported.
- iii) That a West Yorkshire LEP, geographically coterminous with the West Yorkshire Combined Authority as accountable body, be recommended for consideration as the alternative option.
- iv) That the 'SEP Working Group' be reconstituted as the 'LEP Review Working Group' and be assigned the tasks of:
 - (a) Engaging with and monitoring the LEP's implementation plan with a focus on ensuring governance, assurance and scrutiny arrangements are robust, transparent and beneficial to all parties
 - (b) Scrutinising the development of the Assurance Framework and risk management processes in compliance with new government guidance

- (c) Scrutinising the development of the Local Inclusive Industrial Strategy and policy framework, with a focus on measuring outcomes and performance indicators
- (d) Engaging with North Yorkshire and York scrutiny members

17. Business grants

The Committee considered a report providing an update on business grant activity and programmes being delivered or part funded by the Combined Authority since last reporting on 24 January 2018.

After questions and discussion, the Committee learned that:

- The new Apprenticeship Grant for Employers (AGE) programme, which commenced in August 2018, differs from the previous iteration of the programme in that, with less available funding, the new programme will focus only on smaller businesses that have not previously had an apprentice and in specific subjects linked to priority sectors where there are skill shortages.
- Micro businesses (with fewer than 9 employees) are eligible for apprenticeship funding as long as they can provide the right educational environment and support for the apprentice to complete qualifications.
- The working definition of productivity that the proposed Productivity Pilot will use is the definition used by the Office of National Statistics (ONS). Businesses in the pilot will be asked to use the ONS's productivity measurement tool as a condition of funding at the start and end of their investment projects to enable a consistent approach to measuring the impact of the funding on each grant recipient.
- The Inclusive growth criteria were developed by the LEP and Combined Authority for the Business Growth Programme (BGP) and have not been extended to all business grants schemes.
- After a period of consultation on the principles of inclusive growth criteria, the Combined Authority and LEP agreed to evaluate the effectiveness of inclusive growth criteria which were ultimately adopted for the BGP programme over a six-month period, with a progress report due in February 2019.
- Some business grants programmes are focused on outcomes other than job creation. The Resource Efficiency Fund has a focus on environmental targets and outcomes around reducing carbon emissions and Access Innovation is focused on the development of new products and processes.
- In Appendix 2, the 'N/A – not applicable' figure for jobs created for the Apprenticeship Grant for Employers ('AGE II') is because the programme had only just restarted (in mid-2018) and has not yet begun producing outputs. The previous iteration of the programme which ended in mid-

2017 ('AGE I') produced 3,344 apprenticeships from 2,924 grants to businesses.

- In Appendix 2, the '0' figure for jobs created for the Digital Enterprise programme is due to outputs only being determined by external partners (Leeds City Council) delivering the programme 12 months after investment. The '1,156.6' proposed jobs figure included in Appendix 2 relates to the jobs that the businesses on the programme collectively expect to create over the next two years. The actual contracted jobs target for the LEP's share of funding was 75 jobs and Leeds City Council colleagues had confirmed that those 75 jobs have now been created and the target achieved.
- In Appendix 2, the gap between actual jobs and proposed / target jobs was due to a technicality of reporting mechanisms. Some grant programmes report outputs after 12 months of activity, others are compiled by partners (such as Leeds City Council) before being shared with the Combined Authority. Officers were optimistic that by the end of the monitoring life cycles of the programmes, the targets would be met. For future reports, officers proposed to divide statistics between jobs created from projects that have ended and those still in delivery.
- The government has committed to protecting funding for European funded programmes until 2021 and Combined Authority officers have proactively sought to bid for European funding again in 2019 to ensure successful programmes can be continued and new ones can be introduced. This includes programmes focusing on recycling and the 'circular economy'.
- Leeds City Council was the only applicant to deliver the administrative grant-appraisal element of smaller BGP grants (under £50,000). Other partner councils expressed satisfaction with Leeds City Council's delivery of that element of the BGP programme on behalf of all Leeds City Region councils to date.

After further discussion, the Committee agreed that:

- Inclusive growth and commitments around disabilities, mental health and wellness at work should be a central feature of all criteria for business grants programmes and should not be limited to larger grant awards or be relegated to an option from a wider list of possible commitments.
- Greater consideration should be given to strengthening environmental commitments in core criteria, target outputs and outcome evaluation for grant programmes in future.
- A business grant / support scheme aiming to promote sustainable recycling and reduce use of non-recyclable materials should be considered for development.

- Although external funding requirements necessitate a large focus on meeting spending targets and measuring numerical outputs such as jobs created, the Committee is keen to see a greater emphasis on monitoring and evaluating the outcomes arising from outputs. For instance, determining how many of the 3,344 apprenticeships created have led to full time, meaningful jobs in key sectors.
- Outcome reports should be produced for each programme upon their completion to allow scrutiny members to better assess value for money and whether there have been, or likely to be, positive, long-lasting changes for local communities.
- It would be useful to compare Leeds City Region's performance against other combined authority and LEP areas, such as Greater Manchester and Sheffield City Region, subject to available data of comparable programmes.
- It would be useful to include a breakdown of funding sources for each programme and the associated risks related to funding in future reports.
- Data should be collated as frequently as possible and there should be closer monitoring of outputs and performance, especially where third parties are involved in delivery, to ensure that data is as current as possible.

In conclusion, the Committee **recommended**:

- That work should begin on exploring the extension of inclusive growth criteria to all current and future business grant programmes at all grant award levels and conclusions reported back to the Overview & Scrutiny Committee.
- That, upon the conclusion of a business grant programme, a full outcomes report for each programme be produced for the Overview & Scrutiny Committee focusing on, but not limited to, inclusive growth, productivity, job creation, innovation, and environmental outcomes.

Resolved:

- i) That the following recommendations be made:
 - 1st) That work should begin on exploring the extension of inclusive growth criteria to all current and future business grant programmes at all grant award levels and conclusions reported back to the Overview & Scrutiny Committee.
 - 2nd) That, upon the conclusion of a business grant programme, a full outcomes report for each programme be produced for the Overview & Scrutiny Committee focusing on, but not limited to, inclusive growth, productivity, job creation, innovation, and environmental outcomes.

- ii) That the report and developments since 24 January 2018 be noted and a further report on business grants be brought back to a future committee meeting so that the Committee can monitor progress against recommendations, outputs and outcomes.

18. Business planning and budget 2019/20

The Committee considered a report on the work underway to progress business and budget planning for 2019/20.

After questions and discussion, the Committee learned that:

- The Combined Authority maintains a corporate risk register under the RAG (red, amber, green) system, which a scrutiny working group contributed to developing in the past. The risk register is reviewed and updated periodically and after new decisions are taken.
- There are some contingencies in place to support the bus network in the event that one of the larger bus operators ceases to operate very suddenly. The Combined Authority has pursued a policy of seeking to increase competition for bus tenders in order to strengthen market resilience.
- Fuel prices and inflation that ultimately impact on concessionary reimbursement and bus tendered services are taken into account in risk assessments and in setting reserves policy, but are ultimately outside the Combined Authority's control.
- Work is under way to reduce the amount of bus service subsidies by finding efficiencies in routes, reducing operating costs and periodically reviewing currently subsidised routes to reassess their commercial viability and whether they still require subsidies.
- The Enterprise Zones programme is a priority area for the Combined Authority due to the potential revenue arising from business rates receipts. A new internal Combined Authority team has been created to deliver the Enterprise Zones programme in partnership with delivery teams in each partner council. Further information on the programme can be provided in the budget report at the next meeting.

The Committee **concluded** that:

- It expected full risk assessments to be undertaken for any significant policy decision prior to the decision being made, to give decision makers and members an accurate picture of potential risk and details of planned interventions that might be necessary to mitigate the identified risks.

Resolved: That the report be noted and the Committee's suggestions be considered further.

19. "West Yorkshire... and beyond: Calderdale Council's contribution to the Combined Authority"

The Committee was presented with the findings and recommendations of a scrutiny review conducted jointly by Calderdale Council's scrutiny boards into Calderdale Council's engagement with, and contribution to, the West Yorkshire Combined Authority. The item was presented by Councillor Jenny Lynn of Calderdale Council's Strategy and Performance Scrutiny Board.

The Committee welcomed the review and suggested that all partner councils periodically review their engagement with, and contribution to, the West Yorkshire Combined Authority as an integral two-way, mutual appraisal process which will drive improvements in partnership working.

The Committee also agreed that district scrutiny committee work programmes should take into account the Combined Authority's policies, programmes and decisions and suggested that this Committee consider holding meetings in other districts.

The Committee supported the review's recommendations to the Combined Authority (as outlined in Appendix 1 of the report).

Resolved:

- i) That the findings of the review be noted and welcomed.
- ii) That the review's recommendations to the Combined Authority, as outlined in Appendix 1 of the report, be supported.

20. Summary of recommendations arising from this meeting

- 1st) That work should begin on exploring the extension of inclusive growth criteria to all current and future business grant programmes at all grant award levels and conclusions reported back to the Overview & Scrutiny Committee.
- 2nd) That, upon the conclusion of a business grant programme, a full outcomes report for each programme be produced for the Overview & Scrutiny Committee focusing on, but not limited to, inclusive growth, productivity, job creation, innovation, and environmental outcomes.

21. Date of the next meeting – 16 November 2018

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Report to: Overview and Scrutiny Committee

Date: 16 November 2018

Subject: **Governance arrangements**

Director(s): Angela Taylor, Director of Resources

Author(s): Khaled Berroum, Scrutiny Officer

1 Purpose of this report

- 1.1 To note the appointment of nominated substitutes since the last meeting.

2 Information

- 2.1 The following members have been formally nominated and appointed as substitutes to outstanding vacancies:

Nominated substitute	Substitute for	District	Party
Sam Lisle	Jenny Brooks	York	Conservative
Manisha Kaushik	Paul Kane	Kirklees	Labour
Rob Walker	Marielle O'Neill	Kirklees	Labour

3 Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4 Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5 Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6 External Consultees

- 6.1 No external consultations have been undertaken.

7 Recommendations

- 7.1 That the Overview and Scrutiny Committee notes the substitute nominations and appointments.

8 Background Documents

None.

9 Appendices

None.



Report to: Overview and Scrutiny Committee

Date: 16 November 2018

Subject: Scrutiny work programme

Director(s): Angela Taylor, Director, Resources

Author(s): Khaled Berroum, Scrutiny Officer

1. Purpose of this report

- 1.1 To consider the Scrutiny work programme including future agenda items, formal referrals to scrutiny, reviews, call in, matters to raise at the next Combined Authority meeting and any other tasks, issues or matters the Committee resolves to undertake or consider further.

2. Information

- 2.1 The Scrutiny work programme details the planned work the Overview and Scrutiny Committee has resolved to undertake, investigate further and focus on in the current municipal year (July 2018-June 2019) within the resources, remit and powers available to it. The work programme is considered at each meeting and can be amended and changed as the year progresses.

Referrals

- 2.2 Under Scrutiny Standing Order 9, any Member of the Overview and Scrutiny Committee, the Combined Authority or an elected Member of a West Yorkshire council or the City of York Council may formally refer a matter to the Committee for consideration. The referral must be in writing to the Scrutiny Officer. The Committee must then consider and discuss the referral and respond to the referrer explaining whether or not it will consider the matter further and why.
- 2.3 No formal referrals have been made in writing under Scrutiny Standing Order 9 for the Overview and Scrutiny Committee to consider at this meeting.

Reviews

- 2.4 The review of scrutiny arrangements by the scrutiny officer will progress further after the publication of new national scrutiny guidance for combined

authorities in December 2018. The contents of the guidance will form the basis of any changes to scrutiny arrangements going forward.

- 2.5 No other reviews are ongoing at this time.

New national scrutiny guidance – December 2018

- 2.6 The Combined Authority's scrutiny officer was invited by the Ministry of Housing, Communities and Local Government (MHCLG) and Centre for Public Scrutiny to a roundtable, as part of the consultation process with scrutiny practitioners and the scrutiny sector, to feed into the final guidance.
- 2.7 Discussion at the roundtable was positive and centred around determining characteristics of an authority with the right scrutiny culture and how guidance can help improve foster the right scrutiny culture in an authority, establish scrutiny as a vital strategic function of an authority, help smooth issues around access to information, strengthen scrutiny of 'external bodies' / service providers / partners, and improve scrutiny of risk and financial sustainability in relation to the role of audit committees.

Agenda forward plan 2018/19

- 2.8 At the last meeting (14 September 2018), the Committee agreed an agenda forward plan for the rest of the meetings in the 2018/19 municipal year. A summary of the current work programme is outlined in **Appendix 1**.
- 2.9 On 14 September 2018, the Committee considered an item **on budget and business planning** and provided comments, suggestions and feedback. A draft 2019/20 budget was due to be presented for information at this meeting, but as the Budget Member Working Group¹ is continuing to oversee and develop the detail of the draft budget that will be considered by the Combined Authority at its 13 December 2018 meeting, the budget item will be presented to the **18 January 2019** meeting for information.
- 2.10 An update on the **progress of the LEP Review** was scheduled for consideration on the agenda of this meeting (16 Nov 2018), but has been deferred as, at the time of writing and publication, the Combined Authority and LEP are still awaiting a response from the government to the geography proposal submitted by the LEP on 28 September and new national Assurance Framework guidance. The **LEP Review** and **Assurance Framework** will be considered in more detail by the Committee's LEP Review Scrutiny Working Group over the coming weeks and findings and conclusions will be reported back to a future meeting.

¹ The Budget Members Working Group comprises of the following Members:

- Cllr Susan Hinchcliffe, Chair of the Combined Authority
- Cllr Tim Swift, Deputy Chair of the Combined Authority
- Roger Marsh, Chair of the LEP Board
- Cllr Kim Groves, Chair of the Transport Committee
- Cllr David Hall, Combined Authority Member

- 2.11 The following publicly available documents outlining the two LEP Boards' positions after their September meetings was distributed to members by email on 18 October, along with the draft minutes of the last meeting:
- **York, North Yorkshire & East Riding LEP Board** (14 Sept 2018)
 - [Report: LEP Review geography recommendations](#)
 - [Draft Minutes](#)
 - **Leeds City Region LEP Board** (20 Sept 2018)
 - [Report: LEP Review geography recommendations](#)
 - [Draft Minutes](#)
 - [Geography proposal submitted by Leeds City Region LEP to the government on 28 September 2018](#)
- 2.12 At the last meeting (14 September 2018) the Overview and Scrutiny Committee agreed a recommendation relating to extending growth criteria to all business grant programmes. It is proposed that a report detailing the consultation and development of the current inclusive growth criteria and policy for the Business Growth Programme (BGP), and an assessment of the options relating to extending inclusive growth criteria to all business grant programmes, be commissioned for the Committee to consider further at the **22 March 2019** meeting. The Economic Services directorate is due to evaluate the effects of the new inclusive growth criteria on the BGP programme in February 2019.
- 2.13 It is also suggested the Committee receive the Transport Scrutiny Working Group's report and a general Transport update at the **March 2019** meeting.
- 2.14 The Committee is also asked to specify any particular focuses or information that officer reports should contain for the items due for consideration at the 18 January 2019 meeting and any future meetings.

Working groups

- 2.15 Under Scrutiny Standing Order 7, the Overview and Scrutiny Committee may appoint working groups to consider matters more closely or fulfil 'tasks'.
- 2.16 At its last meeting, during the LEP Review item, the Committee resolved to re-constitute the **Strategic Economic Plan (SEP) Working Group** as a '**LEP Review Working Group**', assigning it the tasks of:
- a. Engaging with and monitoring the LEP's implementation plan with a focus on ensuring governance, assurance and scrutiny arrangements are robust, transparent and beneficial to all parties
 - b. Scrutinising the development of the Assurance Framework and risk management processes in compliance with new government guidance
 - c. Scrutinising the development of the Local Inclusive Industrial Strategy and policy framework, with a focus on measuring outcomes and performance indicators
 - d. Engaging with North Yorkshire and York scrutiny members

- 2.17 The LEP Review Working Group is due to meet periodically over the following weeks and report back to a future Committee meeting.
- 2.18 The Transport Working Group is currently preparing a summary of conclusions arising from its recent meetings considering the Joseph Rowntree Foundation's (JRF) report entitled 'Tackling transport-related barriers to employment in low-income neighbourhoods' and potential Transport issues for the Overview and Scrutiny Committee to consider further including rail performance, accessibility and integrated ticketing. These will be presented to a future Committee meeting in 2019 as proposed in paragraph 2.13.
- 2.19 Each working group has also selected a Member to act as the Lead Member to chair and coordinate meetings. Councillor Ian Cuthbertson was selected as Lead Member for the Transport Working Group and Councillor Stephen Baines was selected as the Lead Member for the LEP Review Working Group.

Matters to raise at the Combined Authority meeting on 11 October 2018

- 2.20 The Chair of the Overview and Scrutiny Committee has a standing invite to meetings of the Combined Authority as a (non-voting) observer in order to raise any scrutiny matters and convey any feedback from scrutiny members to the Combined Authority.
- 2.21 The Combined Authority's agenda forward plan is summarised in **Appendix 1**.
- 2.22 [Minutes and agendas from past meetings](#) of the Combined Authority can be accessed on the Combined Authority's website.

Key decisions and call in

- 2.23 Members of the Overview and Scrutiny Committee may call in any decision of the Combined Authority or Transport Committee and any key decisions taken by an officer (with the exception of urgent decisions). Key decisions are defined as any decision incurring a financial cost or saving of £1 million or more, or a decision likely to have a significant effect on two or more wards.
- 2.24 Decision makers have two days to publish notice of a decision, at which point scrutiny members have five working days to call in the decision, delaying its implementation, and formally requiring the decision maker to reconsider.
- 2.25 Five members of the Overview and Scrutiny Committee – including at least one member from two different constituent councils (West Yorkshire) – may call-in a decision by notifying the Scrutiny Officer in writing by 4.00 pm on the fifth working day following publication. The Committee then has 14 days to scrutinise the decision and make recommendations. Further information is set out in Scrutiny Standing Order 13.
- 2.26 The latest key decisions and forward plans of key decisions are published on the [key decisions section of the Combined Authority's website](#).

Actions for the scrutiny officer

- 2.27 As outlined in Scrutiny Standing Order 15, the statutory scrutiny officer provides support to the Overview and Scrutiny Committee's work programme and all of its members in exercising their duties and fulfilling their objectives.

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4. Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the revisions to agenda forward plan and scrutiny work programme for the 2018/19 municipal year as outlined in **Appendix 1** be noted or amended further.
- 7.2 That the Committee consider any areas of focus or information to be requested in officer reports being produced for 18 January 2019 meeting and future meetings.
- 7.3 That a report detailing the consultation and development of the current inclusive growth criteria and policy for the Business Growth Programme (BGP) and an assessment of the options relating to extending inclusive growth criteria to all business grants programme be commissioned for the Overview and Scrutiny Committee to consider on 22 March 2019.
- 7.4 That any other actions and decisions relating to the work programme be agreed.

8. Background Documents

[Scrutiny Standing Orders](#) – West Yorkshire Combined Authority.

[Past agendas and minutes from meetings of the Combined Authority.](#)

York, North Yorkshire & East Riding LEP Board (14 Sept 2018)

- [Report: LEP Review geography recommendations](#)
- [Draft Minutes](#)

Leeds City Region LEP Board (20 Sept 2018)

- [Report: LEP Review geography recommendations](#)
- [Draft Minutes](#)

[Geography proposal submitted by Leeds City Region LEP to the government on 28 September 2018](#)

Key decision forward plans [can be found here](#).

9. Appendices

Appendix 1 – Scrutiny Work Programme Summary (16 November 2018)

Formal referrals	None
Reviews	A review into the Combined Authority's scrutiny arrangements is currently ongoing – update in paragraphs 2.4 - 2.7 .

Overview and Scrutiny Committee – Forward Plan (2018/19)		Info
Standing items for all meetings	Scrutiny Work Programme <ul style="list-style-type: none"> – Referrals – Reviews – Agenda forward plan – Working groups – Matters to raise at the Combined Authority – Key decisions and call in 	
13 July 2018	1. Policy Framework / Local Inclusive Industrial Strategy	
	2. Devolution	
14 September 2018	1. Government review of LEPs	
	2. Business grants	
	3. Business planning and Budget 2019/20	
	4. “West Yorkshire... and beyond – Calderdale Council's contribution to the Combined Authority”	
16 November 2018	1. Flood Review	
	2. Combined Authority's engagement with the public	
	3. Devolution	
18 January 2019	1. Inclusive Growth	
	2. Apprenticeships	
	3. Assurance Framework / LEP Review (to be confirmed)	
	4. Devolution (to be confirmed)	
	5. Draft Budget 2019/20 (for information)	
22 March 2019	1. Business grants criteria	
	2. Transport (working group report – to be confirmed)	
	3. Devolution (to be confirmed)	
	4. Corporate Plan and performance (to be confirmed)	
24 May 2019	1. Fuel Poverty	

Workshops		
Issue	Notes	Date
Review of scrutiny arrangements		<i>To be confirmed</i>
Productivity		<i>To be confirmed</i>

Working Groups		
	LEP Review	Transport
Membership	S Baines (C – Calderdale) * P Kane (L – Kirklees) M Pollard (C – Bradford) R Watson (L – Bradford)	I Cuthbertson (LD – York) * D Foster (L – Calderdale) P Harrand (C – Leeds) D Ragan (L – Leeds)

Scrutiny Work Programme Summary – 16 Nov 2018

Items / Tasks	<ul style="list-style-type: none"> - LEP review implementation plan' governance and scrutiny arrangements - Assurance Framework and risk - Local Inclusive Industrial Strategy 	<ul style="list-style-type: none"> - Transport issues to consider at the Overview and Scrutiny Committee - 'Tackling transport-related barriers to employment' – JRF report
Meeting dates	<ul style="list-style-type: none"> - 9 November 2018 - 30 November 2018 - 14 December 2018 - 4 January 2019 	<ul style="list-style-type: none"> - 22 October 2018 - 29 October 2018 - 5 November 2018

*Lead Member

Combined Authority forward plan 2018-19	
Standing items at all meetings	<ol style="list-style-type: none"> 1. Capital spending and project approvals (standing item) 2. Corporate planning and performance (standing item)
Combined Authority agenda 13 December 2018	<ol style="list-style-type: none"> 1. Governance changes (to be confirmed) 2. Draft Budget 2019/20 3. Response to Calderdale Performance and Strategy Board's scrutiny recommendations 4. LEP Review outcome 5. Rail developments 6. Digital Framework 7. Statement of Common Ground and Strategic Planning Review 8. Brexit / Autumn Budget Implications 9. Energy Strategy and Delivery Plan 10. Green and Blue Infrastructure Strategy and Delivery Plan
Combined Authority agenda 14 February 2019	<ol style="list-style-type: none"> 1. Approving the 2019/20 Budget 2. Governance changes (to be confirmed) 3. <i>Other items to be confirmed</i>
Combined Authority agenda 25 April 2019	<ol style="list-style-type: none"> 1. Inclusive Growth: 6 Month Review (to be confirmed) 2. <i>Other items to be confirmed</i>



Report to: Overview and Scrutiny Committee

Date: 16 November 2018

Subject: **Flood Review**

Director(s): Alan Reiss, Director of Policy, Strategy and Communications

Author(s): Justin Wilson

1. Purpose of this report

- 1.1 To provide an update on delivery of the 10 recommendations the Overview and Scrutiny Committee made in September 2016, which formed part of the Leeds City Region Flood Review developed in response to the 2015 Boxing Day flood events.
- 1.2 This report has sought to also focus on the particular interests highlighted by the Committee in the past and consider the question of what would be different if the flood events happened again in the future.

2. Information

Background – 2015 Boxing Day Floods

- 2.1 The Boxing Day floods severely affected several parts of the Leeds City Region; in particular, the Calder Valley, Leeds City Centre, York and towns along the Aire and Wharfe valleys in the Bradford district.
- 2.2 Over 2,000 businesses and 5,000 homes were affected, and more than 3,600 jobs were put at risk. In Calderdale alone, some 19,000 jobs were impacted in the months immediately after the 2015 flood event. The impacts on local business productivity cost the Leeds City Region economy up to £365m in 2016 alone (0.5% of p.a. economic growth). However, the long term impact on local businesses is still to be fully understood, particularly in terms of places where flooding has occurred more than once in recent times and the consequential impacts this is having not only on the ability of businesses to trade, but also on their ability to continue to obtain affordable insurance.

Leeds City Region Flood Review

Development of the Review

- 2.3 As a response to the broad extent and severity of the 2015 flooding events and because the greater frequency and severity of future floods are likely to be inevitable due to climate change, the Combined Authority requested that a Leeds City Region Flood Review be undertaken. The Review was prepared with contributions from the Leeds City Region Enterprise Partnership (LEP), all 10 City Region council partners, North Yorkshire County Council, the Combined Authority's Overview and Scrutiny Committee, the Environment Agency, Yorkshire Water, Canals and River Trust and the West Yorkshire Local Nature Partnership.
- 2.4 The Review was approved by the Combined Authority and subsequently published in December 2016¹ (Executive Summary attached at **Appendix 4**). It reported on:
1. The **economic impact** of the flooding on Leeds City Region;
 2. The lessons learnt and best practice in relation to **emergency response and civil contingency** arrangements;
 3. How **recovery** from such a civil emergency can be improved in the future; and
 4. The potential steps that need to be undertaken to improve our **resilience and preparedness** over the longer term.
- 2.5 The remit of the Review was to better understand the causes and impacts of the flooding and develop recommendations for action that, when implemented, would reduce the likelihood and impacts of flooding and enable more effective and joined up response and recovery phases to be put in place across the City Region. The Review did not have all the answers; further work and activity is ongoing to implement the Review Recommendations.
- 2.6 The Review highlighted the significant scale of the challenges, which will require a strategic approach that considers priorities and resources and encompasses short and long-term actions to address flood risk and food management in a more effective and holistic manner.

The Overview and Scrutiny Committee's recommendations

- 2.7 The Overview and Scrutiny Committee conducted its own inquiry into the Boxing Day floods over two sessions on 23 March 2016 and 13 July 2016 concluding with a report to the Combined Authority on 22 September 2016 making 10 recommendations which ultimately formed part of the 19 Flood Review recommendations endorsed by Combined Authority on 1 December 2016.

¹ Full report available at: [http://www.the-lep.com/LEP/media/New/Research and publications/Leeds-City-Region-Flood-Review-Report-FINAL.pdf](http://www.the-lep.com/LEP/media/New/Research%20and%20publications/Leeds-City-Region-Flood-Review-Report-FINAL.pdf)

- 2.8 The conclusions and recommendations from the 22 September 2016 scrutiny report are summarised in **Appendix 1**.
- 2.9 A table providing an overview of how the Committee's recommendations relate to the Flood Review's 19 recommendations is available at **Appendix 2**. The table confirms that each of the 10 recommendations of the Committee are addressed by at least one of the Flood Review's 19 recommendations.

Delivery of the 19 Flood Review Recommendations

- 2.10 Work has progressed on a number of the Flood Review recommendations. This work has been led by Combined Authority officers on a day-to-day basis with the work being managed at an operational level by the Senior Flood Officers Group.
- 2.11 The Senior Flood Officers Group comprises West Yorkshire and York Chief Highway Officers and representatives from the Combined Authority's Policy and Delivery Directorates, the Environment Agency, Yorkshire Water and the Yorkshire and Humber Chief Executives Group – Flood Risk Forum. The Group reports to City Region Chief Executives and the Combined Authority.
- 2.12 **Appendix 3** provides a summary of progress against each of the Flood Review's 19 recommendations to date.

Summary of the Flood Review's impact following the 2015 flood events

- 2.13 Earlier sections of the report (see **Appendix 3**) outline that significant progress has been made in delivering the Flood Review recommendations.
- 2.14 The progress with these recommendations will have an impact on future flooding events. The section below outlines some of the key aspects of change and progress since publication of the Flood Review.
- 2.15 **Economic Impact of Flooding:**
1. A consistent definition of critical infrastructure to be protected in the event of floods has been developed and drawn into a database of critical infrastructure. This has been mapped across the City Region to enhance the resilience of the City Region.
 2. The Combined Authority has enhanced the approach to economic modelling which supports bids to government for additional local funding.
- 2.16 **Emergency response recovery and resilience:**
1. Provisions for local people and businesses in high risk areas has been enhanced with support in place to develop 'Personal Emergency Plans' and providing suitable materials and support for future events. Improving their resilience in the event of future flooding events.
 2. Repeated testing of resilience through annual flood exercises in Calderdale to test the council and partners in both response and recovery to a flooding incident

3. Flood Stores have been established across West Yorkshire in local communities at risk of flooding. These are run by local volunteers and they contain equipment for residents to assist with cleaning up after flood events run by local volunteers
4. Joint community events are held with other organisations in flood risk areas which includes promoting both the Environment Agency's flood line and resilience measures for both home owners and businesses

2.17 Planning, risk reduction and mitigation for future events:

1. The Combined Authority has progressed a joined up approach to funding flood alleviation schemes. This approach will lead to efficiencies in capital funding programmes in the future for example:
 - i) The European Structural and Investment Funds (ESIF) Sustainable Urban Development call through development of resilient and ecologically sound schemes; and
 - ii) Integration of flood mitigation considerations into transport/highway investment opportunities.
2. The Combined Authority is supporting the development of consistent flood mitigation planning approaches and guidance across the City Region and sharing best practice through existing consultation and engagement processes.
3. The partners in the city region are now working together collectively to develop a whole catchment approach to flood risk and resilience schemes. This includes: the Yorkshire Water pilot scheme for reservoir management.
4. The Combined Authority and LEP is continuing to support business resilience and recovery. Since 2015 over 60 businesses have been supported with approximately £3m of funding.
5. The Combined Authority has brought partners together to support delivery of the Flood Alleviation for Growth and Economic Resilience programme with a total value of circa £110m with over £98m of funding from partners including £20m from the Combined Authority. These projects are either complete, on site or due to start on site before the end of 2018/19:
 - Flood Alleviation Scheme 1 (Leeds), £53m, complete Oct 2017
 - Skipton (Craven), £17m, complete Sept 2018
 - Mytholmroyd (Calderdale), £30m, on site
 - Wyke Beck Valley (Leeds), £4.5m, on site
 - Natural Flood Management Calder and Colne (Calderdale and Kirklees), due to start before end 2018/19
6. In addition there is an indicative pipeline of additional projects, one from each West Yorkshire council partner, which are expected to come forward and progress through the assurance process, in order to draw down the £20m Growth Deal 3 programme allocation.

- 2.18** If flood events happen in the future, the City Region will be more prepared and resilient as a result of the Flood Review and the associated work of the Combined Authority and partners.

- 2.19 The importance of flood mitigation and resilience has also remained a core element of the Combined Authority's policy/strategy and delivery agenda.
- 2.20 The Combined Authority is continuing efforts to draw in more funding to deliver future schemes for post 2021 investment to support the work of the Environment Agency and our city region council partners. Subject to funding, these schemes will be delivered within a full river catchment approach and comprise a mix of complementary techniques. This will include capital (hard) infrastructure schemes such as weirs, linear flood defences and natural flood management (soft) techniques such as tree planting and flood storage areas.

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4. Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the Overview and Scrutiny Committee considers the progress that has been made delivering the Committee's and the Flood Review's recommendations.

8. Background Documents

[Minutes: Overview and Scrutiny Committee meeting](#), 23 March 2016.

[Minutes: Overview and Scrutiny Committee meeting](#), 13 July 2016.

Report: [\(Item 5\) Flood Response](#) – Overview and Scrutiny Committee, 22 September 2016.

[Minutes: Overview and Scrutiny Committee meeting](#), 22 September 2016.

Report: [\(Item 7\) Leeds City Region Flood Review](#) – West Yorkshire Combined Authority, 1 December 2016.

[Leeds City Region Flood Review – full report](#)

9. Appendices

Appendix 1 – Overview and Scrutiny Committee's Flood Review conclusions and recommendations (22 September 2016)

Appendix 2 – Alignment of the Overview and Scrutiny Committee's 10 recommendations and the Flood Review's 19 recommendations

Appendix 3 – Flood Review Work Programme update (October 2018)

Appendix 4 – Leeds City Region Flood Review – Executive Summary
Full report circulated to the Committee separately due to size, and available publicly online on the LEP website at: <http://www.the-lep.com/LEP/media/New/Research%20and%20publications/Leeds-City-Region-Flood-Review-Report-FINAL.pdf>

Summary of Overview and Scrutiny Committee's Flood Report (22 Sept 2016)

The Overview and Scrutiny Committee considered the issues relating to the Boxing Day Flood Events at two sessions on 23 March 2016 and 13 July 2016, which also involved senior representatives from Yorkshire Water and the Environment Agency.

The issues discussed included the economic impacts; the emergency response from the Civil Emergency bodies; the vital role of local authorities and local communities at the time of and in the aftermath of the floods; and emerging activity to improve resilience and preparedness for future flood events such as in relation to whole catchment based approaches and the potential greater contribution of Green Infrastructure.

The **key conclusions** from the Committee were:

- We need to learn from our experiences of responding to the Boxing Day Floods to ensure that the most vulnerable people and businesses receive focused help in the event of future floods.
- It is clearly important to address prevention and activity continues to be focused on this, but it is also critically important to invest in measures to improve the resilience of systems and infrastructure, as well as considering whole catchment approaches to land management to alleviate and minimise impacts upstream and downstream in time of excess precipitation.
- The economic cost and commercial impact on industry and tourism were significant and much greater than anticipated, with the after effects and economic impacts continuing to be felt today.
- Utility companies across the Country were a valuable and helpful resource which were could be called upon at very short notice to provide additional support and equipment to flood affected areas, providing necessary additional experienced resources to deal with incidents.
- There was confusion by the general public as to which agency(s) they should ask for help, and in some cases there was confusion within agencies themselves as to whether something was their responsibility or not.
- There is potential for reservoirs and other water industry assets to be used as part of mitigation strategies to reduce the speed of flow of upland waters, but this has to be balanced with the statutory duty to provide a clean water supply.
- Blocked drains and water pipes appeared to have played a role in exacerbating the level of flooding, and so ongoing maintenance of water systems and networks is critical.
- The role of flood wardens had proven to be invaluable during the incidents, as was the sharing of information via social media networks, although available resources and experiences were not of the same level across districts.
- Harmonisation of flood plain data and Local Planning Authority Development Plans would help support ensuring that development was resilient to flood risk.

The **10 key recommendations** arising from the conclusions were:

- 1) Work should be undertaken to examine the true cost of the floods to the City Region as part of the Leeds City Region Flood Review, including in terms of the business and tourism economies to inform future planning and funding bids to Government for flood infrastructure and flood damage relief funding.
- 2) The Leeds City Region Flood Review should also include an examination of infrastructure at risk of future flooding and the available resources to deal with any infrastructure deficiencies and flood resilience issues.
- 3) More should be done to explore further ways of working to make the best use of the capacity of Utility Companies in responding to flood events, building on the positive response experienced at the time of the Boxing Day floods.
- 4) The review of the Leeds City Region Green Infrastructure Strategy should adopt a whole catchment based approach to considering the role of green infrastructure in improving the long term resilience to potential flood events both upstream and downstream of rivers and other watercourses.
- 5) Resilience Frameworks should be developed for whole catchment areas including for flood plains, including providing a focus on commercial premises and the knock-on effect on businesses in general if critical communication infrastructure is affected by flood events.
- 6) The Combined Authority and Local Authorities should work with the emergency agencies to explore the appetite and opportunities for adopting a policy whereby whichever agency was on the scene first, dealt with the emergency; with any conciliation and resource costs between agencies being dealt with in a collaborative and positive manner after the flood event emergency has subsided.
- 7) Explore whether a single public emergency contact telephone number could be agreed across the Leeds City Region, for example, within an existing utility company call centre, to provide a more effective single contact point for the general public and for the dissemination of necessary information in times of emergency.
- 8) Similarly, explore with local authorities and relevant agencies the opportunity to better utilise modern social media to provide real-time information to the public about flood relief and emergency measures before and during flood incidents.
- 9) Explore with the insurance industry and Government the opportunities for a less complex loss adjustment approach, to provide a less onerous and streamlined process for individual residents or businesses after flood events.
- 10) Work with the Environment Agency, Government and Local Authorities to identify ongoing funding gaps for necessary flood infrastructure and flood resilience measures, and seek commitments to filling these funding gaps through the City Region's Devolution Deals; aligning different sources of funding, and making better use of the existing resources of all relevant bodies and agencies.

Flood Recommendations			
Overview & Scrutiny Committee (22 Sept 2016) – Flood Response Report: Key Recommendations		Leeds City Region Flood Review Report (Dec 2016): Flood Review Recommendations	
1.	Work should be undertaken to examine the true cost of the floods to the City Region as part of the Leeds City Region Flood Review, including in terms of the business and tourism economies to inform future planning and funding bids to Government for flood infrastructure and flood damage relief funding.	3.	Carry out further work to quantify the indirect economic impacts of flooding in the City Region to better understand infrastructure resilience needs.
2.	The Leeds City Region Flood Review should also include an examination of infrastructure at risk of future flooding and the available resources to deal with any infrastructure deficiencies and flood resilience issues.	1.	The Combined Authority, in partnership with the Environment Agency, local authorities, local resilience forums and other partners, map and undertake a full assessment of the resilience of the critical infrastructure to cope with major future flood events within whole river catchment areas, further developing the approach taken by the National Flood Resilience Review.
		2.	Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.
3.	More should be done to explore further ways of working to make the best use of the capacity of Utility Companies in responding to flood events, building on the positive response experienced at the time of the Boxing Day floods.	18.	Further collaboration between the Combined Authority and Yorkshire Water to identify where reservoirs may better assist with flood risk management as part of a package of measures, without compromising the supply of water to the City Region. This may include amendments sought by the Combined Authority to legislation and

Flood Recommendations			
Overview & Scrutiny Committee (22 Sept 2016) – Flood Response Report: Key Recommendations		Leeds City Region Flood Review Report (Dec 2016): Flood Review Recommendations	
			regulations to enable water companies to manage their reservoirs to more effectively contribute to reducing the impacts of flooding.
4.	The review of the Leeds City Region Green Infrastructure Strategy should adopt a whole catchment based approach to considering the role of green infrastructure in improving the long term resilience to potential flood events both upstream and downstream of rivers and other watercourses.	2.	Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.
		13.	Adopt a whole catchment approach to flood risk and resilience and ensure that resources are made available to promote and instigate natural flood management , identifying best practice and building on what is already being done across the City Region. This should include a focus on the identification and development of funding mechanisms to enable more rapid and expansive progress on natural flood and upland management.
5.	Resilience Frameworks should be developed for whole catchment areas including for flood plains, including providing a focus on commercial premises and the knock-on effect on businesses in general if critical communication infrastructure is affected by flood events.	2.	Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-

Flood Recommendations			
Overview & Scrutiny Committee (22 Sept 2016) – Flood Response Report: Key Recommendations		Leeds City Region Flood Review Report (Dec 2016): Flood Review Recommendations	
			term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.
		11.	Explore the opportunities for a simpler claiming process for individual residents or businesses after flood events with government and the insurance industry.
6.	The Combined Authority and Local Authorities should work with the emergency agencies to explore the appetite and opportunities for adopting a policy whereby whichever agency was on the scene first, dealt with the emergency; with any conciliation and resource costs between agencies being dealt with in a collaborative and positive manner after the flood event emergency has subsided.	4.	Undertake a review, led by the West Yorkshire and North Yorkshire Resilience Forums, of the emergency command structures to identify any potential improvements and ensure they are fit for purpose.
7.	Explore whether a single public emergency contact telephone number could be agreed across the Leeds City Region, for example, within an existing utility company call centre, to provide a more effective single contact point for the general public and for the dissemination of necessary information in times of emergency.	8.	Explore the benefits and practicalities of establishing a single public emergency contact telephone number for the City Region.
8.	Similarly, explore with local authorities and relevant agencies the opportunity to better utilise modern social media to provide real-time information to the public about flood relief and emergency measures before and during flood incidents.	9.	Build stronger relationships between local resilience forms and local authorities with local media to raise awareness of real time issues and access to emergency help, and embed best practice from social media into emergency plans.
9.	Explore with the insurance industry and Government the opportunities for a less complex loss adjustment approach, to provide a less onerous and streamlined	11.	Explore the opportunities for a simpler claiming process for individual residents or businesses after flood events with government and the insurance industry.

Flood Recommendations			
Overview & Scrutiny Committee (22 Sept 2016) – Flood Response Report: Key Recommendations		Leeds City Region Flood Review Report (Dec 2016): Flood Review Recommendations	
	process for individual residents or businesses after flood events.		
10.	Work with the Environment Agency, Government and Local Authorities to identify ongoing funding gaps for necessary flood infrastructure and flood resilience measures, and seek commitments to filling these funding gaps through the City Region's Devolution Deals; aligning different sources of funding, and making better use of the existing resources of all relevant bodies and agencies.	2.	Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.
		19.	Exploration between the Combined Authority, the LEP and government through devolution , the potential long-term opportunities to maximise effective, more integrated arrangements for flood risk management and investment in the future.

Appendix 2: Flood Review Work Programme Update

Flood Review Recommendation	Summary of Progress (October 2018)	Status
Economic Impacts of Flooding		
<p>1. The Combined Authority, in partnership with the Environment Agency (EA), local authorities, local resilience forums and other partners, map and undertake a full assessment of the resilience of the critical infrastructure to cope with major future flood events within whole river catchment areas, further developing the approach taken by the National Flood Resilience Review.</p>	<ul style="list-style-type: none"> • A critical infrastructure database is available as required to all partners via Resilience Direct (subject to security protection around this information) (see Recommendation 2) 	In Progress
<p>2. Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.</p>	<ul style="list-style-type: none"> • Local Resilience Forums (LRFs) have worked collaboratively to review the critical infrastructure list for West and North Yorkshire, and identified appropriate mitigation measures for some (but not all) of these. • This work is ongoing between the Combined Authority and the LRF's Management Group (next meeting 5 December) 	In Progress
<p>3. Carry out further work to quantify the indirect economic impacts of flooding in the City Region to better understand infrastructure resilience needs.</p>	<ul style="list-style-type: none"> • Initial work has been undertaken to identify the key contacts/organisations that can support this work. • The Combined Authority's Research and Intelligence Team is investigating opportunities to collaborate with the academic sector to take this recommendation forward. A discussion paper to consider options to deliver this recommendation will be considered by the Senior Flood Officers Group in late 2018. This paper will consider potential options, which organisations may be able to contribute and potential cost implications (e.g. if primary research is required). 	In Progress

Emergency Response and Recovery		
4. Undertake a review, led by the West Yorkshire and North Yorkshire Resilience Forums, of the emergency command structures to identify any potential improvements and ensure they are fit for purpose.	<ul style="list-style-type: none"> • The West Yorkshire and North Yorkshire Local Resilience Forums have been engaged to ensure they are able to lead on this and whether they may need funding/support to meet this recommendation. • Further detailed discussions are scheduled between the Combined Authority and the West Yorkshire LRF's Management Group (next meeting 5 December). 	In Progress
5. Undertake a review, by all 10 City Region local authorities, of their approaches to recovery, including the appropriate time period to move from the response to the recovery phase and prepare / update Single Integrated Recovery Plans referring to the Calderdale Integrated Recovery Plan as an example of good practice.	<ul style="list-style-type: none"> • The West Yorkshire and North Yorkshire Local Resilience Forums have been engaged to ensure they are able to lead on this and whether they may need funding/support to meet this recommendation. • Further detailed discussions are scheduled between the Combined Authority and the West Yorkshire LRF's Management Group (next meeting 5 December) 	In Progress
6. Support people and businesses in high flood risk areas to prepare their own 'Personal Emergency Plans' and provide suitable materials, flood boxes and support for future flood events.	<ul style="list-style-type: none"> • The West Yorkshire and North Yorkshire Local Resilience Forums have been engaged to ensure they are able to lead on this and whether they may need funding/support to meet this recommendation. • Initial work has been carried out in this area. LRFs now investigating any potential need to refresh work. There is also a recognition that further work is required on support for LRFs in engaging with businesses (next meeting 5 December). 	In Progress
7. Increase the number of trained flood wardens across the City Region in preparation for future flood events.	<ul style="list-style-type: none"> • Measures have been successfully put in place to increase the number of flood wardens. There are now 117 wardens across the City Region with an ongoing campaign to recruit more. • This recommendation is now considered closed as it now part of 'business as usual' for partner organisations. 	Complete

8. Explore the benefits and practicalities of establishing a single public emergency contact telephone number for the City Region.	<ul style="list-style-type: none"> • The EA's Flood Line Service provides a one stop phone number which anyone can sign up for. Customers are alerted by phone, email or text when flooding is expected including risk of flooding from rivers, the sea and groundwater. 	Complete
9. Build stronger relationships between local resilience forums and local authorities with local media to raise awareness of real time issues and access to emergency help, and embed best practice from social media into emergency plans.	<ul style="list-style-type: none"> • Initial work has been carried out in 2016-17 with key links made between LRFs, council partners and local/regional media. • This may now need to be refreshed or provision made to ensure its kept up to date (e.g. where key staff move on). • LRFs now investigating any potential need to refresh work (next meeting 5 December) 	In Progress
10. Identify best practice and explore the benefits of adopting a consistent definition of critical infrastructure to be protected in the event of floods for the West Yorkshire and North Yorkshire Resilience Forums; for example, hospitals, schools, vulnerable residents, communications infrastructure.	<ul style="list-style-type: none"> • See Recommendation 1. 	In Progress

<p>11. Explore the opportunities for a simpler claiming process for individual residents or businesses after flood events with government and the insurance industry.</p>	<ul style="list-style-type: none"> • The Combined Authority is investigating potential measures that could be put in place locally to support businesses that are struggling to access flood insurance. This will include a review of what is being done locally (i.e. York and Calderdale) and the development of recommendations for the LEP Board to consider followed by a letter from the LEP Board Chair to key contact in central government. • The Combined Authority is engaging with Government via consultations/calls for evidence as they arise to highlight the need for change at the national level e.g. national policy consultations, Combined Authority budget submissions to government and engagement with the National Infrastructure Commission. 	<p>In Progress</p>
<p>Planning, Risk Reduction and Mitigation for Future Events</p>		
<p>12. Consistent planning policies and approaches across the City Region developed by the Combined Authority and local authorities to mitigate flooding and improve resilience, including preparing City Region SuDS planning guidance to provide a stronger steer for the adoption of SuDS.</p>	<ul style="list-style-type: none"> • The SEP confirms the need for planning on a catchment scale and delivery of integrated infrastructure • Combined Authority responds to local authority plan making consultations as they emerge to highlight the strategic context outlined by the SEP. This is now part of their ongoing work programme. • Development of updated City Region Sustainable Drainage System (SuDS) guidance is underway. The development of this work includes input from Yorkshire Water, city region flood managers and the Environment Agency. It is anticipated that the update will be complete by the end of 2018. 	<p>In Progress</p>

<p>13. Adopt a whole catchment approach to flood risk and resilience and ensure that resources are made available to promote and instigate natural flood management (NFM), identifying best practice and building on what is already being done across the City Region. This should include a focus on the identification and development of funding mechanisms to enable more rapid and expansive progress on natural flood and upland management.</p>	<ul style="list-style-type: none"> • Partners are working within 3 Operational Groups (for the Colne, Calder and Aire) to submit NFM programmes for the £1.7m Local Growth Fund 3 allocation (part of the City Region's £20m Flood Alleviation Programme). • This has been completed as part of the work on the City Region Green and Blue Infrastructure Strategy. The emerging Delivery Plan which will drive forward action on identified priorities. • Through the development of the mini-delivery plan for Priority 1A of the Green and Blue Infrastructure Delivery Plan a total of 15 natural flood management projects have been identified. These range from components in large-scale flood alleviation schemes e.g. Aire Natural Flood Management Programme within the Leeds Flood Alleviation Scheme, to smaller discrete projects e.g. Midgelden Brook Community Natural Flood Management. The total CAPEX of the schemes that have been identified is circa £19.2 million. 	In Progress
<p>14. Explore with Ministry for Housing, Communities and Local Government (MHCLG) and the Combined Authority the opportunities for updating building control legislation to help deliver greater resilience and resistance to flooding of new buildings and development.</p>	<ul style="list-style-type: none"> • The Combined Authority is exploring opportunities to highlight the need for revisions to building regulations. • Opportunities will be explored to highlight flood issues, subject to any future consultations and engagement with government e.g. national policy consultations, Combined Authority budget submissions to government and engagement with the National Infrastructure Commission. 	In Progress

15. Consider extending climate change allowance modelling for fluvial flooding beyond existing scenarios to align with the SEP forecasting timescales and support delivery of longer term Strategic Priority Growth Areas.	<ul style="list-style-type: none"> • Since 2015 there is an updated understanding of flood risk in many areas of the City Region due to the most recent Environment Agency modelling of climate change allowances. In those areas where the Agency does not have new modelling available, an analysis of how climate change, and its impact, will be undertaken over 2018/19 as new data becomes available. 	In Progress
16. Convene a strategic working group of local partners reporting to the Combined Authority to share expert advice and good practice, and coordinate actions to deliver these recommendations.	<ul style="list-style-type: none"> • Senior Flood Officers Group established which includes representation from key stakeholders (see paragraph 2.10-11 for further information). 	Complete
17. Identify resource-sharing opportunities between the Combined Authority and local authorities to ensure the necessary flood and drainage expertise is in place to inform the local planning process across the City Region.	<ul style="list-style-type: none"> • Council partner resources have been mapped to support resource sharing as needs arise. • A West Yorkshire Memorandum of Understanding (MoU) has been developed for resource sharing including drainage skills. 	Complete
18. Further collaboration between the Combined Authority and Yorkshire Water to identify where reservoirs may better assist with flood risk management as part of a package of measures, without compromising the supply of water to the City Region. This may include amendments sought by the Combined Authority to legislation and regulations to enable water companies to manage their reservoirs to more effectively contribute to reducing the impacts of flooding.	<ul style="list-style-type: none"> • Discussions held between all parties via the Senior Flood Officers Group and work on the Green and Blue Infrastructure Strategy. • Yorkshire Water are progressing the Hebden Water pilot project in Calderdale. The outcomes of this project will be monitored to inform future work in this area. 	In Progress

<p>19. Exploration between the Combined Authority, the LEP and government through devolution, the potential long-term opportunities to maximise effective, more integrated arrangements for flood risk management and investment in the future.</p>	<ul style="list-style-type: none"> • Flooding related powers/funding was included as an 'ask' in the 2015 Leeds City Region devolution submission. This has been superseded by a One Yorkshire devolution agreement submission to Government in March 2018 which proposes scope for exploring responsibility for flood defence capital investment e.g. to support advanced environmental resilience/sustainability measures (e.g. Living with Water) for port cities. 	<p>In Progress</p>
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LEEDS CITY REGION FLOOD REVIEW REPORT DECEMBER 2016



Thank You

This report could not have been prepared without the contributions of The Leeds City Region Enterprise Partnership, All 10 City Region local authorities, North Yorkshire County Council, The Environment Agency, Yorkshire Water, Canals and River Trust, The West Yorkshire Local Nature Partnership.

Executive Summary

The 2015 Boxing Day floods were unprecedented in their impact on Leeds City Region in both the extent and severity of the flooding and the damage and devastation that was caused.

In a 24-hour period the equivalent of five-inches of rain fell, 20% more than would be expected for the month of December as a whole. The rain fell on already saturated ground with November and December 2015 being the third and first wettest months respectively for over 100 years. The run-off in to the river system was rapid across the City Region, and the subsequent rise in river levels allowed little time for communities to prepare.

Purpose of this report

As a response to the broad extent and impact of the flooding, and because the greater frequency and severity of future floods are likely due to climate change, the leaders of the West Yorkshire Combined Authority (Combined Authority) commissioned a review of the flooding, to report on:

- the economic impact of the floods on Leeds City Region;
- the lessons learned by and best practice for our emergency response and civil contingency arrangements;
- how recovery from such civil emergencies can be improved in the future; and
- the potential steps that need to be undertaken to improve our resilience and preparedness for the future.

The remit of this report is to better understand the causes and impacts of the flooding; and develop recommendations for action that, when implemented, would reduce the likelihood and impacts of flooding; and enable more effective and joined up response and recovery phases to be put in place across the City Region.

Economic impact

Over 4,000 homes and almost 2,000 businesses were flooded with the economic cost to the City Region being over half a billion pounds, £100 million of which was damage to key infrastructure such as bridges, roads and Yorkshire Water assets.

The result of the rapid rainfall was widespread flooding across the City Region with the main focus of the damage being in:

- The Calder Valley: Todmorden, Hebden Bridge, Mytholmroyd and Sowerby Bridge;
- Leeds: Kirkstall Road and Otley;
- York City Centre; and
- Bradford: Keighley, Bingley, Ilkley and Shipley.

Whilst the scale of the impacts varied, all districts apart from Barnsley suffered damage due to the floods including Tadcaster, Elland, Brighouse, Wakefield, Skipton, Cross Hills, Silsden, Addingham, Ilkley, Collingham and Ulleskelf. The greatest devastation was experienced in the Calder Valley where the steep valleys and narrow valley bottoms along the River Calder provide a natural topography that magnifies the risk and potential damage from flooding.

Infrastructure

Over 100 bridges within the City Region required remedial works due to damage, including bridges at Tadcaster, Linton and Elland. The financial costs were accompanied by huge inconvenience for local communities and significant indirect economic impacts. East and west parts of Tadcaster are still largely cut off from each other nearly one year on from the floods whilst major repair works to the bridge are completed.

Property

It is estimated that 20,000 properties were saved from flooding due to investments in flood defences since 2010. However, the scale of the problem across the City Region remains significant with over 63,000 residential properties and more than 27,000 non-residential properties still having some degree of flood

risk. Of these, 7,385 residential properties and 4,698 non-residential properties are at a high risk of flooding.

Human impact

Whilst the flooding brought no loss of life this was not due to the scale of the flooding but more a combination of outstanding emergency work and timing; as the floods happened on a Bank Holiday when schools and businesses were closed and travel at a minimum. Kirkstall Road in Leeds which was devoid of its usual 12,000 commuters for example.

For some communities this was the fifth major flood event in four years, whilst for others it was the first time they had experienced flooding. However, for everyone affected by the flooding it brought a degree of shock and emotional toll with the potential to impact on health and wellbeing.

Emergency response

This report shows that the immediate response to the floods, particularly in the worst hit areas of the Calder Valley, Leeds, York and Bradford were on the whole positive and effective. The emergency services, local authorities and the Environment Agency responded rapidly with the initial emphasis being on public safety. The most vulnerable people were targeted first and then the response broadened to incorporate key infrastructure assets.

Community

It was evident that local communities mobilised quickly and played a key role in helping support the evacuation of the elderly and most vulnerable, erect emergency flood barriers and help in the rapid clean up after the flood waters subsided. The dedication and commitment shown by elected members and help from a broad range of organisations was also invaluable. This included support from water companies across the UK and in places the Army; for example, Yorkshire Water pulled in 1,000 staff and accessed every water pump they could from across the country to deal with the incident.

Regional utility companies including Yorkshire Water, Northern Powergrid and Northern Gas Networks played an important role during and in the immediate aftermath of the floods. They helped to manage the incident and mobilised staff to restore or maintain essential services including power and drinking water supply; and in trying to secure further equipment from mainland Europe.

Lessons learned

Inevitably there are lessons and insights that emerge from the experience, including:

- a need for more structured support for residents and businesses in high flood risk areas to enable them to prepare better to help themselves in times of flooding;
- greater use of flood wardens and flood groups which provide immediate on the ground informed help;
- more effective use of the knowledge and resources within local communities, including a better understanding of key infrastructure, assets and vulnerable groups;
- improvements to communications associated with the emergency response command and control structures and processes in places; and
- improvements to infrastructure resilience preparatory work and how essential works to sewerage facilities and power networks are prioritised in times of flooding.

The West Yorkshire and the North Yorkshire Resilience Forums are responsible for planning and co-ordinating flood responses in their respective areas, and so this learning will need to be incorporated in the reviews of their Local Flood Resilience Plans.

Improvements to recovery

Local authorities play the key role in the provision of leadership, advice and support in the recovery phase. Authorities worked in partnership and offered mutual support in the weeks and months following the flooding to those districts that were most badly affected. This was vital to enabling the recipient

authorities to effectively cope with the demands of residents and businesses.

Investing in people, places and business support

Almost 12 months after the floods, households and businesses in several areas are still dealing with the physical damage and associated emotional stress. For some it is about completing the process of rebuild and recovery whilst for others it was and is a question of whether they should remain and live with the risk of a re-occurrence of the flooding. Some local businesses have already moved out of the City Region as a consequence of the floods, so building resilience within our businesses and communities, and investing in people, places and business support as well as infrastructure, is key to enhancing how we deal with and recover as a City Region from future flood events.

Command and control structures

This report finds that although a key attribute of the emergency response phase is the command and control structures that are put in place to allot responsibilities and to guide and structure the activity undertaken, the recovery phase can suffer from the lack of a similar approach. In some places the move from the emergency response phase to the recovery phase happened too early and didn't include all the necessary agencies, resulting in the transition being less coordinated and effective. In Calderdale and Leeds, council's responded quickly to put in place a structured approach through their Single Integrated Recovery Plans. This could provide a template through which similar approaches could be developed elsewhere.

Funding

Critically, this report shows that government, local authorities and the Leeds City Region Enterprise Partnership (LEP) were quick to identify additional funding for recovery and repairs to key infrastructure and to put in place support for businesses to continue operating; for example, the LEP's Business Flood Recovery Fund provided a life-line to support small and medium sized enterprises (SMEs) to clear up, replace machines and equipment, and provide cash flow to enable them to continue operating and paying salaries.

Insurance

Crucial to recovery is also the ability to not only secure the appropriate insurance but also to be able to claim against it. However, due to the known risk of flooding events in some areas many have either been left unable to secure reasonable insurance; which is a situation compounded by the size of premiums, excesses and the potential impact on securing future insurance if a claim is made. This report suggests that a more streamlined and simple claims process is needed to speed up claims and ensure residents and businesses can have the means to return to normality as soon as possible after a flood event.

Improving our resilience and preparedness for future events

It is crucial that the experience of the Boxing Day floods, combined with the knowledge that climate change is likely to worsen the situation, is used to strengthen our strategic approach to the threat of flooding. Local authorities are already acting upon the experience of the Boxing Day floods in terms of their own procedures and responses but it is essential that this knowledge, insight and best practice is shared and rolled out across the City Region.

Implementing consistent planning policies

The local planning system has an important part to play in helping better prepare and mitigate future flood events through local plan policy and implementation. This report finds that although all districts were adopting a sequential approach to flood risk, more consistent planning policies across the City Region would provide greater integration. This would particularly be the case in relation to whole river catchment areas which all transcend multiple districts. This includes developing a strategic approach to sustainable urban drainage systems (SUDS) as implementation is currently hampered by a lack of robust national guidance.

Further investment

Further investment in flood defences and other flood mitigation and adaptation measures will continue to be critical. The recently published Yorkshire Flood Risk Capital Investment Programme incorporates

the announcements for 'booster' funding that was made in the 2016 Budget to support additional flood mitigation measures across the City Region. The allocation for the Current Spending Review Period in Leeds City Region is £207 million (2016-21).

However, this report shows that a pipeline of projects remain that could be enhanced and / or be brought forward if further additional funding could be secured from government or other sources; thereby protecting more communities, businesses and homes earlier. It is estimated that a further circa £5 million per annum is needed over the next five years to support this work. In November 2016, the Combined Authority agreed to invest £7.8 million to fund an initial three schemes in Leeds, Mytholmroyd and Skipton to help enable and accelerate delivery of key schemes.

In addition to the funding above, further work is required to understand the full costs and wider considerations of:

- a comprehensive maintenance regime for waterways;
- the risks associated with third party assets;
- natural flood risk management opportunities; and
- upland management, including upstream storage and reservoirs.

Reservoirs

Whilst reservoirs could have the potential to play a much greater role as part of whole river catchment management programmes, this report concludes that water companies are constrained in their ability to use these assets as part of a package of flood mitigation measures because their primary role is to ensure that there is adequate water available for public supply. Any proposal to use reservoirs for flood storage would require careful consideration of all related issues and may also require regulatory or legislative changes.

Prioritisation of resources

The long-term costs of protecting properties at risk of flooding in the City Region will be in the hundreds of millions of pounds. As public resources are being increasingly stretched, the effective prioritisation of limited resources will be increasingly important. This report recommends the need for stronger collaboration with a range of partners who have a role to play in investing in combined multi-benefit infrastructure schemes that increase the resilience of existing economic activity and enhances our economic growth. This will lead to better long-term strategic thinking and future investments more closely linked to the LEP's Strategic Economic Plan (SEP).

Partnership working

This report concludes that there would be significant benefits in adopting new ways of closer partnership working between the Combined Authority, Environment Agency, local authorities and other partners to join up flood resilience planning and investment with future housing and economic growth and development. This would include a stronger strategic evidence base for infrastructure investment prioritisation linked more closely to economic and housing growth plans as set out in the SEP and local authority plans. This would help realise the benefits more quickly and better align and make best use of funding from all available sources.

Collectively, this greater alignment is already underway by developing a long-term City Region Flood Resilience Delivery and Investment Plan. There could also be opportunities to consider longer term issues through the devolution discussions with government to maximise effective, more integrated arrangements in the future.

Key strategic recommendations

This report identifies the following key strategic recommendations in response to the Boxing Day floods of 2015 and any future flooding:

Economic impacts of flooding

1. The Combined Authority, in partnership with the Environment Agency, local authorities, local resilience forums and other partners, map and undertake a full assessment of the resilience of the critical infrastructure to cope with major future flood events within whole river catchment areas, further developing the approach taken by the National Flood Resilience Review.
2. Develop a City Region Flood Resilience Delivery and Investment Plan drawing together all funding sources to enhance and / or bring forward flood mitigation projects over the next five years and beyond to protect communities and support economic growth and development. This will include setting out the approach to addressing the long-term infrastructure resilience needs across Leeds City Region, including the contribution of green infrastructure.
3. Carry out further work to quantify the indirect economic impacts of flooding in the City Region to better understand infrastructure resilience needs.

Emergency response and recovery

4. Undertake a review, led by the West Yorkshire and North Yorkshire Resilience Forums, of the emergency command structures to identify any potential improvements and ensure they are fit for purpose.
5. Undertake a review, by all 10 City Region local authorities, of their approaches to recovery, including the appropriate time period to move from the response to the recovery phase and prepare / update Single Integrated Recovery Plans referring to the Calderdale Integrated Recovery Plan as an example of good practice.
6. Support people and businesses in high flood risk areas to prepare their own 'Personal Emergency Plans' and provide suitable materials, flood boxes and support for future flood events.
7. Increase the number of trained flood wardens across the City Region in preparation for future flood events led by local resilience forums and local authorities.
8. Explore the benefits and practicalities of establishing a single public emergency contact telephone number for the City Region.
9. Build stronger relationships between local resilience forms and local authorities with local media to raise awareness of real time issues and access to emergency help, and embed best practice from social media into emergency plans.
10. Identify best practice and explore the benefits of adopting a consistent definition of critical infrastructure to be protected in the event of floods for the West Yorkshire and North Yorkshire Resilience Forums; for example, hospitals, schools, vulnerable residents, communications infrastructure.
11. Explore the opportunities for a simpler claiming process for individual residents or businesses after flood events with government and the insurance industry.

Planning, risk reduction and mitigation for future events

12. Consistent planning policies and approaches across the City Region developed by the Combined Authority and local authorities to mitigate flooding and improve resilience, including preparing City Region supplementary planning guidance to provide a stronger steer for the adoption of SUDS.
13. Adopt a whole catchment approach to flood risk and resilience and ensure that resources are

made available to promote and instigate natural flood management, identifying best practice and building on what is already being done across the City Region. This should include a focus on the identification and development of funding mechanisms to enable more rapid and expansive progress on natural flood and upland management.

14. Explore with Department for Communities and Local Government (DCLG) and the Combined Authority, the opportunities for updating building control legislation to help deliver greater resilience and resistance to flooding of new buildings and development.
15. Consider extending climate change allowance modelling for fluvial flooding beyond existing scenarios to align with the SEP forecasting timescales and support delivery of longer term Strategic Priority Growth Areas.
16. Convene a strategic working group of local partners reporting to the Combined Authority to share expert advice and good practice, and coordinate actions to deliver these recommendations.
17. Identify resource-sharing opportunities between the Combined Authority and local authorities to ensure the necessary flood and drainage expertise is in place to inform the local planning process across the City Region.
18. Further collaboration between the Combined Authority and Yorkshire Water to identify where reservoirs may better assist with flood risk management as part of a package of measures, without compromising the supply of water to the City Region. This may include amendments sought by the Combined Authority to legislation and regulations to enable water companies to manage their reservoirs to more effectively contribute to reducing the impacts of flooding.
19. Exploration between the Combined Authority, the LEP and government through devolution, the potential long-term opportunities to maximise effective, more integrated arrangements for flood risk management and investment in the future.

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Report to: Overview & Scrutiny Committee

Date: 16 November 2018

Subject: **The Combined Authority's engagement with the public**

Director(s): Alan Reiss, Director of Policy, Strategy & Communications
Dave Pearson, Director of Transport Services
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1. Purpose of this report

- 1.1 To inform the Overview and Scrutiny Committee about the ways the Combined Authority engages with the public and other local stakeholders and what functions are in place to facilitate their involvement in decision making, consultations, campaigns, policy and service improvements.
- 1.2 The report is presented in four sections:
- (1) Involvement in decision making and governance (2.1 - 2.15)
 - (2) Communications and marketing (2.16 - 2.29)
 - (3) Consultation and engagement (2.30 - 2.41)
 - (4) Customer Service feedback and improvement (2.42 - 2.50)

2. Information

Public involvement in governance and decision making

- 2.1 The Legal and Governance Services team is a key mechanism by which the Combined Authority keeps the public informed of decision making and the democratic process. The team provides secretariat and governance support to all of the Combined Authority's public committee meetings, primarily ensuring that: all agendas and papers are published in accordance with statutory guidelines, meetings are accurately recorded, a forward plan of key decisions is published, Combined Authority meetings are webcast and that members and committee chairs are supported in their duties. The service also oversees the scrutiny function and facilitates freedom of information enquiries.

Public committee meetings and transparency

- 2.2 All of the Combined Authority's committees, panels and sub-committees meet in public (with public seating areas) and all agendas, papers, minutes and decision notices are published according to statutory requirements. All elected and private sector members are required to complete and publish a register of interests and are appointed through an open, transparent process.
- 2.3 In mid-2016, the Combined Authority and Leeds City Region Enterprise Partnership (LEP) agreed to integrate their governance structures (structure attached at **Appendix 1**) and reform the LEP Panels making them formal advisory committees of the Combined Authority, appointed in accordance with the Local Government Act 1972. These new advisory committees first began meeting in public in the 2017/18 municipal year. The LEP Board further adopted a series of measures in February 2018 strengthening transparency commitments even further.
- 2.4 In June 2017, the West Yorkshire Combined Authority became the first combined authority in the country to adopt the Modern.Gov software system, a decision management tool used for managing and publishing committee agendas, decisions, governance materials and information on membership of the Combined Authority's committees and panels. The following provides a link to the Modern.gov area of the Combined Authority's website:
<https://westyorkshire.moderngov.co.uk/uuCoverPage.aspx?bcr=1>.
- 2.5 Here the public, members and officers across the region can find information and documents on:
- **Committees** including membership, meeting dates, agendas, reports, minutes and terms of reference.
 - Register of interests for Combined Authority, Local Authority Co-optee, private sector and LEP Board Members.
 - **Decisions taken** including information and records of key (and non-key but significant) decisions taken, or due to be taken, by decision making committees or officers with delegated powers.
 - **Governance documents** including:
 - Assurance and Governance frameworks
 - Standing Orders and the Access to Information annex
 - Codes of conduct for officers and members
 - Allowance schemes and complaints policies
- 2.6 In August 2017, Governance Services began live webcasting of meetings of the Combined Authority to provide greater transparency and public accessibility to the main decision making body of the Combined Authority. An archive of past, recorded webcasts for a 12 month period is also maintained on the website.
- 2.7 The Communications teams advertises each committee meeting and agenda through social media and other communications channels and assigns communications officers to each committee to oversee any communications matters relating to that committee in order to promote public attendance.

- 2.8 Work is being undertaken in conjunction with other directorates to further improve transparency around recording and publicising decisions and information relating to project / programme progress and decision points. The Delivery Directorate has recently adopted a new Portfolio Information Management System (PIMS) which will improve transparency and tracking around project / programme development, progress, spending and decision making.

District Consultation Sub-committees

- 2.9 The Combined Authority's Transport Committee has five sub-committees, District Consultation Sub-Committees (DCSCs), one for each constituent council area of West Yorkshire. The membership of those committees consists of the relevant Transport Committee members for that district and a number of public representatives proportionate to the population size of the district.
- 2.10 The District Consultation Sub-Committees act as a forum for the Transport Committee and Combined Authority to consult with, and consider representations from, users of local public transport services and facilities and the DCSCs are authorised to advise the Transport Committee in relation to:
- the views of users of local public transport,
 - service delivery objectives and performance,
 - improving co-ordination between the constituent council and the Combined Authority,
 - the progress of planned projects and programmes, and
 - any proposal referred to it by the Transport Committee.
- 2.11 The meetings are open to the public and press and agendas and minutes are published according to statutory obligations. Each District Consultation Sub-Committee meeting has a standing 'open forum' agenda item designed to facilitate questions and suggestions from sub-committee members and the consideration of any petitions, presentations or deputations by members of the public or local groups. Successful petitions and motions may then be presented to the Transport Committee for further consideration.
- 2.12 All bus and rail operators also have standing invitations to the DCSCs and have a regular item on the agenda to deliver operator updates and receive questions from public members.
- 2.13 Public representatives are recruited through an open application process managed by the Governance Services team in coordination with Communications and Transport Services colleagues. Vacancies are advertised across social media, partner councils and through the Combined Authority's transport network infrastructure including bus stations and real time displays. The current public representative membership was recruited in 2017 for a three year term, due to be re-opened for applications in 2020.

Scrutiny

- 2.14 At its 13 July 2018 meeting, the Committee expressed a desire to see greater involvement of the public in the scrutiny process and greater engagement with the public, local businesses, organisations, academic experts and other local stake holders including district scrutiny committees and networks in the scrutiny work programme.
- 2.15 As part of the ongoing review into scrutiny arrangements, work is currently underway to develop a scrutiny focused section on the Combined Authority's website as a first step to the development of a wider scrutiny communications strategy in order to help deliver the Committee's ambitions of securing greater public involvement in the scrutiny process and fulfil the Committee's obligation to represent the public interest. Progress will be reported to the Committee.

Communications, marketing and engagement

- 2.16 The Combined Authority's Communications and Marketing team has strategic oversight of the organisation's communications and engagement activity. The team was formed as a result of the organisation-wide restructure in June 2017. It brought together officers formerly responsible for Metro, the LEP, inward investment, CityConnect and other aspects of communications, marketing and engagement activity into a single, streamlined team covering the full breadth of the Combined Authority's economic, transport and public reform agenda.
- 2.17 The team covers the following functions:
- Consultation and public engagement
 - Internal communications and culture change
 - Inward investment marketing (including supporting the City Region's shortlisted Channel 4 bid)
 - Transport marketing, including support for MCard campaigns which deliver £32m in revenue annually
 - Dedicated engagement and communications support for active travel initiatives, enabling more businesses, schools and individuals to benefit from cycling. This includes oversight of £350m of grant programmes in addition to communications and behaviour change activity (funded through the Department for Transport Cycle City Ambition Grant)
 - External affairs and media relations which supports the organisation's strategic objectives – particularly around transport investment – as well as supporting the 18 councils and Sheffield City Region mayor pursuing a One Yorkshire devolution deal and other devolution negotiations and engagement
 - Digital support, delivering a significant programme of improvements to the Combined Authority and LEP's website(s) and social media engagement – a new website suite will be delivered in 2019 and a new Intranet by the end of 2018.

- Design & production & Market research for partners across the region creating an income stream to the CA.
 - Core communications and marketing support covering the full breadth of the organisation's activities – including delivery of marketing campaigns, partnership initiatives and corporate communications. This includes marketing of the LEP business and skills services and those of Transport Services (Metro).
- 2.18 The purpose of bringing together the team in this way was to ensure that communications, marketing and engagement activity is strategically managed and coordinated across the organisation, both to improve public awareness of the organisation and what it does, and to save money by enabling more activity to be undertaken in-house, thereby reducing expenditure on agencies.
- 2.19 In the first year since the team was brought together, it has achieved a budget saving of 20% on discretionary spend, delivered 3x the coverage of 18 months ago and is on target to achieve 5x this year. As part of its communications strategy, the team has established a baseline public awareness and business awareness measure of the organisation and will monitor growth in awareness as a result of its activities.
- 2.20 The Communications and Marketing team has adopted the [Government Communications Service's Modern Communications Framework](#) – a best practice framework for public sector communicators. This framework places public engagement at the heart of modern government communications and aims to “change lives for the better, running campaigns rooted in the objectives of the organisation that provide powerful, timely and relevant information to allow people to make effective choices”. It also puts significant emphasis on the importance of insight-driven campaigns and evaluation of communications activity.
- 2.21 The Communications and Marketing team is leading on a number of key corporate projects aimed at improving the Combined Authority's engagement with various external audiences:

Combined Authority brand and identity

- 2.22 Research identified one of the key barriers to improving public engagement with the Combined Authority was confusion around its role in relation to other bodies – particularly the LEP and Metro. Addressing this confusion by developing a clear, streamlined brand identity was the purpose of this key project within the Combined Authority's organisational transformation programme.
- 2.23 This project has seen the number of brand identities within the organisation reduce from 30+ to just four (the Combined Authority, the LEP, Metro and CityConnect), which is expected to save the organisation at least £20,000 in the first year by eliminating the need for separate campaign identities and channels.

Website project

- 2.24 A project is underway to bring together the eight existing websites from the former organisations into a single, streamlined web platform. Like the brand and identity project, this will make it easier for various audiences to learn about and engage with the Combined Authority and LEP's work. It is also estimated to save the organisation over £100,000 in projected costs in the coming 2 years.

Partnerships work stream

- 2.25 It is recognised that within the Combined Authority/ LEP partnership it is local councils which have the closest relationships with their local residents, and are therefore best placed to communicate and engage with the public about the work they do together through the Combined Authority/ LEP. A key aim of the Combined Authority's partnerships workstream is to support members and council officers in their role as influential advocates for the organisation and region. To date the following activity has been delivered:

- An event has been held to improve joint working between officers of the Combined Authority and partner councils
- briefing sessions with individual political groups within all of the West Yorkshire and York councils, giving all 418 elected members across the Combined Authority geography the opportunity to learn more about the organisation and make suggestions to improve ways of working
- partner eNews launched, providing monthly updates on the Combined Authority's and LEP's activities to all elected members in West Yorkshire and York (average open rate is 32%)
- exchange sessions organised between the Combined Authority senior leadership team and their counterparts in partner councils, with the view to addressing specific challenges and opportunities at an institution level
- weekly conference call with council heads of communications to brief them on upcoming activities in the Combined Authority's communications grid (which is also shared).

Further activity is planned over the coming year, including a series of roadshow events for elected members.

Corporate Plan and budget engagement

- 2.26 The Combined Authority now publishes a publicly accessible version of its Corporate Plan on its website annually, and communicates its key achievements/ objectives from the Corporate Plan through its social media channels. Copies of the plan are shared with elected members electronically and in hard copy so that they can communicate how the organisation is benefitting their ward members. Information about how each council area's Transport Levy contributions are spent is included in the annual council tax communication produced by each council each year.

- 2.27 On the recommendation of the Budget Member Working Group¹, this year the Communications and Marketing team is undertaking a public engagement exercise on the Combined Authority's budget process, including developing an animation on how the Combined Authority spends its money and opportunities for residents to ask questions via the organisation's "Your Voice" digital engagement platform. The Combined Authority's District Consultation Sub-Committees also recently held an exercise consulting the public representatives on the committees on their priorities for transport services spending.

Regular communications about the organisation's achievements

- 2.28 A key element of the Combined Authority's communications, marketing and engagement strategy is communicating with local people and businesses about the positive impact of its work for local communities through a wide range of on and off-line channels. Over the past year the organisation has secured £4 million Advertising Value Equivalent. There have been 73,600 twitter engagements during 2018 and we now average 2,000 Metro Facebook engagements per month.

Design & Market research functions

- 2.29 The Communications, Marketing and Engagement team has a specialist market research function, the aims of which are to understand the needs of audiences when developing campaigns to help people and organisations access support. This approach improves the outcomes of campaigns by ensuring audience needs are at the heart of campaign design and reduces costs.

Consultation and engagement

- 2.30 The Combined Authority's Consultation and Engagement team is part of the wider Communications and Marketing function. As a result of the corporate restructure in 2017 it has developed from a function focused exclusively on bus service consultation to covering the full breadth of the Combined Authority and LEP's work, and supporting partners with their consultation and engagement requirements.
- 2.31 The purpose of the Consultation and Engagement team's work is to give people across Leeds City Region a meaningful say in decision-making. Consultation and Engagement projects the team has delivered over the past 12 months include:
- engagement with local businesses on changes to LEP grant criteria to support inclusive growth outcomes;

¹ The Budget Member Working Group comprises of the following Members:

- Cllr Susan Hinchcliffe, Chair of the Combined Authority
- Cllr Tim Swift, Deputy Chair of the Combined Authority
- Roger Marsh, Chair of the LEP Board
- Cllr Kim Groves, Chair of the Transport Committee
- Cllr David Hall, Combined Authority Member

- engagement with the public, businesses and partners on the development of a Digital Strategy for the City Region;
 - engagement on proposals for the LEP Review;
 - and significant consultation and engagement activity on major transport projects.
- 2.32 The team also continues to provide consultation and engagement support to the Transport Services directorate on changes to bus services and the modernisation of bus stations.
- 2.33 There has been significant demand from partner councils for support from the Consultation and Engagement team on West Yorkshire-plus Transport Fund schemes. Support provided by the Combined Authority's Consultation and Engagement team is enabling partners to strengthen business cases as these progress through the assurance process by demonstrating that adequate community and stakeholder engagement has been undertaken.
- 2.34 The team is also saving partners money by enabling them to access Consultation and Engagement expertise at significantly lower cost than market rates. For example, Consultation and Engagement support for the £173.5million Connecting Leeds programme is projected to save hundreds of thousands of pounds, which can be re-invested back into the programme. Other Transport Fund schemes the Consultation and Engagement team has supported include A629 improvements in Kirklees and Calderdale and corridor improvement programmes in Calderdale and Bradford.
- 2.35 A key element of the Consultation and Engagement team's work is the development of its 'Your Voice' digital engagement hub yourvoice.westyorks-ca.gov.uk. This online platform is enabling the Combined Authority and partner councils to reach a wider audience at lower cost than traditional Consultation and Engagement methods. By adopting this "digital by default" approach, resources for face to face consultation methods (such as community drop-in events) can be prioritised and targeted towards enabling participation among seldom heard communities.
- 2.36 The 'yourvoice' platform was launched in June 2018 and has already hosted nine separate consultation / engagement activities. To date there have been 19,500 visits to the site. 6,000 people have engaged with a project. Over 3,000 written responses have been provided to date (survey responses, questions, letters and emails).
- 2.37 The team is in the process of finalising corporate Consultation and Engagement protocols to be adopted by the Combined Authority. These will set out standards by which the organisation & partners should undertake Consultation and Engagement activity consistently and in line with best practice guidelines from the Consultation Institute and Market Research Society.
- 2.38 A comprehensive toolkit for Combined Authority staff is also in production and will include guidance, a checklist and a range of "how to" guides.

The LEP and the Business Communications Group (BCG)

- 2.39 The work of the Consultation and Engagement team, as described in sections 2.30-2.38 above, is a key mechanism through which the Combined Authority involves people and organisations across the region in its decision-making and service improvements. The Communications team is particularly responsible for managing the Business Communications Group.
- 2.40 The Business Communications Group (BCG) is a key advisory group supporting the LEP Board. It is chaired by LEP Board member, Joanna Robinson (also the LEP's SME Representative), and brings together key business representative bodies from across the region (for example Chambers of Commerce, the Federation of Small Businesses, the Confederation of British Industry (CBI) and various sector representative bodies), which collectively represent an estimated 20,000 businesses across the region.
- 2.41 The Group meets quarterly to receive updates on the LEP's work and provide feedback about trading conditions and barriers to growth experienced by their members. This feedback is reported to the LEP Board and used to influence LEP policies and the design of business support services delivered by the Combined Authority. The Group is also an important conduit for business engagement on key policy developments, and has been engaged in the LEP Review, the forthcoming Local Inclusive Industrial Strategy and continuous improvements to business support provision.

Customer Services, feedback and improvements

- 2.42 The Combined Authority's Customer Service team, part of the Transport Services directorate and transport facing brand 'Metro', undertakes regular liaison and engagement with local communities and organisations to seek feedback on and influence the development of local transport services and facilities, in addition to structured consultation and engagement with stakeholders and local communities on key projects schemes and strategies..
- 2.43 The Customers Services team also provides a range of customer facing services under the 'Metro' transport brand which encourage both engagement with and feedback from customers. These include the following:
- A **Metroline contact centre**, co-funded with bus operators, open 7 days a week, engaging in webchat, social media, real time messaging, incoming phone calls, feedback and complaints.
 - **Travel Centres** located at six bus stations in West Yorkshire selling direct to the public, giving information, help and advice on concessionary travel, journey information, routes, times and ticketing options and taking feedback and complaints.
 - www.wymetro.com - the Metro website which in addition to delivering a wide range of information services and the journey planner also facilitates feedback from the public.

- **Young people and Bus 18** – focusing chiefly on engagement with young people to improve the Transport offer.
- **Information services** – a range of online, social media and printed information outputs to customers.

Customer Service Excellence accreditation

- 2.44 The Transport Services team of the Combined Authority's transport facing arm ('Metro') also meets the criteria of the Customer Service Excellence standard. The Customer Service Excellence (previously known as Chartermark) standard tests in depth the areas that research has indicated are a priority for customers, with particular focus on delivery, timeliness, information, professionalism and staff attitude. There is also an examination on developing customer insight, understanding the user's experience and robust measurement of service satisfaction.
- 2.45 The Transport Services team is tested every year against key criteria in order to both achieve and maintain the accreditation. There are 19 elements including customer insight, service improvement through consultation, engaging and involving customers and ensuring frontline staff input to service improvement. If there are any areas in which the independent assessor believes the organisation delivers over and above the required standard they can award a compliance plus for that element. Last year the Combined Authority maintained 10 compliance plus awards. The next assessment is on the 14 and 15 November 2018.

Young People & Bus 18

- 2.46 Engagement with young people focuses on understanding the barriers to bus travel, seeks views on what would encourage more bus travel and ongoing engagement with young people in the design of solutions. This has included:
- Focus groups with young people in schools, through youth groups and at youth councils.
 - Ongoing engagement with local youth parliament members and youth councils – who have chosen “Improving Transport” as a key campaign for this year
- 2.47 The Combined Authority worked with Leeds youth council, youth summit and other young people for their input into concepts, names and branding for a new ticket product. Over 150 under 19-year olds had input into the development of the new ticket and its name. Feedback from young people has already led to the following improvements:
- Removal of the need for young people in school uniform to show a young person's photocard to travel for half fare from January 2018
 - Introduction of the new MyDay ticket which enables young people to travel all day, on any bus in West Yorkshire for just £2.60
 - Also as part of the Bus 18 initiative and as a result of feedback operators have agreed they will accept each other's tickets during periods of service disruption/ bad weather across the network.

West Yorkshire Bus Strategy

- 2.48 In developing the West Yorkshire Bus Strategy, the Combined Authority undertook a three-month consultation to find out views on local bus services and the county's transport system. Analysis of the feedback showed that while people largely supported the proposals, the policies on accessibility needed strengthening. A specific Accessibility Policy was developed through further consultation and engagement, including with a range of disability led organisations.

Ongoing Dialogue

- 2.48 As a result of feedback received through the range of customer touchpoints services are constantly reviewed and redesigned. A number of examples are set out below;
- i) Customers applying for entitlement passes, especially the senior bus passes, said they were struggling to know how to complete the online process and that they found it both difficult and unnecessary to verify their email address. In response to this feedback the email verification process was removed and a video was produced showing a step by step guide of how to apply online and how to upload a photo.
 - ii) The Combined Authority recently updated the design and layout of timetables at bus stops. To ensure the new layouts were designed to meet customer requirements, a workshop was attended by customers to present prospective layouts. A preferred option was chosen based on a majority vote and progressed into posting along several key routes to obtain feedback in a live environment. Initial feedback from displays on street highlighted a number of issues connected with font sizes and templates scaling up in size when more space was available. A number of system improvements were carried out to address the issues and the latest version of the display is now on street. Further on-street surveys will be carried out in the next couple of months to ensure the new displays are working for customers.
- 2.49 Future plans include developing Bus 18 into an alliance with operators that will design the service experience around the customer based on feedback and consultation. An extensive consultation programme will also be carried out as part of the development of the new Bus Information Strategy.

Accessibility and disability groups engagement

- 2.50 The Combined Authority's Transport Accessibility Coordinator also ensures regular and ongoing engagement with disability groups and organisations to provide information on our services and strategic initiatives and receive feedback on issues and improvement needs. Feedback from these organisations is used to inform and shape the development of products and services, recent examples include:

- Development of an easy read disabled person's bus pass application form
- Feedback from people with a learning disability on draft designs of easy read information on the ENCTS disabled person's bus pass
- Work with regional and local learning disability organisations and a local bus operator to influence content of driver training
- Input from RNIB regional officer and people with low vision on design options for new real time display units

3. Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4. Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5. Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 To consider the report and provide feedback on progress and possible next steps as to how the Combined Authority could take to further engage with the public, service users, other stakeholders across the region and other target audiences nationally and internationally.
- 7.1 To consider the Overview and Scrutiny Committee's role, within the powers and resources available to it, in improving and developing engagement with the public, local businesses and other local stakeholders.

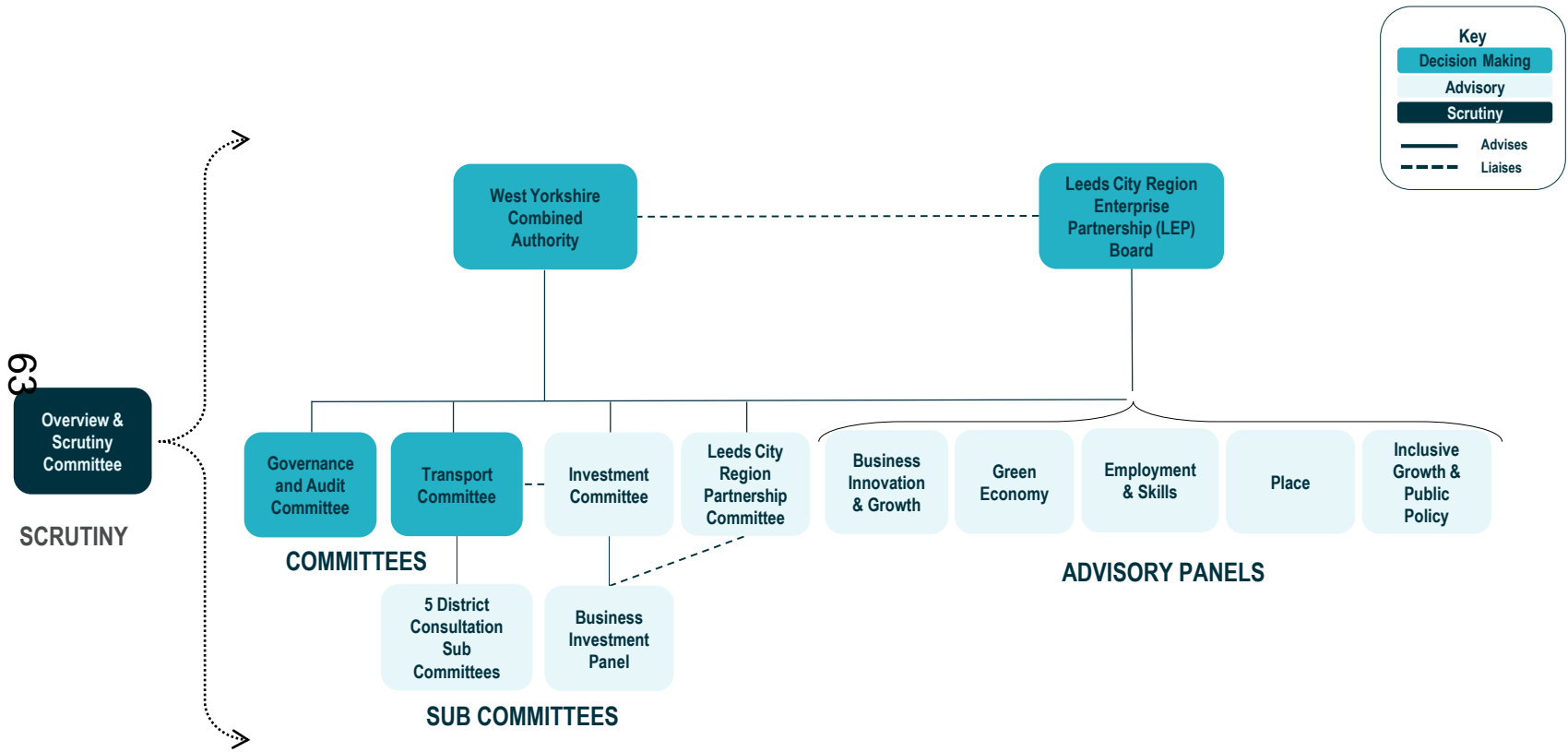
8. Background Documents

None.

9. Appendices

Appendix 1 – Governance structure: West Yorkshire Combined Authority / Leeds City Region LEP

Governance Structure



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Report to: Overview and Scrutiny Committee

Date: 16 November 2018

Subject: Devolution

Director: Alan Reiss, Director of Policy, Strategy and Communications

Author(s): James Flanagan

1 Purpose of this report

- 1.1 To update the committee on progress towards securing devolution to Leeds City Region.

2 Information

Background

- 2.1 West Yorkshire Combined Authority's Corporate Plan for 2018/19 sets out an aim of securing the powers and resources needed to put our ambitions into action and to maintain investment in our region. In order to achieve this, officers will continue to support political leaders' case for an ambitious devolution deal for our region which seeks to draw down significant powers and funding from Whitehall.
- 2.2 Yorkshire Leaders agreed in March 2018 - under the banner of "One Yorkshire" - to submit their devolution deal proposition to Government and [publish it more widely \(for example on West Yorkshire Combined Authority's website\)](#), in the interests of transparency.
- 2.3 Their stated aim is to secure a deal for the widest possible Yorkshire geography, including Leeds City Region, with a directly elected Yorkshire Mayor and Combined Authority by May 2020, having the ambition of securing a broad range of devolved powers and funding, and to exercise and allocate these in ways that do not create net additional costs and bureaucracy.
- 2.4 The One Yorkshire proposal includes control of a £125m p.a. investment fund - an allocation of up to £3.75 billion over 30 years - to be invested in driving growth across the rural, urban and coastal areas of the Region. This would be in return for the election of a Yorkshire Mayor by May 2020.

- 2.5 The One Yorkshire submission includes commitments to create accountable democratic and governance arrangements including that the Mayor and Combined Authority be scrutinised and held to account by a Yorkshire Overview and Scrutiny Committee.
- 2.6 At its April 2018 meeting, the Combined Authority noted that Yorkshire Leaders had submitted their March proposal as a basis for initiating negotiation with Government. Following informal advice from Government officials, the following ongoing work was endorsed:
- building the economic case for devolving to Yorkshire;
 - governance arrangements for the operation of a Mayoral Yorkshire Combined Authority and a route map to establish a Yorkshire Mayor by May 2020; and
 - an accessible, public facing version of the deal which summarises the proposals and benefits in plain English.

Recent progress

- 2.7 On 9 July 2018, the Secretary of State, Rt Hon James Brokenshire MP, responded to One Yorkshire Leaders' March submission stating that: "Until the Sheffield City Region devolution deal is fully implemented, the Government is not prepared to enter into any discussion about wider devolution arrangements [across Yorkshire] that would include some or all of the Sheffield City Region authorities".
- 2.8 Yorkshire Leaders responded to the Secretary of State on 16 July 2018 stating that: "We are already developing the detail of the economic case underpinning One Yorkshire and would welcome the involvement of officials from Government in that process. We hope you will respond constructively so that rapid progress can be made in the coming weeks and months. Your support is essential to accelerating the delivery of the Sheffield City Region devolution deal whilst assuring those who want to join One Yorkshire that option will be available to them as early as 2020."
- 2.9 On 10 October 2018, One Yorkshire Leaders sent the Secretary of State the findings of an independent study on the economic rationale for devolving to Yorkshire, further developments in relation to the governance proposals and a route map – based on a single One Yorkshire Combined Authority which would be overseen by a directly elected Mayor from May 2020. This submission is included for information in **Appendices 1-3**. The key elements are summarised below.
- 2.10 One Yorkshire Chief Executives commissioned consultants to independently assess the data and evidence (including published data, econometric modelling and views drawn from structured interviews with business) in relation to One Yorkshire geography as a coherent economic area. This intent of the commissioned study (Executive Summary of *The economic rationale for*

*devolving to Yorkshire, Steer Economic Development*¹, 2018 – **Appendix 3**), was twofold:

- to assess the overall economic and strategic rationale for devolving powers and budgets to the Yorkshire level; and to
- identify key opportunities and tangible benefits which could be secured by, and for, all communities and businesses across the region's urban, rural, and coastal areas.

2.11 The independent economic study's key messages can be summarised as follows:

- **One Yorkshire is found to be a coherent economic area. Together it is more than the sum of its parts:**
 - Yorkshire's growth is currently limited by sub-regional barriers in areas such as transport and skills which can be overcome by One Yorkshire approach;
 - Yorkshire's identity is considered a real asset by business in local national and international activity; and
 - Yorkshire is markedly different from the UK economy which makes it suitable for discharging devolved powers -
 - we face a unique set of challenges (eg in relation to exports, R&D, business base and skills), and
 - Yorkshire has a nationally distinctive sectoral mix with greater employment specialisation in manufacturing; distribution, transport, accommodation & food; and public administration, education and health.
- **A powerful One Yorkshire devolution deal will deliver demonstrable economic and social benefits to the region's communities and the country:**
 - the Yorkshire level is capable of maximising the opportunities and benefits of devolution, and would complement and add value to local and also pan-Northern arrangements, including Transport for the North;
 - between £9bn and £30bn-a-year increase in Yorkshire's economic output, equating to up to £5,400 per person annually over 20 years;
 - economic uplifts including across exports (up to £10.4bn), inward investment (up to £19.7m), R&D (up to £1.3bn) and skills (up to £1.56bn); and
 - strong local business support for devolving powers with a majority favouring devolving to the Yorkshire level.

2.12 Further developed governance proposals, which were also included in One Yorkshire Leaders' 10 October 2018 submission to Government, respond to issues and challenges raised through the structured business engagement exercise undertaken as part of the independent economic study. For example local business concerns were raised about devolution creating: additional bureaucracy; uncertainty over functions to be covered; and perceptions of risk of smaller areas losing out to larger ones. In addition, the proposals respond

¹ Full report available at: <https://www.westyorks-ca.gov.uk/media/3558/one-yorkshire-final-report.pdf>

to Government's concern that appropriate arrangements would need to be put in place that reflect Yorkshire's scale and diversity.

- 2.13 The proposed One Yorkshire governance arrangements are based on the 'form follows function' principle and include:
- **A One Yorkshire Combined Authority** - A directly elected Yorkshire Mayor will Chair a single Combined Authority, where all 18 local authority members are represented and can have a say, including on a regional budget and policy framework. A Yorkshire-wide Industrial Strategy would be the key mechanism through which full use will be made of all our strategic assets and infrastructure. Overview and Scrutiny arrangements will be fully embedded within the Yorkshire Combined Authority which will embrace both the Combined Authority and the LEP structure.
 - **Pan-Yorkshire Thematic Boards** - will be established as Committees of the Combined Authority and have a county-wide remit and include the Mayor or Mayoral lead, sub-regional representatives and key partners. These decision-making Boards (for example, Strategic Transport, Skills, Trade and Investment, and Innovation) would develop investment priorities, commission delivery of projects and programmes, and monitor progress and impacts of investments made.
 - **Sub-regional arrangements** – would be established as committees of the Combined Authority to reflect as far as practicable Yorkshire's functional economic and LEP areas: providing local intelligence, data and insight; overseeing delivery of activity in their sub-region; and maintaining a real place-based focus.
- 2.14 The governance element of the submission includes a route map (**Appendix 2**) which sets out the steps needed to deliver a One Yorkshire deal by 2020. It proposes what Leaders consider to be, subject to Government support, a pragmatic way forward to both unlock and implement the Sheffield City Region (SCR) devolution deal and progress an ambitious One Yorkshire deal which includes all 18 of the partner authorities from day one. It recognises the Government's position that the first step towards a One Yorkshire deal is to ensure the full implementation of the SCR deal. In order to enable Leaders' ambition for the election of a One Yorkshire Mayor in 2020, the route map proposes that the two distinct processes should be progressed in parallel instead of entirely sequentially. The timings are considered ambitious, but based on legal advice received, Leaders believe that with Government support, ultimately achievable.
- 2.15 In order to enable wider communications and engagement, including with the public, business and other stakeholders, an accessible plain English summary of the One Yorkshire proposals has been developed. This summary is attached at **Appendix 4** for information.
- 2.16 Matters related to devolution were discussed at a recent Yorkshire Leaders meeting on 25 October 2018, where it was noted that no response has yet been received from the Secretary of State to the 10 October 2018 proposals.

3 Financial Implications

- 3.1 There are no financial implications directly arising from this report.

4 Legal Implications

- 4.1 There are no legal implications directly arising from this report.

5 Staffing Implications

- 5.1 There are no staffing implications directly arising from this report.

6 External Consultees

- 6.1 No external consultations have been undertaken.

7 Recommendations

- 7.1 That the Overview and Scrutiny Committee consider the progress made on devolution and note next steps.

8 Background Documents

[*'The economic rationale for devolving to Yorkshire'*](#). Steer Economic Development, 2018 – full report.

Previous report to scrutiny: [Item 8: Devolution](#) – Overview and Scrutiny Committee. 13 July 2018.

[Minutes – Overview and Scrutiny Committee](#), 13 July 2018.

9 Appendices

Appendix 1 – Letter to Secretary of State – One Yorkshire submission to Government (10 October 2018)

Appendix 2 – One Yorkshire – governance and route map

Appendix 3 – Independent Economic Study: *'The economic rationale for devolving to Yorkshire'*, Steer Economic Development, 2018 (Executive Summary)

Full report circulated to the Committee separately due to size, and available publicly online on the Combined Authority website at:
<https://www.westyorks-ca.gov.uk/media/3558/one-yorkshire-final-report.pdf>

Appendix 4 – Summary of One Yorkshire proposals

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James Brokenshire MP
Secretary of State
Ministry of Housing Communities and Local Government
Fry Building
2 Marsham Street
London
SW1P 4DF

10 October 2018

Dear Secretary of State

Unlocking Yorkshire Devolution

Further to your letter of 9th July and ours of 16th July, we wanted to update you on the significant areas of progress made over the summer in order to make a compelling case for devolving to Yorkshire and to propose a practical way forward.

First, we commissioned, and have now considered the findings of, an independent study on the economic rationale for devolving to Yorkshire, which is attached to this letter. We hope you will welcome the study's conclusions including that devolving to the Yorkshire level would drive significantly improved economic and social outcomes, to both local and national benefit post Brexit. The study finds that there is strong local business support for devolving powers, with a majority favouring devolution to the Yorkshire level, and also that devolution could deliver between £9bn and £30bn-a-year increase in Yorkshire's economic output, equating to up to £5,400 per person annually over 20 years.

Second, building on our submission to your predecessor in March, we have further developed our governance proposals – based on a single One Yorkshire Combined Authority which would be overseen by a directly elected Mayor from May 2020. You will see from our attached proposals that we have addressed Government's requirement that appropriate governance arrangements would need to be put in place that reflect Yorkshire's scale and diversity.

Finally, we propose what we believe would be, with your support, a pragmatic way forward to both unlock and implement the Sheffield City Region (SCR) devolution deal and progress a transformational One Yorkshire deal which includes all 18 of the undersigned authorities from day one. We understand the Government's position that the first step towards a One Yorkshire deal is to ensure the full implementation of the SCR deal. In order to enable our ambition for the election of a One Yorkshire Mayor in 2020, we would however propose that the two distinct processes should be progressed in parallel instead of entirely sequentially. A proposed route map, included in the attached governance paper, sets out the timings of key steps including statutory processes. The timings are ambitious, but we believe with Government support, ultimately achievable.

In terms of the immediate proposed next step, and based on recent legal advice obtained by Barnsley and Doncaster Councils, we understand the Order which would

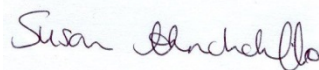
fully implement the SCR deal could be prepared without the requirement for further public consultation. This would enable all South Yorkshire local authorities, and the SCR Mayor, to reach agreement in principle to consent to the Order, providing sufficient progress is made in negotiations with Government on a One Yorkshire deal, and there is SCR Combined Authority agreement for Barnsley and Doncaster to leave.

We would be delighted to meet with you to progress negotiations on an historic One Yorkshire deal. This letter is also copied to your officials who no doubt will welcome early and constructive discussions with our officers over this significant opportunity for delivering transformational growth for Yorkshire and the national economy.

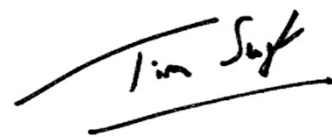
Yours sincerely



Cllr Stephen Houghton
Leader, Barnsley Council



Cllr Susan Hinchcliffe
Leader, Bradford Council



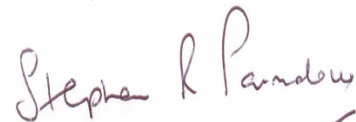
Cllr Tim Swift
Leader, Calderdale Council




Cllr Richard Foster
Leader, Craven District
Council



Mayor Ros Jones
Doncaster Council



Cllr Stephen Parnaby
Leader, East Riding of
Yorkshire Council



Cllr Mark Robson
Leader, Hambleton District
Council



Cllr Richard Cooper
Leader, Harrogate Borough
Council



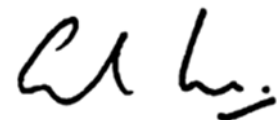
Cllr Stephen Brady
Leader, Hull City Council



Cllr Shabir Pandor
Leader, Kirklees Council



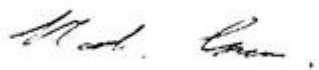
Cllr Judith Blake
Leader, Leeds City Council



Cllr Carl Les
Leader, North Yorkshire
County Council

Yvonne Peacock

Cllr Yvonne Peacock
Leader, Richmondshire
District Council



Cllr Mark Crane
Leader, Selby District
Council



Cllr Ian Gillies
Leader, City of York Council

Endorsement from Ryedale
District Council



Mayor Dan Jarvis MP
Sheffield City Region



Cllr Derek Bastiman
Leader, Scarborough
Borough Council



Cllr Peter Box
Leader, Wakefield Council

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#OneYorks

One Yorkshire devolution

Governance and route map

One coherent economy

One shared identity

One historic opportunity

October 2018

GOVERNANCE AND ROUTE MAP

Introduction and context

The One Yorkshire governance arrangements as detailed below have been approved for submission to Government by all 18 One Yorkshire Leaders and the Sheffield City Region Mayor. These proposals build on Leaders' One Yorkshire deal proposition submitted to Government in March 2018.

The proposed governance model is based on a 'form follows function' principle, which is therefore shaped around the opportunity to maximise the benefits from a One Yorkshire devolution deal. The economic rationale for devolving to Yorkshire (Steer Economic Development, September 2018) presents the following key findings:

- Yorkshire is a coherent and interconnected economic area
- Yorkshire-level devolution will create opportunities to reduce significantly the sizeable gaps in productivity which exist between Yorkshire and the UK average
- There are considerable advantages from devolving from Whitehall to the Yorkshire level a number of higher level policy functions, including: Innovation, Exports, Higher-level skills, specialised business support and specific elements of transport, such as ticketing.

The findings of the Economic study (submitted with this document) demonstrate that the Yorkshire geography makes sense with distinct industrial specialisms and broad economic alignment across Yorkshire but, also significant diversity; fostering economies of scale and scope as well as economic resilience.

A summary of the steps which could be taken by local partners and Government in order to secure and fully implement a One Yorkshire devolution deal by May 2020, in line with Leaders' March submission to Government, is also provided. Also considered is how the 2015 Sheffield City Region (SCR) deal could be implemented in parallel.

A governance framework to enable devolution and growth: releasing Yorkshire's potential

Key to the success of devolution will be an appropriate and deliverable governance framework for engagement and decision-making, which must create the conditions to drive Yorkshire's growth. This must enable the right type of decisions to be taken at the right spatial level within Yorkshire to ensure that we release every dimension of economic growth, from the major internationally significant industrial, connectivity and infrastructure decisions, to the micro decisions needed to release latent economic potential at local community level.

This principle is central to the One Yorkshire devolution proposition; not an added layer of unnecessary bureaucracy, but an added value element that completes the picture and enables Yorkshire to punch its weight on a national and international scale. Our governance framework does just this. It will create clear shared goals, clear roles, coherence and confidence across our county. Crucially, it provides a structural and deliberate connection between major economic and growth decisions to the inclusion and life chances of all Yorkshire citizens.

Our Starting Point...

In our first submission to Government in March 2018, we in One Yorkshire agreed to:

- **Streamlined and robust governance** arrangements which create no additional cost burden on the tax payer and comprise the following key elements:
- **A directly elected Yorkshire mayor with a clear economic leadership remit**, including skills, business and trade and investment;
- **A Yorkshire Combined Authority (YCA)** where everybody has a seat at the table, based on consensus and having a shared vision and focus on economic, social and environmental challenges including strategic transport, place making / regeneration and public service transformation; and
- **Flexible sub-regional arrangements** 'lifting and shifting' into the new YCA and building on existing collaborative arrangements across Yorkshire's linked functional economic areas. These would mirror the revised LEP geographies following the Government's LEP review. As committees of the YCA, these will foster flexibility to enable authorities to sit on more than one as required. To illustrate this, we have set out diagrammatically how the Yorkshire Mayor and Combined Authority will work in tandem with localised arrangements. Further detail is contained below.

Design Principles for a governance model

Seven design principles have guided the development and collective agreement of our governance model.

1. **Ambition** – the governance model drives the level of ambition that we have for Yorkshire, embracing the new and the bold alongside the best of local practice in decision making and accountability.
2. **Strong visible leadership** – the model establishes and enables inspirational leadership which directly contributes to delivery of our objectives; this is not a symbolic figure head role, but a role with real authority and accountability to lead change and growth.

3. **A single, inclusive Combined Authority** – the model establishes unified political leadership across Yorkshire, providing legitimate political consensus to agree and focus on delivery of the collective goals of the Authority, and Yorkshire.
4. **Receiving and making better use of power and resources coming down from Westminster** – the model will utilise some central powers and resources to deliver more and better growth through local decision making. That the model is not established to ‘suck up’ power and resources from local Councils.
5. **Consensus based decision making** – the model will enable collective agreement on strategic direction and decisions that can drive growth across Yorkshire.
6. **Subsidiarity** – the model will enable decisions to be made at the most appropriate spatial level, based on judgements about impact on Yorkshire’s goals and objectives, against the simple principle of ‘only do what only you can do’.
7. **Trust and common endeavour** – the model will facilitate transparent and inclusive decision-making in the delivery of Yorkshire objectives.

A Yorkshire Combined Authority

The elected Yorkshire Mayor will Chair the Yorkshire Combined Authority, where all members are represented and can have a say. The YCA will discharge all functions collectively and consistently, in keeping with the One Yorkshire design principles. Decision-making committees of the YCA will discharge functions appropriately and efficiently while ensuring delivery takes place at the most appropriate spatial level.

To help achieve this, a Budget and Policy framework will be established at the YCA level as a reference point for ensuring consistency of decision making. The Policy framework will incorporate the key strategies that will deliver Economic impact, for example:

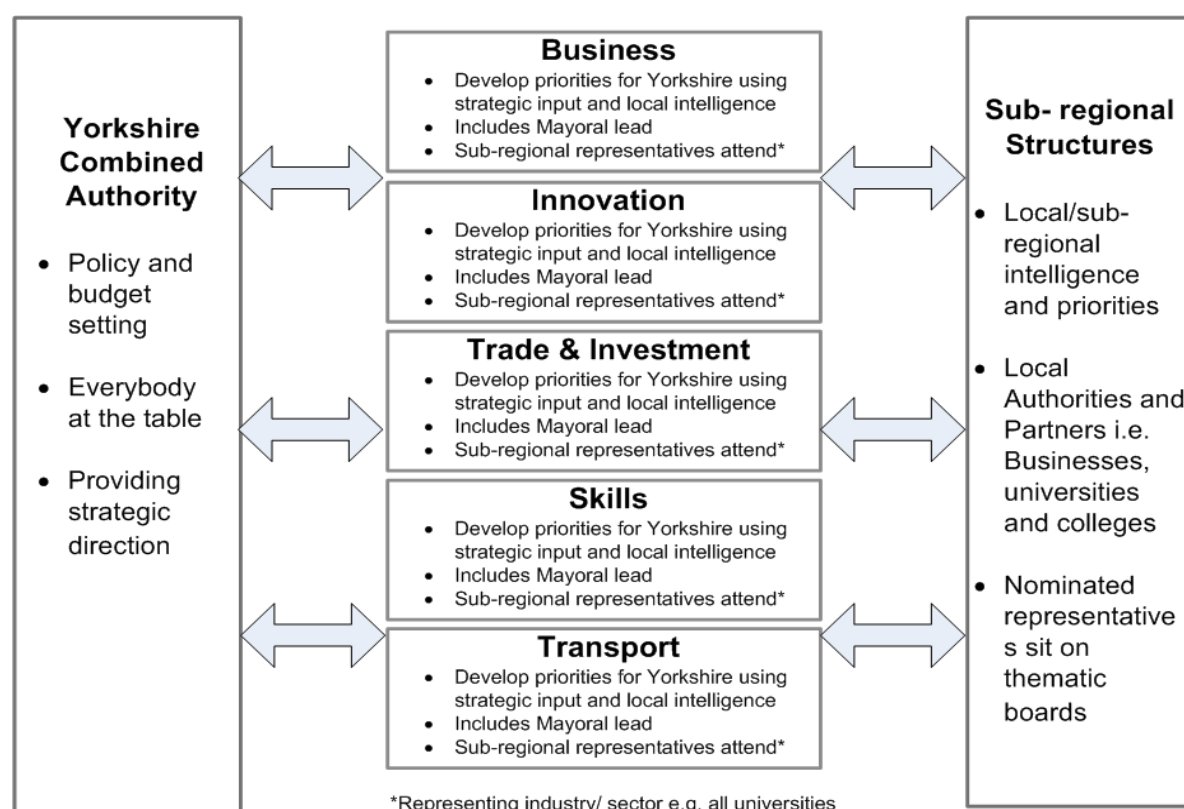
- a. Yorkshire Industrial Strategy
- b. Yorkshire Skills and Employment Strategy
- c. Yorkshire Trade and Inward investment Plan
- d. Yorkshire Strategic Transport Plan

The budget framework will also be agreed at YCA level and will resource the delivery of agreed strategies/plans. The Mayor will present their budget and policy framework annually to the YCA for approval.

A Yorkshire-wide Industrial Strategy will be the mechanism through which the Combined Authority will make full use of all the economic assets across the region; for the first time, Yorkshire’s Ports, Airports and In-land Ports can be harnessed in a way that City Region devolution is unable to. The YCA will be ideally placed to make

infrastructure investment decisions that link these economic assets to the rest of Yorkshire in a way that truly maximises their potential, demonstrating the scale and scope of opportunity that only One Yorkshire devolution can achieve. The Yorkshire CA also offers economies of scale and more efficiency through reduced administrative costs with sub-committees/LEPs managed through a single entity with improved policy and delivery coherence through a regional industrial strategy that will improve productivity, economic growth and social mobility.

Committees of the YCA would be established, **thematically** and **sub-regionally**, to discharge functions of the Mayor and YCA. Mayoral leads will work within the thematic and sub-regional structures of the YCA drawing on local intelligence, data and delivery infrastructure to deliver for the people of Yorkshire.



Pan-Yorkshire Thematic Boards

Pan-Yorkshire Thematic Boards will have a county-wide remit and include the Mayor or Mayoral lead, sub-regional representatives and key partners such as Universities, relevant Government Departments and Business representatives for example Chambers of Commerce. These decision-making Boards will:

- Develop **Investment priorities** that fulfil the overarching budget and policy framework,
- **Commission the delivery** of activity to meet those priorities through sub-regional structures
- **Monitor** the economic and social impact including the distribution of resources.

Sub-Regional Structures

Sub-regional structures will ensure that decision-making takes place at the lowest possible spatial level. Strategic leadership e.g. a Yorkshire Industrial Strategy will be led by the YCA and Mayor, leaving sub-regional committees to focus on commissioning, oversight and delivery that meets the unique needs of that sub-region. This is crucial in ensuring devolution works for our communities, towns, cities, sub-regions and wider Yorkshire.

These sub-regional structures will:

- Provide local intelligence, data and insight
- Oversee delivery of activity in their sub-region
- Maintain a real place-based focus, ensuring that the range of functions discharged by the combined authority work for all parts of the region.

These sub-regional committees will mirror the same geographic footprint as Yorkshire Local Enterprise Partnerships, as far as practicable. This model is consistent with the One Yorkshire design principles of subsidiarity and inclusivity. It is also flexible and adaptable as non-constituent members of the YCA can be co-opted onto these committees (for example authorities on the South bank of the Humber). Local authorities who wish to be represented on more than one sub-regional committee would be free to do so.

How will this work in practice? Skills: A demonstrative example

Yorkshire and Humber has an above average proportion of workers with no qualifications and only 33% of employees have an NVQ 4+; which is 5 percentage points below the national average; a significant drag on productivity and earnings.

The One Yorkshire economic study concludes that coordination of effort on higher-level skills at Yorkshire level can add significant value with sub-regional arrangements focusing on the delivery of relevant vocational skills and qualifications.

There are some issues where it makes sense to respond at a Yorkshire level, for example higher level qualifications. There are some issues where it makes sense to respond at a more local spatial level, for example lower level and vocation qualifications. This model allows flexibility to do just this as set out below:

Skills at the Yorkshire CA level

The Yorkshire Industrial Strategy identifies the high level skills issues faced by the region so the CA and Mayor approve a skills policy framework which includes an objective to increase the number of employees qualified to NVQ4+ and to close the national performance gap. A budget (funded from devolved revenue Gainshare) is also allocated to the delivery of this priority at both regional and sub-regional level.

Skills at thematic Board level

The pan-Yorkshire Skills Board develops a region-wide skills plan that reflects this shared priority, which includes specific activity to improve the number of employees qualified to NVQ4+. The Board oversees the commissioning of pan-Yorkshire activity and monitors progress toward the achievement of this priority.

Skills at the sub-regional level

Working with local partners, sub-regional committees ensure that wider skills needs are met including higher level skills and lower level vocational skills. This will ensure clear progression routes are in place for residents to develop higher and more transferrable skills while also improving the mobility of the labour market across the region.

Transport functions

There is a clear case for a regional focus on transport:

- Over the long-term, Yorkshire-level devolution could lead to uplift in transport investment.
- There is significant commuting between sub-regions which may be being suppressed by fare structures and service offers. These could be addressed most effectively at regional level.
- Yorkshire has notable strategic transport assets, such as Humber Ports. Sub-regional SEPs tend to focus their attention on local assets which limits the potential for wider promotion and development of strategic assets which are both regionally and nationally significant.

There are a number of key principles that will guide our approach and recognise both the existing arrangements and our longer term ambitions to provide a more joined up approach to transport across the region. These include the following:

- The Yorkshire Mayor would hold ultimate responsibility for franchised bus services across all or part of the Combined Authority area¹, and for integrating smart ticketing across all forms of transport.
- The strategic integration of transport and other infrastructure will be co-ordinated at the pan-Yorkshire level through a non-statutory spatial investment plan.
- Transport delivery at a sub-regional basis will reflect the most appropriate and effective delivery mechanism which may comprise both sub-regional structures and arrangements with existing individual Local Transport Authorities. In this regard reference is made to existing solutions which have been developed elsewhere to address similar scenarios e.g. North of Tyne, which we are confident can be utilised for One Yorkshire.
- There is no intention to take existing powers from local authorities, including transport powers, without agreement.

¹ by virtue of the Bus Services Act 2017

Overview and Scrutiny

Overview and Scrutiny arrangements will be fully embedded within the Yorkshire CA which will embrace both the CA and the LEP structure.

Route Map

Timely implementation against the route map is dependent on various specific activities being undertaken by local One Yorkshire partners, SY local partners and by Government, including the following:

- *Local One Yorkshire partners*
 - Negotiating with Government a One Yorkshire deal by October/November
 - Making two key decisions:
 - (a) November 2018 - ratification of a One Yorkshire deal and authorisation to undertake a statutory governance Review; and
 - (b) October 2019 - local consents to the Order/s needed to establish the One Yorkshire Mayoral CA.
 - Between January and April 2019 undertaking a full consultation on a statutory governance Review which had concluded changes are needed, and on specific proposals for a One Yorkshire Mayoral CA contained in a Scheme
 - Developing an operational transitional plan in June 2019, including transport arrangements
 - Between January and May 2020 to establish the One Yorkshire Mayoral CA, issue the notice of election, and oversee the election of a Yorkshire Mayor.
- *SY local partners and SCR Mayor*
 - In October, the SY local authorities and SCR Mayor would reach agreement in principle to consent to an SCR Mayoral Powers Order, providing sufficient progress is made in negotiations with Government on a One Yorkshire deal and SCR agreement for Barnsley and Doncaster to leave.
 - In December, consenting to the SCR Mayoral Powers Order
- *Government*
 - In October, agreement to negotiate on and conclude a One Yorkshire deal on the basis that the SCR deal will be fully delivered and that any or all SY authorities would not be prevented from joining the One Yorkshire deal by May 2020 at the outset.
 - In December, secure local SY consent to an SCR Mayoral powers Order, and make the Order by April 2019, fully implementing the SCR deal;
 - Between July and September 2019 to prepare draft Order/s for establishing the One Yorkshire Mayoral CA, and secure One Yorkshire local consents to the Order/s by October 2019
 - By March 2020 to make the One Yorkshire Order/s after passing through Parliament.

The above processes are consolidated below into an at-a-glance tabular route map.

Timeline		Action
2018	Oct	<ul style="list-style-type: none"> One Yorkshire Leaders submit the following to Government: the independent economic case; governance proposals.
	Oct - Nov	<ul style="list-style-type: none"> SY authorities and SCR Mayor agree in principle to consent to an SCR Mayoral Powers Order, providing sufficient progress being made in negotiations with Government on a One Yorkshire deal based on the election of a Yorkshire Mayor by 2020. One Yorkshire devolution deal is duly signed, including Government's commitment to enable any or all SY authorities to join from day 1 in 2020, subject to prior implementation of the SCR deal.
	Nov	Council/CA ratification of One Yorkshire devolution deal and authorisation to undertake statutory governance Review (subject to setting up any special meetings/ accepting late agenda items, where needed).
	Dec	<ul style="list-style-type: none"> Review concludes a Mayoral Yorkshire CA needs to be established in order to effect an improvement the exercise of devolved functions which will in turn improve local economic conditions. Draft One Yorkshire Scheme is prepared, setting out the new governance arrangements (including proposals to amend boundaries of existing CAs or dissolve those arrangements). SCR Mayor and SY Authorities consent to SCR Order.
2019	Jan-April	<ul style="list-style-type: none"> Councils/CA undertake full public consultation on One Yorkshire Scheme, to be completed by April 2019, subject to this activity being considered permissible during purdah. SCR Order is made, fully implementing the SCR Deal.
	May	Leaders finalise One Yorkshire Scheme and submit it - together with a summary of consultation findings - to the Secretary of State.
	June	CXs develop and implement a One Yorkshire Transition Plan, covering all operational and delivery issues (including transport).
	July - Sept	Secretary of State considers One Yorkshire Scheme and prepares draft One Yorkshire Order/s establishing the Mayoral Yorkshire CA.
	Oct	Council/CA consents to One Yorkshire Order/s, (may require special meetings/late items).
	Nov - Dec	One Yorkshire Order/s laid before Parliament.
2020	Jan - Mar	<ul style="list-style-type: none"> One Yorkshire Order/s made. Yorkshire Mayoral CA established (to enable issuing notice of Mayoral election).
	May	Election of Yorkshire Mayor.

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The Economic Rationale for Devolving to Yorkshire – Executive Summary

This study was commissioned in Summer 2018 on behalf of the 18 Yorkshire Councils which work together under the banner of ‘One Yorkshire’. The work was delivered by Steer Economic Development, supported by Les Newby Associates Ltd.

The work’s intent was twofold, namely to:

- Assess the overall economic and strategic rationale for devolving (powers and budgets) to the Yorkshire-level; and
- Identify key opportunities and tangible benefits which could be secured by, and for, all people and businesses in the region’s urban, rural, and coastal areas.

Headlines

Based on a wide range of data analyses, observations, document reviews, and business engagement, there is strong evidence that **Yorkshire (and Humber) is a coherent and interconnected economic area**. The overall geography includes several functional economic areas, which have strong interconnections, and similar/shared issues, priorities, and networks.

Currently, the region’s GVA per head, at £20,678, is 27% below the UK average. The area’s total GVA would rise to £144bn – £31bn more than currently – if it matched the UK average. The study investigated how far, and in what ways, devolution could contribute to reducing this gap. It concluded that:

- **Yorkshire-level devolution will create opportunities to reduce significantly the sizeable gaps in productivity and Gross Value Added (GVA) which exist between Yorkshire (and Humber) and the UK average;** and
- Depending on the levels of ambition and activity, **total GVA uplift from devolution at the Yorkshire-level could be as high as £9bn-£30bn a year** over a 20-year timeframe. This amounts to £1,600-£5,400 per head.

Raising GVA and performance in specific policy areas

The study took account of strategic issues and opportunities relevant across Yorkshire and assessed what could be done better/collaboratively through Yorkshire-level devolution to reduce GVA gaps in a mix of relevant policy areas such as Exports, Enterprise, and Skills – all of which are essential for the development of effective responses to inequality, slow pay growth, and the risks and opportunities associated with Brexit.

Table 2 presents findings for the contribution that each policy area might make to closing the GVA gap between Yorkshire and the UK, based on three scenarios – *cautious* (30%), *mid-range* (65%), or *ambitious* (100% closure). The results cannot be added together to produce a ‘total’ because of interrelationships and double-counting. However, subject to caveats and assumptions on the degree of devolution and levels of investment, illustrative figures for individual policy areas suggest that, over the long term, Yorkshire-level devolution could lead to:

- Uplift in export value, equivalent to GVA of £3.1bn-£10.4bn;
- Uplift in inward investment jobs, equivalent to GVA of £5.9m-£19.7m;
- Uplift in R&D investment of £0.4bn-£1.35bn, with additional long-term GVA spillovers;
- Improvement in skills to match the UK’s skills profile could deliver GVA uplift of c.£1.56bn a year;

- Increases in the size of the business base and the number of rapidly growing ‘Scale-Up’ businesses, equivalent to a GVA increase of £4.6bn-£15.4bn; and
- Uplift in transport investment to the value of £39m-£130m (using latest year’s spending data) or £0.5bn-£1.66bn (using data on the spending pipeline), with additional long-term GVA benefit.

Key findings across the research

The study investigated how far Yorkshire (and Humber) demonstrates internal coherence based on shared sector/industry specialisms, complementarities arising from economic variety, and sufficient distinctiveness from the UK to warrant devolution. Key elements and findings are as follows:

From the review of Strategic Economic Plans (SEPs) and Local Industrial Strategy . . .

- The four SEPs are similar in terms of the issues they address and approaches adopted.
- Five sector priorities are common to at least three LEP areas: Advanced Manufacturing; Energy/Low Carbon; Food and Drink/Agri-Food; Health and/or Care; and Digital/Creative – while other priority sectors are specific to certain LEP areas.
- There are good opportunities to present complementary offers at the Yorkshire-level which take advantage of shared strengths and distinctive assets as well as diversity.
- For some functions, e.g., local regeneration, the value of local proximity or distinctive need supports localised approaches, however, there are potential advantages in, joining-up activities across localities on ‘higher level’ functions, e.g., specialist business support.

From the Business Engagement consultations . . .

- There is strong business support for devolution of powers and budgets from central government – this is in and of itself *the* priority for many businesses.
- There is a range of views on the geography for devolution, but on balance, the majority support devolution to the Yorkshire-level, provided local needs can still be met.
- Reasons for supporting devolution include strong leadership, prioritisation, brand and international business, as well as issues including strategic transport and labour markets.
- Worries in relation to devolution include bureaucracy, uncertainty about functions to be undertaken, risks of smaller areas losing out to larger ones, and locally-specific issues (such as concerns about split governance in the Humber or a step-by-step approach to devolution in South Yorkshire).

On Sector and Specialisms analyses . . .

- There is a degree of coherence in terms of sectors and industries which provide significant employment in multiple local authority districts in Yorkshire, suggesting arrangements at this level could achieve economies-of-scale in supporting growth.
- Manufacturing is relatively pronounced across all Yorkshire sub-regions, but (as in the UK in general) only accounts for a modest proportion of overall jobs and GVA.
- Service industries are more significant for employment and GVA across Yorkshire, and 13 such industries provide at least 2,500 jobs in three districts or more.

On Business Start-ups, Deaths, Survivals, Density and Scale up . . .

- Data on Business Density, Start-Ups, Survival Rates, and Scale-Ups suggest there is a significant entrepreneurial challenge in Yorkshire. But, there is clearly scope for Yorkshire to improve its Scale-Up performance, as Distribution, Manufacturing & Engineering, and

Food & Drink Processing, in which it has clear specialisms, are delivering significant numbers of Scale-Ups elsewhere.

- Variations in business performance across LEP areas and local districts within Yorkshire point to opportunities for greater knowledge exchange/transfer, including on the challenges shared by multiple districts (such as responding to the impacts of automation).

On R&D, Innovation and Ideas . . .

- There is under-investment in R&D, and potential for greater innovation across the region.
- There will be value in identifying and utilising strategic innovation assets that support innovation across Yorkshire, working better with multi-national businesses, which act as entry points for firms to global supply chains, and capitalising on the extensive Higher Education provision and strengths across the region.

On International Trade and Investment . . .

- Yorkshire and Humber has the lowest proportionate export levels of any UK region.
- Devolution to the Yorkshire-level may improve the impact of efforts to promote exports and foreign investment through intensification of activity, utilising Yorkshire's positive profile/identity and developing ambition related to it; and by capitalising on complementary strategic assets, such as the Humber ports complex.

On Skills and Ambition . . .

- The significant gap between Yorkshire and Humber and the UK in the percentage of the workforce qualified to NVQ4 (or above) is acting as a drag on productivity and earnings.
- The coordination of effort on higher-level skills (including Degree-level Apprenticeships) at the level of Yorkshire can add value, and raise employers' use of universities.
- There is a need to improve attainment at NVQ3, but business engagement highlighted the importance of local arrangements for delivery of most vocational skills.

On the Yorkshire Identity . . .

- The Yorkshire 'brand' is well recognised.
- Research by the BBC shows that 75% of people in Yorkshire feel 'allegiance' to their county – more than anywhere else in England.
- Yorkshire identity is associated with positive values: straight-talking, hard-working, friendly, supportive.
- Yorkshire identity is considered an asset by many businesses, both in terms of local and national markets and in international/outward-focused activities, such as international trade and investment, and in sectors such as tourism, food and cultural industries.

On Transport and Connectivity . . .

- Commuting patterns in Yorkshire and Humber's four main sub-regions suggest that these areas are functional economic areas. However, there is significant commuting between sub-regions from some districts (e.g. Harrogate and Selby to Leeds) and a case that commuting levels between areas (e.g. Sheffield and Leeds) may be being suppressed by fare structures and service offers. These could be addressed effectively at regional level.
- Yorkshire has notable strategic transport assets, such as the Humber Ports. LEPs and SEPs tend to focus their attention on local assets, which limits the potential for wider promotion and development of strategic assets that are both regionally and nationally significant.

Conclusions

The study identified opportunities across six policy domains where devolution to Yorkshire could deliver significant economic impact (Table 2). However, the study does not present an ‘all or nothing’ case for Yorkshire-level devolution, suggesting some activities may be best-led more locally (e.g. employment, inclusion, and place-based regeneration), while others (notably strategic transport) are best covered at the pan-Northern level. But, there are potentially considerable advantages from devolution to the Yorkshire-level in a significant number of policy areas: higher-level economic functions such as Innovation, Exports, Higher-Level Skills, specialised Business Support to enable Scale-Ups, and specific elements of Transport, such as ports and ticketing. Table 1 summarises the key conclusions in relation to the main research questions.

Table 1: Summary of research findings

Over-arching research question	Findings
<ul style="list-style-type: none"> Is Yorkshire an <i>economically coherent area</i>? 	<ul style="list-style-type: none"> There is strong evidence that Yorkshire (and Humber) is a coherent economic area, based on a range of data and observations The region includes several functional economic areas, which have strong interconnections, and often similar or shared issues, priorities and networks There is a strong degree of similarity in priorities at broad sector level Strategic assets, e.g. ports, HE, rail/road routes, serve Yorkshire-wide needs While each LEP area is functional, there are significant travel flows across sub-regional boundaries Sizeable business and HE networks operate at Yorkshire-level, and many businesses believe that Yorkshire identity is an asset e.g. in branding
<ul style="list-style-type: none"> Is the Yorkshire-level capable of maximising the opportunities and benefits of devolution? 	<ul style="list-style-type: none"> Reviews of SEPs and emerging Local Industrial Strategy priorities in the four LEP areas show similar overall priorities. All cover productivity, business growth and support, skills and employment, and infrastructure There are locally distinctive (but not contradictory) variations in visions Similar challenges are identified in the majority of LEP areas and key assets/strengths cited by LEPs tend to be locally specific not strategic – indicating the potential to deliver greater benefit from devolution
<ul style="list-style-type: none"> How does and might Yorkshire fit within Northern Powerhouse arrangements? 	<ul style="list-style-type: none"> Key sectors identified by LEPs overlap with the prime capabilities at Northern level, but not with the ‘enablers’ (e.g. finance & professional) There are similarities between opportunities and threats for wealth generation and employment in Yorkshire (and Humber) and across the North However, while there are shared issues, there are in practice few mechanisms for dealing with these collectively across the North
<ul style="list-style-type: none"> What might be the economic uplift from One Yorkshire Devolution? 	<ul style="list-style-type: none"> An illustrative total uplift figure would be in the region of £9bn to £30bn per year over a 20-year time frame, subject to caveats and assumptions, and based on three scenarios for closing gaps with the UK This amounts to £1,600-£5,400 per head
<ul style="list-style-type: none"> Is there a case to establish a directly-elected Mayor (as enabled under the Cities and Local Government Devolution Act 2016)? 	<ul style="list-style-type: none"> There are similarities in economic structure across Yorkshire (and Humber) and shared challenges/opportunities/ approaches present potential economies of scale in some (but not all) of these areas at Yorkshire-level Yorkshire (and Humber) is different from the UK economy: it faces greater challenges on many economic indicators and its sectoral mix is different Limited coordination of economic development activity because barriers often limit projects/activities to a single LEP area, even where there may be economies of scale/scope or greater impact from a coordinated approach

Table 2: Indicative Potential GVA uplift enabled by Yorkshire-level devolution by Policy Area

Strategic Case - what's the issue/opportunity?	Data/Baseline	How far is it a shared issue across LEP areas?	What could be done better/collaboratively via Yorkshire devolution?	Estimated Added Value/under-investment (based on extent to which gap to national average is closed)		
				Cautious 30%	Mid-range 65%	Ambitious 100%
Exports – are much lower than UK average per head	Yorkshire and Humber exports are £16.8bn, 5.1% of the UK total of £328bn A proportionate Y&H figure would be £27bn	All four LEPs identify exports as a priority and similar barriers exist in each LEP area	Better use of assets across Yorkshire (e.g. ports), capitalise on Yorkshire brand to raise ambitions and promote exports; more intensive and tailored promotion and business support	£3.1bn	£6.8bn	£10.4bn
Inward Investment – has improved but is below the UK average	4,600 Yorkshire and Humber FDI jobs in 2017 is 92% of the proportionate figure – a gap of 435 jobs This equates to GVA of £20m	Inward Investment is of interest to all LEPs and similar approaches are used – implying scope for joint work	Capitalise on strong and improving Yorkshire profile, intensify effort through further joint promotion and take advantage of international 'Yorkshire alumni' connections	£5.9m	£12.8m	£19.7m
Investment in R&D – per head is low: raising R&D and innovation will have a positive short-term impact and deliver long-term benefits	Yorkshire and Humber's R&D investment per person is £258 – only slightly more than 50% of the UK average A proportionate Yorkshire and Humber figure would be £2.75bn	All LEPs see innovation as important, there is a regional HE network, and there are shared issues and assets which could benefit from coordinated leadership	Better connections to global supply chains and global innovation networks; work through Yorkshire Universities HEI network; specialised business support and signposting, and pooling of effort and influence to attract new expertise and assets	£0.41bn R&D	£0.88bn R&D	£1.35bn R&D
High level skills – Yorkshire (and Humber) has a relatively low proportion of its workforce qualified to NVQ4+ – which affects productivity and earnings	Yorkshire and Humber's workforce is c. 2.5m a higher proportion has no or low qualifications/skills and a concomitant lower proportion has higher level skills (see table).	Skills are consistently highlighted as a significant issue by businesses in all four LEPs The low proportion of workers with NVQ4+ is a	Business engagement indicates lower-level and vocational skills are likely to be best addressed at the local rather than regional level – except where niche specialisms are concerned	£0.46bn	£1bn	£1.56bn

Strategic Case - what's the issue/opportunity?	Data/Baseline			How far is it a shared issue across LEP areas?	What could be done better/collaboratively via Yorkshire devolution?	Estimated Added Value/under-investment (based on extent to which gap to national average is closed)																					
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	<table><tr><td></td><td>Y&H%</td><td>UK%</td></tr><tr><td>No qualifications</td><td>7</td><td>2</td></tr><tr><td>NQF Level 1</td><td>17</td><td>8</td></tr><tr><td>NQF Level 2</td><td>22</td><td>25</td></tr><tr><td>NQF Level 3</td><td>20</td><td>23</td></tr><tr><td>NQF Level 4</td><td>27</td><td>32</td></tr><tr><td>NQF Level 5</td><td>8</td><td>10</td></tr></table> <p>Experian's Regional Economic Model shows an annual GVA gap of c. £1.56bn</p>		Y&H%	UK%	No qualifications	7	2	NQF Level 1	17	8	NQF Level 2	22	25	NQF Level 3	20	23	NQF Level 4	27	32	NQF Level 5	8	10	common issue faced in three LEP areas	While, higher-level skills, requiring more specialised resources, are more likely to generate economies of scale and therefore benefit from pan-Yorkshire leadership and arrangements			
	Y&H%	UK%																									
No qualifications	7	2																									
NQF Level 1	17	8																									
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NQF Level 5	8	10																									
Business base and scale ups – Yorkshire and Humber has a relatively low business density	Yorkshire and Humber has 7.3% of the UK business population A shortfall of 56,700 businesses	While there is variation in LEPs' achievement in terms of business density	Supplement local support on enterprise formation with greater provision in relation to high-growth businesses, which may benefit from	£4.6bn (17,000 businesses)	£10bn (36,900 businesses)	£15.4bn (56,700 businesses)																					

Strategic Case - what's the issue/opportunity?	Data/Baseline	How far is it a shared issue across LEP areas?	What could be done better/collaboratively via Yorkshire devolution?	Estimated Added Value/under-investment (based on extent to which gap to national average is closed)		
				Cautious 30%	Mid-range 65%	Ambitious 100%
which limits employment and the flow of scale-up businesses	Given average business size and GVA per employee (£45,200) this equates to a GVA gap of c.£15.4bn	and scale-ups, the issue is pan-regional	pan-Yorkshire leadership and coordination to spread understanding/best practice and provide expertise and specialisms that smaller geographies may be unable to provide			
Transport – business consistently highlights transport as a barrier to growth, but investment per head is low	Based on the most recent year's spend, investment in Yorkshire and Humber is £130m below a proportionate level; this rises to £1.66bn based on analysis of future transport spending plans	LEP strategies and investments have focus on local transport issues; there is a need for strategic leadership to identify strategic assets and cross-LTA issues (other issues are covered at northern level)	Strategic leadership and coordination to identify an intra-regional road network, simplify/reduce cost for cross-LTA rail journeys; prioritise local public transport and rail in spending decisions, in response to current under-investment; greater shared use of the Humber Ports asset	£39m (£0.50bn using pipeline data)	£84.5m (£1.08bn using pipeline data)	£130m (£1.66bn using pipeline data)

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#OneYorks

One Yorkshire devolution

Executive Summary

One coherent economy

One shared identity

One historic opportunity

October 2018

One Yorkshire devolution on a page

Our One Yorkshire devolution proposals are about:

Decisions that affect
Yorkshire made in Yorkshire

More investment for all our
communities

A Yorkshire that plays its
full part in UK prosperity

The case for One Yorkshire devolution:

Cities, towns, rural and coastal areas across Yorkshire share similar economic priorities and challenges:



**Growing
businesses**



**More
skilled jobs**



**Better
transport**



**More
investment**



**Trading
internationally**

One Yorkshire: One shared identity

75% of Yorkshire people identify with Yorkshire – more than any other region in the country according to an independent economic study.

Brand Yorkshire is an important driver of international trade and tourism according to business, and is recognised globally.

One Yorkshire: One historic opportunity

To realise huge economic benefits for the whole region



Government asked... One Yorkshire delivers

**Coherent
economic area**



**Directly elected
Yorkshire mayor**



**Local
support**



Why One Yorkshire?

The UK economy is at a critical juncture. With our exit from the European Union less than six months away, the importance of all parts of the country being able to play their full part in an economically flourishing, globally competitive UK has never been greater.

Yorkshire has a capacity for innovation and reinvention that extends from the Industrial Revolution to the present day. Having played a central role in shaping the UK's economic history, Yorkshire has an equally important role to play in fuelling its future prosperity.

What Yorkshire now needs to fulfil its potential as a contributor to national economic growth – developing a thriving, more productive regional economy that leads to better quality of life for local people – is a devolution deal that matches the scale of its opportunity and local leaders' ambition.

The One Yorkshire devolution proposals – backed by 18 councils and the Sheffield City Region Mayor – aim to:

- ensure that the decisions which affect Yorkshire are made in Yorkshire – not in Whitehall
- create more investment in the areas that would make the biggest difference to Yorkshire's economy
- enable Yorkshire to play its full part in the UK's post-Brexit economic success

This document sets out the case for One Yorkshire devolution, which is based on:

- **One coherent economy**
- **One shared identity**
- **One historic opportunity**
- **One Yorkshire delivers**

One Yorkshire: One coherent economy

The Yorkshire region is geographically diverse – encompassing cities, towns, countryside and coast – but it is also a coherent economic area, according to an independent economic study.

Yorkshire's economy is markedly different from the national economy. Communities across the region share distinct challenges and opportunities, which One Yorkshire devolution would address.

Shared economic challenges	Shared economic opportunities
<ul style="list-style-type: none">• Historic transport under-investment a barrier to growth• Low business investment in R&D• Exports growing but from a very low baseline• A young, fast-growing population but with skills gaps in key areas• Inward investment increasing rapidly but once again from a low baseline• Providing decent living standards for all of our communities	<ul style="list-style-type: none">• Distinctive strengths in key economic sectors: manufacturing, energy, distribution, transport, food, tourism, health, public administration and education• Competitive location at the geographic centre of the country with national and international connectivity by rail, road, air and sea• A large economic area worth £112bn a year to UK plc with 2.5million jobs• Home to 5 million people – half of the Northern Powerhouse population• A globally recognised brand• Outstanding, affordable quality of life

One Yorkshire: One shared identity

One of the main aims of devolution – bringing decision-making closer to the people affected by those decisions – has become even more relevant after the historic Brexit vote.

One Yorkshire devolution has strong local support from residents, businesses, 18 local councils and the Sheffield City Region Mayor.

The strength of the region's identity is well known and according to the independent economic study, 75% of people in the region identify with Yorkshire – more than any other region in the country.

This is also backed by business, who overwhelmingly see brand Yorkshire as an important benefit – especially when trading internationally.

One Yorkshire:

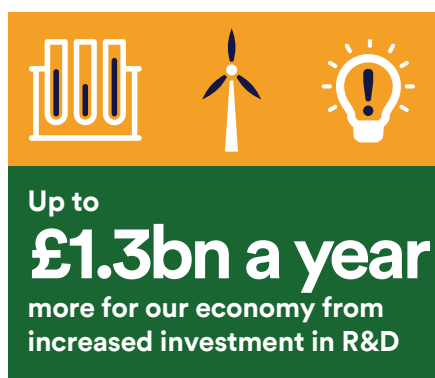
One historic opportunity

The 18 councils backing a One Yorkshire devolution deal have agreed ambitious proposals for radical devolution of investment and powers from Whitehall to the region.

The proposals are intended as the first step in transferring more powers and funding from Whitehall to Yorkshire. They would provide:

- £3.75billion investment fund over 30 years to boost Yorkshire's economy and raise living standards in rural, urban and coastal communities
- Control of adult skills funding to ensure local skills provision responds to local needs
- Responsibility for bus franchising in the region and the creation of a single, Yorkshire-wide smart ticketing system enabling people to travel easily between all of our rural, coastal and urban areas
- A new £500million devolved housing investment fund to stimulate house-building and regeneration
- 100% of business rates generated in the region stay in the region
- Local control of programmes and budgets to address unemployment, in-work poverty and health barriers to work – targeted local delivery of such programmes has already seen better success rates than one-size-fits-all national schemes

The independent economic study makes clear the economic benefits to the region – and UK plc – of this One Yorkshire devolution approach:



One Yorkshire mayor

New powers and funding for Yorkshire would be overseen by a directly elected One Yorkshire Mayor.

The Mayor would be supported by streamlined and robust governance arrangements, designed to work for all parts of our diverse region and enable the right decisions to be taken, while avoiding creating costly new layers of bureaucracy.



One Yorkshire governance proposals:

- Directly-elected **One Yorkshire Mayor**
- Supported by a **One Yorkshire Combined Authority** with representation from all 18 partner councils
- Delivering a **One Yorkshire local industrial strategy**, focusing on our shared economic opportunities and challenges
- With **strengthened, transparent local enterprise partnerships** providing private sector leadership and focus in functional economic areas/ sub-regional economies

Government asked... One Yorkshire delivers

The One Yorkshire devolution proposals supported by the 18 councils and the Sheffield City Region Mayor could be implemented at the same time as the existing devolution deal for South Yorkshire, enabling the whole of the region to share in the benefits of devolution from 2020.

The One Yorkshire devolution proposals deliver against all of the criteria set by Government:



The One Yorkshire proposals are supported by 18 Yorkshire councils and the Sheffield City Region Mayor